



Land Use Rezoning Study

Minneapolis City Planning Commission

Public Hearing

April 24, 2023

Presenters:

Jason Wittenberg, Manager

Joe Bernard, Planning Project Manager

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Andrew Frenz, Principal Planner

Item #6 – Land Use Rezoning Study

Staff Presentation

- Background
 - Timeline and process
 - What is the Land Use Rezoning Study?
- Summary of proposed zoning ordinance
- Key topics and related changes since publication of January draft



Timeline

2019

- Minneapolis 2040 Adopted

2020

- Inclusionary Zoning Code Amendment
- Allow 2- and 3-Unit Buildings in Lowest Density Districts

2021

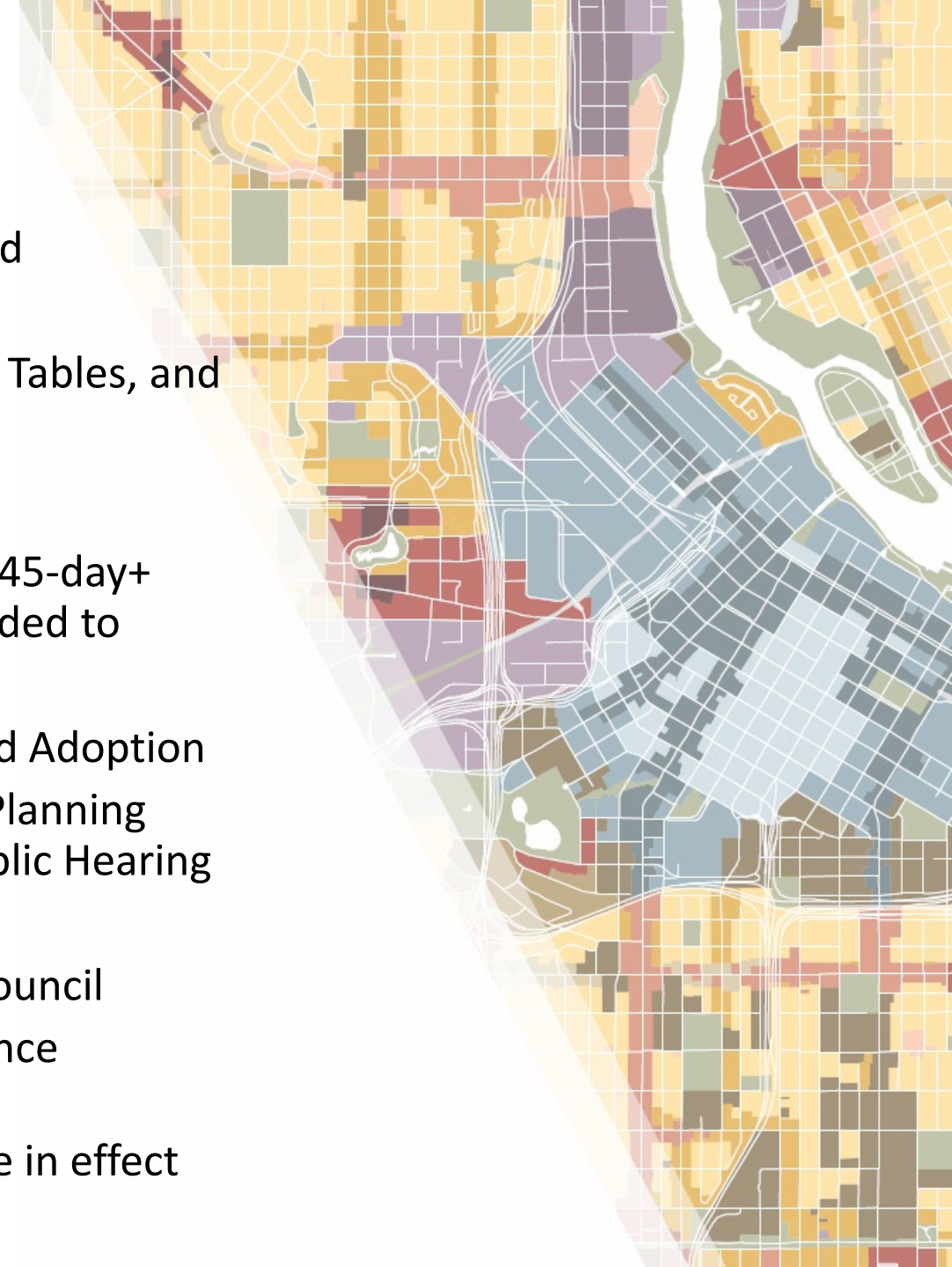
- Built Form Rezoning Study
- Parking and Travel Demand Management
- Work on Land Use Rezoning Study (LURS) Begins
 - Existing land use inventory
 - Best practices research

2022

- Internal outreach and coordination
- Draft Code Text, Use Tables, and Mapping

2023

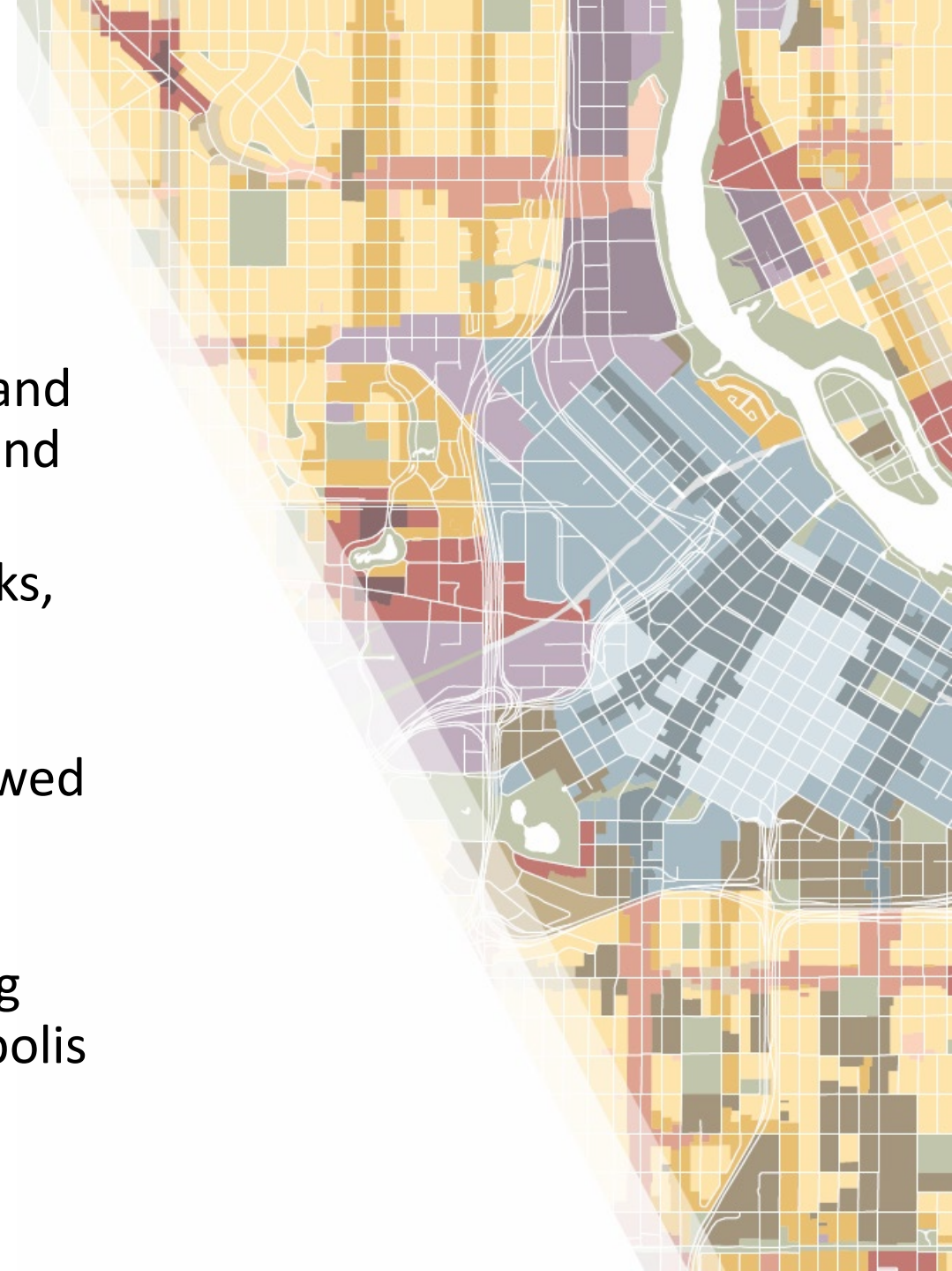
- Public Engagement (45-day+ Review Period extended to March 26th)
- Approval Process and Adoption
 - April 24, 2023, Planning Commission Public Hearing
 - May 16 – BIHZ
 - May 25 – City Council
 - June 5 – Ordinance Publication
 - TBD – Ordinance in effect



Background

What is the Land Use Rezoning Study?

- Minneapolis 2040 includes parcel specific guidance for the size of buildings (Built Form) and the types of uses that can be on a property (Land Use)
 - Built Form includes building height, setbacks, floor area, etc. This work was completed in 2021.
 - Land Use covers which uses should be allowed in which zoning districts – and related guidelines for establishing those uses
- State law requires city's official controls (zoning code) to align with adopted city plan (Minneapolis 2040)



Background

Minneapolis 2040 Engagement

- Three years, 150+ meetings, 20,000+ points of feedback (<https://minneapolis2040.com/planning-process/>)
- 14 Goals guided the creation of the plan, and continue to guide implementation
- Public feedback about uses – such as banning heavy polluters – came from the engagement process and are reflected in policy language that is guiding this work



Eliminate disparities

In 2040, Minneapolis will see all communities fully thrive regardless of race, ethnicity, gender, color, origin, religion, or zip code. We will have eliminated deep-rooted disparities in wealth, opportunity, housing, and health.



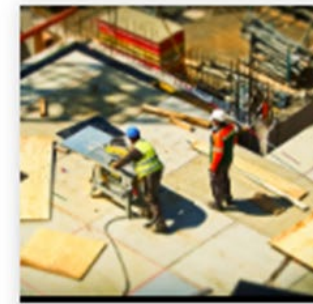
More residents and jobs

In 2040, Minneapolis will have more



Affordable and accessible housing

In 2040, all Minneapolis residents will



Living-wage jobs

In 2040, all Minneapolis residents will have the training and skills necessary to find a living-wage job in a growing economy and will have a living-wage job.



Healthy, safe, and connected people

In 2040, the people of Minneapolis will be socially connected, healthy, and safe.

“This is beautiful, valuable, riverfront property that people should have access to, instead of being used for industrial polluters. (West River Parkway North of Downtown)”



Cultural, and amenities

In 2040, all Minneapolis residents will have the natural and cultural amenities that make the city a great place to live.



Climate change



Clean environment



Healthy, sustainable

Background

Broad analysis questions

- Does this regulation advance the goals of Minneapolis 2040?
- Does this regulation fulfill the City's obligation to eliminate conflicts between the comprehensive plan and the zoning code?
- Does this regulation make the code easier to administer?
- What are potential unintended consequences of this regulation?
- What are the racial equity impacts to be considered?



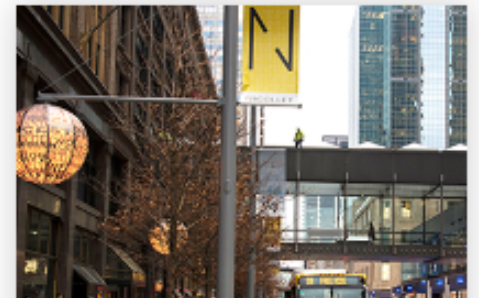
Eliminate disparities

In 2040, Minneapolis will see all communities fully thrive regardless of race, ethnicity, gender, country of origin, religion, or zip code having eliminated deep-rooted disparities in wealth, opportunity, housing, safety, and health.



More residents and jobs

In 2040, Minneapolis will have more residents and jobs, and all people will equitably benefit from that growth.



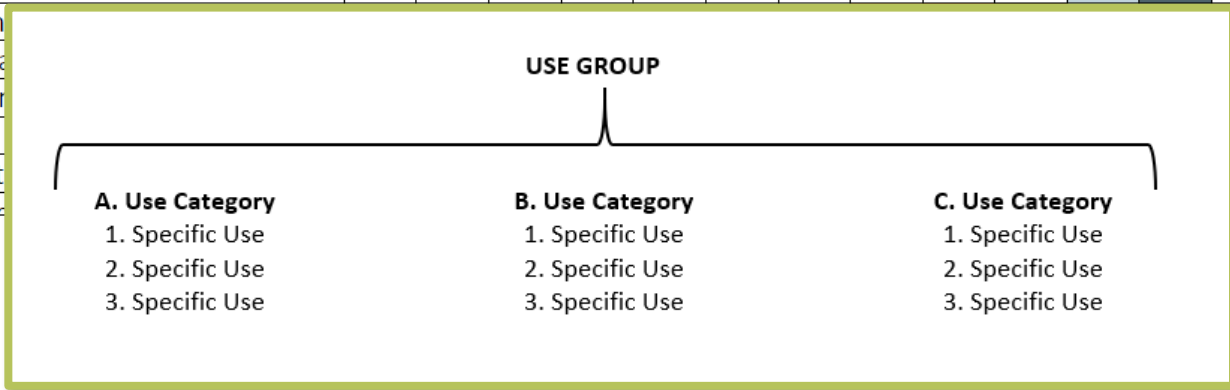
New Use Table

Table 545-1, Use Regulations Chapter

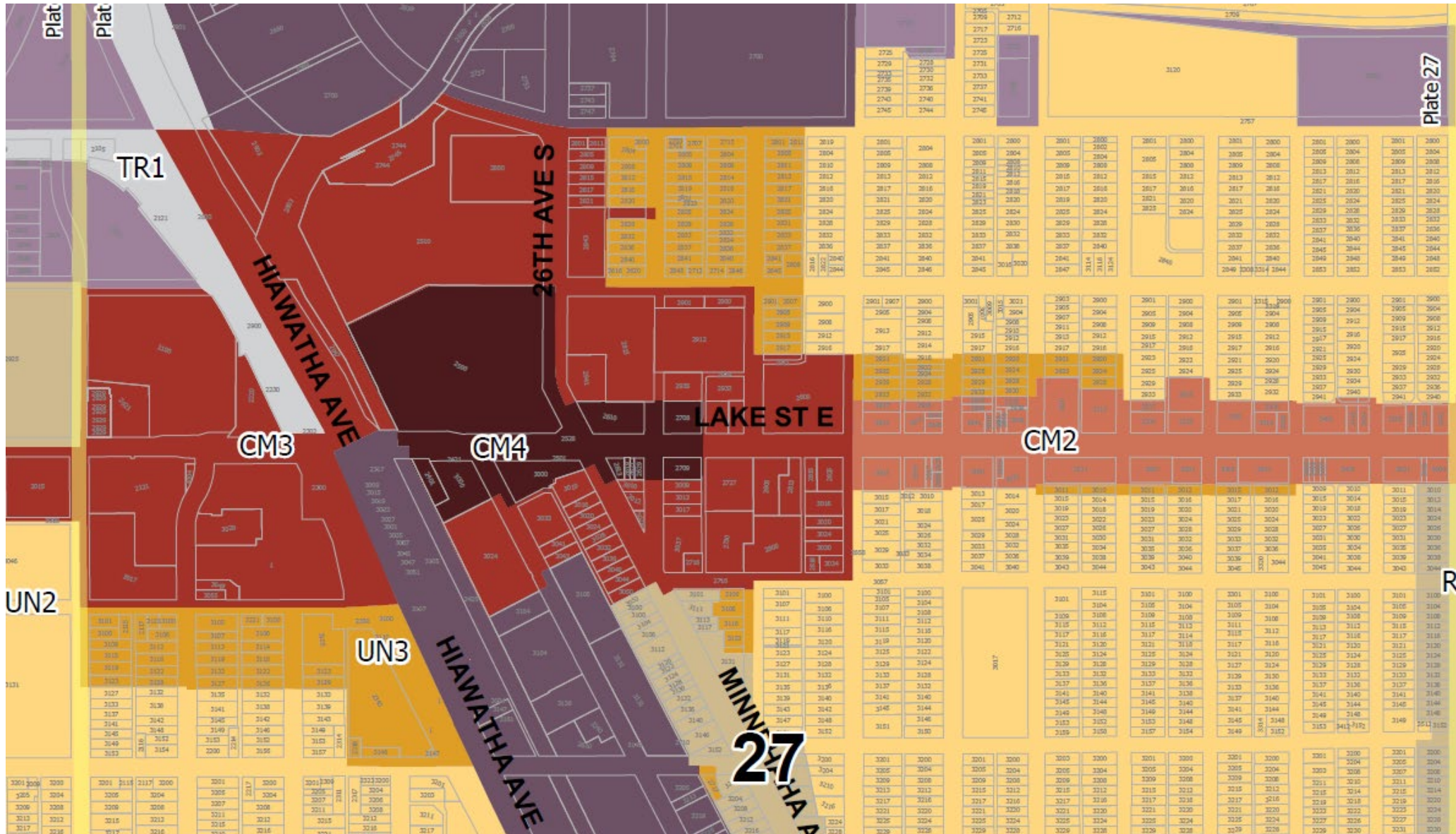
- **GROUP, Category, Specific Use**
- “P” = permitted
- “C” = conditional
- “*” = only as part of residential mixed-use bldg.
- “5” or “10” = max square footage for the use x1000
- Use Standards apply to categories and/or specific uses

Table 545-1 Uses Allowed

Uses by GROUP, Category, and Specific use	Zoning Districts															Use Standard	
	UN1	UN2	UN3	RM1	RM2	RM3	CM1	CM2	CM3	CM4	DT1	DT2	PR1	PR2	TR1		
COMMERCIAL																	
Bulk Goods and Heavy Equipment Sales (except as noted below)														P	P	P	X
Landscaping material sales														P	P		X
Commercial Agriculture (except as noted below)						10P	10P	P	P	P	P	P	P	P	P		
Farmer's market						10P	10P	P	P	P	P	P	P	P	P		+
Lawn and garden supply store						10P	10P	P	P	P	P	P	P	P	P		+
Market garden	P	P	P	P	P	P	P	P	P	P	P	P	P				+
Urban farm														P	P		+
Commercial Recreation and Assembly (except as noted below)					5P*	10P*	5P	P	P	P	P	P	P				X
Amphitheater										C	C	C	C				X+
Convention center, public											P	P					X
Entertainment ven														P			X+
Indoor recreation a														P			X+
Outdoor recreation														P			X+
Nightclub														OP			X+
Reception or meet																	X
Regional sports are																	X+



New Primary Zoning District Map



Determining New Primary Districts and Use Regulations

What does Minneapolis 2040 say?

- Future land use designation
- Other related policies, including action steps and built form designations



Urban Neighborhood Districts

What does Minneapolis 2040 say?

Urban Neighborhood is a predominantly residential area with a range of allowed building types. May include small-scale institutional and semi-public uses (for example, schools, community centers, religious institutions, public safety facilities, etc.) scattered throughout. Like the Neighborhood Mixed Use category, commercial uses can continue serving their existing commercial function. Commercial zoning is appropriate for these properties, while expansion of commercial uses and zoning into surrounding areas is not encouraged.

Proposal

UN1 – Applied to areas with Interior 1

- Up to 3 dwelling units are permitted

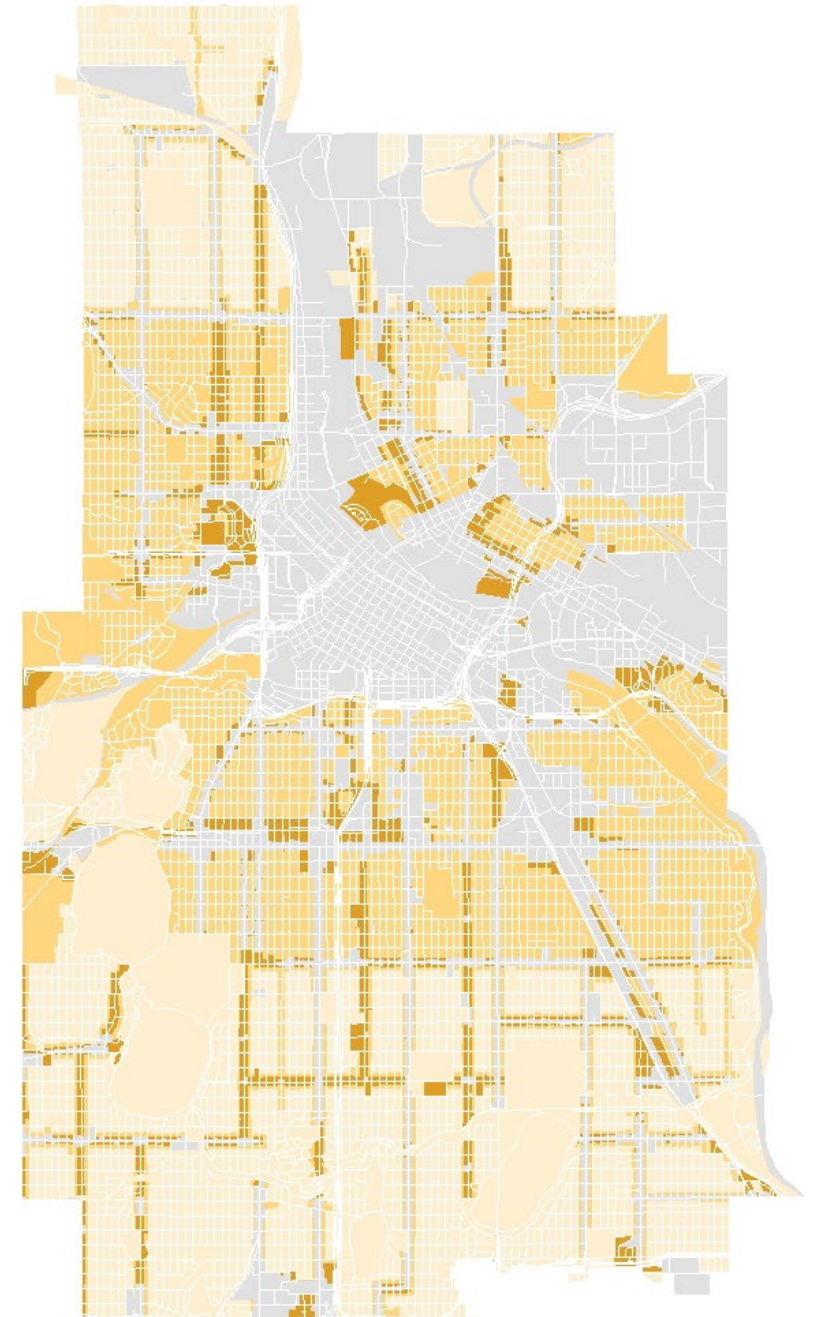
UN2 – Applied to areas with Interior 2 and 3

- Dwellings with 4+ units are also permitted on larger lots

UN3 – Applied to areas with any other built form designation

- Also permits uses like fraternities, sororities, etc.

Allow small-scale institutional and semi-public uses in all UN districts (schools, community centers, religious institutions, public safety facilities, etc.)



Residential Mixed-Use Districts

What does Minneapolis 2040 say?

Goods and Services Corridors.

The guidance for goods and services corridors includes the following: "...Properties immediately adjacent to a Goods and Services Corridor may be considered for commercial activity, allowing for uses similar in scale and scope to the Neighborhood and Corridor Mixed Use categories"

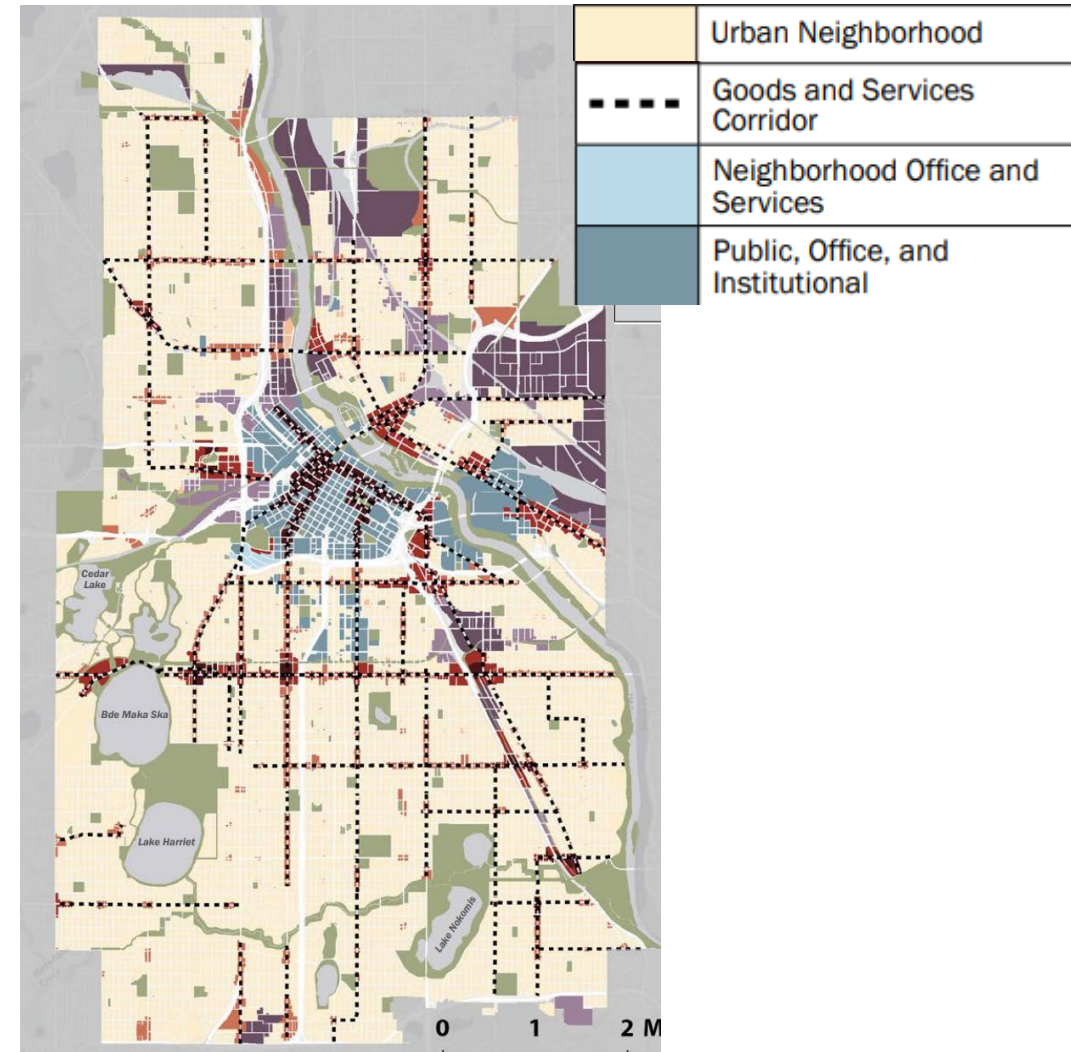
Neighborhood Office and Services.

In addition to the uses allowed in Urban Neighborhood, allows for greater flexibility in locating low impact commercial activity.

Dental and medical services and offices, small scale lodging, and small scale retail are appropriate.

Public, Office, and Institutional.

Accommodates major office centers, public and semi-public uses, including museums, hospitals, civic uses, and college and university campuses. Entertainment uses of greater intensity such as stadiums should be focused in downtown and university campuses. Multi-story residential uses are permitted in this category, with mixed-use encouraged – particularly fronting major corridors.



Future land use map

Residential Mixed-Use Districts

Proposal

RM1 – Goods and Services District

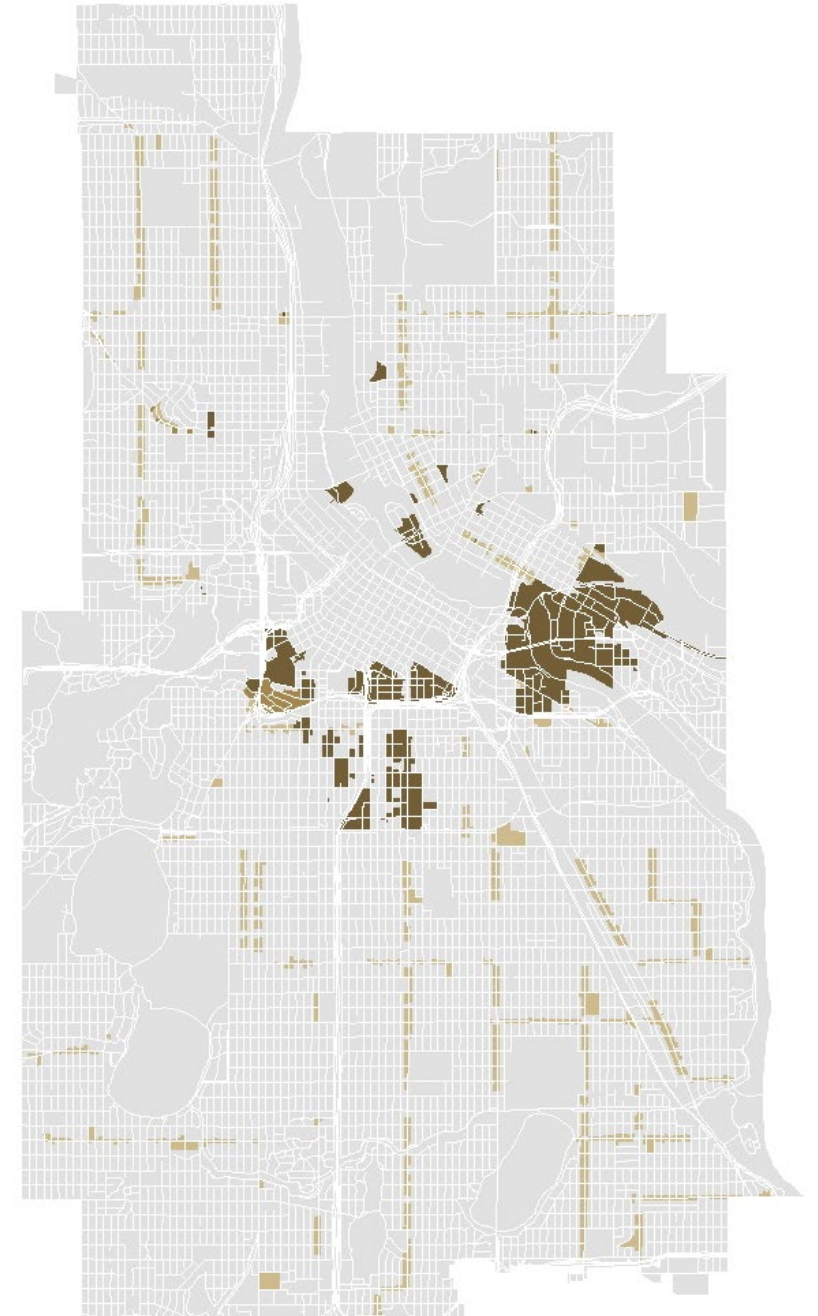
- *Boundaries:* Applied to Goods and Services Corridors where there is Urban Neighborhood future land use.
- *Allowed uses:* Similar to UN3 *and* small scale commercial activity when part of mixed-use, multi-story development that includes a residential use

RM2 – Neighborhood Office and Services District

- *Boundaries:* Applied to Neighborhood Offices and Services future land use.
- *Allowed uses:* Some additional commercial uses

RM3 – Residence and Major Institutional District

- *Boundaries:* Applied roughly to the areas in Downtown with Public, Office, and Institutional future land use where there is currently R and OR zoning as well as areas with Public, Office, and Institutional future land use outside of the downtown freeway ring
- *Allowed uses:* Large campus uses such as hospitals and universities



Commercial Mixed-Use Districts


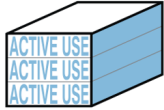



What does Minneapolis 2040 say?

Neighborhood Mixed Use includes individual commercial uses and small collections of commercial uses, located primarily away from major streets, that should continue to serve their existing commercial function. Commercial zoning is appropriate, while expansion of commercial uses and zoning into surrounding areas is not encouraged. Semi-permanent or temporary commercial retail establishments such as farmer’s markets are also appropriate in this category.

Corridor Mixed Use serves a larger market area than Neighborhood Mixed Use, and may have multiple competing uses of the same type. Commercial zoning is appropriate, mixed use multi story development is encouraged, and contiguous expansion of commercial zoning is allowed.

Community Mixed Use. Large-scale mixed use development is encouraged throughout these areas, with commercial uses fronting on major streets. Commercial retail spaces are typically smaller in order to generate pedestrian activity, and are often a destination for customers coming from outside of the market area. Active uses that are accessible to the general public such as office, food service, retail, or medical establishments are required at the street level; therefore single-use residential development is not permitted. Contiguous expansion of commercial zoning is allowed.

Destination Mixed Use. Commercial retail uses are required at the street level of all development in this category to encourage pedestrian activity beyond the typical daytime business hours. Multi-story development is required. Contiguous expansion of commercial zoning is allowed.

					
NEIGHBORHOOD MIXED USE	○	○	○	○	○
CORRIDOR MIXED USE	○	○	○	○	○
COMMUNITY MIXED USE	✗	○	○	○	○
DESTINATION MIXED USE	✗	✗	✗	○	○

○ Allowed

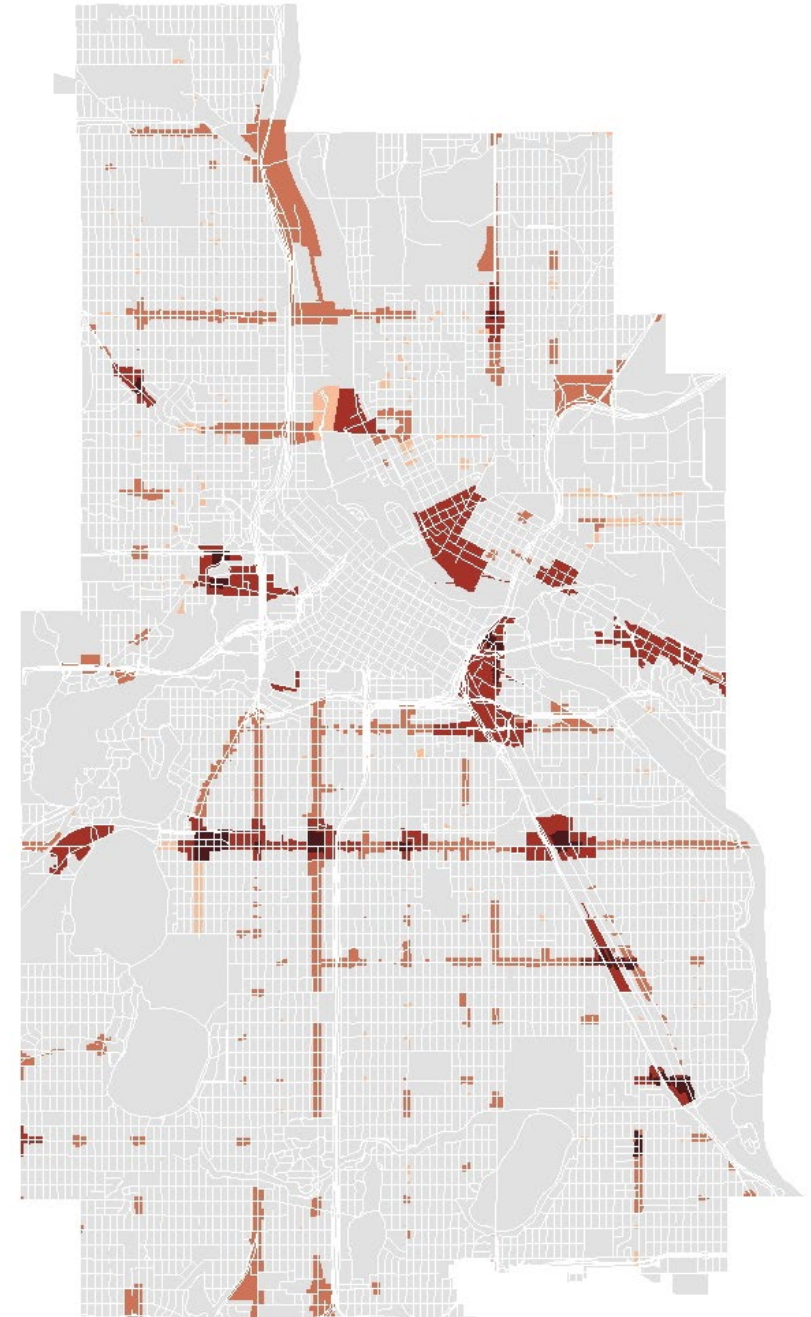
✗ Not Allowed

Commercial Mixed-Use Districts

Proposed Zoning Code

The draft zoning code includes a recommendation for four commercial mixed use zoning districts aimed at increasing access to goods and services, jobs, transit, and housing. The Minneapolis 2040 future land use map shows a 50% increase in land area guided for commercial uses – most of which is found in the application of these four proposed districts.

- The **CM1 Neighborhood Mixed Use District** includes individual commercial uses and small collections of commercial uses that are typically small in scale and serve a local market. The CM1 district is usually found at small commercial nodes, or applied to individual commercial properties scattered throughout the city.
- The **CM2 Corridor Mixed Use District** includes small, moderate, and large scale commercial uses. Mixed use multi story development is encouraged. The CM2 district is applied along major corridors and is the only district where select auto-focused uses are proposed to be allowed (with design constraints).
- The **CM3 Community Mixed Use District** includes large-scale mixed use development with commercial uses fronting on major streets. Commercial spaces are typically smaller in order to generate pedestrian activity. Active uses that are accessible to the general public are required at the street level – this means single-use residential development is not allowed, it must be accompanied by another non-residential use. The CM3 district is applied in areas where higher levels of pedestrian activity are already established or envisioned.
- The **CM4 Destination Mixed Use District** includes multi-story mixed use development. Commercial retail uses are required at the street level of all development in this category to encourage pedestrian activity beyond the typical daytime business hours – this means mixed use development is required. Permitted uses reflect the need to serve the most active commercial areas of the city. The CM4 district is applied in locations where a loss of consistent commercial street frontage would be damaging to the commercial district – usually at the intersection of major corridors.



Production Districts

What does Minneapolis 2040 say?

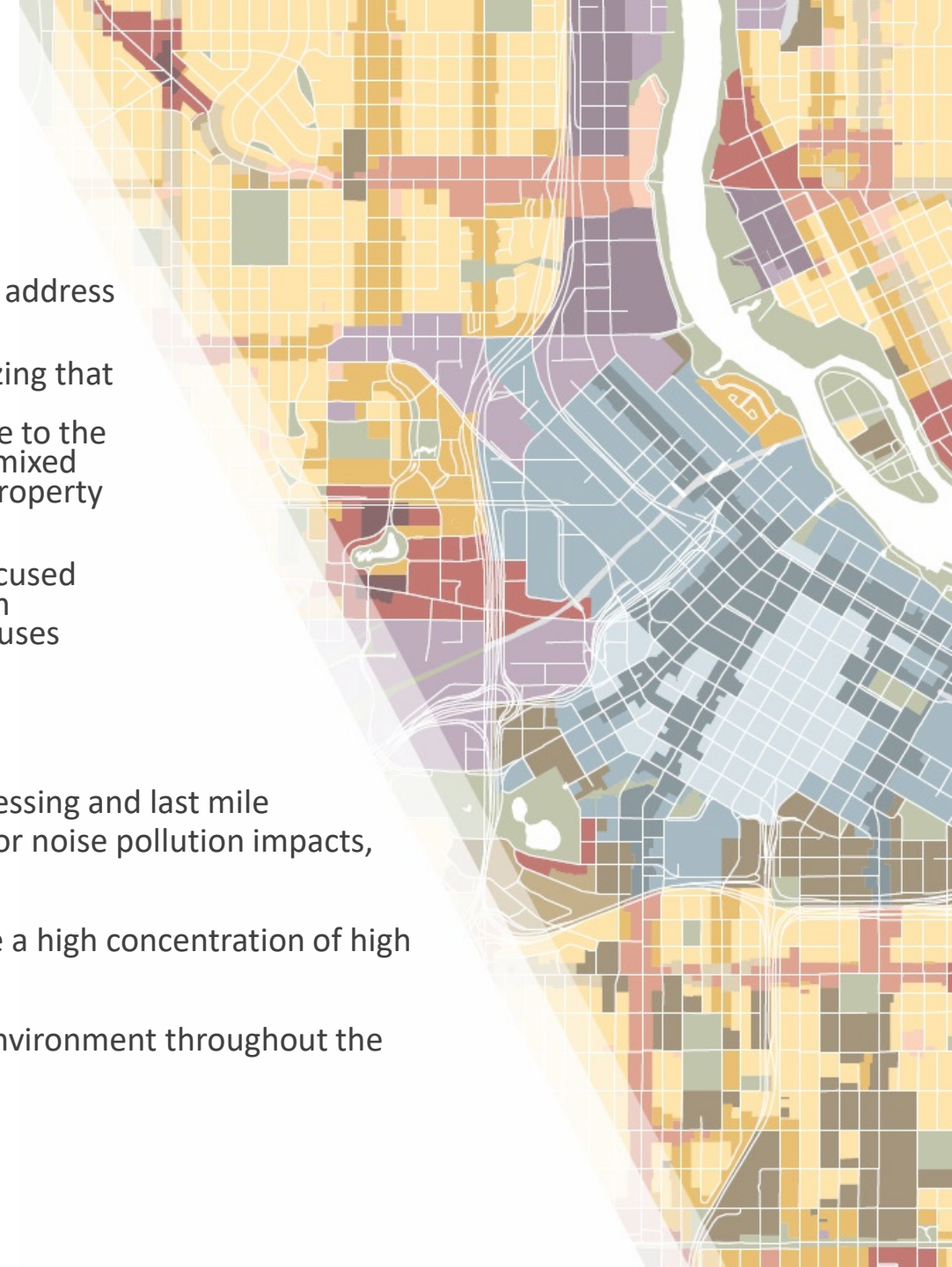
Minneapolis 2040 has two policy layers on the future land use map that address industrial areas.

Production Mixed Use allows both production and non-production uses, recognizing that while many buildings in these areas are no longer viable for modern production industries, they are increasingly occupied by a wide variety of uses that contribute to the economic health and diversity of the city. Residential uses are allowed as part of mixed use buildings that provide production space. Adaptive re-use of older industrial property is encouraged.

Production and Processing areas are suitable for a wide range of employment-focused development. These areas are designated with the intent of protecting them from encroaching non-industrial uses that could erode the diverse job base that these uses provide. Residential uses are strictly prohibited.

Minneapolis 2040 related action steps

- Prioritize use of land in Production and Processing Areas for production, processing and last mile distribution of products and services uses that have minimal or no air, water, or noise pollution impacts, and that provide quality living-wage jobs.
- Identify and limit uses in Production and Processing Areas that do not provide a high concentration of high quality, low-impact production and processing jobs.
- Identify and limit new heavy industrial uses that harm human health or the environment throughout the city.
- Limit self-storage businesses to integration within active use buildings.

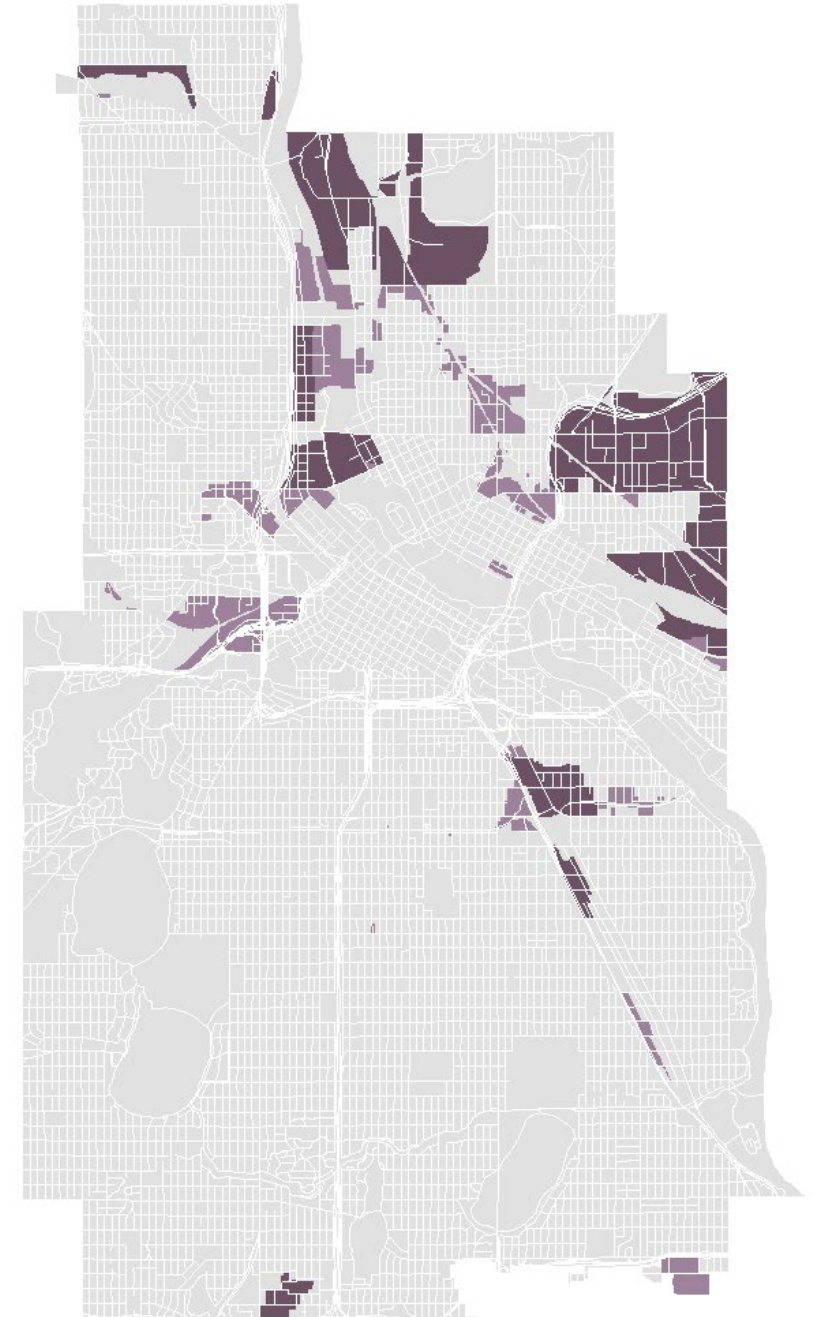


Production Districts

Proposed Zoning Code

The draft zoning code includes a recommendation for two industrial/production focused districts called PR1 Production Mixed Use and PR2 Production.

- The **PR1 district** is proposed to allow for residential uses and a wider range of commercial uses in addition to the industrial uses allowed in today's I1 district. Allowing for residential uses in these locations means that the Industrial Living Overlay District (ILOD) can be eliminated from the zoning code. New residential uses with 20 or more units are required to provide production space.
- The **PR2 district** does not allow for residential uses while allowing industrial and production uses that are greater in intensity than those allowed in the PR1 district. Most high-impact production uses first allowed in today's I3 district are now prohibited entirely in the city and are not permitted uses in the draft production districts. Specific use standards are proposed for industrial and production uses intended to address off-site impacts related to noise, odor, and pollution – as well as limitations on outdoor storage.



Downtown Districts

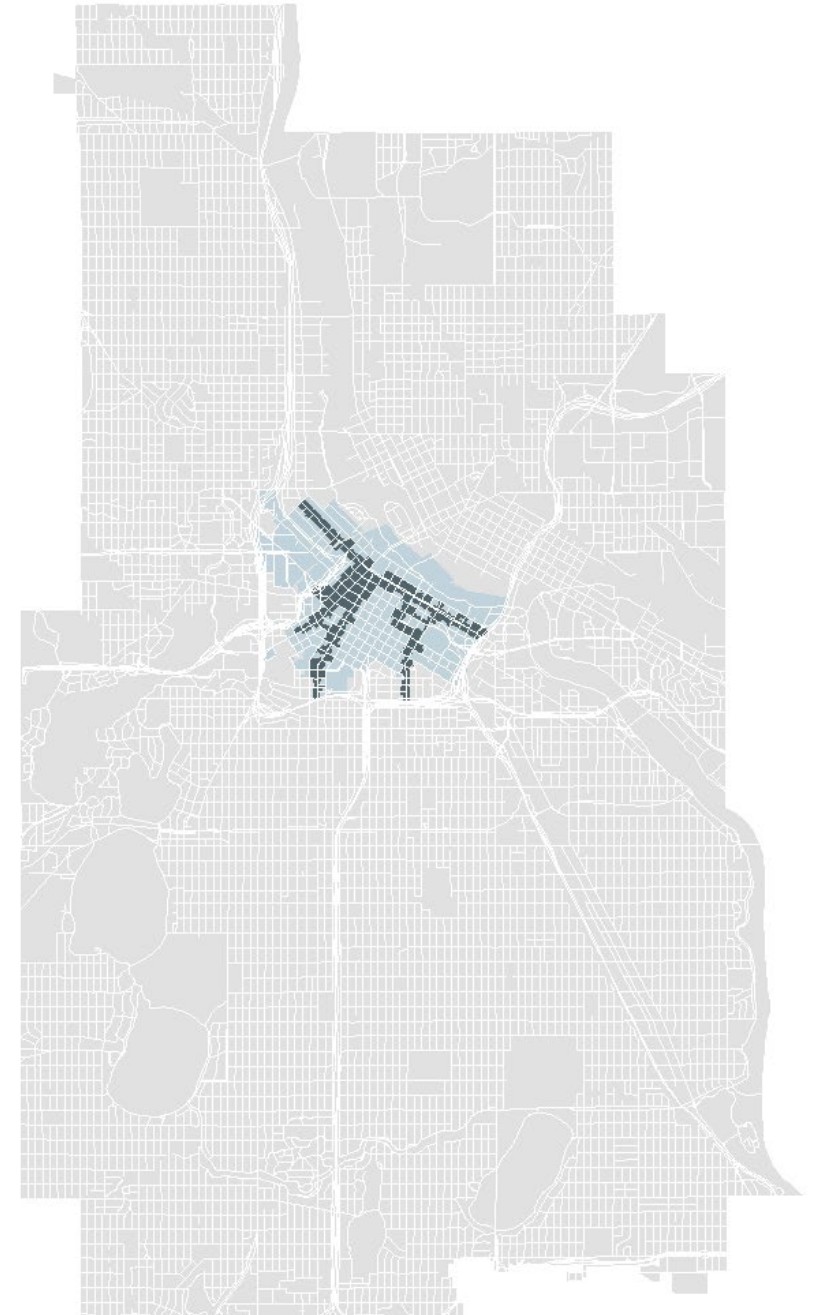
What does Minneapolis 2040 say?

Downtown: Strengthen Downtown's position as a regional commercial, cultural and entertainment center that serves residents, employees, and visitors.

Downtown Minneapolis continues to attract and retain companies, employees, residents, commercial options and regional destinations. This growth can be attributed to a variety of investments, but ultimately Downtown offers an experience and a bundle of goods and services that give it a competitive advantage over other areas in the region. This doesn't mean the City can be complacent with Downtown's current successes and not continue to make improvements. The City needs to help strengthen Downtown's competitive advantage and provide additional attention and support to areas where it's challenged.

Minneapolis 2040 related action steps

- Promote the growth and retention of businesses and office space Downtown.
- Encourage the recruitment and retention of retailers in Downtown that help office workers and residents fulfill daily needs.
- Continue to support a growing residential population Downtown.
- Support Downtown as a unique regional destination for tourism with activities during the day, evening, and weekends.



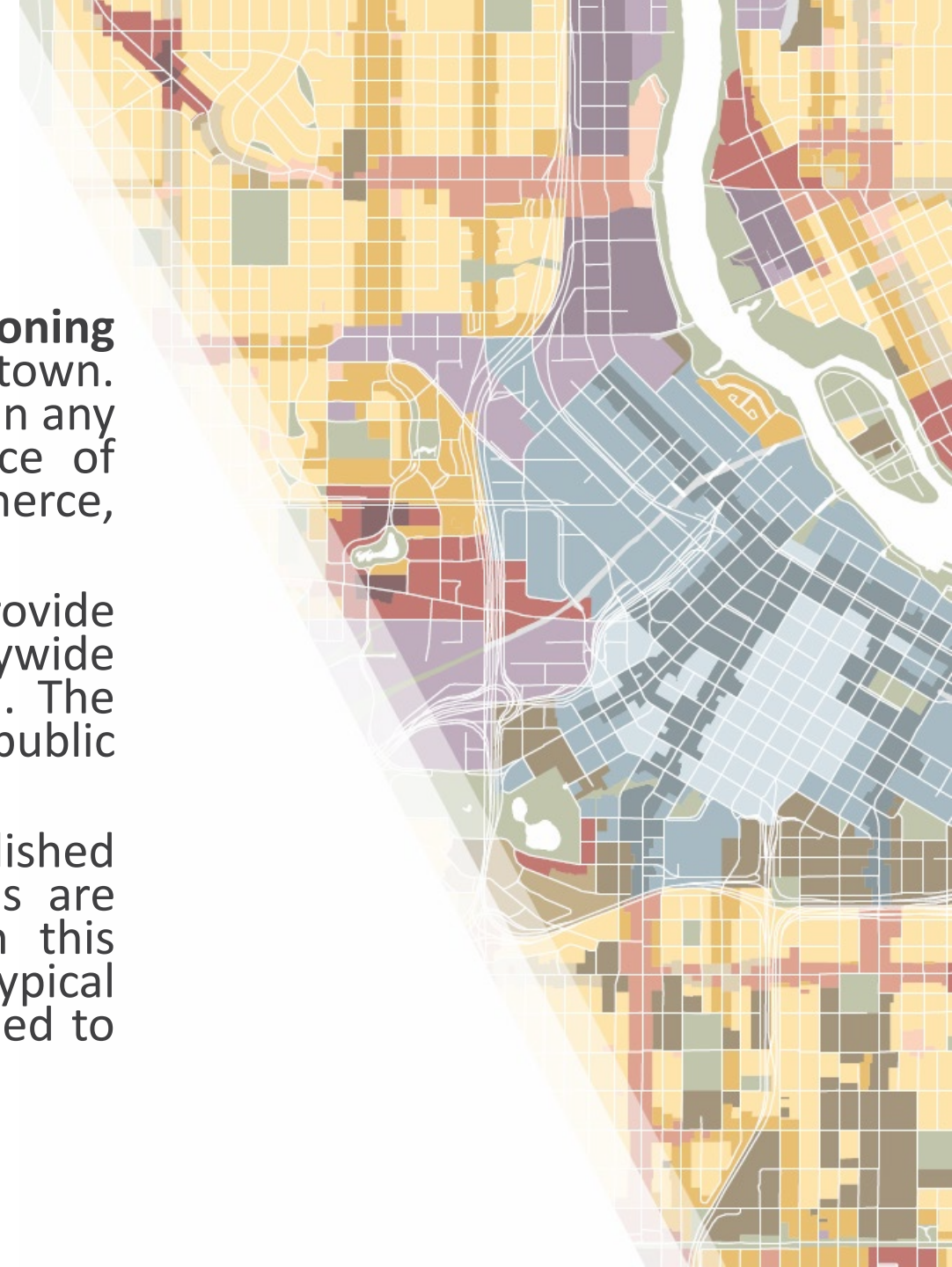
Downtown Districts

Proposed Zoning Code

The draft zoning code recommends **two new zoning districts** intended to meet the unique needs of Downtown. The downtown districts allow a wider range of uses than any other district in the city, recognizing the importance of downtown as a regional center for commerce, entertainment, tourism, and everyday living.

The DT1 Downtown Center District is established to provide an environment for retail and office activities of citywide and regional significance at the center of downtown. The district also allows entertainment, residential and public uses, which complete the mixed-use core of the city.

The DT2 Downtown Destination District is established provide a downtown district where commercial uses are required at the street level of all development in this category to encourage pedestrian activity beyond the typical daytime business hours. Permitted uses reflect the need to serve the most active commercial areas of the city.



Other Future Land Use Guidance

Parks and Open Space future land use guidance applies to land or water areas generally free from development. Primarily used for park and recreation, natural resource conservation, transportation, historic, or scenic purposes. Park related uses such as amphitheaters, food service, parkways, and equipment rental are also permitted. This generally does not capture privately-owned and operated open spaces and plazas.

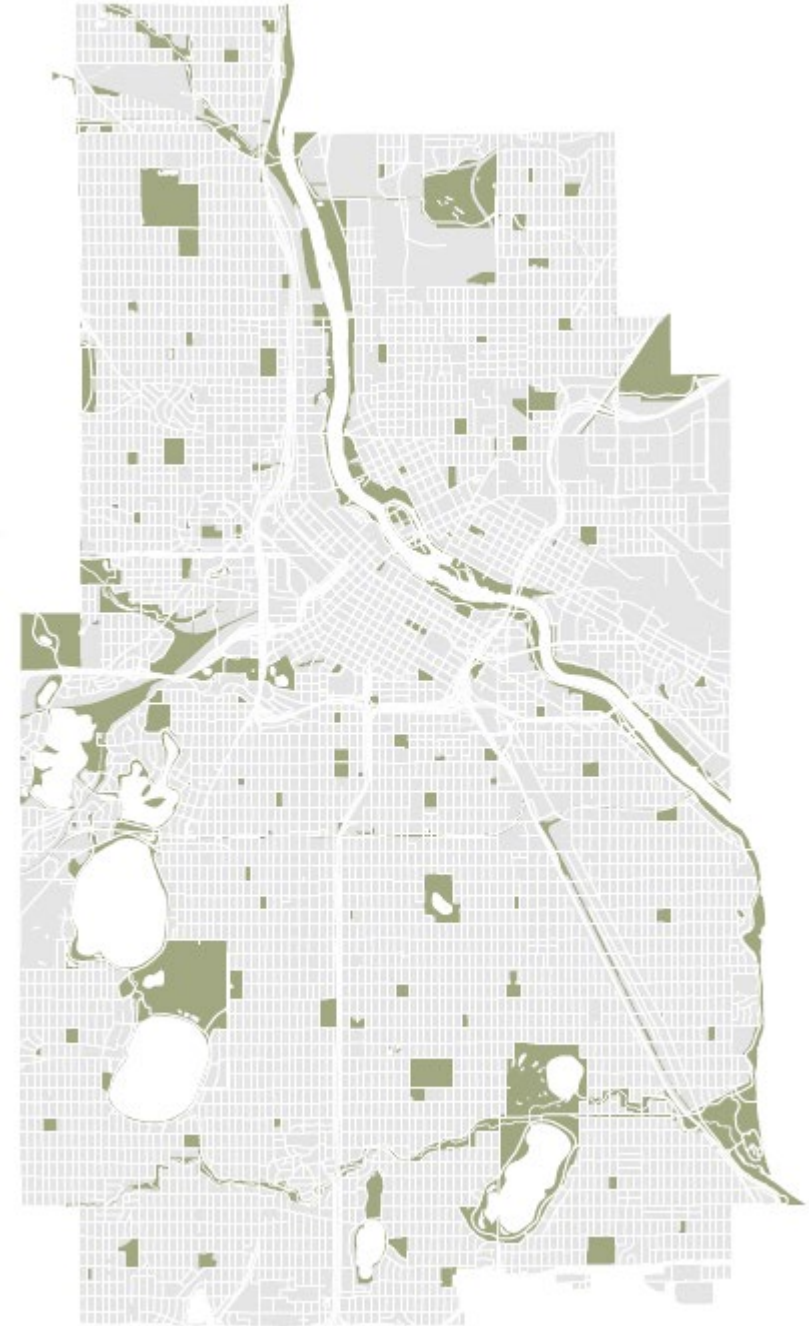
Proposed Zoning Code

The draft zoning ordinance proposes to zone property guided for Parks and Open Space in Minneapolis 2040 with primary zoning districts that reflect the adjacent policy context.

The **Transportation** future land use designation allow for Production and Processing uses, but is typically utilized for transportation intensive uses that support Commercial and Production activity throughout the City.

Proposed Zoning Code

The TR1 Transportation District is an industrial district that includes a limited number of uses that primarily support the movement of industrial and commercial goods and people. Typically applied over transportation infrastructure like rights of way, and rail yards.



Overlay District Changes

Elimination of some Overlay Districts

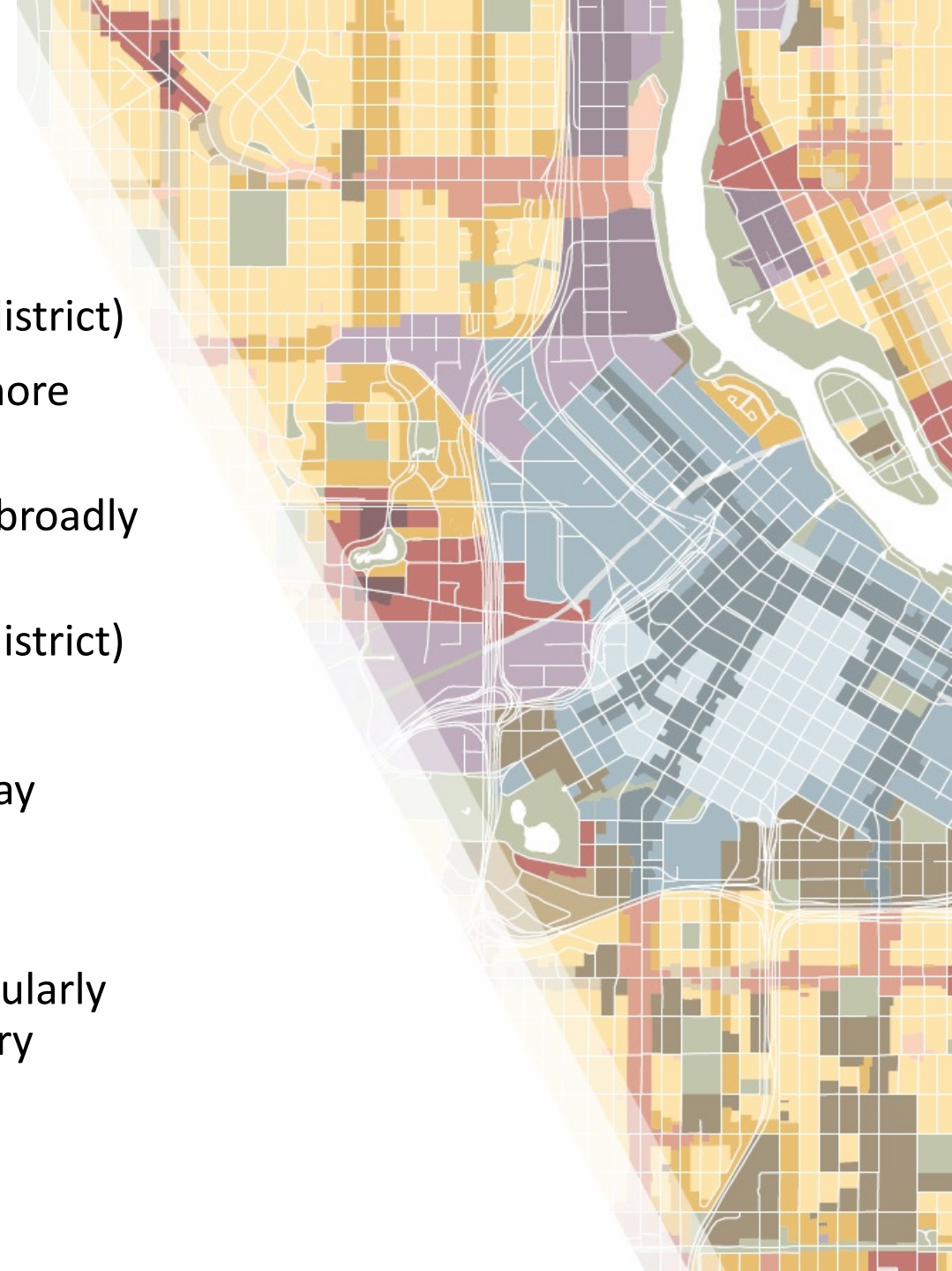
- Industrial Living Overlay District (made redundant by PR1 district)
- Pedestrian Oriented Overlay District (regulations applied more broadly across the city)
- West Broadway Overlay District (regulations applied more broadly across the city)
- Nicollet Mall Overlay District (made redundant by the DD district)

Shoreland Overlay District Change

- Lot dimension requirements added to the Shoreland Overlay District in consideration of state rules

Built Form Overlay Districts

- Largely unchanged, but some updates are proposed, particularly minimum lot dimension and yard regulations tied to primary zoning districts



Public Feedback Summary

No Change Proposed

Synopsis of Public Feedback

On the draft zoning map, apply UN1 zoning instead of UN2 zoning to certain neighborhoods with historic character to prevent the establishment of dwellings with 4 or more units.

What does Minneapolis 2040 say?

Urban Neighborhood is a predominantly residential area with a range of allowed building types. May include small-scale institutional and semi-public uses (for example, schools, community centers, religious institutions, public safety facilities, etc.) scattered throughout. Like the Neighborhood Mixed Use category, commercial uses can continue serving their existing commercial function. Commercial zoning is appropriate for these properties, while expansion of commercial uses and zoning into surrounding areas is not encouraged.

Interior 1 vs Interior 2

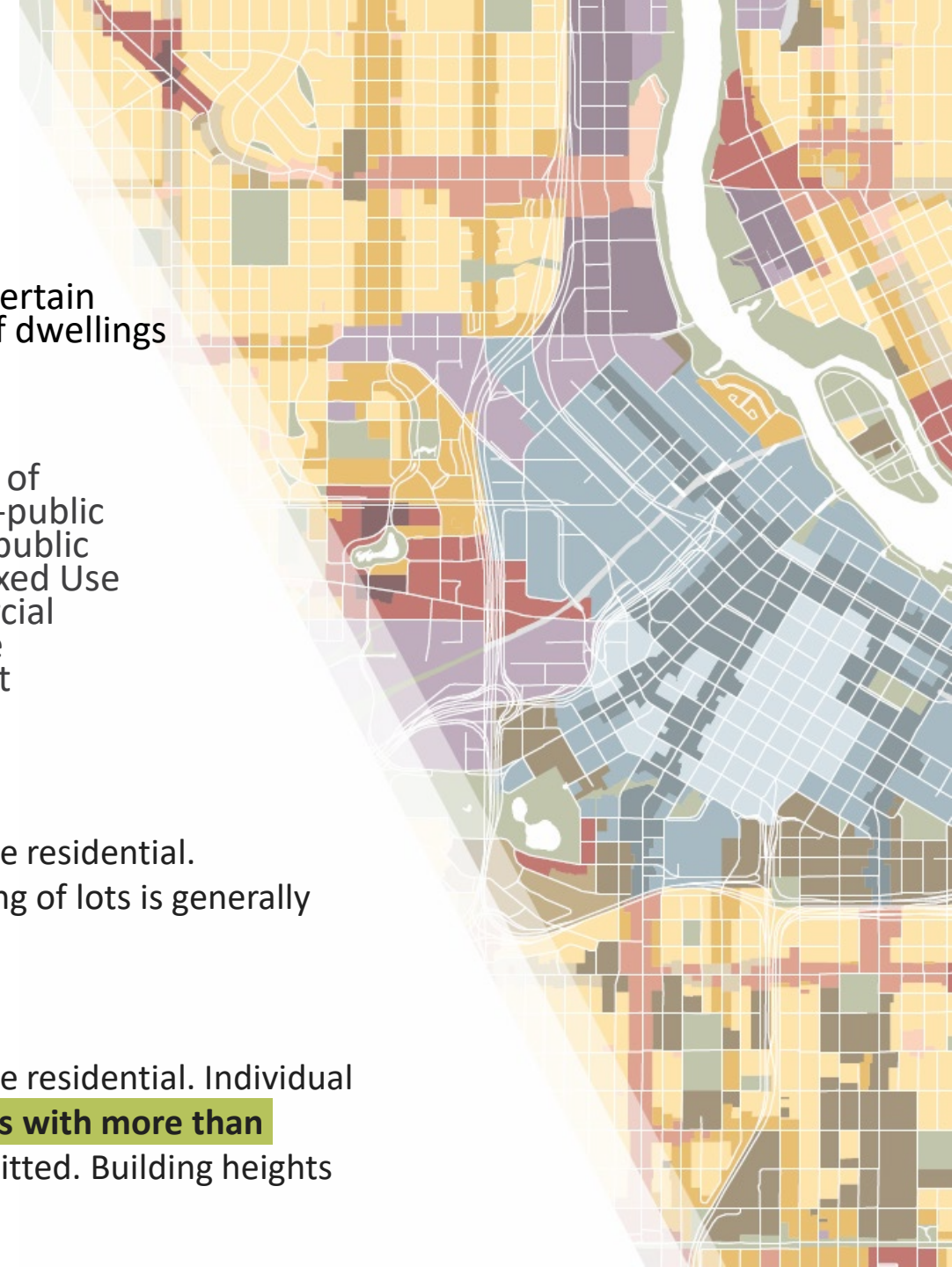
Interior 1 Built Form Guidance:

New and remodeled buildings in the Interior 1 district should be small-scale residential.

Individual lots are permitted to have up to three dwelling units. Combining of lots is generally not permitted. Building heights should be 1 to 2.5 stories.

Interior 2 Built Form Guidance:

New and remodeled buildings in the Interior 2 district should be small-scale residential. Individual lots are permitted to have up to three dwelling units. **Multifamily buildings with more than three units are permitted on larger lots.** Limited combining of lots is permitted. Building heights should be 1 to 2.5 stories.



Public Feedback Summary

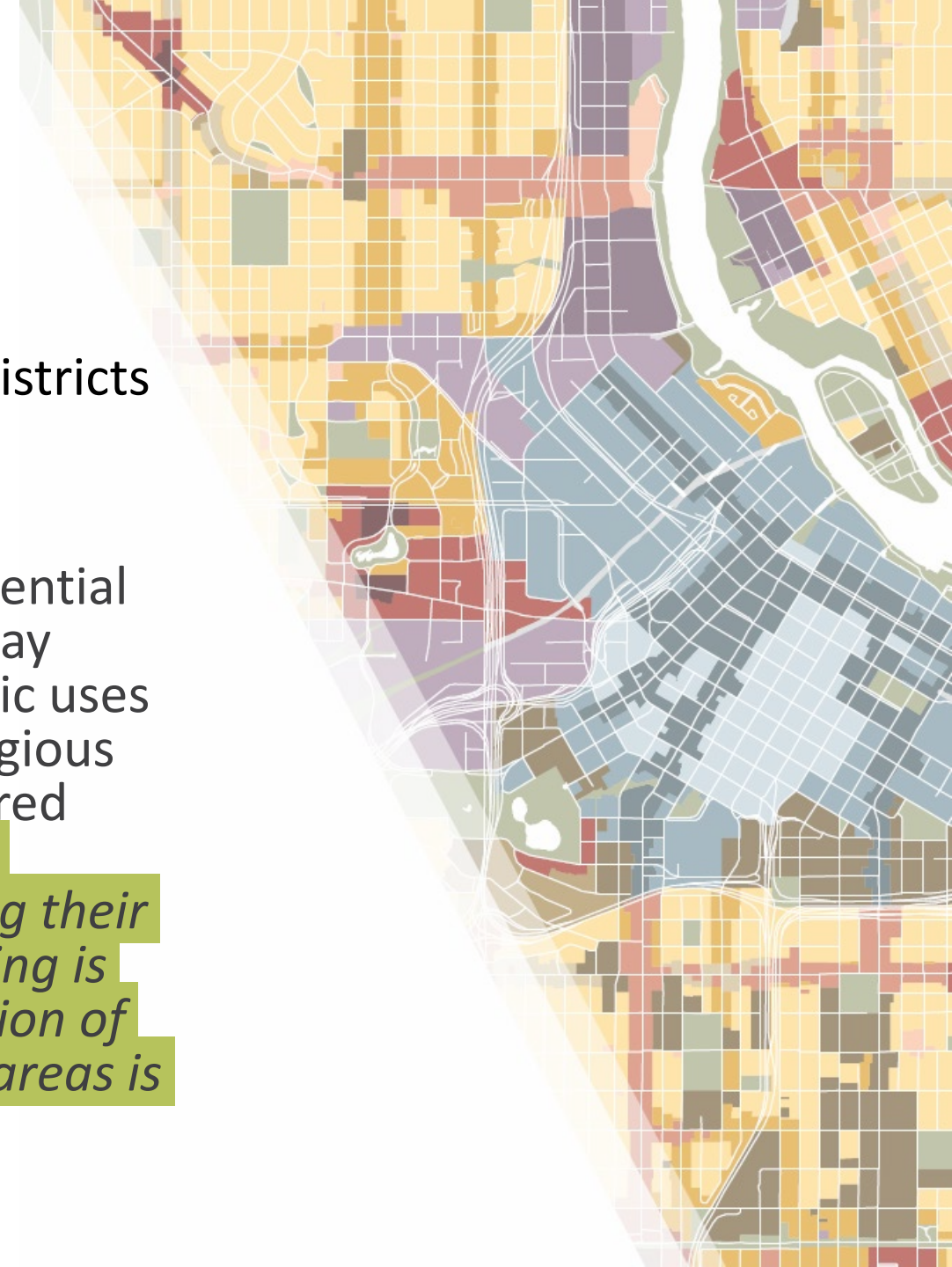
No Change Proposed

Synopsis of Public Feedback

Allow small scale commercial uses in the UN Districts to facilitate complete neighborhoods.

What does Minneapolis 2040 say?

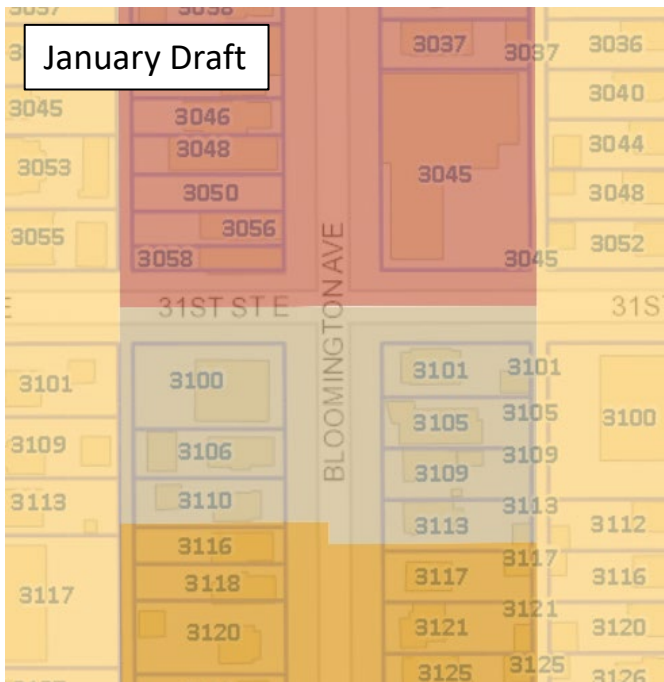
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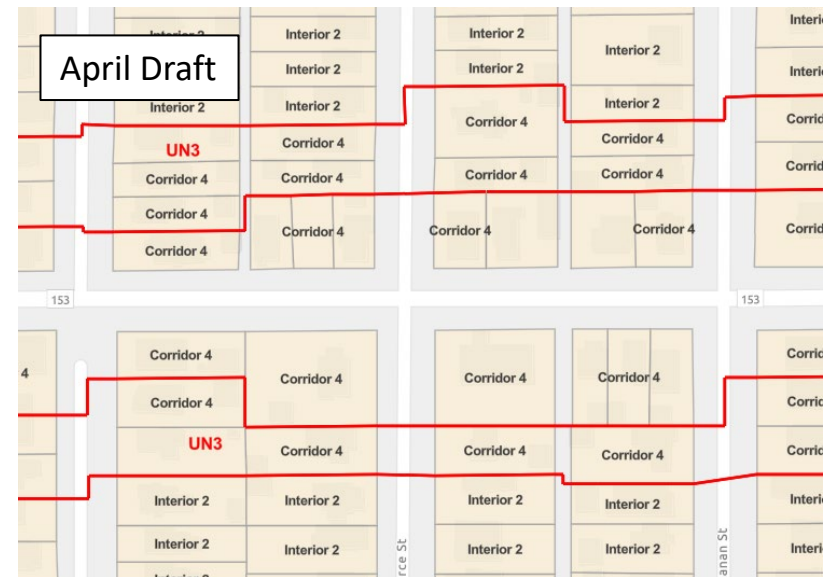
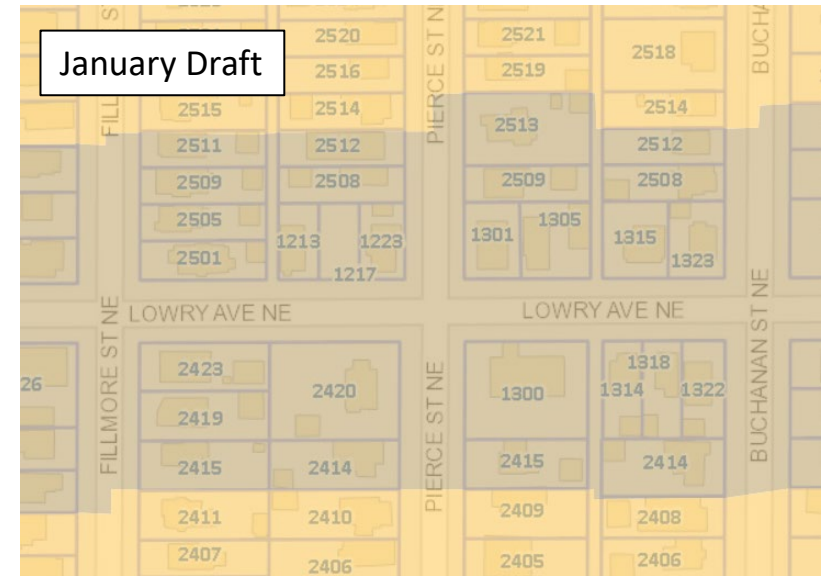
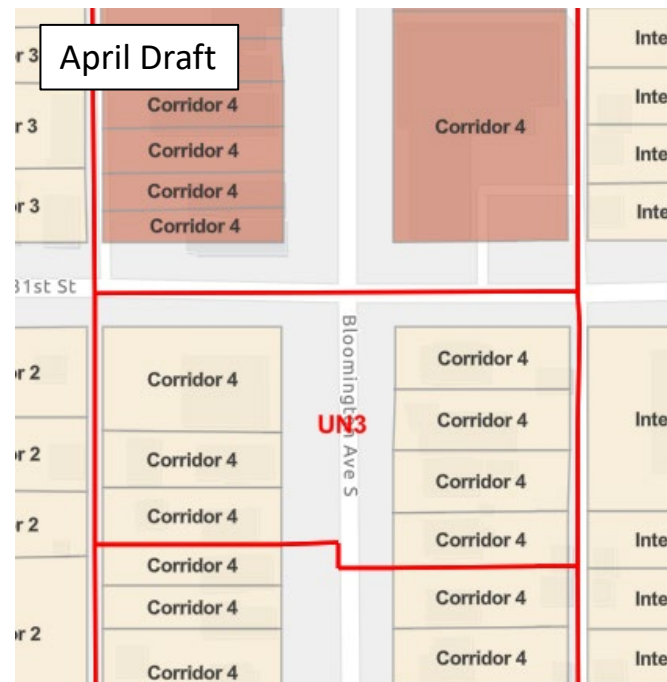
Key Changes since January

RM1 Zoning Along Goods and Services Corridors

Minneapolis 2040 Policy: “Properties immediately adjacent to a Goods and Services Corridor may be considered for commercial activity...”



Generally no impact on N/S Corridors



Fewer properties selected on E/W Corridors

Key Changes since January

Parks Zoning and Public Parks

- Letter from Park Board staff
- Feedback from City Attorney and Planning staff

Mapping for Parks

- Removed the PK1 Parks and Open Space District on the maps
- Replacement districts determined by adjacent future land use guidance

Code Text for Parks

- PK1 District removed from Chapter 530
- Public parks use regulations
 - Remain allowed in all districts
 - Accessory uses intended to accommodate existing functions and potential future functions



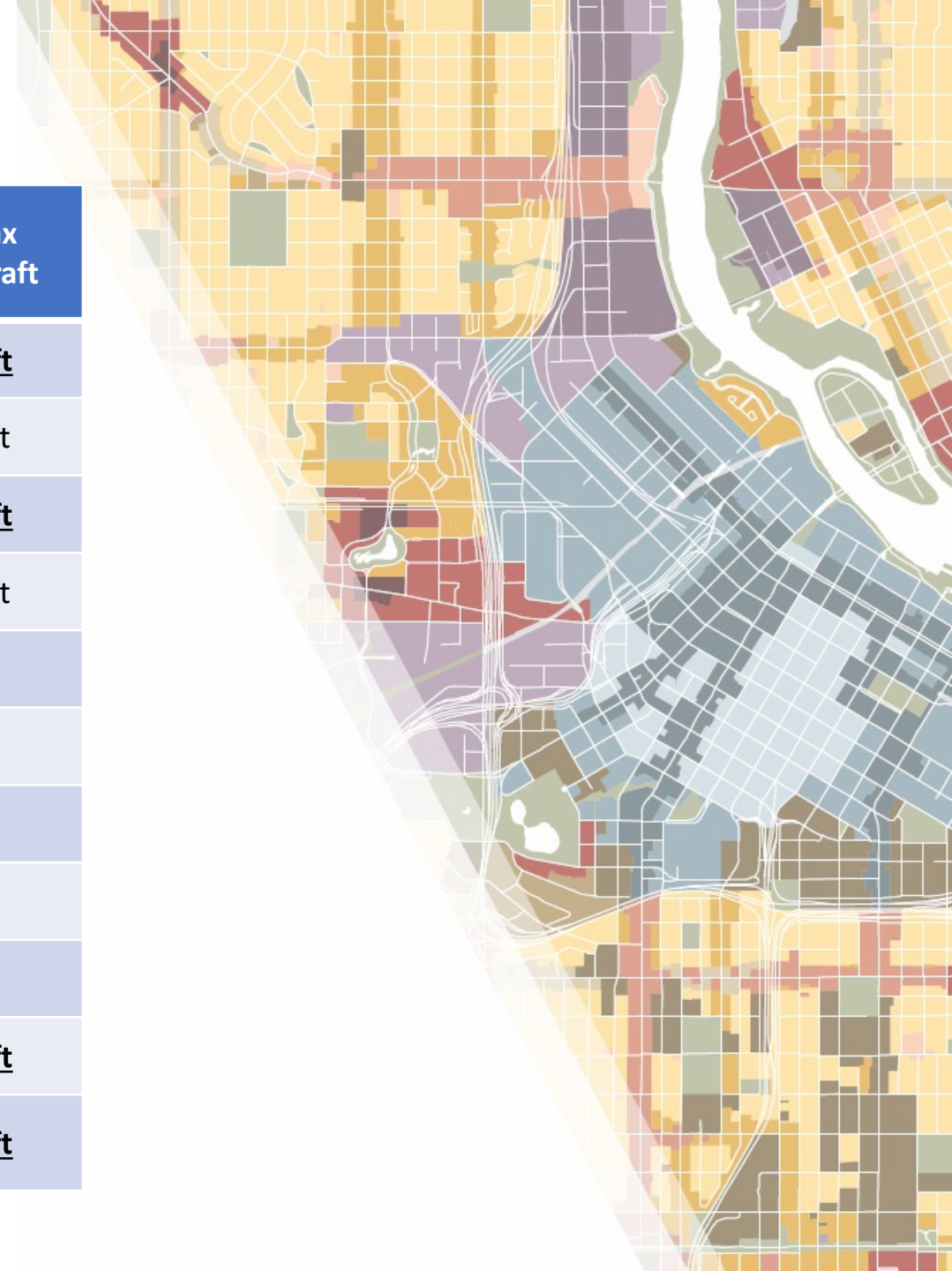
Key Changes since January

Grocery Stores

- Added Grocery Stores as a permitted use in PR2
- Amended Gross Floor Area Maximums for Grocery Stores

District	Built Form Lot Area Maximum
Interior 1	14k sq ft
Interior 2	14k sq ft
Interior 3	18k sq ft
Corridor 3	28k sq ft
Corridor 4	28k sq ft
Corridor 6	43,560k sq ft
All other built form overlay districts	None

District	GFA Max January Draft	GFA Max April Draft
RM1	5k sq ft	<u>10k sq ft</u>
RM2	10k sq ft	10k sq ft
RM3	10k sq ft	<u>15k sq ft</u>
CM1	10k sq ft	10k sq ft
CM2	None	None
CM3	None	None
CM4	None	None
DT1	None	None
DT2	None	None
PR1	None	<u>40k sq ft</u>
PR2	Not Allowed	<u>40k sq ft</u>



Key Changes since January

Urban Agriculture

Changes to allow year-round growing for community gardens

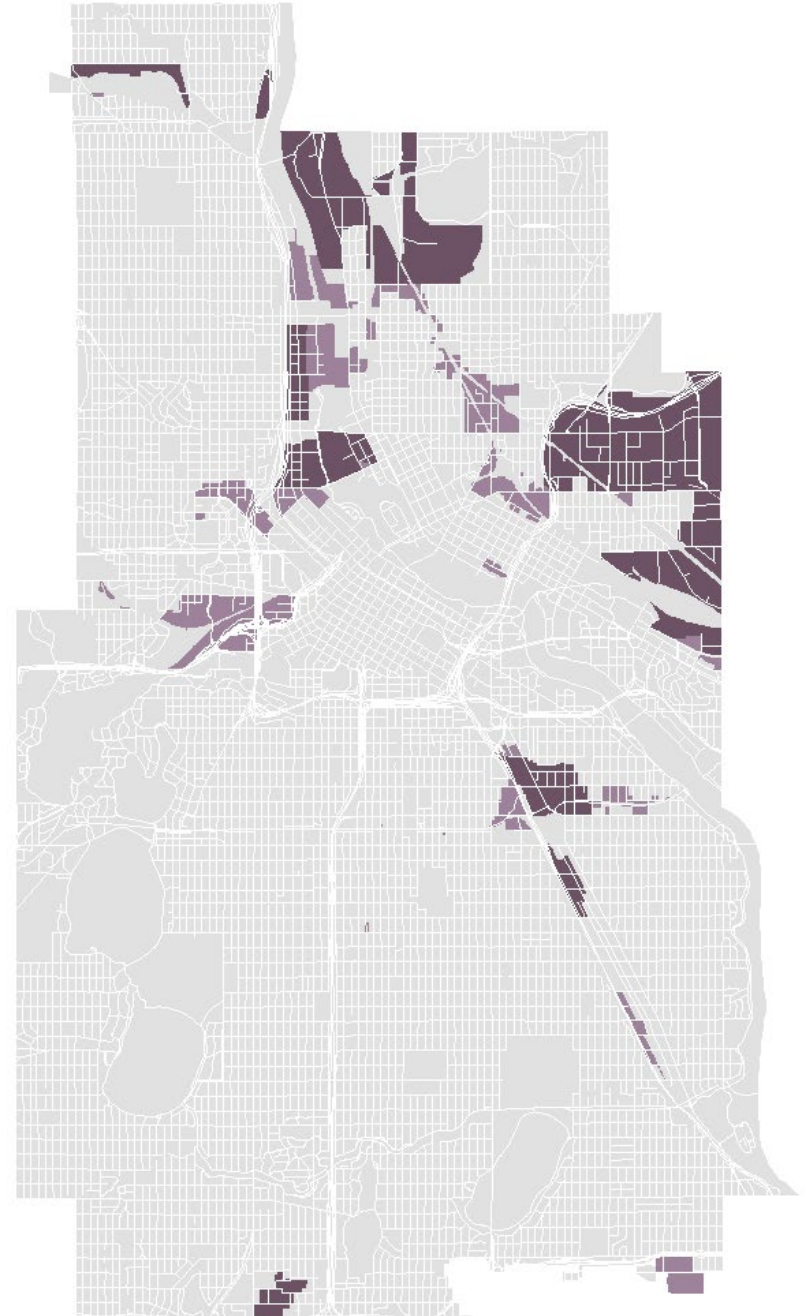
- Amended definition of greenhouse to accommodate deep winter grow houses
- Added greenhouses as an allowed accessory structure
 - Total accessory structure floor area allowed up to 20% of the lot area
 - A greenhouse is allowed to be up 1,600 sq. ft. on a lot of at least 10,000 sq. ft.
- Allowed hoophouses to stay up longer than 180 days when a building permit is obtained



Key Changes since January

Regulation of Production Uses Highlighted Changes

- Prohibited forge and foundry outside of art studios
 - New specific use standards for industrial processes as part of art studios
- Moved metal plating from moderate-impact to high-impact
- Split recycling into two uses based on intensity
- Modified spacing to a quarter-mile from any district other than UN2 and TR1
- Commercial laundry added to high-impact production category



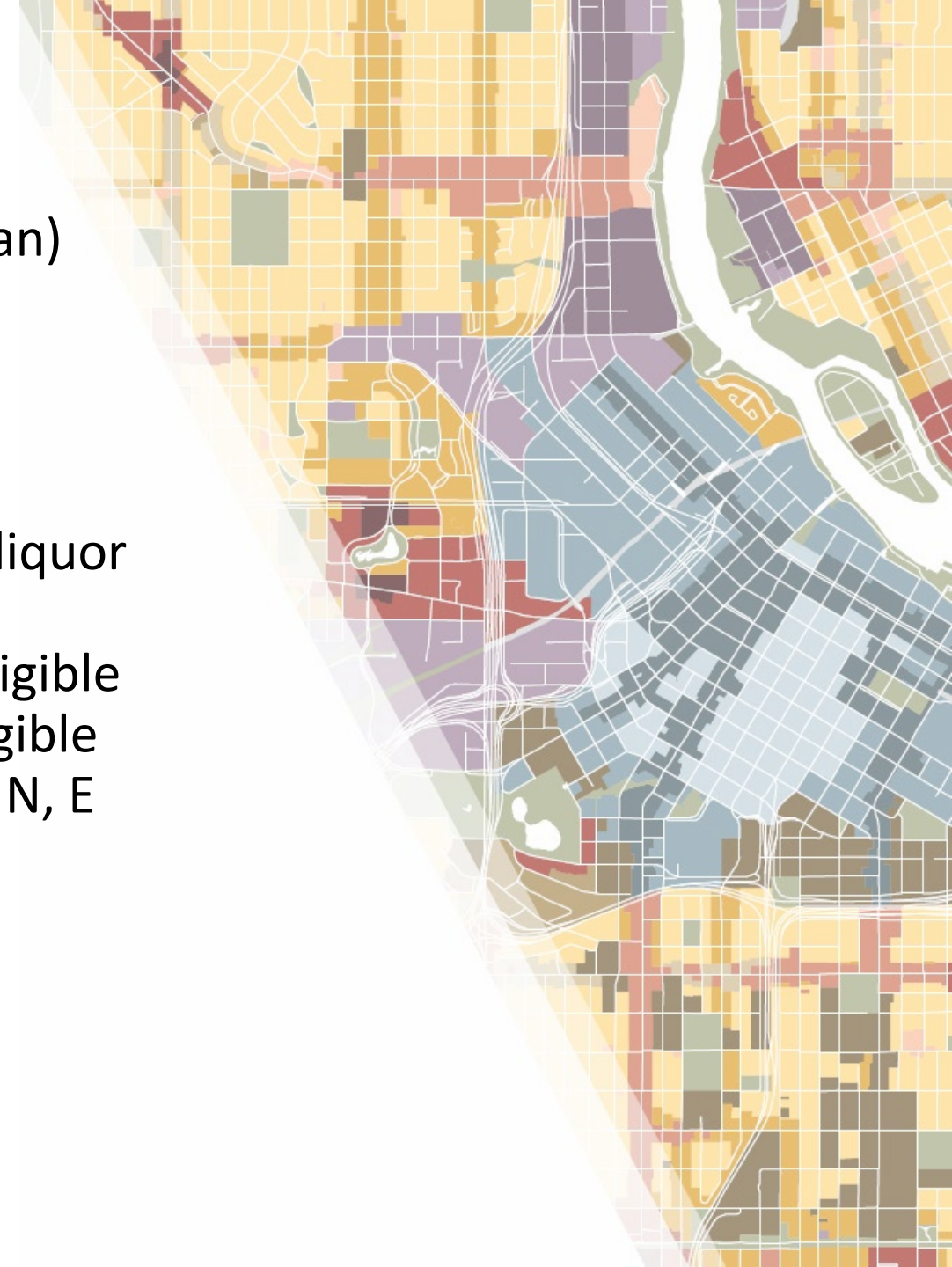
Key Changes since January

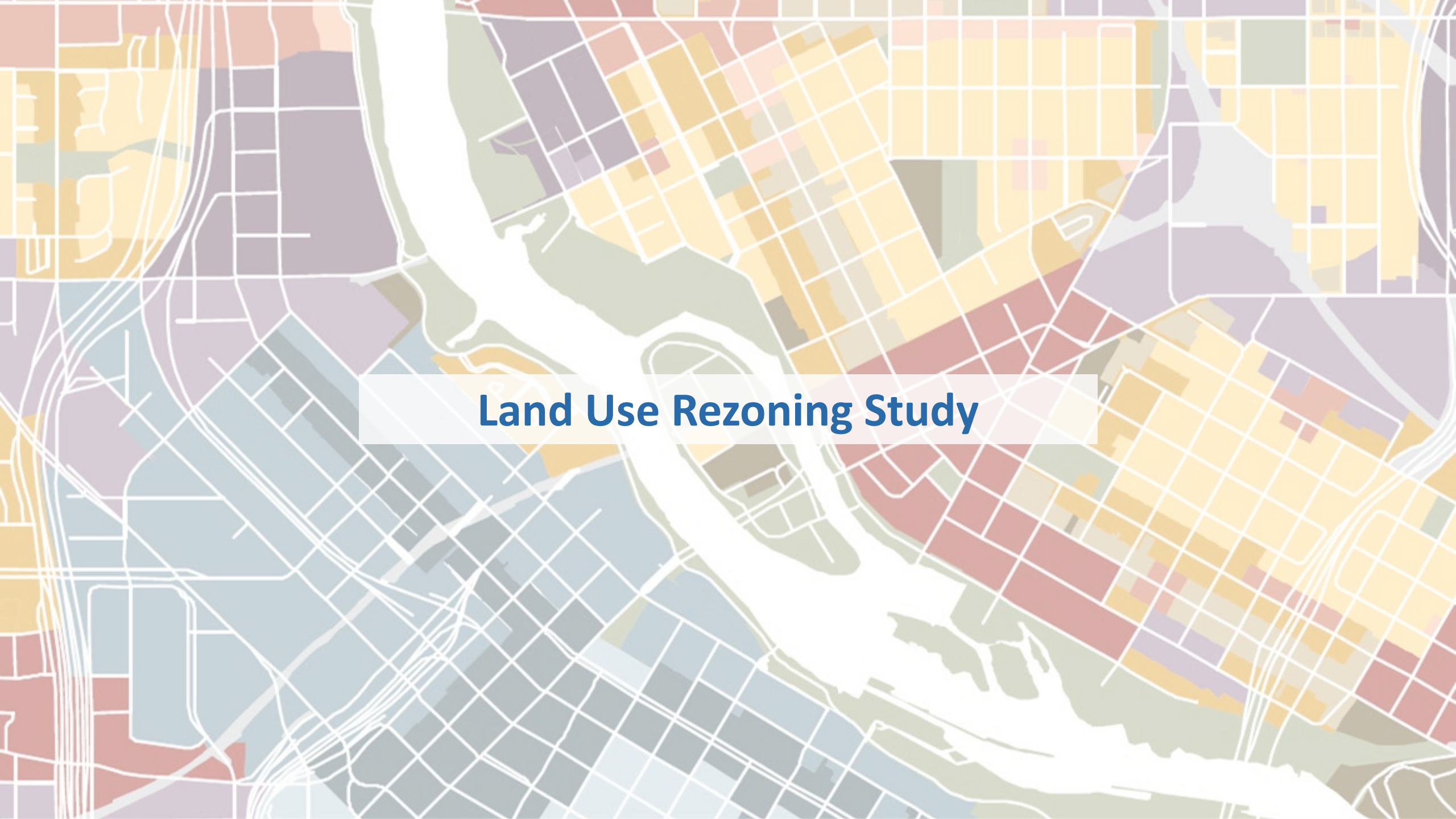
Tobacco Products Shop (proposed change since Jan)

- Reduced the number of districts where use is allowed since January draft.

Off-sale Liquor (no proposed change since Jan)

- Staff has received comment on where off-sale liquor is allowed, but did not make changes since the January draft was published. More areas are eligible for a license in the draft ordinance than are eligible today, particularly along Lowry Ave N, 44th Ave N, E 38th Street, and Nicollet Ave





Land Use Rezoning Study

Commercial Mixed-Use Districts

Approach

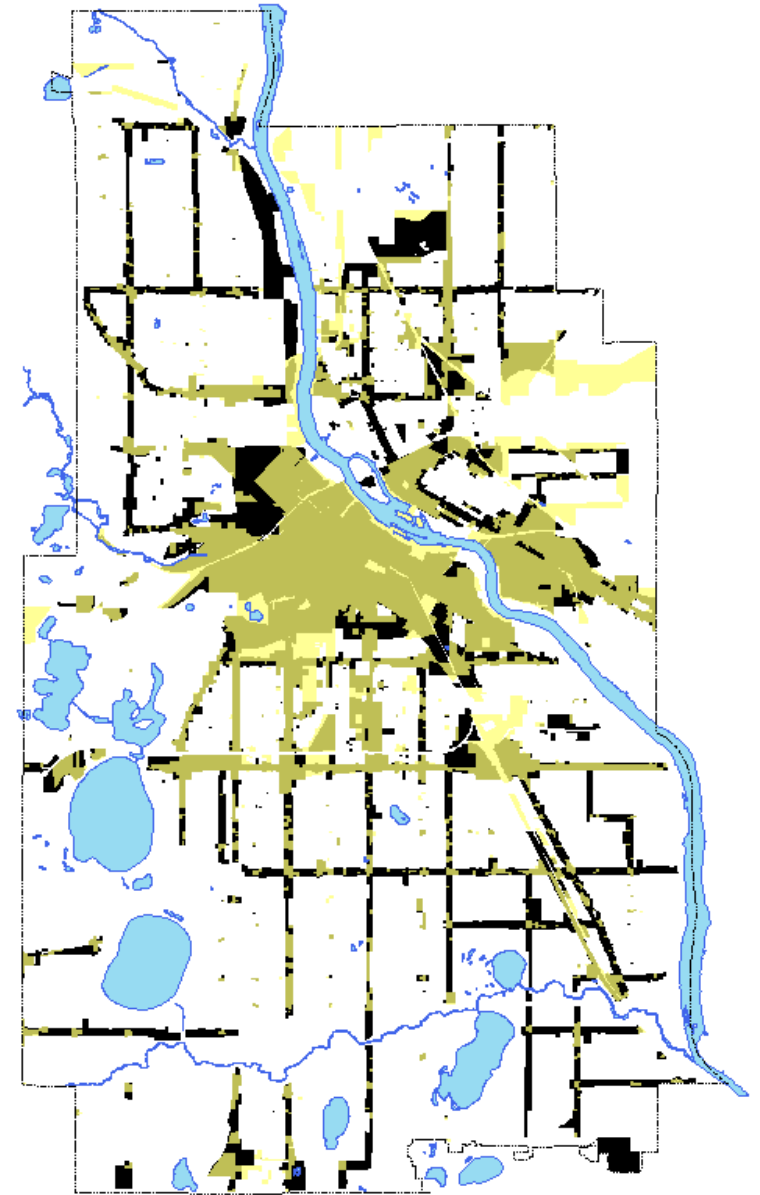
- Increase in areas zoned for commercial use by over 50%

Related 2040 Goals

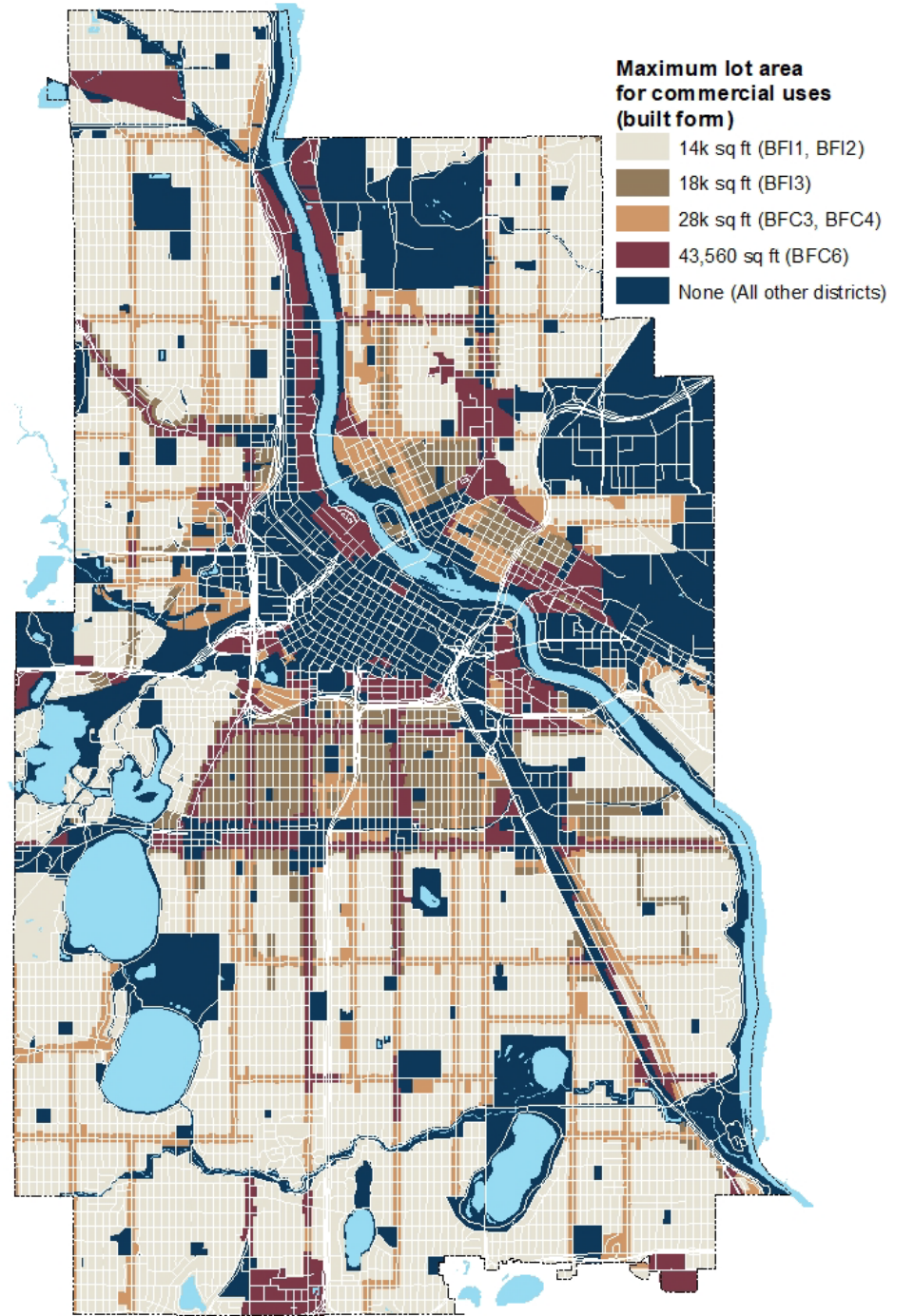
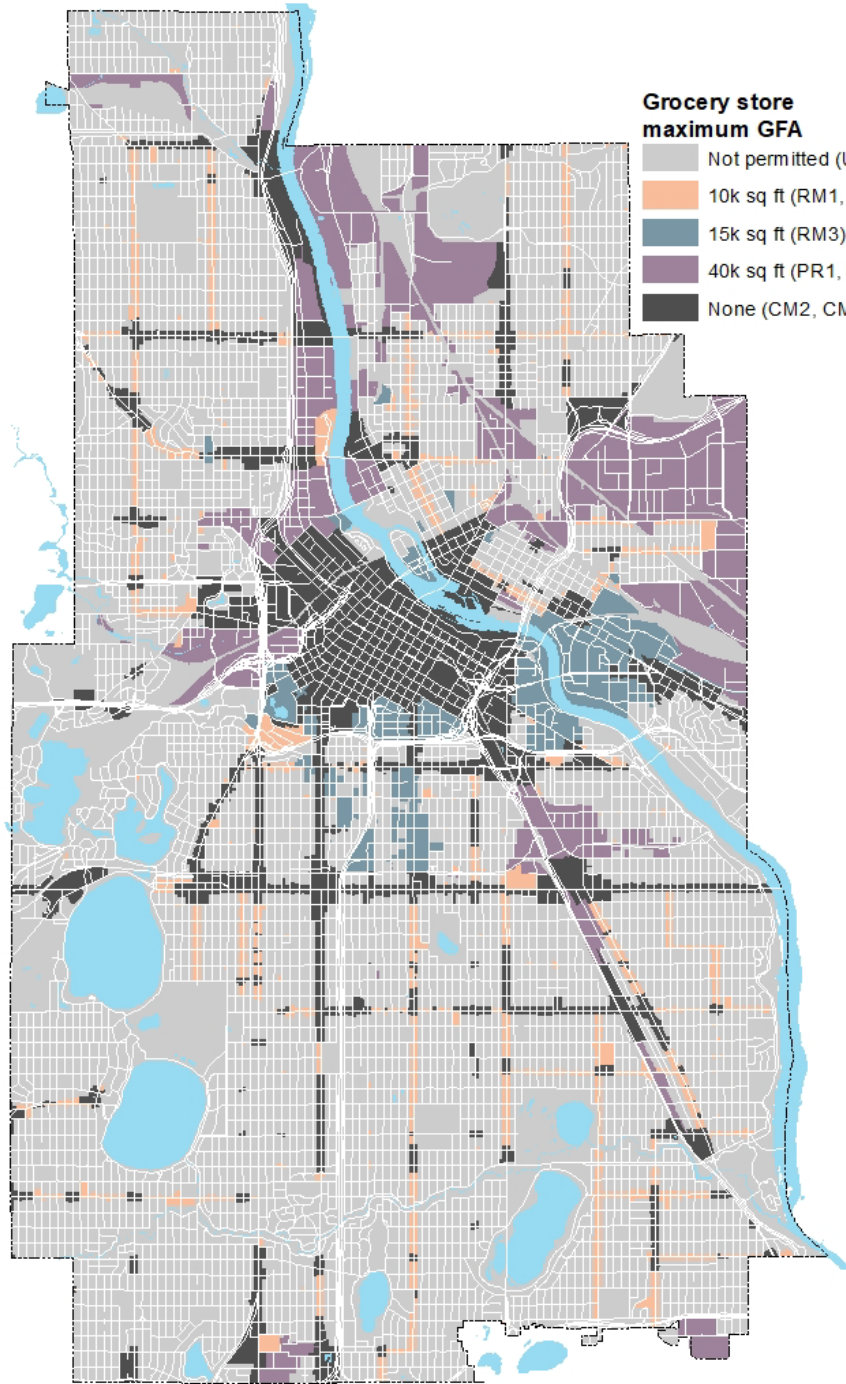
- Complete communities
- Climate change resilience
- More residents and jobs



Proposed zoning that allows commercial uses w/.25 mile buffer



Proposed zoning that allows commercial uses (black)
Current zoning that allows commercial uses (yellow)



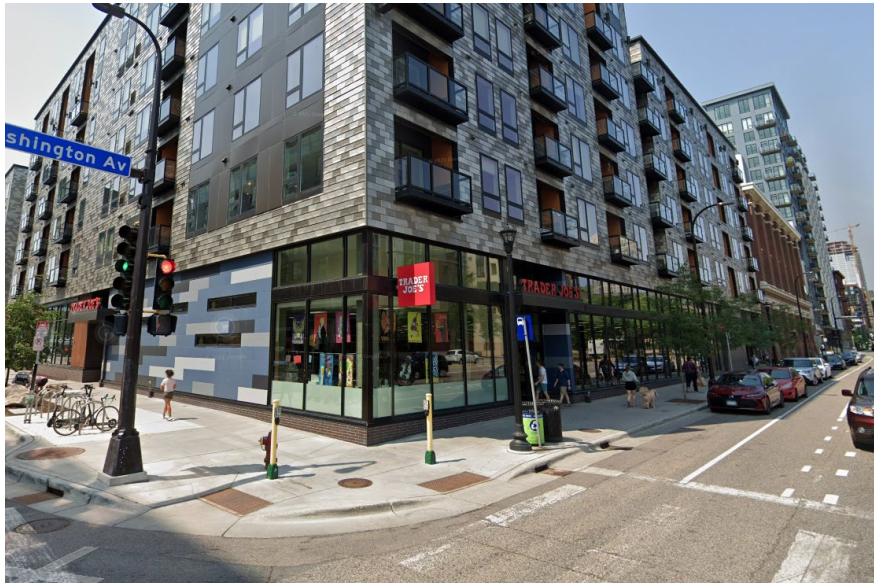
Examples



Guse Green Grocer and Guse Hardware, 4600 Bryant Ave S
4,000 square feet



The Market at Malcolm Yards, 501 30th Avenue S
13,000 square feet



Trader Joe's, 721 Washington Ave S
10,700 square feet



Walgreens, 2650 Hennepin
16,000 square feet

Examples

Cub Foods

4600 Snelling Ave

40k+ square feet

Other Grocers:

- Cub Foods West Broadway (80k square feet)
- Aldi @ Penn/Lowry (13k square feet)
- Kowalski's @ 54th/Lyndale (21k square feet)

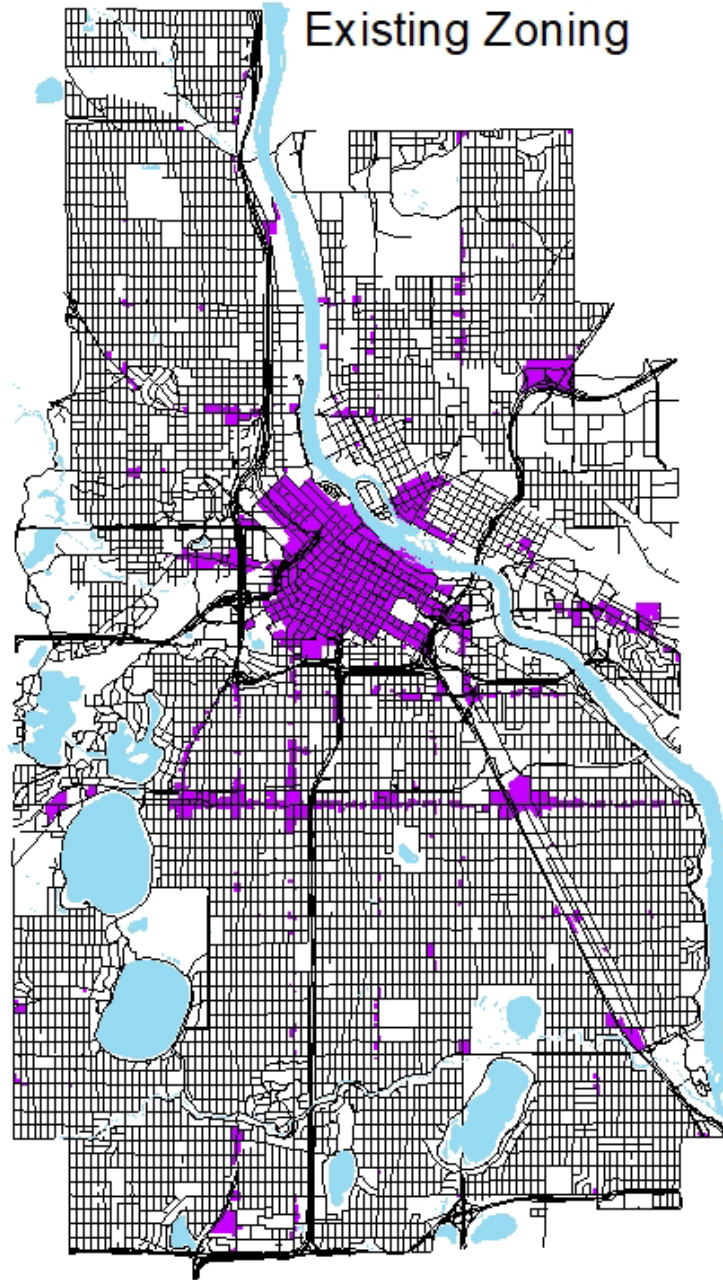


Target (The Quarry)

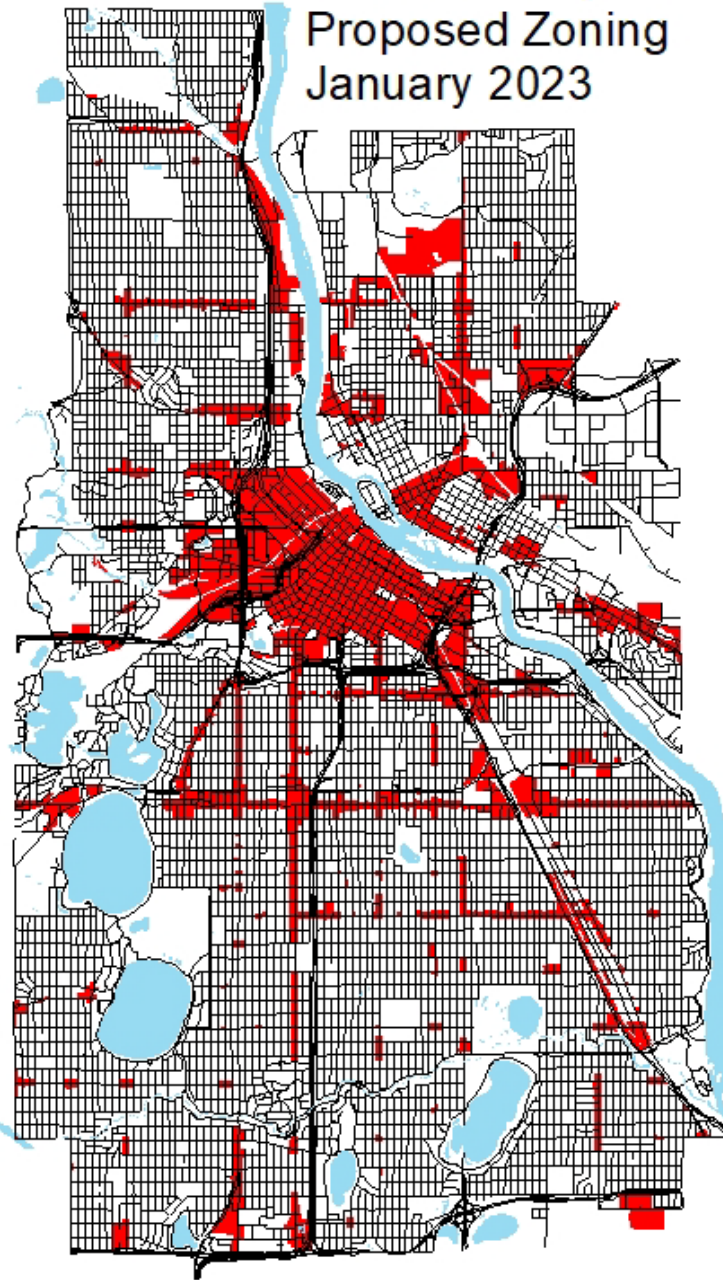
1650 New Brighton Blvd

120k+ square feet

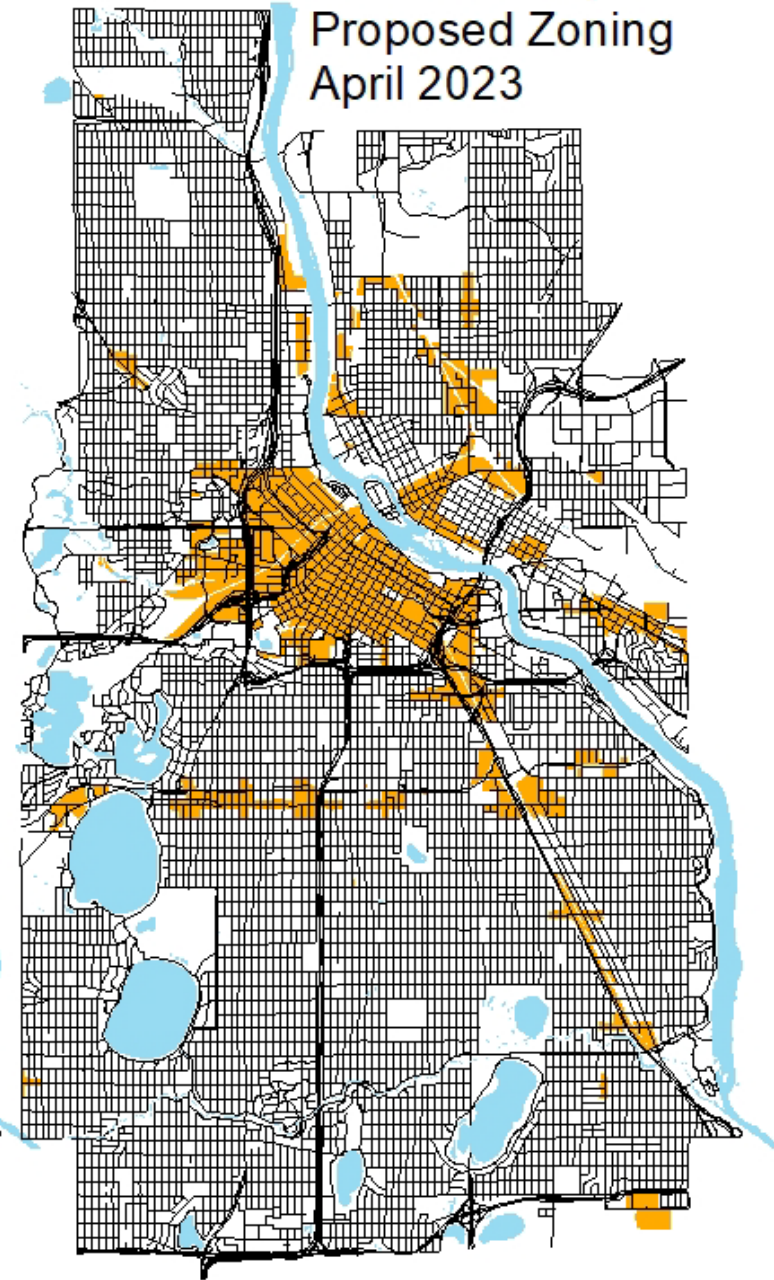
Tobacco Shop Allowed
Existing Zoning



Tobacco Shop Allowed
Proposed Zoning
January 2023



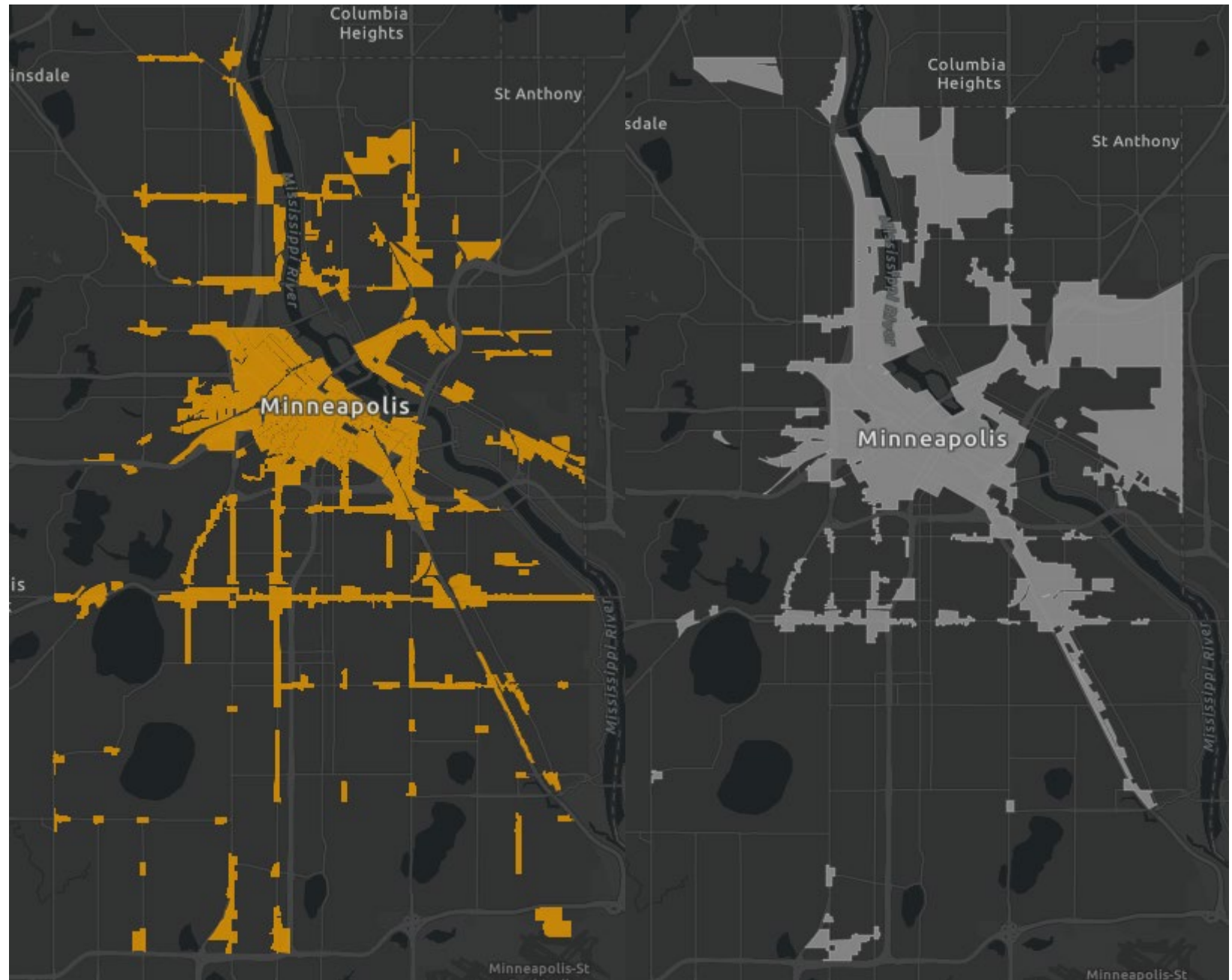
Tobacco Shop Allowed
Proposed Zoning
April 2023



Off-sale Liquor

Eligible areas

- Eligible areas with commercial zoning will expand
- The use will not be allowed in PR2 (former I2 areas)



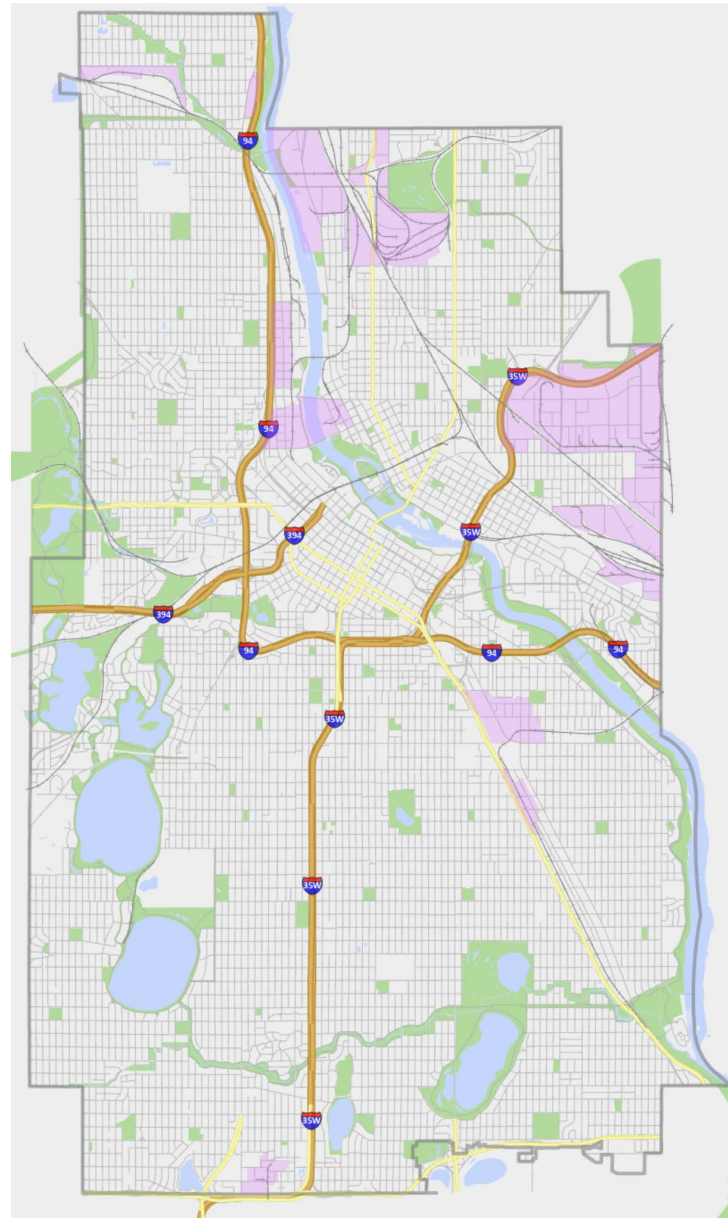
Proposed areas that allow off-sale liquor stores

Existing areas that allow off-sale liquor stores

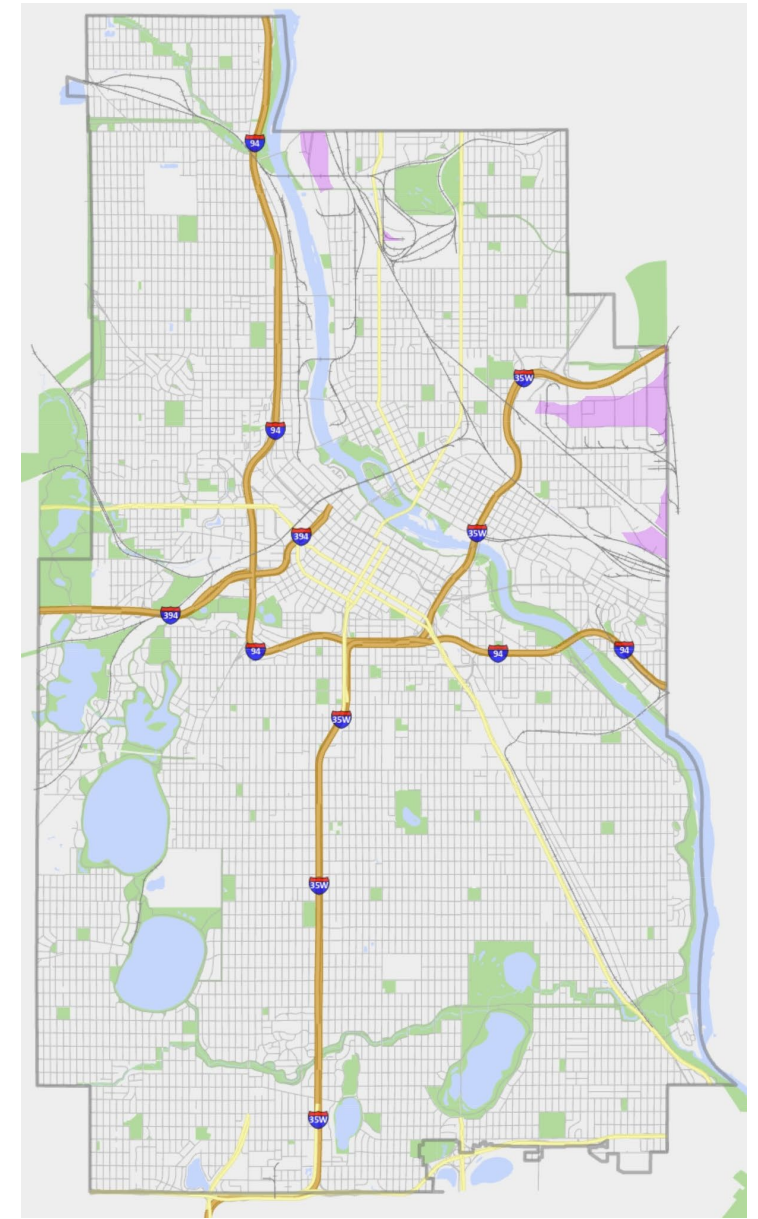
PR2 Spacing

Spacing Requirement

The use shall be located at least one thousand three hundred and twenty (1,320) feet from any primary zoning district other than the PR2 District or the TR1 District.



All PR2 areas



PR2 areas which meet the proposed spacing requirement