

Community Development Committee

Meeting of August 19, 2019

Environment Committee

Meeting of August 27, 2019

For the Metropolitan Council meeting of September 25, 2019

Subject: City of Minneapolis 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22166-1

Proposed Action

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following actions:

Recommendations of the Community Development Committee

1. Authorize the City of Minneapolis to place its 2040 Comprehensive Plan into effect.
2. Revise the City's forecasts upward as shown in Table 1 of the attached Review Record.
3. Advise the City to:
 - a. Adopt the MRCCA Plan within 60 days after receiving final DNR approval, and submit a copy of the final adopted plan and evidence of adoption to the DNR, Council, and National Park Service within 10 days after the adoption.
 - b. Implement the advisory comments in the Review Record for Transportation, Surface Water Management, and Water Supply.
 - c. Upon its completion, submit the updated Transportation Action Plan as an amendment to the 2040 Comprehensive Plan for Council review.

Recommendation of the Environment Committee

1. Approve the Comprehensive Sewer Plan component of the City of Minneapolis's Comprehensive Plan.

Summary of Committee Discussion/Questions

Community Development Committee

Senior Planner Michael Larson presented the staff's report to the Committee. The following City of Minneapolis staff were in attendance: Paul Mogush, Manager of Long Range Planning; Joe Bernard, Planning Project Manager; and Loren Olson, Government Relations Representative. Chair Lilligren and Councilmember Atlas-Ingebretson complimented the City's on its outreach efforts, including addressing the City's history of restricted covenants. Mogush explained that these efforts arose from resident interest in exploring this history. The Community Development Committee unanimously recommended approval of the proposed action at its meeting on August 19, 2019.

Environment Committee

Kyle Colvin, Manager, Engineering Programs presented the comprehensive sewer plan component to the Committee. Chair Lindstrom inquired if clear water connections were allowed in the system. Staff stated the Unified Plumbing Code was updated in 2015 and now prohibits the connection of clear water connections to the sanitary sewer system without any clause for grandparenting. Most communities have adopted ordinances that are consistent with that code. The code does not specifically address disconnection once

discovered. Many communities are in the process of adopting disconnection ordinances. Minneapolis does have the ordinance that requires the disconnection once discovered. Chair Lindstrom also inquired about the integrated approach with Minneapolis. Is this a potential model for other communities or unique to the City? Staff stated this may potentially be an emerging trend. Further discussion is needed at the local level for an integrated approach on water planning.

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Subject: City of Minneapolis 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22166-1

District(s), Member(s): District 6, Lynnea Atlas-Ingebretson; District 7, Robert Lilligren; and District 8, Abdirahman Muse

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

Staff Prepared/Presented: Michael Larson, Senior Planner (651-602-1407)
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

Division/Department: Community Development / Regional Planning
Environmental Services / Technical Services

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Recommendation of the Environment Committee

1. Approve the Comprehensive Sewer Plan component of the City of Minneapolis's Comprehensive Plan.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Minneapolis to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
 - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
 - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
 - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning Handbook* also states that local governments must formally adopt their comprehensive plans within nine months after the Council's final action. If the Council has recommended changes to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the official controls are adopted. (Minn. Stat. § 473.865, subd. 1)
4. Local governmental units cannot adopt any official controls or fiscal devices that conflict with their comprehensive plans or which permit activities in conflict with the Council's metropolitan system plans (Minn. Stats. §§ 473.864, subd. 2; 473.865, subd. 2). If official controls conflict with comprehensive plans, the official controls must be amended within 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

Environment Committee

1. The Council-approved Comprehensive Sewer Plan becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan, must be submitted to the Council.

Background

The City of Minneapolis is located in eastern Hennepin County. It is surrounded by Fridley, Columbia Heights, St. Anthony, Lauderdale, St. Paul, Fort Snelling, Richfield, Edina, St. Louis Park, Golden Valley, Robbinsdale, and Brooklyn Center.

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stats. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines that "the plan is more likely than not to have a substantial impact on or contain a substantial departure from metropolitan system plans" (Minn. Stat. § 473.175, subd. 1).

Each local government unit shall adopt a policy plan for the collection, treatment, and disposal of sewage for which the local government unit is responsible, coordinated with the Metropolitan Council's plan, and may revise the same as often as it deems necessary (Minn. Stat. § 473.513).

The attached Review Record details the Council's assessment of the Plan's conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	Regional system plan for Parks	Conforms
Conformance	Regional system plan for Transportation, including Aviation	Conforms
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent, with the proposed changes
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

Thrive Lens Analysis

The proposed 2040 comprehensive plan is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

Funding

None.

Known Support / Opposition

Staff are aware of organized support and opposition to the Minneapolis 2040 Comprehensive Plan. The Plan has been the subject of both national and local media attention. A significant subject of debate has been the proposed policy support for small-scale multiple-family uses (2-3 units) in areas of the City that have been historically dominated by single-family homes.

REVIEW RECORD

City of Minneapolis 2040 Comprehensive Plan

Review File No. 22161-1, Business Item No. 2019-231-JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

Regional Parks and Trails

Reviewer: Colin Kelly, Community Development (CD) - Regional Parks (651-602-1361)

The Plan conforms to the 2040 Regional Parks Policy Plan (RPPP). The Plan includes connected material that addresses planning requirements in the 2040 Topics section titled *Parks & Open Space*, linked policies, and material in *Appendix H – Parks & Trails*. Together, this material represents the body of planning and policy work. The Minneapolis Park and Recreation Board and Three Rivers Park District are the Park implementing agencies for different Regional Parks System components in the City, for which the Plan accurately describes them, as listed below and shown in Figure 1.

Regional Parks, Park Reserves, and Special Recreation Features

- Above the Falls Regional Park
- Central Mississippi Riverfront Regional Park
- Minneapolis Chain-of-Lakes Regional Park
- Minnehaha Regional Park
- Mississippi Gorge Regional Park
- Nokomis-Hiawatha Regional Park
- North Mississippi Regional Park
- Theodore Wirth Regional Park

Regional Trails

- Cedar Lake Regional Trail
- Columbia Parkway Regional Trail
- Grand Rounds Missing Link Regional Trail Search Corridor
- Kenilworth Regional Trail
- Luce Line Regional Trail
- Minnehaha Parkway Regional Trail
- Nokomis-Minnesota River Regional Trail (formerly known as Intercity Regional Trail)
- Northeast Diagonal Regional Trail
- Ridgway Parkway Regional Trail
- Shingle Creek Regional Trail
- St. Anthony Parkway Regional Trail
- Victory Memorial Parkway Regional Trail

There are no State or Federal lands within the City.

Regional Transportation, Transit, and Aviation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

The Plan conforms to the 2040 Transportation Policy Plan (TPP). The Plan includes connected material that addresses planning requirements in the 2040 Topics section titled *Transportation*, linked policies, and material in *Appendix D – Transportation*. Together, this material represents the body of planning and policy work. It accurately reflects transportation system components of the TPP as well as applicable land use policies for regional transitways. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight. The Plan is compatible with the plans of adjacent and affected governmental units.

Roadways

The Plan conforms to the Roadways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials including planned additions and improvements identified in the Current Revenue Scenario. These planned improvements include construction of MnPASS lanes on I-35W and I-94.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional classifications, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting was consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

The Plan identifies roadway and corridor studies that include recommendations regarding alignments, changes in access, and/or changes in land use. They include Minneapolis' Complete Streets policy *Access Minneapolis*, and other small area plans and corridor plans. The Plan accurately describes the status of such facilities, including needs for right-of-way and the likelihood and timing of funding.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the city is within Transit Market Areas I and II.

The Plan incorporates existing and future transitways that are part of the Current Revenue Scenario in the TPP. These include METRO Green and Blue Line Extensions, METRO Orange Line Highway Bus Rapid Transit (BRT), and C Line Arterial BRT. For transitways that are in service or in advanced stages of planning, the Plan incorporates guiding land use for station areas that meet the minimum density targets of the TPP.

The Plan also incorporates transitways that are part of the Increased Revenue Scenario in the TPP. The Plan's maps and narrative acknowledge the uncertainty of these transitways. These include the B, D, and E Arterial BRT Lines.

The Plan is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its Community Designation of Urban Center, as well as the opportunities and challenges related to its Transit Market Areas. The Plan strengthens the existing transit system and lays the groundwork for improved transit services by creating policies that allow for greater densities of uses around transit lines, establishing minimum land use densities in areas served by regional transit, and encouraging building design conducive to transit usage, among other transit supportive policies.

Aviation

The Plan conforms to the Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions and addresses seaplane use.

The Plan identifies the Minneapolis-St. Paul International Airport and addresses elements of its long-term comprehensive plan. The Plan addresses issues including land use compatibility, noise sensitivity, and the protection of airspace from obstructions. The Plan addresses the draft 2035 MSP Long Term Comprehensive Plan for the Airport. The City has an adopted airport zoning ordinance.

Bicycling and Walking

The Plan is consistent with the Bicycle and Pedestrian policies of the TPP. The Plan identifies existing and future segments of and connections to the Regional Bicycle Transportation Network (RBTN) and regional trails. The Plan proposes preferred alignments for RBTN corridors in the City as identified in the City's adopted Bicycle Master Plan.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to transit, regional trails, regional job concentrations, and other regional destinations as identified on the RBTN map.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the City, including accessibility to freight terminals and facilities. These specific needs include acknowledging the central role that Minneapolis plays in the region as well as the state of Minnesota and its impacts on freight generation and movement.

Transportation Analysis Zones (TAZs)

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Council's citywide forecast totals for all forecast years.

Advisory Comments

The City of Minneapolis is undertaking an update to its Transportation Action Plan. Although the City's Plan meets the minimum requirements for a Transportation Element, the Transportation Action Plan will provide further detail on specific transportation modes. Upon its completion, the City should incorporate this document into the comprehensive plan as an amendment.

Water Resources

Wastewater Service

Reviewer: Kyle Colvin, Environmental Services (ES) – Engineering Programs (651-602-1151)

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). The Plan includes connected material that addresses planning requirements in the 2040 Topics section titled *Environmental Systems*, linked policies, and material in *Appendix F – Wastewater*. Together, this material represents the body of planning and policy work. It represents the City's guide for future growth and development through the year 2040. It includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment. The City's Plan contains a Water Resource Management Plan that incorporates an integrated approach between storm water and wastewater management practices. Council review of this section of the Plan, and action by the Environment Committee, will focus on those aspects of the Plan related to wastewater services.

Wastewater generated within the City is conveyed to and through Interceptor 1-MS-100 (Joint Interceptor). All wastewater generated within the City is conveyed to and treated at the Metropolitan Council's Metropolitan Wastewater Treatment Plant located in St. Paul. The City's total wastewater conveyance service is provided through a network of 27 Council Interceptors that extend throughout the City and also provide regional wastewater service to communities upstream of Minneapolis. The Plan projects that the City will have approximately 212,500 sewer households and 360,000 sewer employees by 2040. The Metropolitan Disposal System with its scheduled improvements has or will have adequate capacity to serve the City's forecasted growth.

The Plan provides sanitary flow projections in 10-year increments. The rationale for the projections is given in the Plan and determined appropriate for planning local services. The Council is committing to provide the level of wastewater service based on the sewer forecasts as stated in the sewer element of the Plan.

The Land Use Plan reflects an overall minimum residential sewer density that is consistent with Council policy for future sewer residential growth for Urban Center communities.

The Plan defines the City's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal (public) and private property sanitary sewer systems; including a summary of activities and programs intended to identify and mitigate I/I from both public and private property sources. The Plan cites historic efforts related to combined sewer separation efforts to address combined sewer overflows (CSOs). Much of this work focused on separating storm sewer drainage areas associated with catch basins, and private property rain leader disconnections. Future I/I mitigation efforts will continue in these areas. Under a 2018 Memorandum of Understanding between the City and the Council, the two parties agreed to a multi-year joint study that includes system evaluation using flow data collection through a network of temporary meters to identify areas of both the City's local collection system, and the Regional system that are susceptible to I/I, and identify projects and strategies to mitigate it. The City has included \$11.5 million annually in its 5-year Capital Improvement Program for I/I mitigation and system rehabilitation.

The Plan describes the requirements and standards for minimizing I/I and references City Code (Chapter 511) that prohibits clear water discharges from area drains, rain leaders, sump pumps, foundation drains, and condensate from chilling units. It also references Title 12, Chapter 248 of the "Truth in Sale of Housing" which requires disclosure of the existence of a sump pump and a connection compliance inspection at time of sale of a property.

The Plan describes the sources, extent, and significance of existing I/I within the entire wastewater collection system and provides a description of an implementation plan for preventing and eliminating excessive I/I from entering both the municipal and private property sewer systems. It does not specifically break out the levels of I/I entering the public and private portion of the collection system but rather characterizes past reduction of flow from previous efforts, with the most significant evidence of success being the elimination of wet weather related wastewater overflows to the Mississippi River. The Plan states that 91% of the private service laterals within the City were built prior to 1970 where the use of clay tile pipe was prevalent. Over time, as this type of pipe ages, it can become more susceptible to I/I through open joints and cracked pipe if not maintained. The City's Point of Sale disclosure and inspection of sump pump compliance program addresses this source of system inflow.

Sewer Element Comments

The Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Urban Center communities. It was found to be complete and consistent with Council policies. Upon adoption of the Plan by the City, the action of the Council to approve the Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved Sewer Plan. A copy of the City Council Resolution adopting its Plan needs to be submitted to the Council for its records.

Surface Water Management

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan is consistent with Council policy requirements and in conformance with the Council's WRPP for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. Minneapolis is located within the oversight boundaries of the Mississippi (River) Watershed Management Organization, Shingle Creek Watershed Management Commission, Bassett Creek Watershed Management Commission, and Minnehaha Creek Watershed District. Minneapolis submitted a draft Local Water Management Plan (LWMP) update to the Council in May 2018. Council

Water Resources staff reviewed and commented on the draft LWMP to the City and four Watersheds in a letter dated June 29, 2018. The LWMP was approved by the Mississippi Watershed Management Organization on November 13, 2018, by the Shingle Creek Watershed Management Commission on November 8, 2018, by the Bassett Creek Watershed Management Commission on November 14, 2018, and by the Minnehaha Creek Watershed District on December 13, 2018. The Plan incorporates the City’s October 2018 LWMP version as Appendix F.

Advisory Comments

The LWMP is incorporated into a Water Resource Management Plan that addresses both surface water and sanitary sewer. This is located as Appendix F of the Plan. However, the Appendix is titled Wastewater. Prior to formal adoption by the City, please rename this Appendix as Water Resources Management Plan, or something similar.

We request that the City provide to the Council the date it adopted the final LWMP, and a copy of the final adopted LWMP that will be included in the final Plan document that the City adopts, if it differs from the October 2018 version.

Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City’s Plan and find that it is consistent with the Council’s policies, as detailed below.

Forecasts

Reviewer: Todd Graham, CD – Research (651-602-1322)

The Plan incorporates revised forecasts proposed by City staff. The revised forecasts reflect development capacities and known projects now in development. Council staff support the City’s forecast revision, as shown in Table 1 below:

Table 1. City of Minneapolis Forecasts

	Census	Estimated	Previous Council Forecasts			Revised Forecasts		
	2010	2018	2020	2030	2040	2020	2030	2040
Population	382,578	428,483	423,300	439,100	459,200	<u>436,000</u>	<u>460,000</u>	<u>485,000</u>
Households	163,540	182,719	183,800	194,000	204,000	<u>190,700</u>	<u>200,900</u>	<u>212,500</u>
Employment	281,732	332,039	315,300	332,400	350,000	<u>332,400</u>	<u>346,200</u>	<u>360,000</u>

This forecast revision will be approved by the Council, simultaneous with action on the Plan.

Appendix B of the Plan describes how land supply will accommodate forecasted growth (Appendix B, Figure 2 of supplemental information received June 18, 2019). The City expects land reguidance and greater densities can accommodate 31,000 (at minimum densities) to 197,000 (maximum allowed densities) additional housing units. Council staff find that this accommodates the growth forecast.

Thrive MSP 2040 and Land Use

Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)

The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan includes connected material that addresses planning requirements in the 2040 Topics section titled *Land Use and Built Form*, linked policies, and material in *Appendix B – Land Use*. Together, this material represents the body of planning and policy work. The Plan acknowledges the *Thrive* community designation of Urban Center (Figure 2). *Thrive* describes Urban Center communities as the largest, most centrally located,

and economically diverse communities in the region. They are experiencing growth mostly through redevelopment.

Urban Center communities are expected to plan for forecasted population growth at overall average densities of at least 20 units per acre for new development and redevelopment, and target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the TPP. Plans are also required to identify areas for redevelopment, particularly areas that are well-served by transportation options and nearby amenities and that contribute to better proximity between jobs and housing.

The City is a fully developed community with only 2% undeveloped land. Approximately 52% of the City is residential, as illustrated in Figure 3. Another 15% of the community is comprised of public land in the form of public right-of-way, parks and open space, and other public spaces. The City includes downtown Minneapolis, a financial center for the Upper Midwest and the region's largest employment concentration. The City is also home to many of the region's cultural institutions, entertainment venues, and professional sports venues. Regional concentrations of industry include the Mid City Industrial Area and the Southeast Minneapolis / Prospect North area.

The Plan identifies development and redevelopment areas at densities that exceed the Urban Center density policy requirement. This minimum planned density is consistent with regional Urban Center land use policies that require an average net residential density of at least 20 units per acre in areas of new development and redevelopment. As shown in Table 2 below, the expected overall density of planned residential growth is a minimum of 98.2 units per acre. This high average minimum is primarily due to the high minimum densities associated with downtown Minneapolis and some of the transit station areas (e.g., minimum density at 200 units per acre).

The City's approach to guiding land use policy includes two geographically based designations: Future Land Use (Figure 4) and Built Form (Figure 5). Future Land Use relates to the use of land (individual uses or a mix of uses) while Built Form relates to the character, bulk, height, and orientation of buildings. Together, these two designations represent land use policy in the City of Minneapolis. Table 2 identifies pairings of these two designations, acreage where development is more or less likely, and the residential density ranges that are associated with these pairings.

Figure 7 (Development Location) identifies locations throughout the City where development opportunities are likely or possible, and are the basis for the acreage identified in Table 2. The majority of these sites are located in existing or emerging concentrations of employment/housing (e.g., downtown Minneapolis, Uptown, or along transit corridors). This potential land supply for redevelopment is more than sufficient to accommodate the City's revised forecasts. Identification of this land does not guarantee that development will happen in these locations; and it is possible that development may happen in other locations based on the City's guiding land use policy. The City's official growth forecasts are allocated by both Transportation Analysis Zone (TAZ) and sewershed, which are used for regional system planning. This information reflects the patterns identified in the land supply.

The City includes Areas of Concentrated Poverty where more than 50% of the population are persons of color (ACP50s). These include large portions of north and south central Minneapolis, as well as a small portion of northeast Minneapolis. The Plan includes a specific goal to eliminate disparities and numerous policies into which this goal is integrated. These policies address educational and economic access; support for small businesses; transportation equity; affordable housing production/preservation; tenant protections; environmental justice; and food access.

Table 2. Planned Residential Density, City of Minneapolis

Future Land Use / Built Form Categories	Density		% Resid.	Net Acres	2018-2040 Change		
	Min	Max			Min Units	Max Units	
Community Mixed Use - Corridor 4	30	150	80%	1.6	48	239	
Community Mixed Use - Corridor 6	50	300	80%	17.1	856	5133	
Community Mixed Use - Transit 10	50	500	80%	25.8	1290	12,896	
Community Mixed Use - Transit 15	100	750	80%	19.5	1949	14,614	
Community Mixed Use - Transit 20	150	1000	80%	25.5	3826	25,503	
Community Mixed Use - Transit 30	200	1000	80%	26.4	5287	26,430	
Corridor Mixed Use - Interior 2	8	75	85%	0.3	3	25	
Corridor Mixed Use - Corridor 4	30	150	85%	13.3	399	1991	
Corridor Mixed Use - Corridor 6	50	300	85%	11.5	577	3459	
Corridor Mixed Use - Transit 10	50	500	85%	37.4	1869	18,689	
Corridor Mixed Use - Transit 15	100	750	85%	1.7	168	1259	
Destination Mixed Use - Corridor 6	50	300	80%	5.3	267	1601	
Destination Mixed Use - Transit 10	50	500	80%	7.5	377	3768	
Destination Mixed Use - Transit 15	100	750	80%	13.1	1307	9800	
Destination Mixed Use - Transit 20	150	1000	80%	11.4	1717	11,444	
Destination Mixed Use - Transit 30	200	1000	80%	3.2	650	3246	
Destination Mixed Use - Core 50	200	1000	80%	6.8	1356	6777	
Neighborhood Mixed Use - Corridor 4	30	150	90%	2.9	87	432	
Production Mixed Use - Corridor 4	30	150	50%	4.4	131	653	
Production Mixed Use - Corridor 6	50	300	50%	1.0	51	305	
Production Mixed Use - Transit 10	50	500	50%	2.0	100	995	
Public, Office, and Institutional - Corridor 6	50	300	80%	4.6	229	1373	
Public, Office, and Institutional - Transit 10	50	500	80%	3.7	186	1859	
Public, Office, and Institutional - Transit 20	150	1000	80%	3.8	577	3844	
Public, Office, and Institutional - Transit 30	200	1000	80%	19.3	3855	19,272	
Public, Office, and Institutional - Core 50	200	1000	80%	12.9	2576	12,878	
Urban Neighborhood - Interior 2	8	75	100%	1.1	10	85	
Urban Neighborhood - Interior 3	8	100	100%	3.2	26	317	
Urban Neighborhood - Corridor 4	30	150	100%	12.0	362	1806	
Urban Neighborhood - Corridor 6	50	300	100%	13.6	681	4080	
Urban Neighborhood - Transit 10	50	500	100%	3.8	191	1908	
				TOTALS	315.8	31,008	196,681
				Overall Density	98.2	622.7	

Station Area Planning

The Plan recognizes existing and planned transitways that are part of the Current Revenue Scenario of the TPP. The City has conducted station area planning for existing and future station areas. The TPP directs Urban Center communities with planned light rail transit (LRT) and commuter rail to guide an average minimum of 50 residential units per acre and target 75-150+ units per acre within the station area (area within 10-minute walk or 1/2 mile). Planned densities for areas identified for redevelopment near station areas along transit routes are consistent with the minimum density required in the TPP. The Built Form designations associated with station areas and along transit corridors include Corridor 6, Transit 10, Transit 20, and Transit 30 Built Form. They range from a minimum of 50 units per acre to a maximum of 1,000 units/acre. The highest densities are located in downtown Minneapolis at key transit centers and development concentrations like the METRO Blue Line Midtown Station and the future METRO Green Line West Lake Station.

Housing

Reviewer: Tara Beard, CD – Housing (651-602-1051)

The Plan is consistent with the *2040 Housing Policy Plan*. The Plan includes connected material that addresses planning requirements in the 2040 Topics section titled *Housing*, linked policies, and material in *Appendix D – Housing*. Together, this material represents the body of planning and policy work. Minneapolis is one of the two central cities that comprise the economic and population core of the region. After decades of population decline similar to other large central cities, population growth began to rise in the 1990s, stagnating in the 2000s through the Great Recession, then taking off again post-recession through today. Like many urban areas, Minneapolis has always had a wide variety of housing types; as of 2016, 44% of its existing housing stock was single-family. The Plan notes that population growth has contributed to a supply and demand mismatch that has made affordable housing for low-income residents increasingly hard to find.

The Plan notes that the City had more than 190,000 housing units as of 2016. While roughly 70% of those units were affordable to households earning 80% of the Area Median Income (AMI) or less (or \$68,000 for a family of four), affordable options decreased to just 10% for households earning 30% AMI or less (or \$27,100). Approximately 30% of Minneapolis households earning 80% AMI or less were housing cost burdened. The Plan acknowledges housing-related racial disparities that continue to exist, caused in part by historic discriminatory policies and practices, and states the City's intention to address housing needs within a racial equity framework.

The Plan acknowledges the City's share of the region's need for affordable housing in the 2021-2030 decade, which is 3,499 units. With 137 acres of land guided for higher density residential development in that time period (Figure 7), the Plan sufficiently promotes the availability of land to support that share.

The Plan addresses its existing and future housing needs in its implementation plan, which thoroughly describes the policies, programs, and other tools that the City will consider. Tools discussed in the Plan include participation in Livable Communities Act programs, as well as local financing tools such as awarding Low Income Housing Tax Credits, issuing housing revenue bonds and creating Tax Increment Financing districts. The Plan provides significant detail about what level of affordability and what length of affordability would be prioritized. The implementation plan also states the City will consider multiple tools to preserve naturally occurring affordable housing (NOAH), including the use of local 4d tax incentives and opportunities to partner with funders of NOAH preservation. Notably, the City also has an active Affordable Housing Trust Fund that it uses to meet its housing needs.

Water Supply

Reviewer: Dave Brown, ES – Water Supply Planning (651-602-1072)

The Plan is consistent with policies in the WRPP related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse. The Plan includes connected material that addresses planning

requirements in the 2040 Topics section titled *Environmental Systems*, linked policies, and material in *Appendix I – Water Supply*. Together, this material represents the body of planning and policy work.

The Plan includes a Local Water Supply Plan (LWSP) in Appendix I of the Plan. This LWSP has been updated from the City's previous LWSP, which was considered complete by the Council and approved by the DNR on March 22, 2018. The Council has reviewed the updated LWSP, which accounts for adjusted forecasts, and which was submitted to the DNR and the Council on May 20, 2019. The LWSP is considered complete by the Council as documented in our June 7, 2019 review letter to the DNR.

Advisory Comments

If changes are made to the LWSP resulting from DNR's review of the Plan, the City will need to provide the Council and DNR with the updated information.

Community and Subsurface Sewage Treatment Systems (SSTS)

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan indicates that there is one property within the City that continues to utilize an SSTS, located at 2901 5th Street. It also indicates there are 35 active Minnesota Pollution Control Agency discharge permits for privately-owned Industrial Wastewater Treatment Systems, and no public or privately-owned Community Wastewater Treatment Systems in the City. Current City Code Chapter 101 prohibits the use of SSTS where municipal sanitary sewer service is available, and Chapter 511 prohibits construction of SSTS for use for new buildings. The City has delegated authority to Hennepin County to regulate SSTS installation, operation, maintenance management, and enforcement within the City.

Special Resource Protection

Mississippi River Corridor Critical Area (MRCCA)

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan includes a MRCCA Plan element that was reviewed by DNR staff and found to be substantially consistent with Minnesota Statutes 116G and Minnesota Rules Chapter 6106. Council staff also find the MRCCA Plan component to be consistent with Thrive land use policies, and Minnesota Rules Chapter 6106. The DNR's June 13, 2019 conditional approval letter is attached to the Council staff report as Figure 8. Final DNR approval of the MRCCA Plan will be sent to the City after the Council authorizes local adoption of the Plan.

Advisory Comments

Within 60 days after receiving final DNR approval, the City must adopt the MRCCA Plan, and submit a copy of the final adopted plan and evidence of adoption to the DNR, Council, and National Park Service within 10 days after the adoption.

Solar Access Protection

Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)

The Plan is consistent with statutory requirements (Minn. Stat. 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as required by the Metropolitan Land Planning Act (MLPA). The Plan includes the required solar planning elements.

Aggregate Resource Protection

Reviewer: Jim Larsen, CD – Local Planning Assistance (651-602-1159)

The Plan indicates, consistent with Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that there are no viable aggregate resource deposits available for extraction within the fully developed community.

Historic Preservation

Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)

The Plan addresses historic and cultural resources as required by the Metropolitan Land Planning Act. The Plan includes a Heritage Preservation Topic, with ten policies related to this topic that address outreach, identification/evaluation, stewardship, regulation, financial incentives, cultural heritage, and more. Each policy includes a narrative and a set of specific action steps.

Plan Implementation

Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)

The Plan includes an Implementation Chapter that discusses the implementation of the Plan through policy, regulation, processes, partnerships, and programs. In the form of matrices, the Plan identifies implementation strategies, responsible parties, and timeframes around each planning topic area (e.g., Land Use and Built Form, Transportation, etc.), including a detailed implementation section for Housing. The Plan addresses official control and includes a five-year Capital Improvement Program summary.

Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed Plan is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

Documents Submitted for Review

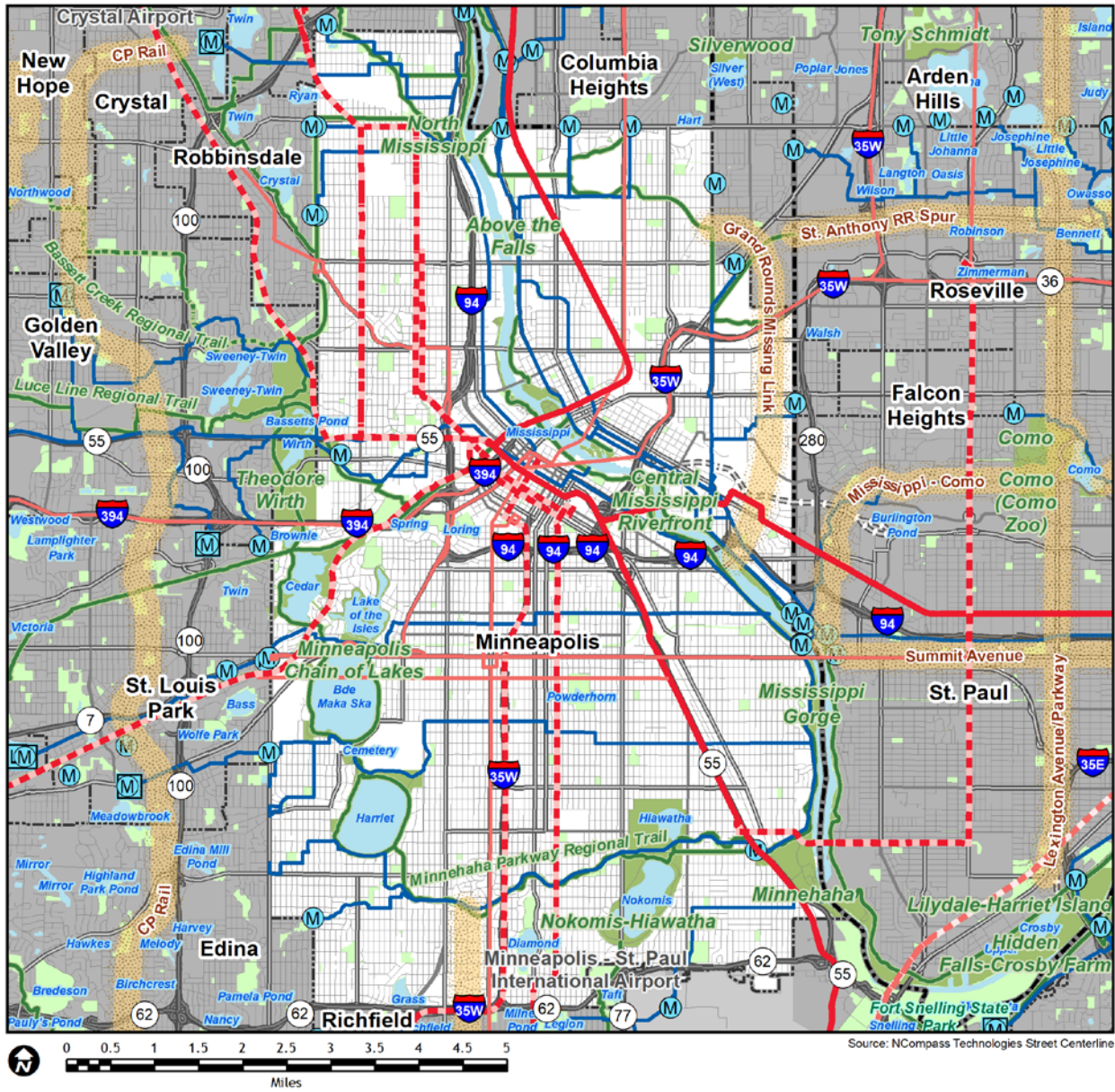
In response to the 2015 System Statement, the City submitted the following documents for review:

- December 28, 2018: City of Minneapolis 2040 Comprehensive Plan
- May 21, 2019: Supplemental and revised material related to Forecasts, Land Use, Housing, Regional Parks & Trails, Transportation, Wastewater, SSTS, MRCCA, Water Supply, and Implementation.
- June 18, 2019: Supplemental and revised material related to Forecasts, Parks, Wastewater, and Subsurface Sewage Treatment Systems.

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing Land Use
- Figure 4: 2040 Planned Land Use
- Figure 5: 2040 Built Form Map
- Figure 6: Development Location Map
- Figure 7: Land Guided for Affordable Housing
- Figure 8: Mississippi River Corridor Critical Area Conditional Approval Letter

Figure 1. Location Map with Regional Systems



Regional Systems

Transportation

- Transitways**
2040 Transportation System Policy - adopted January 2015
- Existing
 - - - - Planned Current Revenue Scenario
 - - - - Planned Current Revenue Scenario - CTIB* Phase 1 Projects
 - Potential Increased Revenue Scenario

Regional Highway System

- Existing Principal Arterials
- Planned Principal Arterials
- Existing Minor Arterials
- Planned Minor Arterials
- Existing Other Arterials
- Planned Other Arterials

Recreation Open Space

- Regional Parks**
- Existing (Open to Public)
 - In Master Plan (Not Open to Public)
 - Planned Units
- Regional Trails**
- Existing (Open to Public)
 - Existing (Not Open to Public)
 - Planned

Wastewater

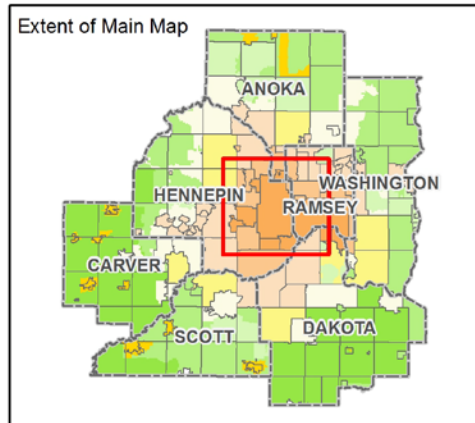
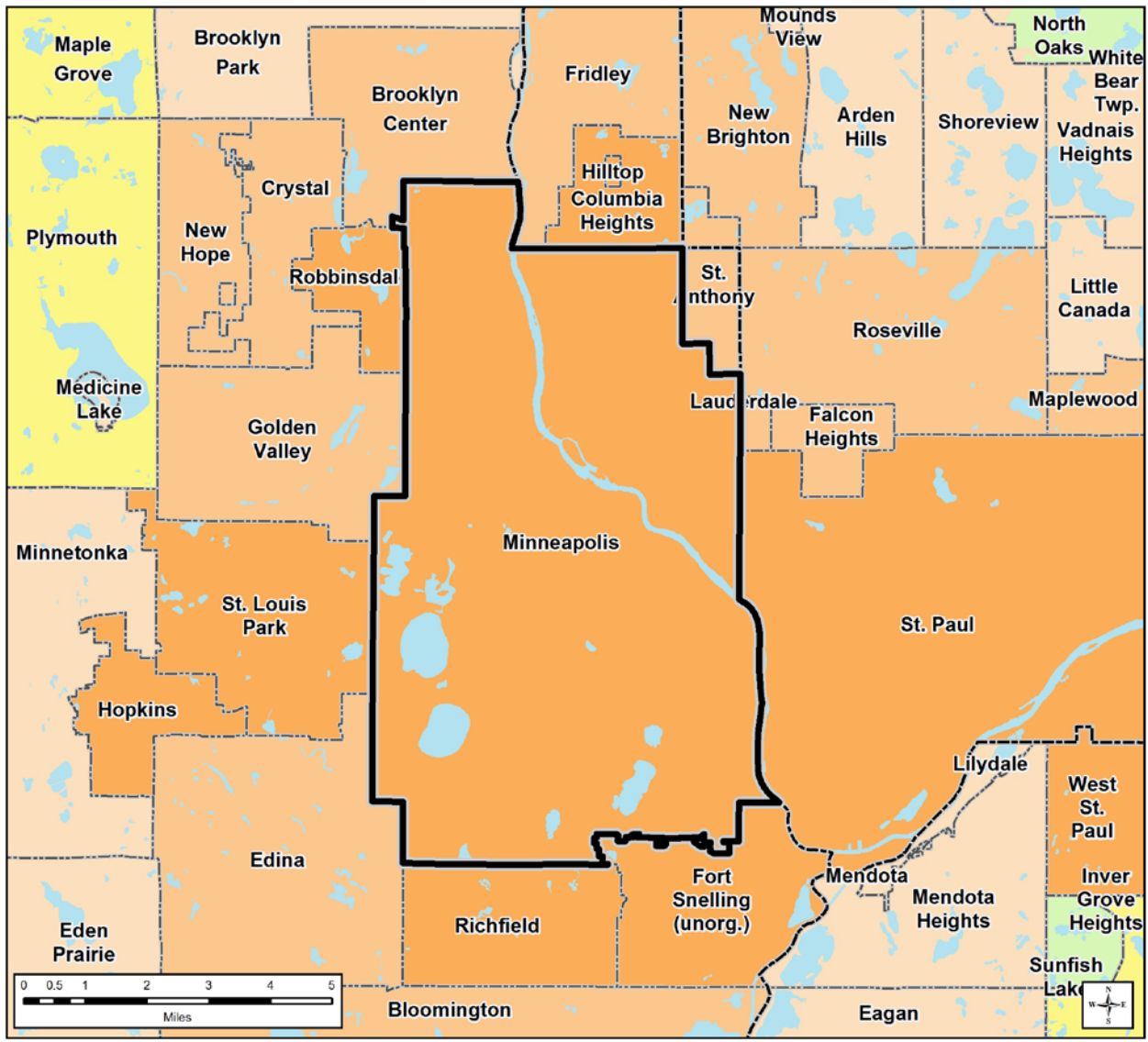
- M Meters
- L Lift Stations
- MCES Interceptors
- MCES Treatment Plants

Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors
- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

* Counties Transit Improvement Board (CTIB)

Figure 2. Thrive MSP 2040 Community Designations



- Community Designations**
- Outside Council planning authority
 - Agricultural
 - Rural Residential
 - Diversified Rural
 - Rural Center
 - Emerging Suburban Edge
 - Suburban Edge
 - Suburban
 - Urban
 - Urban Center
- County Boundaries
 City and Township Boundaries
~ Lakes and Major Rivers

Figure 3. Existing Land Use

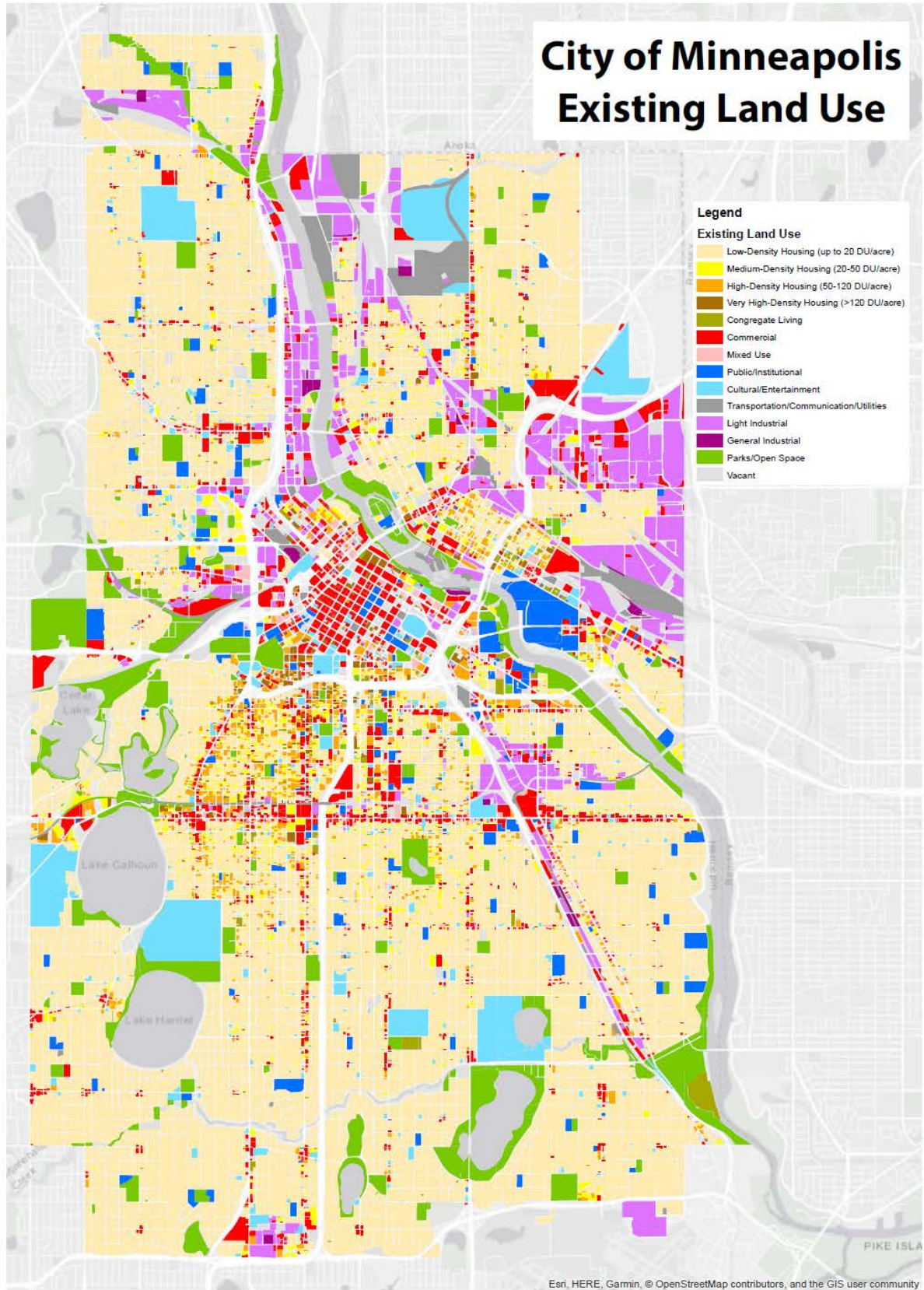


Figure 4. 2040 Planned Land Use

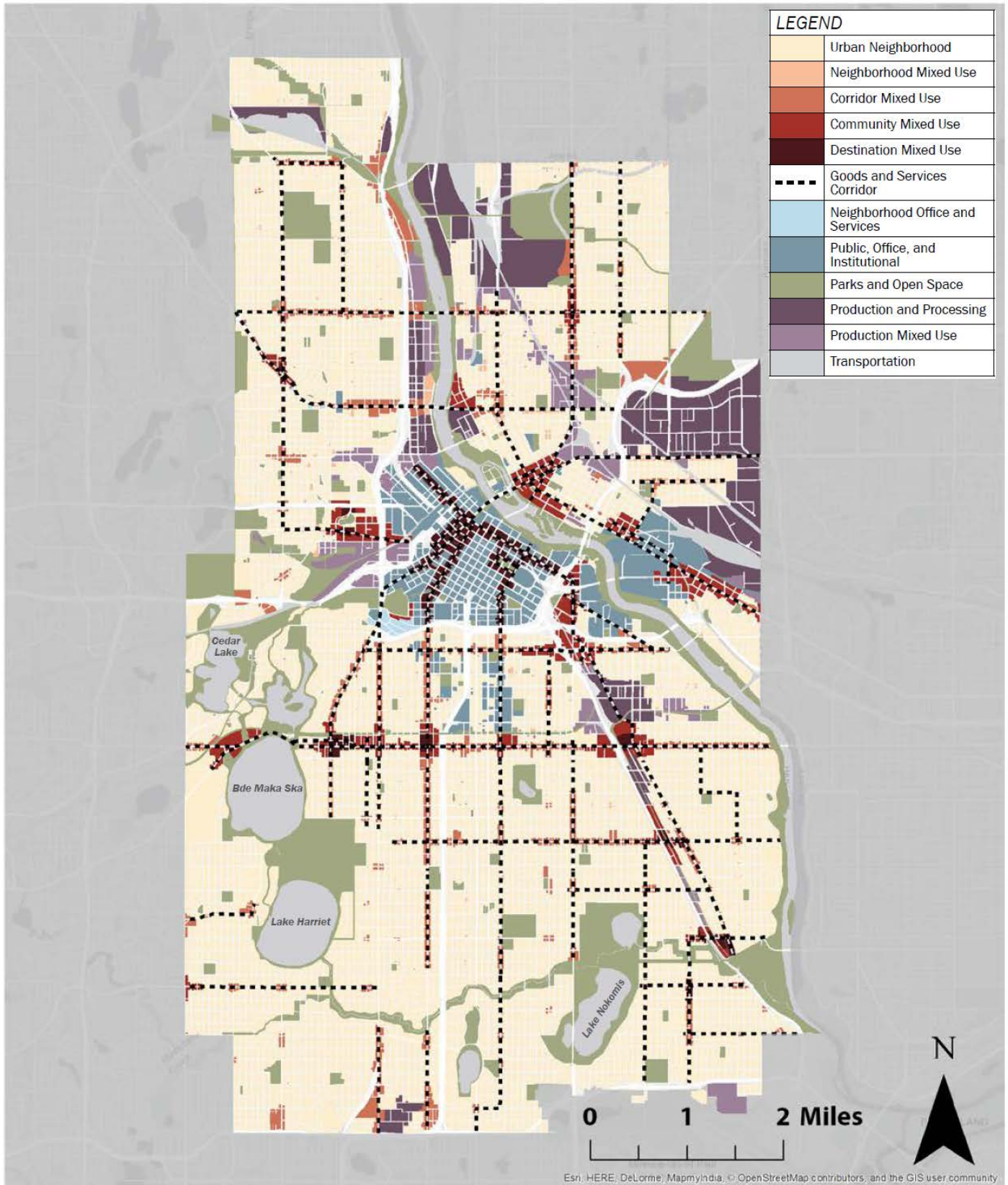


Figure 5. 2040 Built Form Map

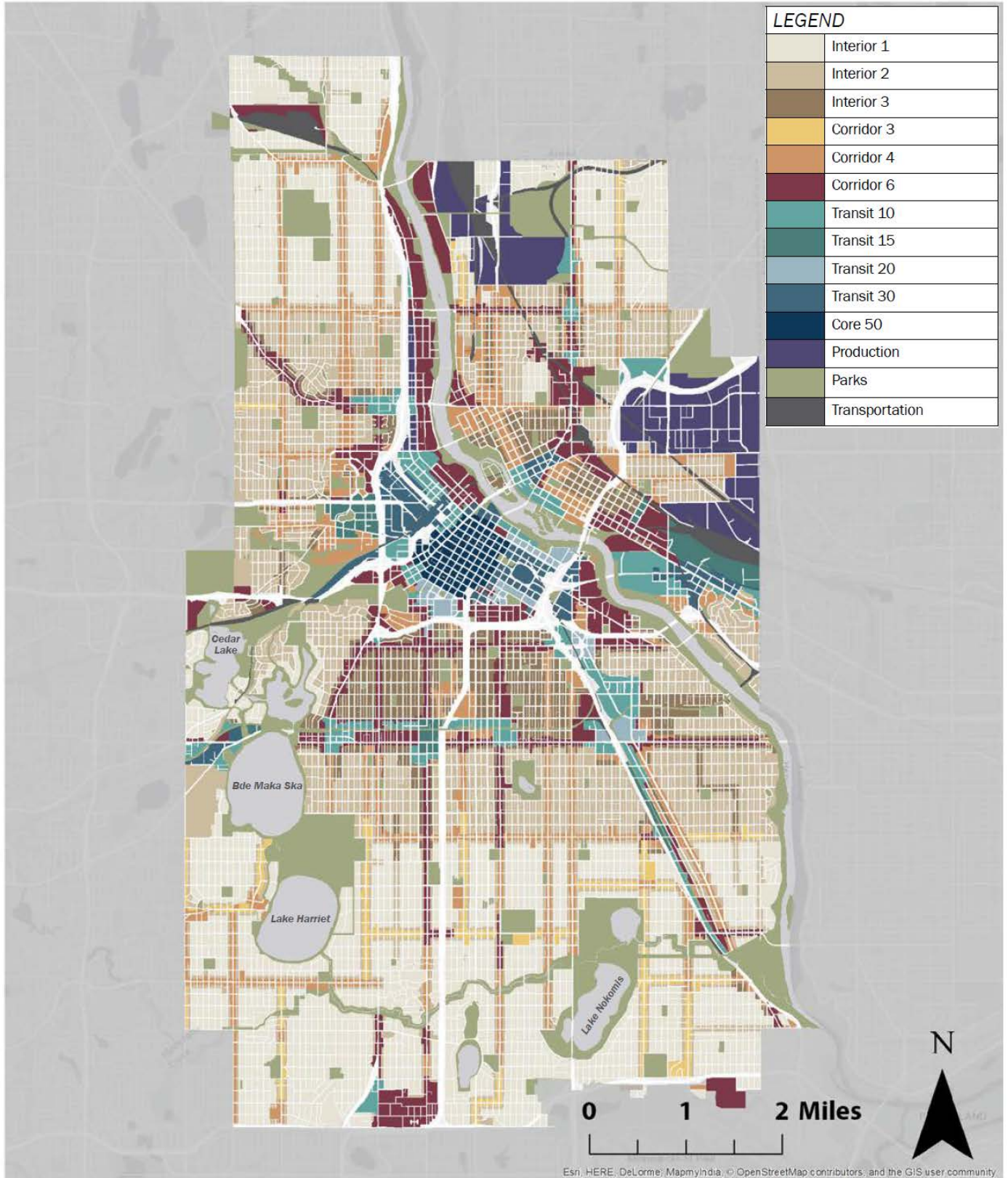


Figure 6. Development Location Map

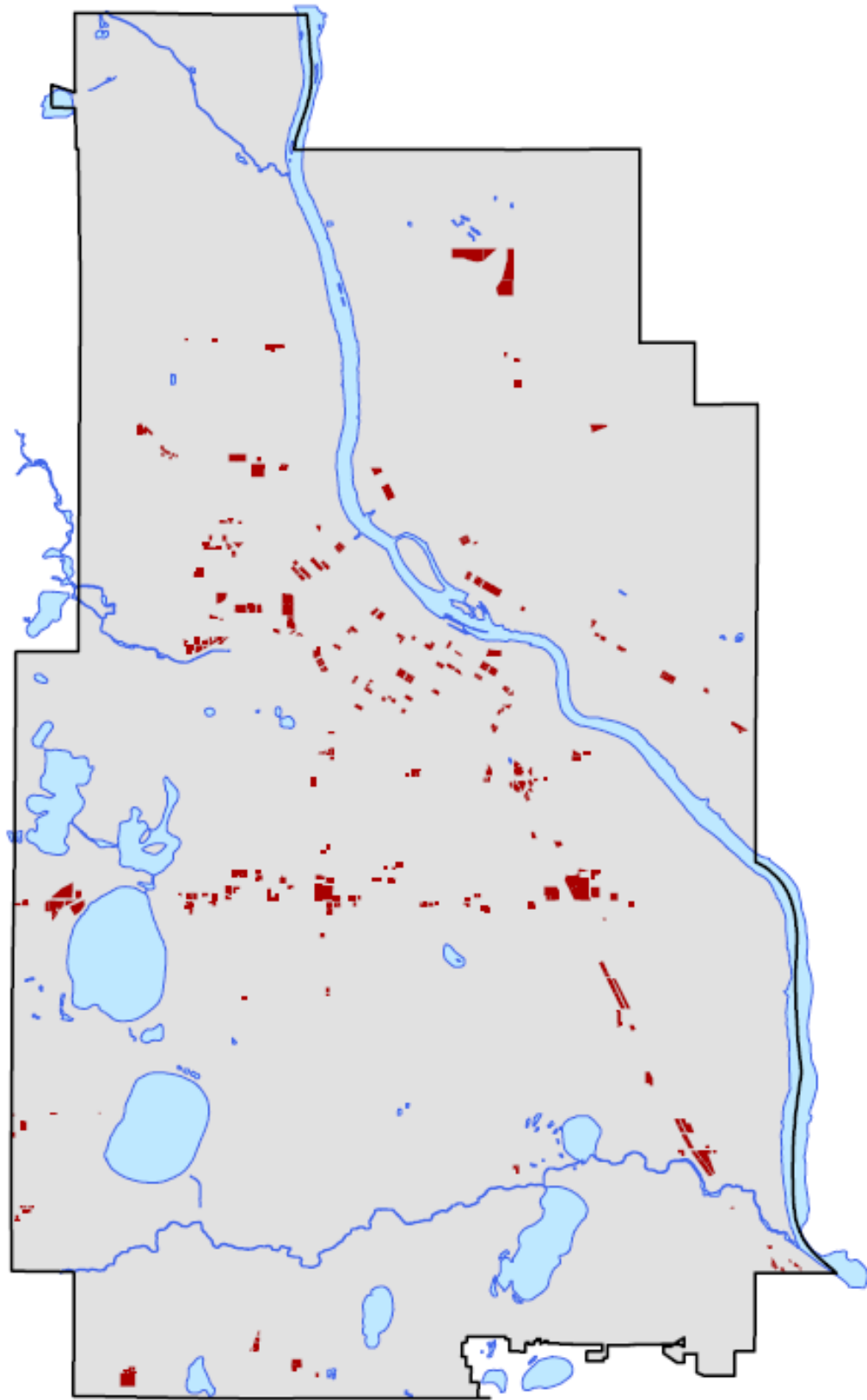


Figure 7. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **3,499 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	× Minimum Density (units per acre)	× Expected % Residential (f mixed use)	= Minimum Units Possible
Urban Neighborhood: Interiors 2, 3	1.87	8	100%	15
Urban Neighborhood: Corridor 4	5.24	30	100%	158
Urban Neighborhood: Corridor 6, Transit 10	7.57	50	100%	379
Neighborhood Mixed Use: Corridor 4	1.25	30	90%	34
Corridor Mixed Use: Interior 2	0.15	8	85%	2
Corridor Mixed Use: Corridor 4	5.77	30	85%	148
Corridor Mixed Use: Corridor 6, Transit 10	21.26	50	85%	904
Corridor Mixed Use: Transit 15	0.73	100	85%	63
Community Mixed Use: Corridor 4	0.69	30	80%	17
Community Mixed Use: Corridor 6, Transit 10	18.65	50	80%	746
Community Mixed Use: Transit 15	8.47	100	80%	678
Community Mixed Use: Transit 20	11.09	150	80%	1,331
Community Mixed Use: Transit 30	11.49	200	80%	1,839
Destination Mixed Use: Corridor 6, Transit 10	5.60	50	80%	224
Destination Mixed Use: Transit 15	5.68	100	80%	455
Destination Mixed Use: Transit 20	4.98	150	80%	598
Destination Mixed Use: Transit 30, Core 50	4.36	200	80%	698
Public, Office, and Institutional: Corridor 6, Transit 10	3.61	50	80%	145
Public, Office, and Institutional: Transit 20	1.67	150	80%	201
Public, Office, and Institutional	13.98	200	80%	2,237
Production Mixed Use: Corridor 4	1.89	30	50%	29
Production Mixed Use: Corridor 6, Transit 10	1.31	50	50%	33
Total	137			10,934

Sufficient(*insufficient*) units possible against share of regional need: **7,435**

Affordable units built since 2021: **0**

Sufficient(*insufficient*) units possible adjusted for affordable units built: **7,435**

Number of Comp Plan Amendments approved since Comp Plan Update: **0**



Figure 8. Mississippi River Corridor Critical Area Conditional Approval Letter



June 13, 2019

Joe Bernard, Principal Project Coordinator
City of Minneapolis
105 5th Ave So, Room 200
Minneapolis, MN 55123

Re: Conditional Approval of City of Minneapolis MRCCA Plan

Dear Mr. Bernard:

I am pleased to inform you that the Minnesota Department of Natural Resources (DNR) conditionally approves the City of Minneapolis' Mississippi River Corridor Critical Area (MRCCA) plan.

We reviewed the supplemental MRCCA plan chapter of your 2040 Comprehensive Plan submitted to the Metropolitan Council on June 4, 2019. We have found that the MRCCA plan is substantially consistent with Minnesota Statutes, §116G and Minnesota Rules, chapter 6106. We will send final approval of your MRCCA plan after the Metropolitan Council authorizes Minneapolis to put the comprehensive plan into effect. Within 60 days of receiving DNR final approval, the City of Minneapolis must adopt the MRCCA plan. The City of Minneapolis must then submit a copy of the final adopted plan, with evidence of adoption, to the DNR, the Metropolitan Council, and the National Park Service within ten days of the adoption.

Only MRCCA plans and plan amendments approved by the DNR have the force and effect of law. Once in effect, local governments must implement and enforce the DNR-approved plans.

We appreciate your efforts to develop and adopt the MRCCA plan, which provides a solid basis for future ordinance amendments and MRCCA management. Please contact Dan Petrik at 651-259-5697 or at daniel.petrik@state.mn.us if you have any questions about next steps.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Jennifer Shillcox', written over a faint blue line.

Jennifer Shillcox
Land Use Unit Supervisor

c: Raya Esmaeili, Metropolitan Council
Alan Robbins-Fenger, National Park Service
Jason Spiegel, DNR Region 3 Area Hydrologist
Dan Petrik, DNR Land Use Unit

Minnesota Department of Natural Resources • Division of Ecological and Water Resources
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