

**City of Minneapolis**  
**Request for Committee Action**

**To:** Zoning & Planning  
**Date:** 3/24/2016  
**Referral:** N/A  
**From:** Community Planning & Economic Development  
**Prepared by:** Kjersti Monson, Director of Long Range Planning, CPED  
**Presented by:** Kjersti Monson, Director of Long Range Planning, CPED  
**File type:** Resolution  
**Subcategory:** Board-Commission-Task Force

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**Subject:**  
Minneapolis Comprehensive Plan Update

- Description:**
1. Approve the attached Resolution Directing the Department of Community Planning and Economic Development to Update the City's Comprehensive Plan.
  2. Receive and file the attached information on the comprehensive plan update schedule, comprehensive plan mission and values, and civic engagement plan summary.

**Previous Actions:**  
Authorized staff to submit Thrive MSP 2040 comments, April 25, 2014  
Authorized staff to submit Transportation Policy Plan comments, September 19, 2014  
Authorized staff to submit Housing Policy Plan comments, September 19, 2014  
Authorized staff to submit Parks Policy Plan comments, October 17, 2014  
Authorized staff to submit Water Resources Policy Plan comments, March 20, 2015

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**Ward/Address:**  
All Wards

**Background/Analysis:**

Every ten years the Metropolitan Council is required by state law to prepare a comprehensive development guide for the seven-county metropolitan area. Local municipalities within the seven-county metropolitan area must consequently develop comprehensive plans that are consistent with this regional development guide. Beyond regional requirements, this is a prime opportunity for the City to demonstrate its values and advance its priorities, particularly in terms of guidance that shapes the built, natural, and economic environment.

The current City comprehensive plan, The Minneapolis Plan for Sustainable Growth, was approved by the Minneapolis City Council on October 2, 2009. Prior to City adoption, the Plan was approved by the Metropolitan Council on July 22, 2009.

For the City, the comprehensive plan serves a number of functions, in addition to meeting legal requirements. The comprehensive plan provides guidance for: designing policies and programs, developing and adopting other plans, reviewing site plans and land use applications, reviewing and approving public land sales and purchases, planning capital improvement projects, determining priorities for public financing, and other City actions. While the plan covers a wide

range of topics, it is primarily focused on the physical development of the city, and the related infrastructure, systems, and programs that support it. The comprehensive plan is also a statement to its citizens and other stakeholders regarding the City's priorities and values, and how it sees itself developing over the next 20+ years.

While this City Council action marks the official launch of the City's 2018 comprehensive plan update process, it also represents the culmination of over two years of ongoing preparation for this moment. Below are a description of the regional process to date, the City's participation in this process and the current status of the City's work.

### **Regional Planning Process Overview**

Thrive MSP 2040 is the Twin Cities' regional vision for the next 30 years. The document provides a shared vision for the future of our region over the next 30 years, setting directions and guidelines for the region's growth and development. CPED-Long Range Planning led an internal, citywide review of Thrive. After the review of the document by various departments, the comments were brought for discussion to the Intergovernmental Relations and the Zoning and Planning Committees of the City Council, both on April 17, 2014. This item was brought to full City Council on April 25, 2014. The City of Minneapolis submitted formal comments to the Metropolitan Council on April 28, 2014. Thrive was adopted by the Metropolitan Council on May 28, 2014.

Local communities such as Minneapolis are served by regional systems planned (and in some cases funded, constructed, and regulated) by the Council, including housing, transportation, wastewater collection and treatment, and recreational opportunities offered by regional parks.

### **Review of Regional Policy Plans**

Subsequent to its approval of Thrive, the Metropolitan Council released four policy plans that provide further details of their long term vision: The Transportation Policy Plan, Water Resources Policy Plan, Regional Parks Policy Plan, and Housing Policy Plan. Each policy plan provides a greater level of detail than is present in the overall Thrive document. Over the following 18 months, each of the four draft policy plans was released for public review and comment. Similar to the review of Thrive, CPED-Long Range Planning led a series of internal staff teams to review each of the four subsequent policy plans. All comments were taken through the appropriate subcommittees of the City Council and were then forwarded to the full Council. In all four cases, the Council directed CPED to submit comments on behalf of the city. These Council actions included:

- Transportation Policy Plan – Transportation and Public Works Committee, September 9, 2014; full City Council September 19, 2014
- Housing Policy Plan – Community Development and Regulatory Services Committee, September 17, 2014; full City Council September 19, 2014
- Parks Policy Plan – Zoning and Planning Committee October 9, 2014; full City Council October 17, 2014
- Water Resources Policy Plan – Transportation and Public Works Committee, March 3, 2015; full City Council March 20, 2015

The Metropolitan Council subsequently approved all four regional policy plans by mid-2015, completing the regional policy framework that it will use to guide and evaluate the development of local comprehensive plans.

## **Review of Minneapolis Systems Statement**

As part of the regular regional planning process, the Metropolitan Council issued a detailed Systems Statement to each local government across the metro in mid-September 2015. System Statements include final projections for population, households, and employment as well as specific, individualized direction to each city about what will be required in Minneapolis' own comprehensive plan update, which is due in 2018.

As with the Policy Plans, System Statements cover those areas for which the Metropolitan Council has jurisdiction:

- Land Use
- Transportation
- Water Resources (Wastewater, Surface Water, Water Supply)
- Park and Natural Resources
- Housing
- Plan Implementation

Along with the System Statement, Minneapolis received the Metropolitan Council's Local Planning Handbook. The handbook is written with specifications that all cities in the metropolitan area must comply with when preparing 2018 comprehensive plan updates, and links to resources and guidance to assist in this effort. In addition to the required areas mentioned above, the Local Planning Handbook provides two additional recommended topic areas – Economic Competitiveness and Resilience. For each topic, the handbook addresses both what is required and what is recommended over and above baseline requirements.

Similar to earlier efforts on the Policy Plans, CPED-Long Range Planning reconvened cross-departmental teams to review each component of the System Statement and the local Planning handbook so that subject experts from within various departments or teams could advise LRP on those chapters or portions that apply to their department and business lines. The City was not obligated to provide formal comment on our System Statement to the Metropolitan Council unless there was a desire for Metropolitan Council to formally address specific concerns. The Metropolitan Council had a formal appeal process set up to handle any such concerns that arose amongst cities in the region. The review process was set up for mid-September to early October 2015 and timed so that if necessary, comments could get to the City Council prior to the review deadline. The staff review group determined that the direction from the Metropolitan Council was straightforward and – as expected – was closely aligned with the intent and direction of the Policy Plans, so no appeal was necessary.

## **Preparing for the Comprehensive Plan Update**

Local Government Units are required by MN Statute 473.858 to update comp plans within three years of the release of metropolitan system statements. Once the Metropolitan Council regional policy plans were completed and approved, CPED-Long Range Planning began internal preparations for the comprehensive plan update.

Starting in mid-2015, CPED-Long Range Planning leadership met with department heads and other City leadership to brief them on the comprehensive plan update process and begin a discussion on citywide policy priorities and budget implications for the planning process (2015-2018). This outreach process has also involved periodic briefings of City Council members and the Mayor's office.

Soon after, a Leadership Team was convened to begin steering the process and developing the structure for how the update would be completed. The Leadership Team was comprised of department heads, City Council members, Mayor's Office staff, and other key representatives. The work of the team included discussions on the update process' steering committee, staffing,

overall schedule, and high-level topical priorities. The Leadership Team met regularly throughout the remainder of 2015, alongside supporting staff assistance to develop supporting documents and to continue departmental outreach.

The work of the Leadership Team resulted in recommendations for Steering Committee membership, the formation of staff-level research teams, and the overall City launch of the comprehensive plan process.

### **Comprehensive Plan Update Process**

As planned, the Leadership Team was disbanded and replaced by the project Steering Committee at the beginning of 2016. The Steering Committee began meeting, with an initial focus on development of a mission and core values that would guide the overall process. This work is represented in today's resolution.

Under the guidance of the Leadership Team and now the Steering Committee, CPED-Long Range Planning has also been engaged in identifying topical areas required by the Metropolitan Council and prioritized by City leadership: land use; housing; urban design; transportation; environmental systems; parks and open space; heritage preservation; arts and culture; economic development; public services and facilities; human capital, engagement, and education; and plan implementation; with the addition of policies on public health and technology.

CPED Long Range Planning will coordinate the staff-level effort to research and draft policy recommendations for the comprehensive plan, including the formation of staff-level research teams. The goal is to have a completed draft plan by early 2018, in order to accommodate Metropolitan Council mandated review periods and deadlines for plan submittal. CPED Long Range Planning will also coordinate an extensive civic engagement process in support of the plan, including the public launch event of the comprehensive plan update: the April 2, 2016, Community Connections Conference, described below.

The work of the comprehensive plan has been divided into five phases, as detailed in the attached supporting materials:

- Launch - Kick off the process with an exploration of emerging idea and trends, current conditions, and existing policy
- Key Directions - Develop and refine key directions for the plan, providing the overall structure and outline for the plan
- Proposed Policy Framework - Create draft City policy that is responsive to the key directions and comprehensive in scope
- Draft Policy Document – Further develop the elements developed previously into a cohesive, comprehensive document, highlighting major themes and priorities
- Formal Review - Provide for an extensive and thoughtful review process at all levels that informs the plan development

There will be reports to City Council, applicable board and commissions, and other City leadership planned as part of each of these phase, along with the circulation of interim draft materials for review.

A planning effort as wide-reaching and impactful as the comprehensive plan needs a corresponding civic engagement process, to ensure that the plan reflects the priorities of all City residents and other key stakeholders. Along with the development of the research group structure, CPED-Long Range Planning has been developing a detailed and extensive plan for community engagement, corresponding with each of the five planning phases. Civic engagement in the comprehensive plan will feature opportunities to participate in activities to gather

information, interact in the process, and provide meaningful feedback. The engagement plan is centered on a set overall goals and objectives:

- Meaningful and relevant dialogue
- Inclusive representation
- Access to information and opportunities
- Contributions have impact
- Empowering experience
- Effectively-used resources

A summary of the engagement plan is attached. The plan contains an extensive list of engagement tools to be used – both traditional and innovative – designed to reach a broad and diverse audience. A major focus will be on populations that are traditionally underrepresented in City processes.

The work of the research teams and civic engagement will be closely coordinated. Research teams providing input on engagement priorities and participate in major outreach events. Input from engagement activities will be compiled and provided in a timely fashion to the research teams, to ensure it will be used to inform policy development on an ongoing basis. While there is a strong overall framework to the process to help set expectations for this multi-year process, there will be ongoing evaluation and review that will allow adjustments as needed to ensure the process is responsive and robust.

### **Today's Action and Plan Launch**

This City Council action marks the launch of the public comprehensive plan update process. This is being intentionally coordinated with the launch of public outreach at the April 2, 2016 Community Connections Conference. The conference will feature messages from City leadership on the comprehensive plan update, and six learning lab sessions, centered around the comprehensive plan values identified in the attached resolution. Input from conference participants on these values will be provided to research teams, as they begin work on identifying the top policy priorities for the plan update.

### **Financial Review:**

**No additional appropriation required, amount included in current budget.**

### **Attachments:**

1. Resolution (approve)
2. Comprehensive plan mission and values (receive and file)
3. Project schedule and phases (receive and file)
4. Civic engagement plan summary (receive and file)