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## ZONING CODE TEXT AMDNEMENT SUMMARY

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<i>Initiator:</i>	Council Member Gordon and Council Member Fletcher
<i>Introduction Date:</i>	July 17, 2020
<i>Prepared By:</i>	<u>Joe Bernard</u> , Planning Project Manager, (612) 673-2422 <u>Jason Wittenberg</u> , Planning Manager, (612) 673-2297
<i>Ward:</i>	Citywide
<i>Neighborhood:</i>	Citywide
<i>Intent:</i>	Amend Parking, Loading, and Travel Demand Management regulations in the zoning ordinance to implement policies in Minneapolis 2040 and the Transportation Action Plan.

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## APPLICABLE SECTIONS OF THE ZONING CODE

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The following chapters of Title 20, Zoning Code, were introduced:

1. Chapter 525 Administration and Enforcement.
2. Chapter 527 Planned Unit Development.
3. Chapter 531 Nonconforming Uses and Structures.
4. Chapter 535 Regulations of General Applicability.
5. Chapter 536 Specific Development Standards.
6. Chapter 537 Accessory Uses and Structures.
7. Chapter 541 Off-Street Parking and Loading.
8. Chapter 546 Residence Districts.
9. Chapter 547 Office Residence Districts.
10. Chapter 548 Commercial Districts.
11. Chapter 549 Downtown Districts.
12. Chapter 550 Industrial Districts.
13. Chapter 551 Overlay Districts.

The following chapters were also introduced: 520, 521, and 530. However, staff is not recommending changes to these chapters as part of this amendment and is therefore recommending returning them to the author.

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## BACKGROUND

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Council Member Gordon and Council Member Fletcher introduced an ordinance on July 17, 2020, to amend regulations for off-street parking and loading and travel demand management (TDM) practices. The intent of these amendments is to implement policy guidance in Minneapolis 2040 that calls for the elimination of off-street parking minimums, and re-evaluation of parking maximums to align with city goals. Minneapolis 2040 and the Transportation Action Plan also call for the creation and implementation of new TDM strategies for development that should apply to more projects than they do today. Finally, these same documents call for right-sizing of the city's loading requirements to better reflect the needs of business in a changing economy and built environment.

The Planning Commission Committee of the Whole previously reviewed the overarching goals and approach to this zoning code text amendment at the August 20, 2020, meeting, and reviewed preliminary recommendations at the March 11, 2021 meeting.

Elimination of minimum parking requirements does not signal the end of development providing parking in Minneapolis. Paired with strengthened limits on maximum parking allowed, increased bicycle parking requirements, and a more consistent and robust travel demand management ordinance, these changes are intended to shift the city's regulatory approach away from a focus on controlling the perceived negative externalities of development, and toward requiring and incentivizing physical improvement and programmatic practices that will reduce the occurrence of negative externalities in the first place. These amendments focus on achieving city mode split goals and goals to reduce greenhouse gas emissions, but also directly address the Minneapolis 2040 goals of...

- Climate change resilience and Clean environment through reduction on the reliance of automobiles, and supporting the growth of electric vehicle infrastructure.
- Affordable and accessible housing and Complete neighborhoods by improving the financial feasibility of development at varying scales in locations throughout Minneapolis.
- High-quality physical environment through design standards that support a variety of transportation modes.
- More residents and jobs by regulating the efficient use of land.
- Eliminate disparities by ensuring access to a variety of transportation options, technologies, and destinations through new development.

### **History of parking ordinance changes**

Minneapolis has amended parking regulations regularly over the course of the past twenty years, incrementally changing the amount of parking required for various types of development and in varying locations throughout the city. Select locations in Minneapolis have had no minimum parking requirement for over ten years, and parking requirements for more geographies have been incrementally eliminated over time. Based on experience reviewing projects in these locations, staff expects that parking will still be built in many developments, so these amendments are also intended to address how developments can otherwise help to achieve the City's transportation goals.

1999 – Downtown Parking Overlay District is adopted, prohibited new commercial parking lots and introduced restrictions on new surface lots downtown

2004 – Transit Station Area Pedestrian Oriented Overlay Districts are adopted, prohibited new commercial parking lots near light rail stations

2009 – Parking reform package that included

- Reduced parking requirements for commercial uses, requiring zero spaces for smaller establishments
- Maximum parking standards adopted citywide
- Minimum bicycle parking requirements established for most uses
- Eliminated minimum parking requirements in the downtown zoning districts

2015 – Parking reform package that included

- Elimination of parking requirement for residential buildings with 3 – 50 units located near high frequency transit, 50 percent reduction for larger residential buildings
- Ten percent reduction in parking requirements for residential buildings in proximity to standard transit service

2016 – On select corridors, nonresidential uses no longer required to provide off-street parking

2017 – New limits on the amount of parking frontage allowed on any floor facing public streets, applies primarily to parking garages in larger buildings

2019 – Minneapolis 2040 is adopted, signaling the City’s intent to eliminate parking minimums, evaluate and institute parking maximums, and revamp the travel demand management ordinance.

### **Parking and Loading Rationale**

Parking and Loading ordinance reform is aimed at achieving the policy goals in Minneapolis 2040 and the Transportation Action Plan, and is supported by the findings of a wide variety of publications and academic research. Ordinance reform also aligns with related efforts to generally improve the built environment in a manner that is supportive of alternative forms of transportation.

- The cost of producing parking is paid for by residential owners and renters, whether they use it or not. This results in inflated housing costs, particularly for lower income households. [citation]
- Providing an overabundance of parking incentivizes automobile use at the expense of more efficient and environmentally friendly forms of transportation. This ultimately results in greater demands being placed on roadways and an increase in greenhouse gas emissions. [citation 1, 2]
- Dedication of large portions of land to inactive uses such as parking reduces the efficiency with which land is used, reducing the ability of residents to satisfy their daily transportation needs within a small geographic footprint.
- Walkable urban design best practices are made less effective when they must accommodate parking, drive aisles, and curb cuts for automobiles.
- Parking reform has the added benefit of reducing the number of staff hours spent administering parking-related provisions in the zoning ordinance, with the intended trade-off of spending more time working with developers and businesses to meet the City’s transportation goals.
- Regulatory relief for businesses is also intended with these changes. Eliminating requirements can make it easier for businesses to establish themselves in existing properties throughout Minneapolis.
- Elimination of minimum parking requirements removes a significant barrier to re-use of older buildings that were originally constructed with little or no off-street parking. A substantial amount of the city’s historic fabric has been replaced to provide parking for both older and newer buildings or to provide public parking.

## Proposed Parking and Loading Ordinance Changes

### *Minimum Parking Requirements*

Current standards in the zoning ordinance require a minimum amount of parking for some uses, while some areas of the city have provisions that allow for a reduction or complete elimination of those minimum requirements. Consistent with guidance in Minneapolis 2040, staff proposes elimination of minimum parking requirements citywide for all uses.

### *Maximum Parking Limits*

The zoning ordinance currently includes maximum parking limits for uses citywide, with more strict standards for uses with downtown zoning. Changes outlined below are intended to reduce the instances where new developments supply an overabundance of parking, and right-size the limits based on location throughout the city, relying on the application of the 'Transit' and 'Core' built form districts to indicate where overall supply of parking should be lower.

- Expand existing residential parking maximums beyond downtown to apply citywide, particularly in areas more supportive of alternative modes of transportation and areas of high travel demand such as Downtown, the University of Minnesota, and near Transit Stations.
  - Current: residential parking maximum is 1.5 spaces per dwelling unit in downtown, with no maximum elsewhere
  - Proposed: residential parking maximum of 1.5 spaces per dwelling unit in Transit and Core built form districts, 2 spaces per dwelling unit elsewhere, 1-3 unit development exemption
- Reduce maximum parking limits.
  - Current: Most uses have a maximum parking limit, non-residential uses are typically limited to 1 space per 200 square feet of gross floor area. Downtown the parking maximums are more strict, with many non-residential uses being limited to 1 space per 1,000 square feet of gross floor area.
  - Proposed: Reduce the maximum parking limits, and institute a tiered approach that acknowledges the geographic context of development.
    - In Core 50 and Transit 30: Maximums in these locations largely replace the previous Downtown limits. Non-residential uses are typically limited to 1 space per 1,000 square feet of gross floor area.
    - In Transit 10, 15, and 20: Non-residential uses are typically limited to 1 space per 500 or 600 square feet of gross floor area.
    - All other areas: Non-residential uses are typically limited to 1 space per 300 square feet of gross floor area.
- Institute a maximum of 100 spaces for surface parking lots, intended to address outlier situations where maximum parking regulations result in an inadequate limit. This limit would apply to the total number of surface parking spaces on any zoning lot throughout the city except that the Downtown Parking Overlay District would retain a stricter limit of 20 surface spaces. This provision does not limit the number of structured parking spaces in a project.

### *Bicycle Parking and Facility Requirements*

Bicycle parking requirements in the zoning ordinance are currently found in Chapters 541 (Parking), 549 (Downtown Districts), and 551 (Overlay Districts). One intent of the proposed changes to bicycle parking and facility requirements is to consolidate most of these requirements into Chapter 541, and create consistency for how they are applied citywide. Most of the changes to bicycle parking requirements are minor, and are outlined below. In the case of developments with 200,000 square feet or more of gross floor area however, requirements for shower and locker facilities are increasing to better align with city mode split greenhouse gas reduction goals. These increased requirements are in line with what the market has been producing in larger projects in recent years.

- Increase bike parking requirements.
  - Current: requirements vary based on location and use, but the minimum for residential is 1 space per 2 dwelling units (the University Area Overlay requires 1 space per 1 bedroom), and select non-residential uses typically have a minimum requirement of 3 spaces, some higher based on intensity of use.
  - Proposed: increase the minimum requirement for residential to 1 space per 1 dwelling unit (UA Overlay is unchanged). Apply a minimum requirement of 3 spaces for most non-residential uses, and increase the minimum requirement for select uses based on typical demand. Additional changes to specific bicycle parking standards are outlined below:
    - Require a minimum amount of short-term bicycle parking, in addition to long-term bicycle parking for some uses
    - No more than seventy-five (75) percent of required bicycle parking spaces may be provided in wall mounted racks that require the user to lift a bicycle into place
    - At least half of required long-term spaces must be accessible without the use of stairs or an elevator
- Increase requirements for locker and shower facilities in commercial development.
  - Current: requirement is triggered for uses greater than 500,000 square feet, and only downtown. Requirement for a 500,000 square foot use is for 30 long-term bicycle parking spaces, 4 showers, and 15 full-size lockers.
  - Proposed: requirement is triggered for uses greater than 200,000 square feet (some exceptions), applies citywide. Requirement for a 500,000 square foot use is 250 long-term bicycle parking spaces, 8 showers, and 100 lockers.

### *Electric Vehicle Charging Infrastructure*

With anticipated proliferation of electric vehicles use in the coming years, staff proposes that parking be subject to a requirement to install electric vehicle charging infrastructure. While the intent is to ensure that development is contributing to city greenhouse gas emission reduction goals, there are benefits to these regulations beyond that main purpose. The cost of retrofitting parking areas in older properties is much higher than if infrastructure is installed when a building or parking facility is constructed. This ensures that adequate electrical service is installed to the property, and that expensive modifications to parking areas to run new conduit and wiring is not necessary. Having a standard that is required evenly across the board for most development is also important for

encouraging equitable access to these facilities in the long run. This requirement does come at a cost to developments. The standard is intended to strike a balance that does not put too onerous of a burden on development in general and on affordable housing development in particular, while acknowledging potential cost savings to developments as a result of changes to the parking and travel demand management sections of the zoning code. This is in part why the proposed requirements are higher for electric vehicle ready spaces as opposed to requirements for charging stations. To allow for developments to prepare for this change, staff proposes phased implementation of these requirements. The standards will not be required until January 1, 2022, and will also allow for an alternative compliance standard of 75% of parking spaces being electric vehicle ready in lieu of providing any charging stations until January 1, 2024.

- Require electric vehicle charging stations and electric vehicle ready spaces for new parking (currently not required).
  - 10% of the parking spaces provided for the following uses must have L2 charging stations installed
    - Residential uses with 10 or more units and 10 or more parking spaces
    - Office
    - Hotel
  - When 20 off-street parking spaces or more are provided, 5% of parking spaces for other non-residential uses must have L2 charging stations
  - Table 541-4, Required Electric Vehicle Charging Infrastructure, indicates the requirements for Electric Vehicle Ready Spaces, which is an additional 20% of spaces provided for residential, hotel, and office uses
  - Smaller residential developments are not required to supply chargers, but must be EV ready – this includes new or replaced garages accessory to small scale residential uses such as 1-3 unit buildings, which will need to have adequate electrical service installed to power an L2 level charger

### *Loading Requirements*

Loading requirements for select uses in the zoning ordinance are proposed for reduction or elimination based largely on experience from staff in administering these requirements. Some changes are intended to eliminate an unnecessary administrative burden where the use simply does not generate a level of deliveries in need of a dedicated loading area (video stores, tattoo and body piercing parlor). Other changes are an attempt to right-size requirements in an effort to encourage development that is consistent with Minneapolis 2040 goals (grocery store, offices).

- Reduce loading requirements for select uses, particularly those seen as contributing to achieving Minneapolis 2040 goals (example: reducing loading requirements for grocery stores can increase the feasibility for them locating in more areas of the City).
- New flexibility is also suggested to allow for developments that are subject to the Travel Demand Management process to negotiate the overall loading requirement of a site as an alternative to a variance.

### *Access to Parking and Loading Requirements*

In response to policy direction in Minneapolis 2040 to limit curb cuts, staff recommends changes to language in the zoning ordinance around access to parking and loading. These changes are intended to limit the number of

conflicts in the public right of way between cars and pedestrians, cyclists, and transit/traffic operations. One intended outcome of these changes is to prohibit the establishment of porte-cochères – pick up and drop off drive aisles typically located in front of buildings that require two or more curb cuts. Staff in Public Works and CPED have documented the negative effect these uses have on the pedestrian experience, and are commonly used for long-term storage of cars instead of for their intended purpose. Pick up and drop off facilities may still be incorporated to development, but only in cases where they can be established with minimal disruption to the public right of way and the established street wall. Key changes are highlighted below.

- Current: “The consolidation of curb cuts shall be encouraged, and new curb cuts shall be discouraged whenever appropriate, considering safe traffic flow, the objectives of this ordinance, and access points needed for the proper functioning of the use.”
- Proposed: “In general, the number of curb cuts shall be minimized to prioritize pedestrian, bicycle, and transit user and other traffic safety, and the objectives of this ordinance. Before a new curb cut is authorized, other available access to and from the site and access points needed for the proper functioning of the use shall be considered. Curb cuts shall not be located on a primary frontage unless an alternative access point is impractical. For existing development, the consolidation of curb cuts is encouraged.”
- Current: “Where a residential use is served by an alley, direct access to the street through a curb cut shall be discouraged, except where such curb cut extends into a corner side yard. Direct access to the street through a curb cut shall not be allowed where an alley serves a single- and two-family dwelling or multiple-family dwelling having three (3) or four (4) dwelling units, except where such curb cut extends into a corner side yard or reverse corner side yard.”
- Proposed: “Where a residential use is served by an alley, direct access to the street through a curb cut shall be discouraged. Direct access to the street through a curb cut shall not be allowed where an alley serves a single-, two-, or three-family dwelling.”
- Current: “All maneuvers associated with parking shall occur in the off-street parking area, except where accessory to single or two-family dwellings, or cluster developments or multiple-family dwellings of three (3) or four (4) units. Public streets shall not be used to conduct any parking maneuver, including backing out onto the street.”
- Proposed: Allow maneuvering in the alley for parking areas that are accessory to single-, two-, or three-family dwellings, or a cluster development. Maneuvers associated with parking that is accessory to all other uses is also allowed provided no more than three parking spaces utilize the alley for maneuvering.

### *Changes to Overlay Districts*

A unique byproduct of eliminating parking requirements is that some changes to the University Area (UA) Overlay are recommended. One of the main driving forces behind its creation over ten years ago was to address the unique parking challenges that come with uses locating near the University of Minnesota. In particular, some of those parking regulations aimed to control small scale dorm-style development that was happening in 1-4 unit dwellings. Since minimum parking requirements are recommended for elimination citywide, including in the UA Overlay, staff recommends a limit on the number of bedrooms allowed in 1-3 unit buildings that are in the Interior 1 and Interior 2 built form districts in the UA Overlay.

- Current: Control for intensity of small scale residential use through a parking requirement of 0.5 spaces per bedroom.
- Proposed: Control for intensity of small scale residential use through a maximum bedroom count standard of no more than nine bedrooms for 1-3 unit dwellings and cluster developments in the Interior 1 and Interior 2 built form districts in the UA Overlay.

### **Travel Demand Management (TDM) Rationale**

Minneapolis 2040 and the Transportation Action Plan highlight a series of transportation goals. The following review focuses on the TDM practices that have the greatest impact on achieving those goals, particularly as they relate to reducing greenhouse gas emissions. These goals can primarily be achieved through encouraging mode shift away from single occupancy vehicles to other forms of transportation. A review by the Federal Highway Administration highlights the importance of acknowledging that most effects of TDM best practices are very local, and are difficult to evaluate at a citywide or even corridor level. [citation] Other actions and investments by government entities are needed to maximize the impacts of TDM plans. Minneapolis 2040 and the Transportation Action Plan addresses many of these other actions that are necessary such as provision of adequate pedestrian, bicycle, and transit infrastructure, and transit supportive development regulations.

Strategies to address travel demand brought on by new development typically fall into a small handful of categories.

- Support, promotion of, or information related to alternative forms of transportation
- Direct provision of alternative forms of transportation
- Financial incentives and physical improvements aimed at encouraging users to choose other forms of transportation

When paired with provision of a strong public transit system, supportive land uses, and streets designed to accommodate varied modes of transportation, these strategies become more effective. Conversely, when abundant and free parking is provided, these strategies become less effective. [citation]

This is important context to consider when adopting strategies that will be most effective in Minneapolis. Studies and literature reviews highlight the primary importance of development occurring within an existing land use framework with a mix of uses and/or transit service. These conditions are present in Minneapolis to a greater extent than anywhere else in the metro area. Development within Minneapolis by its nature will produce fewer single occupancy vehicle trips and induce fewer greenhouse gas emissions than development elsewhere in the region. Travel demand management best practices should therefore be seen as existing in the greater context of a supportive land use and built form policy and transit investment framework. In that light, staff proposes TDM requirements that will supplement larger efforts to support walking, cycling, and transit – these regulations should not be seen as working in a vacuum to achieve the city’s transportation and climate action goals.

### *Proposed Travel Demand Management Ordinance Changes*

Changes to the Travel Demand Management (TDM) process in the zoning ordinance are intended to complement the changes proposed elsewhere in this text amendment. With elimination of parking requirements, staff is proposing to capture more development types and scales in the TDM process while also streamlining how developments can comply with proposed standards. These changes are made primarily through the lenses of climate change, greenhouse gas emission reductions, and shift in mode split, but also have a direct relationship to city goals of safety, equity, mobility, and air quality.

- Subject more development to the travel demand management process
  - Current: TDM plans are required for projects with 100,000 square feet or more of new or additional nonresidential gross floor area. Planning and Public Works staff require TDM plans of other projects at their discretion.
  - Proposed: Establish and regulate three types of TDM standards.
    - TDM, minor: Residential projects 50 – 249 units, and non-residential development containing 25,000 or more square feet of gross floor area and less than 200,000 square feet of gross floor area.
    - TDM, major: Residential projects with 250 or more units, non-residential development containing 200,000 or more square feet of gross floor area, and reception and meeting halls, and shopping centers.
    - TDM, discretionary: Can be required of any development when determined by the planning director that the proposal presents unique transportation challenges due to the nature of the use or location
  
- De-emphasize the role of the traffic study in TDM plans
  - Current: Developments requiring TDM plans are subject to supplying an engineering report which includes a traffic study.
  - Proposed: Smaller scale development will comply with TDM requirements by providing TDM strategies in a non-discretionary process that does not require a traffic study. Larger projects will still need to supply a traffic study.
  
- Establish a TDM process geared toward shaping development that results in reduced automobile trips, increased walking, cycling, and transit trips, and reduced greenhouse gas emissions. Developments triggering a required TDM process must implement strategies totaling a points value based on the size and use of the proposal as outlined below.

<b><i>Buildings and Uses</i></b>	<b><i>Minor, Major, or Discretionary Travel Demand Management Plan Required</i></b>	<b><i>Minimum Points Required</i></b>
Any building or use containing fifty (50) or more and less than two-hundred fifty (250) new or additional dwelling units or rooming units.	Minor	4
Any non-residential development containing more than twenty-five thousand (25,000) square feet and less than two-hundred thousand (200,000) square feet of new or additional gross floor area.	Minor	6
Any building or use containing two-hundred fifty (250) or more	Major	6

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new or additional dwelling units or rooming units.		
Any non-residential development containing two-hundred thousand (200,000) square feet or more of new or additional gross floor area.	Major	8
Establishment or expansion of a reception or meeting hall containing five-thousand (5,000) square feet of new or additional gross floor area.	Major	4
Establishment or expansion of a shopping center containing ten-thousand (10,000) square feet of new or additional gross floor area.	Major	4
The planning director, in consultation with the city engineer, may mandate a travel demand management plan that includes a report containing a traffic study prepared consistent with industry standards and certified by a licensed engineer for the establishment of any use, new building, or building expansion not specified in this chapter when it is determined by the planning director that the proposal presents unique transportation challenges due to the nature of the use or location.	Discretionary	As determined by the planning director

Specific proposed strategies are described below. The points awarded for a given strategy are tied to the effectiveness of that strategy in achieving desired outcomes and adopted city goals. Smaller projects will be able to satisfy these requirements by supplying fewer strategies, and residential projects will have a lower requirement than non-residential in recognition of the relative impact those uses have on transportation systems. The strategies are largely focused on physical improvements to property for two reasons, first is that physical improvements more often have a greater impact on desired outcomes, and second is that physical

improvements are easier to monitor and enforce over time. The ordinance would establish a framework for ongoing self-reporting by the property owner to ensure long-term compliance.

<b>Strategy</b>	<b>Points</b>	<b>Standards</b>
Transit fare provision	6	<p>a. The building owner or management company shall provide unlimited-ride transit passes to residents and employees utilizing a program administered through the regional transit agency.</p> <p>b. For single-tenant non-residential uses, all full-time employees shall be provided unlimited-ride transit passes. For multi-tenant non-residential uses, not less than seventy-five (75) percent of the full-time employees within the development shall be provided unlimited-ride transit passes.</p> <p>c. For residential uses, unlimited-ride transit passes shall be provided to all units within the development at a rate not less than one (1) pass per unit.</p>
Zero vehicle parking	6	<p>a. No off-street parking spaces for motor vehicles shall be provided for the development.</p> <p>b. Accessible spaces, spaces for shared vehicles, and up to three (3) temporary drop-off and pick-up spaces shall be exempt from this requirement.</p>
Transit fare subsidy	3	<p>a. The building owner or management company shall provide a transit fare subsidy for unlimited-ride transit passes not less than thirty (30) percent of the cost of the transit pass to residents and employees utilizing a program administered through the regional transit agency.</p> <p>b. For single-tenant non-residential uses, all full-time employees shall be offered unlimited-ride transit passes at a reduced rate. For multi-tenant non-residential uses, not less than seventy-five (75) percent of the full-time employees within the development shall qualify for unlimited-ride transit passes at a reduced rate.</p> <p>c. For residential uses, unlimited-ride transit passes shall be made available to all units within the development at a rate not less than one (1) pass per unit.</p>
Limited vehicle parking	3	<p>a. No more than one-half (0.5) space per residential unit shall be provided when the residential use requires a travel demand management plan.</p> <p>b. Off-street parking less than or equal to thirty (30) percent of the maximum parking requirement for the development shall be provided when the non-residential use requires a travel demand management plan.</p> <p>c. A development shall not qualify for points for both the zero vehicle parking strategy and the limited parking strategy.</p>
Pedestrian realm improvements	3	<p>a. Improvements shall be implemented in the public right-of-way that support pedestrian activity and exceed minimum requirements, as approved by the planning director in consultation with the city engineer. In addition to any additional improvements determined by the planning director or city engineer, the development shall provide a minimum of two (2) of the following three (3) enhancements:</p>

		<p>1) A widened sidewalk that brings a substandard pedestrian space into compliance with the City of Minneapolis Street Design Guide. Sidewalks must be paved with materials that meet or exceed city standards for sidewalk finishes.</p> <p>2) Street trees and landscaping installed in an enhanced planting bed.</p> <p>3) Street furniture appropriate for the site’s context, not disrupting the pedestrian throughway.</p>
Shower, locker, and long-term bicycle storage	2	<p>a. The development shall provide shower and locker facilities, and long-term bicycle parking at a fifty (50) percent greater rate than otherwise required by this zoning ordinance.</p> <p>b. Points for this strategy shall only be awarded for uses that are required by this chapter to provide shower and locker facilities.</p>
Shared vehicles	2	<p>a. Non-residential uses shall provide one (1) shared vehicle per one-hundred thousand (100,000) square feet of non-residential space, but not less than one (1) vehicle, when the non-residential use requires a travel demand management plan.</p> <p>b. Residential uses shall provide a minimum of one (1) shared vehicle per one-hundred (100) dwelling units when the non-residential use requires a travel demand management plan, but not less than one (1) vehicle, when the non-residential use requires a travel demand management plan.</p>
Unbundling and pricing of parking	1	<p>a. In a residential use subject to a travel demand management plan, parking spaces for residential units shall be leased or sold separately from the rental or purchase price of the housing units.</p> <p>b. In a non-residential use subject to a travel demand management plan, a fee shall typically be charged for long-term customer and employee parking.</p> <p>c. Points for this strategy shall not be awarded for both this strategy and the Zero Vehicle Parking strategy.</p>
Real-time transit information	1	The development shall post real-time transit information in a public space near or at the entrance to the development.
Proposed by the applicant	As determined by the planning director	The property owner or representative may propose a travel demand management strategy not detailed in this table such as valet parking, mobility hubs, or other items as appropriate for the use and location. Points awarded shall be determined by the planning director in consultation with the city engineer.

**Public Engagement and Feedback**

Proposals in this text amendment borrow heavily from feedback gathered during public outreach for Minneapolis 2040, the Climate Action Plan, and the Transportation Action Plan. During the development of Minneapolis 2040, over one hundred public meetings and thousands of points of feedback from the public resulted in an adopted collection of goals, policies, and action steps that include direction on parking, loading, and travel demand management regulations. Staff has conducted outreach to key stakeholders over the past few months, and have received constructive feedback on how to improve the proposed ordinance. The groups and method of outreach used are listed below.

- City Planning Commission Committee of the Whole – attended meeting on August 20, 2020; March 11, 2021
- Community Environmental Advisory Commission – attended meeting on March 17, 2021
- Minneapolis Advisory Committee on People with Disabilities – attended meeting on March 17, 2021
- Minneapolis Advisory Committee on Housing – attended meeting on March 11, 2021
- Minneapolis Bicycle Advisory Committee – attended meeting on September 23, 2020; March 24, 2021
- Minneapolis Pedestrian Advisory Committee – attended meeting on November 4, 2020; April 7, 2021
- Targeted outreach to development community – email, phone
- Meetings with key stakeholders in transportation field – organized meetings on March 4, 2021; March 18, 2021
- Interdepartmental outreach (Public Works, CPED Divisions, Coordinator’s Office)
- Interagency outreach (Metro Transit, Move Minneapolis)

Staff has received public comment from some of the above groups, and that feedback is included in the attachments section of this report.

In addition to targeted outreach where staff attended or organized meetings, the following methods of communication were used to advertise this work and invite public comment.

- A project website was developed with detailed information on the proposed changes: <https://minneapolis2040.com/implementation/parking-loading-and-mobility-regulations/>
- GovDelivery outreach to small businesses, and to Minneapolis 2040 email list
- Notice of public hearing to neighborhood groups, publication in Finance and Commerce

### *Summary of Feedback*

The following themes and comments were presented to staff in the varied efforts to engage with the above stakeholders. Staff addressed some of these comments through changes to the proposed regulations.

- Consistent support was shown for early concepts around expanding the number and variety of projects that would trigger the Travel Demand Management requirements. De-emphasizing the use of traffic studies for many projects was also an early agreed upon approach based on feedback from various stakeholders.
- Feedback regarding the proposed TDM strategies resulted in the elimination of some concepts (curbside management) in favor of strategies including the unbundling of parking costs, and posting of real-time transit info. Furthermore, feedback from Metro Transit was essential in developing the approach to the transit related strategies – using a tiered approach for that element was a point of feedback received from various stakeholders.
- CPED staff worked closely with Public Works staff on the ordinance changes. In particular, the updated TDM ordinance reflects staff most involved in administering these regulations, and is tied directly to adopted policy direction in the Transportation Action Plan.
- Based in part on feedback from Public Works staff, and supported by policies in Minneapolis 2040 and the Transportation Action Plan, regulations regarding curb cuts and access to property were updated to encourage pedestrian, bike, and transit oriented design of the public right of way.
- The Electric Vehicle Charging Infrastructure is partly informed by feedback submitted to the city by the Community Environmental Advisory Commission far in advance of the work starting on this ordinance amendment.
  - Concern was raised in some conversations about the potential financial impact of this requirement on affordable housing projects. Staff received consistent feedback that the

ordinance should be applied to both market rate and affordable projects. In response to concerns, staff is proposing a phasing in period for these requirements as outlined earlier in this report.

- Staff and external stakeholders identified a desire to add specificity regarding how bicycle parking is provided. This resulted in changes to the ordinance that requires visitor accessible parking, and encouragement that a variety of bicycle styles be accommodated, along with electric charging for long-term bicycle parking spaces.
- Members of the Minneapolis Advisory Committee on People with Disabilities are particularly concerned about the impact that reducing parking requirements to zero might have on residents, employees, and visitors to projects that choose to supply zero parking. The number of accessible parking spaces required in new development is governed by the state building code. When development includes parking, provision of a minimum number of accessible spaces is required. If developments do not provide parking, there is no building code requirement to provide accessible spaces.

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## FINDINGS

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### **What is the reason for the amendment and what public purpose will be served?**

The City is required by Minnesota state law to resolve overt conflicts between its comprehensive plan and its zoning regulations. Following the built form standards that took effect on January 1, 2021, the proposed amendment would address key policy goals in Minneapolis 2040, particularly related to mobility and climate change. The urban form envisioned in Minneapolis 2040, particularly in the higher-density districts, will become more feasible when minimum parking requirements are removed. Further, removal of minimum parking requirements is coupled with standards that will require major development projects to take specific steps to meet adopted transportation objectives spelled out in the comprehensive plan and the Transportation Action Plan.

To prepare for the expected increase in the utilization of electric vehicles (EVs), new standards are proposed for electric vehicle charging stations and electric vehicle readiness.

The amendment proposes a new approach to travel demand management (TDM), expanding the number of projects that would be subject to the ordinance and spelling out a list of strategies that a development team may choose from in order to comply with the ordinance.

### **How is the amendment consistent with the purpose of the zoning district(s) or ordinance chapter(s) being amended?**

This amendment would revise many chapters throughout the zoning code, with a particular focus on Chapter 541. This chapter would be given a new title to reflect a broader approach to meeting the City's mobility and climate goals. Where feasible, the ordinance is being simplified. Redundancies will be removed, making the overall code easier to understand, administer, and enforce. Travel demand management standards would be moved to Chapter 541, where it would be more fully integrated into standards addressing mobility.

### **Are there consequences in denying this amendment?**

Denying this amendment would prevent the City from taking key steps to align its zoning regulations with the new comprehensive plan. Such a lack of alignment would be legally problematic and would stifle progress toward important policy goals.

### **What adverse effects may result with the adoption of this amendment?**

Substantial adverse effects are not anticipated as a result of this amendment. The policies that are informing proposed regulations were adopted following a robust public engagement process. The City is now implementing those policies.

Elimination of minimum parking requirements may raise concerns about the availability of on-street parking due to spillover from new development. It's worth noting that significant geographic areas of the Minneapolis currently do not have minimum off-street parking requirements. The ordinance proposes steps to increase the likelihood that people will choose walking, biking, and transit. Further, the Public Works Department is leading an effort to address curbside management in a way that addresses City goals and balances the competing demands on the use of our streets.

CPED and Public Works staff will closely monitor the new TDM ordinance to inform any future amendments. The intent of the amendment is to ensure that TDM strategies are meaningful and reasonably aggressive but are also practical to achieve.

### **How does the amendment relate to other City ordinances?**

CPED has engaged with other City departments on this effort, including the Public Works Department and the Sustainability Division of the City Coordinator's Office. While several policy documents relate to this zoning code change—including Minneapolis 2040, the Transportation Action Plan, and the Climate Action Plan—no other City ordinances are directly affected by zoning changes affecting off-street parking.

### **What factors are influencing the timing of the proposed amendment? Why?**

As noted above, state law requires the City to resolve overt conflicts between its comprehensive plan policies and its zoning regulations. Minneapolis 2040 explicitly states that the City will eliminate off-street parking minimums throughout the City. In addition, the Transportation Action Plan was adopted more recently, providing further guidance that helps to inform this amendment. Finally, this amendment is expected to make it more feasible to achieve the development outcomes envisioned in Minneapolis 2040, which will advance goals related to eliminating disparities, increasing housing affordability, creating complete neighborhoods, and preserving the city's history.

### **How does the amendment compare to practices in other cities?**

Though a relatively small number of peer cities have completely eliminated minimum off-street parking requirements, this step is increasingly recognized as a best practice. Professional and advocacy organizations have increasingly called for communities to make this important regulatory change. Off-street parking minimums have been eliminated in cities such as Buffalo, Hartford, San Francisco, and Edmonton. Other communities are taking steps to reduce or eliminate parking requirements in specific districts or along specific corridors. Excessive off-street parking requirements and oversupply of parking are now widely recognized as impediments to sound urban and environmental policy. Additionally, communities such as San Francisco and Portland have adopted similar frameworks that allow for developments to comply with travel demand management best practices. Electrical vehicle charging infrastructure requirements are quite common in a wide variety of municipalities, with cities like Atlanta, Boston, and San Francisco having varied approaches to requiring EV charging stations and infrastructure. Local examples in St. Louis Park and Bloomington were instructive in understanding how our market might react to such a regulation.

### **How will this amendment implement the comprehensive plan?**

The parking, loading, and mobility regulations proposed in this amendment focus on achieving city mode split goals and goals to reduce greenhouse gas emissions, but also directly address the Minneapolis 2040 goals of...

- Climate change resilience and Clean environment through reduction on the reliance of automobiles, and supporting the growth of electric vehicle infrastructure.
- Affordable and accessible housing and Complete neighborhoods by improving the financial feasibility of development at varying scales in locations throughout Minneapolis.
- High-quality physical environment through design standards that support a variety of transportation modes.
- More residents and jobs by regulating the efficient use of land.
- Eliminate disparities by ensuring access to a variety of transportation options, technologies, and destinations through new development.

The proposed regulations help to achieve these ends by creating consistency between the Minneapolis zoning ordinance and the comprehensive plan. Specific selected policies from Minneapolis 2040 and the Transportation Action Plan that are supported through proposals in the parking, loading, and mobility regulations are outlined below.

- Minneapolis 2040 Policy 6 – Pedestrian-Oriented Building and Site Design: Regulate land uses, building design, and site design of new development consistent with a transportation system that prioritizes walking first, followed by bicycling and transit use, and lastly motor vehicle use.
  - Action step l. – Eliminate the requirement for off-street parking minimums throughout the city, acknowledging that demand for parking will still result in new supply being built, and re-evaluate established parking maximums to better align with City goals.
  - Action step m. – Discourage access to and egress from parking ramps off major corridors, instead encouraging access at mid-block locations and at right angles to minimize disruptions to pedestrian flow at the street level.
  - Action step p. – Discourage the establishment of and minimize the size of surface parking lots. Mitigate the negative effects of parking lots through screening, landscaping, minimizing curb cuts, sufficient number of down-cast, glare-free light fixture, and other measures.
  - Action step x. – Discourage multiple curb cuts within a development for automobile passenger drop off and pick-up or any other use.
- Minneapolis 2040 Policy 16 – Environmental Impacts of Transportation: Reduce the energy, carbon, and health impacts of transportation through reduced single-occupancy vehicle trips and phasing out of fossil fuel vehicles.
  - Action step a. – Require creation and implementation of travel demand management strategies in new development such as facilities for bicycle commuters, transit passes, and market-priced parking.
- Minneapolis 2040 Action step 22.b. – Manage the supply and design of parking downtown in a manner consistent with objectives for climate protection, pedestrian activity, bicycling, and transit users.
- Transportation Action Plan: Walking, Strategy 7 – Partner with developers, utilities and property owners to provide high-quality pedestrian and public realm improvements.
- Transportation Action Plan: Street Operations, Strategy 4 – Leverage City resources and partnerships to promote, educate and encourage walking, biking and transit as alternatives to driving.
  - Transportation Action Plan – Street Operations Action 4.2. Update Travel Demand Management Plan requirements in the Zoning Code to apply to more development projects than they do

currently, to address mode split goals and traffic growth rates, Metropass participation and mandatory self-reporting audits that occur every two years as well as any additional monitoring needed to improve safety.

- Transportation Action Plan: Street Operations, Strategy 5 – Price and manage use of the curb to encourage walking, biking and using transit, and to discourage driving alone.
  - Transportation Action Plan – Street Operations Action 5.5. Employ on-street and off-street parking strategies to support transit corridors (parking maximums for new developments, facilitated shared parking incentives, dynamic pricing, expanded metered parking).
- Transportation Action Plan: Freight, Strategy 1 – Utilize land use tools to improve the efficiency of deliveries.
  - Transportation Action Plan – Freight Action 1.1. Work with the Minneapolis Community Planning and Economic Development Department to revise the Zoning Code to improve the efficiencies of onsite deliveries by updating onsite loading requirements for new developments.
- Transportation Action Plan: Freight, Strategy 5 – Implement dynamic freight loading zones into citywide curbside management efforts.

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## RECOMMENDATIONS

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The Department of Community Planning and Economic Development recommends that the City Planning Commission and City Council adopt staff findings to amend Title 20 of the Minneapolis Code of Ordinances, as follows, and further recommends that Chapters 520, 521, and 530 be returned to the author:

**A. Text amendment to amend regulations related to off-street parking and loading as well as travel demand management.**

Recommended motion: **Approve** the text amendment to amend regulations related to off-street parking and loading as well as travel demand management.

Chapter 525 related to the Zoning Code: *Administration and Enforcement*

Chapter 527 related to the Zoning Code: *Planned Unit Development*

Chapter 531 related to the Zoning Code: *Nonconforming Uses and Structures*

Chapter 535 related to the Zoning Code: *Regulations of General Applicability*

Chapter 536 related to the Zoning Code: *Specific Development Standards*

Chapter 537 related to the Zoning Code: *Accessory Uses and Structures*

Chapter 541 related to the Zoning Code: *Off-Street Parking and Loading*

Chapter 546 related to the Zoning Code: *Residence Districts*

Chapter 547 related to the Zoning Code: *Office Residence Districts*

Chapter 548 related to the Zoning Code: *Commercial Districts*

Chapter 549 related to the Zoning Code: *Downtown Districts*

Chapter 550 related to the Zoning Code: *Industrial Districts*

Chapter 551 related to the Zoning Code: *Overlay Districts*

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## ATTACHMENTS

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1. Ordinance amending Chapter 525 Administration and Enforcement.

2. Ordinance amending Chapter 527 Planned Unit Development.
3. Ordinance amending Chapter 531 Nonconforming Uses and Structures.
4. Ordinance amending Chapter 535 related to the Zoning Code: Regulations of General Applicability.
5. Ordinance amending Chapter 536 related to the Zoning Code: Specific Development Standards.
6. Ordinance amending Chapter 537 related to the Zoning Code: Accessory Uses and Structures.
7. Ordinance amending Chapter 546 related to the Zoning Code: Residence Districts.
8. Ordinance amending Chapter 547 related to the Zoning Code: Office Residence Districts.
9. Ordinance amending Chapter 548 related to the Zoning Code: Commercial Districts.
10. Ordinance amending Chapter 549 related to the Zoning Code: Downtown Districts.
11. Ordinance amending Chapter 550 related to the Zoning Code: Industrial Districts.
12. Ordinance amending Chapter 551 related to the Zoning Code: Overlay Districts.
13. Racial Equity Impact Analysis
14. Public comments