

EDRS #8 (2/19/2019)
Re Upper Harbor Terminal Concept Plan - Amendment #1
Motion by CMs Cunningham and Ellison

Add the following on a new page 3:

“VALUES

Recognizing this redevelopment project is happening within a vulnerable community and presents a significant opportunity to build community wealth on the Northside, the City, MPRB, and the development team are doing business differently by bringing the following values to the Upper Harbor Terminal redevelopment project:

- Disrupting gentrification and displacement
- Racial equity and justice
- Community ownership
- Environmental justice and sustainability
- Affordable housing
- Valuing public space and infrastructure”

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Re Upper Harbor Terminal Concept Plan - Amendment #2
Motion by CMs Cunningham and Ellison

CONCEPT PLAN OVERVIEW (p. 8)

This plan outlines the next steps towards the multi-phase redevelopment of UHT site from its long-term use as a barge shipping terminal to a mix of riverfront park land and other complementary uses.

Redevelopment of the UHT site will bring multiple benefits to the City and the Northside community, including opening almost a mile of riverfront for long overdue public access. The Concept Plan offers other public benefits, including new housing (both market-rate and affordable), jobs, entrepreneurial opportunities, sustainability improvements, wealth building and community ownership opportunities, and an exciting public destination amenity – an outdoor music performance venue. These benefits align with the City’s Minneapolis 2040 plan and Green Zone and Promise Zone efforts.

The Concept Plan reflects the community input collected from hundreds of people over the past two years and the many more who participated in multiple previous planning efforts involving the UHT (See Appendix for the Community Engagement Summary). Community engagement will continue into the next stage of planning to gather input from more stakeholders in the community, including creating a formal Community Advisory Planning and Engagement Committee.

Development Concept Plan Summary

The Concept Plan allocates the 48-acre site as follows:

- 19.5 acres of park space (including the north-south street that will function as the parkway)
- 4.9 acres of public amenity area (i.e. the outdoor music performance venue)
- 7.2 acres of street right-of-way and vehicular/pedestrian circulation
- 16.9 acres of development parcels for a mix of uses (housing, hospitality, office and commercial)

Anticipated Phasing

The Concept Plan divides the redevelopment implementation into two phases, each of which will include both public (i.e., park and infrastructure improvements) and private investments. The Concept Plan includes more detail about the Phase 1 activities, which will continue to be refined and detailed in the next phase of planning.

As outlined in more detail later in this plan, Phase 1 is proposed to include the following components:

- A package of public infrastructure improvements on the northern half of the site, including reconstruction of Dowling Ave as the primary entrance to the site and construction of a north-south street that will function as a parkway and vehicular access to the adjacent developments;
- Site preparation activities to clear the way for redevelopment;
- Initial riverfront park improvements on the northern half of the site, including linear trail connections, restored riverbank, renovation of some or all of the existing river wall/dock structure for recreational access and two larger park areas (referred to as Dowling Plaza and Relics Park in the Concept Plan);
- An outdoor music performance venue just south of Dowling Ave along the river;
- A hospitality mixed-use building just north of Dowling Ave along the river;
- A residential mixed-use complex on the southeast corner of Dowling along the river with both market-rate and affordable units;
- An office mixed-use building on the southwest corner of Dowling and Washington avenues;
- An innovative mixed-use building dubbed “The Hub” along the river near 36th Ave N; and
- Stormwater management infrastructure and parking to support the development.
- The City will explore options for the land to be held in public trust.

The vision for the Future Phases portions of the site will be informed by community input in the next phase of planning for the Coordinated Plan and is expected to include:

- Additional public improvements to be completed by the City, primarily on the southern half of the site, including completion of the north-south parkway/street and a second access point at 33rd Ave. N.
- Additional park improvements to extend the linear trail connections and restored riverbank through the southern half of the site as well as a third, larger park area.
- Five (or more) private development components.

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COMMUNITY BENEFITS (p. 20)

In addition to pursuing the sustainability goals noted in the next section, the development team and UHT Community Planning and Engagement Committee will be exploring and researching the following community benefits concepts during the next stage of planning. The community benefits agreement will be embedded in the redevelopment agreement upon passage of the coordinated plan.

Intentional Procurement and Targeted Employment

The initial implementation of Phase 1 redevelopment by the City, MPRB and development team is expected to include well over \$200 million in procurement of design services and construction. The parties will be exploring the extent to which this procurement can be targeted to community businesses, and targeting community residents for well-paying construction jobs and steering business to local entrepreneurs. In addition, MPRB will be exploring how they can target on-site jobs to neighborhood residents.

Park

The new park areas will provide long-needed access for the Northside to the Mississippi River, as well as new green spaces and programming to benefit the community. The specific types of improvements and programming are to be determined during the next phase of planning.

Outdoor Music Performance Venue

First Avenue Productions has proposed a wide range of community benefits associated with the outdoor music performance venue.

These include:

- A fee on all ticketed event tickets that would generate funds that could be deployed by a yet-to-be identified existing or new Northside community entity to provide free community programming. The purpose is to provide programming that will be of interest to the Northside community (and open to anyone else).
- Priority will be given to Northside businesses for any venue contracting, e.g., food and beverage services, security, textile and poster printing and operation of on-site markets.
- A Youth Advisory Committee could be established to advise First Avenue on the use of the venue, thus gaining career training and management track development while learning problem-solving and decision-making skills.

- As many as 70 Step-Up interns could be hired each year for entry-level positions that will provide both employment and exposure to the music business.
- Green lawn spaces will be open for public use whenever they are not being used for a ticketed or community event.
- A potential partnership with Minneapolis Public Schools to promote music education and programming opportunities.

Additionally, the City will explore pathways for long-term funding of displacement mitigation strategies and off-setting costs of first-floor commercial spaces.

Ground Floor Active Use Spaces and The Hub

The development team hopes to work with the community to identify or create a community-based partner (e.g., a trust, community development corporation or cooperative) that can own and operate all of the ground level active use spaces and the Hub. This partner then would secure funding to help make the spaces available and affordable to community entrepreneurs (and possibly also provide support services). Depending upon the organizational structure of this partner, this approach could provide community control and possibly also community ownership opportunities.

Office Component

The development team will seek to find one or more office tenants that could provide job opportunities that can be targeted to neighborhood residents.

Housing Component

In addition to providing additional new market-rate housing opportunities to community residents, the Phase 1 housing component will provide units affordable at 30-60% of the Area Median Income. This is in alignment with the Minneapolis Promise Zone goal of “Promoting stable housing.” Innovative housing strategies, such as intergenerational multifamily housing, will be taken into consideration by the development team and the UHT CPEC. ~~The goal is for 40% of units to be affordable at 60% AMI, if sufficient affordable housing funding resources are available.~~ If sufficient affordable housing funding resources are available, the goal is for 40% of the units to be affordable at least 60% AMI and secure vouchers and additional funding for deeply affordable units at 30% AMI (\$28,300 for a family of 4 in 2018 dollars), which is below the average annual household income in both the Camden and Near North communities. Partnerships with Minneapolis Public Housing Authority and/or housing nonprofit organizations will also be explored.

Hospitality Component

~~The development team will retain ownership of the hospitality component and thus will be able to work with the management company to identify and then implement ways that the jobs generated by this component can be targeted to neighborhood residents.~~

Community input will inform the types of hospitality uses preferred, and the size and general design of the building, including how the designs of the river and Dowling Plaza sides relate to the adjacent park space. The hospitality element should seek to include but not be limited to a community center, banquet hall, hostel, and/or some form of permanent housing.

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NEXT STEPS (pp. 25-26)

The anticipated general steps in Phase 1 planning and implementation process also will include:

- Completion by the City, MPRB, and development team of additional more detailed planning and environmental review -- an Alternative Urban Areawide Review (AUAR) -- that will allow preparation of a Coordinated Plan with more detail on the elements proposed in the Concept Plan
- Approval by City Council and MPRB of the business terms and public benefits for the initial park and development projects and of any aspects of the Coordinated Plan that are not included in those business terms
- Design and bidding of the park and public infrastructure, with construction of those components possibly starting in 2020 or 2021; and
- The timing for the start of construction of the outdoor music performance venue and private development components.

Actual construction timing for these components will depend upon how long it takes to secure the needed approvals and financing. Construction is likely to occur in sub-phases, and may start as soon as 2021.

Next Stage of Planning, and Possible Revisions to Plan

Following the approval of the Concept Plan by the City and of the park-related aspects of the Concept Plan by the MPRB, the parties will continue, with extensive community input, to test and refine the various aspects of the Concept Plan. This section outlines the parameters within which that planning can occur and at what points the City Council would need to be asked to approve any plan revisions through formal City Council action. Any plan refinements that would change the type of land use, change the scale beyond the ranges shown here or require the City to make financial investments beyond those anticipated here will require City Council approval.

Public Infrastructure

Community input will inform the design of streetscape, bike and pedestrian facilities, as well as where and how transit service and access across I-94 can be improved. There also may be public art opportunities associated with the infrastructure improvements.

Phase I Park Improvements

Future park planning, led by MPRB with extensive community input, will inform a wide variety of aspects, including the character of the various park areas and what programming they will

support, where and how water access will be provided, whether any special park features are desired and the basic design of the park improvements. This planning may inform some modest revisions to the park boundary, including the general location of the park area in the southern section of the site. Council and MPRB approval will be needed if the overall park acreage varies by more than 10%.

Outdoor Music Performance Venue

As noted, First Avenue Productions proposes to pursue an approximately 7,000 to 10,000 capacity CPAC with the “gantry” design at an estimated cost of about \$49 million. However, if that design cannot be fully funded or if the AUAR or additional analysis identifies challenges with traffic, parking, noise or other factors that are irreconcilable, then First Avenue Productions will pursue an outdoor music performance venue with a revised design and/or scale to respond to those challenges.

Community input will help shape the details of the design of the facility and community programming, ~~but will not be the deciding factor in whether there is a venue.~~ Community input can also inform the size and scale of the venue, if it is within a 7,000 to 10,000-person capacity. Council approval will be needed if the scale of the proposed outdoor music performance venue drops below 7,000 capacity or exceeds 10,000 capacity based on recommendations of the UHT CPEC.

NEXT STEPS (continued)

Ground floor active uses

The ground floors of the office, residential and hospitality buildings will include active uses that will provide complementary destinations (e.g., food and beverage, entertainment, cultural amenities), retail and services that will support the Northside community, and possibly small maker spaces.

Community input during the next phase of planning will help determine the scales of these spaces and general design, the desired uses in these spaces, as well as the details of an ownership structure that could provide community control of the spaces and perhaps community ownership opportunities.

Office Mixed-use

In the next phase of planning, the development team will explore a mixed-use building that will include 14,000 to 30,000 sq. ft. of active ground floor uses with 104,000 to 230,000 sq. ft. of office above. Community input will inform the size and general design of the building, what

types of office tenants would be desirable, and what approaches could be used to give community residents priority for filling those tenants' open positions.

Residential Mixed-use

The development team will explore a mixed-use building that will include 16,000 to 36,000 sq. ft. of active ground floor uses with 240 to 530 units of residential above. About 60% of the units will be market rate (144 to 318 units) and 40% (96 to 212 units) affordable to households earning 30-60% of areawide median income (AMI). The development team also will pursue vouchers to allow some of the affordable units to be affordable to those making 30% AMI.

Community input will inform the size and general design of the building. The community also may provide input on the mix of market-rate and affordable units (and the incomes that those affordable units will serve), but what can be implemented will depend upon the amount and types of affordable housing resources that can be secured.

Hospitality Mixed-use

The development team will explore a mixed-use building that will include 9,000 to 20,000 sq. ft. of active ground floor uses with 140 to 310 rooms (or equivalent square footage) of hospitality uses (e.g., hotel, hostel, event facilities).

Community input will inform the types of hospitality uses preferred, and the size and general design of the building, including how the designs of the river and Dowling Plaza sides relate to the adjacent park space.

The Hub

The development team will explore a mixed-use building that will include 20,000 to 45,000 sq. ft. of active ground floor uses facing the river and Relics Park with 108,000 to 240,000 sq. ft. of uses that will benefit the community. The uses to be explored may include: office space for a local innovative food and green businesses, a greenhouse and aqua/hydroponics growing area, an indoor market and an integrated utility hub. In alignment with the Minneapolis Promise Zone goal to "Build an inclusive economy," this Hub is meant to create green jobs and careers with livable wages and expand Northside entrepreneurship.

Community input will inform the size and general design of the building, including how the designs of the river and Relics Park sides relate to the adjacent park space. Community input also will inform the mix of uses to be included in the building and the organizational structure.

Ground Floor Active Uses and Community Partner

The development team will explore what type of community partner (e.g., trust, cooperative, community development corporation) could own the Hub and all of the ground floor active spaces in order to provide community ownership and/or control and to make those spaces available and affordable to community businesses. Community input will inform the entity type and what types of spaces/ businesses are desired.

NEXT STEPS (continued)

Community Engagement

The collaboration between the UHT Community Planning and Engagement Committee (CPEC) and the development team will include the following:

- 1) Review the Concept Plan and make recommendations for improvements within the first sixty (60) days after the first convening of the committee for the coordinated plan.
- 2) Collaborate to develop three (3) scenarios to assess for financial feasibility and environmental impact.
- 3) Collaborate with Neighborhood and Community Relations (NCR) to support the committee to lead more in-depth, long term community engagement.
- 4) Support the committee's participation in and centering of deliberative democratic strategies and EcoDistrict protocols.

Strategies emphasizing democratic participation and co-creation deliberations will be explored, as well as community engagement strategies recommended by the UHT CPEC. The underlying principles of the strategies employed should include, but are not limited to:

- Transparency in decision-making, including the consideration and clear communication of multiple options based on desirability and feasibility.
- Co-creation between community members and the development team through each step of the process.
- Engagement that draws in new participants and seeks to close potential knowledge gaps between the technical experts and community members and vice versa.
- The engagement process should build knowledge, skills, and leadership in the community.
- Clearly defined goals and metrics to measure progress should be employed to evaluate the engagement process.

Racial Equity Framework

City staff will collaborate with community-based groups and organizations, as well as philanthropic and cross-jurisdictional partners to identify and select an organization, such as but not limited to PolicyLink or Democracy Collaborative, to develop a racial equity framework

on which development can be based and racial equity goals can be defined, measured, and monitored.

Future City Council Approvals

Future City Council approvals will be needed for any and all City investments. This Concept Plan does not commit the City Council to such investments.

Other

~~Other aspects of the upcoming planning will need community input. This could include interpretive planning (both about the history of the site and area, and ways to help showcase north Minneapolis' strengths) and exploring what approaches and possible funding sources could be used to prevent and/or mitigate displacement in the nearby community.~~

Future Phases

The City, MPRB, development team and community will have flexibility in the next phase of planning for the development parcels identified for Future Phases. In the next phase of planning, the development team and the community can work collaboratively to explore options for development concepts. The goal for future phases is development that is innovative, yet is financially feasible to implement.

In the southern half of the site, the extension of the north-south street/parkway to a second site access point at 33rd Ave. N. and the extension of the riverfront parkland, trails and restored riverbank will be core components, and community input can inform the design of those public improvements, as well as the specific location and plan for the third larger park area.

The outcome of this shared Future Phases planning will be presented as part of the Coordinated Plan for consideration by the City Council. However, if the parties reach agreement on a concept that would benefit from earlier approval, that would be possible.

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Re Upper Harbor Terminal Concept Plan - Amendment #5
Motion by CMs Cunningham and Ellison

SUSTAINABILITY GOALS (p.21)

The City, MPRB and development team share the goal of implementing a redevelopment project that is sustainable, innovative, and responds to community interests as well as City goals and policies. Environmental justice and sustainability are values within this redevelopment project. Minneapolis Climate Action Plan goals will be name in the coordinated plan. During the upcoming continued planning process, this will be pursued in a variety of ways, including:

The Baseline

- Environmental testing of the site to date has not found any significant pollution, but any remediation that is needed will be completed during site redevelopment;
- Except in the section of historic river wall, the river edge will be restored. Habitat will be added in both park and private green areas;
- All businesses on site will be clean and non-polluting;
- All new buildings will achieve ~~LEED~~ the State's B3 standards and/or possibly WELL standards;
- and
- All development will include provisions to support non-motorized access to the site, including adequate and easily accessible bike parking. Bike and pedestrian access to the site and the riverfront will be improved by park trails and the improvements to Dowling Ave. The City and development team will continue to work with Metro Transit to encourage additional transit service to the site as development occurs.

Stormwater Quality and Quantity

The City, MPRB and development team will work with the Mississippi Watershed Management Organization (MWMO) to explore the feasibility of a stormwater management system that will improve water quality and habitat, while creating educational experiences and connections between people and the Mississippi River. The goal will be to exceed minimum requirements in handling the site's stormwater in a coordinated, efficient manner. The City, MPRB and development team are working with MWMO to study the feasibility of managing stormwater across the site while also handling some portion of the overall regional needs related to stormwater that currently runs under the UHT site from areas "upstream" in north Minneapolis. Strategies to manage the stormwater include a combination of surface and underground storage facilities. The development team will also consider possible treatment that would allow reuse of the treated water for irrigation and other purposes. Funding beyond the amount that the project would provide to cover the cost of meeting the minimum requirements is not being committed to by any of the partners at this time. It is likely that if a district stormwater system is planned for the entire site, phasing of this system (for implementation) would align with the phasing of redevelopment at UHT.

Energy Efficiency and Generation

Any portion of the project funded with State G.O. bonds must meet the State's B3 goals relative to energy usage. This will apply to the Phase 1 park and infrastructure investments, but the requirement will have only a minimal impact due to the nature of those investments. If the outdoor music performance venue receives State bond funding, it also will need to comply. Pending availability of funding to cover additional costs related to design and construction, the development team ~~also~~ will work with the City's Sustainability Office and Xcel Energy to explore and create an advanced energy plan. This would include ways to maximize energy efficiency and conservation, renewable energy generation and use, and possible district heating and cooling, and elimination of dependence of natural gas. These options are to be prioritized, unless it is determined that doing so would significantly impact the cost of the project. In this event, Council Approval is required before further action. ~~Any energy efficiency and/or generation investments with a payback of ten years or less will be included.~~ A transportation mobility hub also will be explored.

Restorative/Closed Loop Systems

The development team will work with other interested parties to explore the feasibility of incorporating possible restorative/closed loop systems as a part of the Hub in the next phase of planning. A closed loop system would strive to provide equitable social, environmental, and economic outcomes for the community. A feasibility study as part of the next phase of planning would evaluate how to best leverage a zero-waste business model which could include the following: an anaerobic digester, aquaponics, non-potable water, district energy, and composting. The City and the development team will cooperate with such a study but are not committing to fund a study at this time.

Green Zones

The Northern Green Zone is a place-based policy initiative aimed at improving health and supporting economic development using environmentally conscious efforts in communities that face the cumulative effects of environmental pollution, as well as social, political and economic vulnerability. Given this redevelopment project will take place within a Green Zone, collaboration with the Northern Green Zone committee and incorporating the 12 Green Zones goals where applicable in the coordinated plan.