

CHAPTER 9: Implementation





IMPLEMENTATION

City of Brooklyn Center Comprehensive Plan 2040

INTRODUCTION

This Chapter is a critical part of the Comprehensive Plan Update process providing a roadmap for the City of next steps and implementation strategies to help bring this Plan to reality. The implementation strategies contained in subsequent sections of this Chapter are specific to the individual Chapters in this Plan, goals and strategies, and feedback heard throughout this planning process.

Throughout this planning process consistent themes and messaging emerged that became the foundation for plan development, including the implementation strategies found in this Chapter. At key milestones in this process the City solicited targeted feedback from residents, stakeholders, commission members and the City Council in an effort to establish Brooklyn Center's top priorities for the next 10–20 years. The following top priorities, including those characteristics of the community that are important to maintain, emerged from the planning process (unordered):

- Our location is exceptional but a consistent brand for the community has yet to be recognizable in the region since Brookdale closed. We have an opportunity to reimagine and redevelop this area—we have to design and implement a plan that is innovative, forward thinking and creative.
- Brooklyn Center's population is diverse and will be into the future. The City should embrace its diversity and use it as a differentiator that makes the City a desirable, exciting and vibrant place to live, work, and recreate.
- Creating an economically competitive, accessible and strong business climate is important to developing a stable, vibrant and sustainable community long-term.
- Brooklyn Center's accessible regional location in conjunction with the available redevelopment areas in the center city provide an opportunity to create a dynamic and vibrant sub-regional job center that provides employment opportunities to the City's residents and the larger region.
- Our youth is our future and we need to focus on their needs today, and in the future. We should partner with schools, work-programs, public and private post-secondary institutions to ensure kids have opportunities to work and live in the City as they become adults.
- The City's housing stock is aging and lacks economic diversity. We need to find ways to integrate a range of housing types, sizes, and prices (affordable and market) rate into redevelopment to expand the choices available to new and existing residents.

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- We need to establish clear standards and regulations for areas designated or identified for redevelopment. It is important to consider massing, setbacks, relationships with existing homes, open spaces, trails, and natural resources.
- We should capitalize on the transit improvements, particularly the C-Line, that could be an amenity to any new development in the center city if designed and planned for appropriately.
- The City should establish and enhance key relationships with partner agencies such as the Metropolitan Council, DEED, MnDNR, Three Rivers Park District and Hennepin County to create a more integrated region that provides improved connections within the City and to the region.
- Safety of transit users was repeatedly mentioned particularly for users that would like to use the main transit station in the community. Community members identified concerns such as loitering, lighting, accessibility, and lack of consistency with routes as concerns. The transit ‘hub’ will likely become busier as the C-Line (and eventually the D-Line) opens, and it is important for the City to partner with Metro Transit to plan for and ensure residents feel comfortable and safe at the station.

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Based on these guiding priorities and principles the following implementation strategies were derived. Most chapters’ implementation strategies can be found in the following sections with the exception of some the Housing Implementation Strategies that are partially included within the individual chapter for consistency with the Metropolitan Council’s checklist.

The following implementation strategies are meant to identify a set of high-level steps and considerations that will help guide the City to achieve the goals and objectives of this Plan. The strategies are not all encompassing, but instead are meant to serve as a guide and roadmap to describe the methods, steps and types of questions the City will tackle throughout this planning period. Just as this list may not include every strategy, Brooklyn Center may not complete every strategy on this list based on market dynamics or other external factors. But generally the City will use the following strategies as a guide to work towards implementing the Vision and Goals that this Plan has established for the City as it continues to evolve and change into 2040.



CAPITAL IMPROVEMENT PLAN

The Capital Improvement Plan (CIP) is a flexible plan based upon long-range physical planning and financial projections, which schedules the major public improvements that may be incurred by the City over the next five years. Flexibility of the Capital Improvement Plan is established through annual review, and revision if necessary. The annual review assures that the program will become a continuing part of the budgetary process and that it will be consistent with changing demands as well as changing patterns in cost and financial resources. Funds are appropriated only for the first year of the program, which is then included in the annual budget. The Capital Improvement Plan serves as a tool for implementing certain aspects of the City's Comprehensive Plan; therefore, the program describes the overall objectives of City development, the relationship between projects with respect to timing and need, and the City's fiscal capabilities.

The full Capital Improvement Plan is available at Brooklyn Center City Hall and on the City's website. It is also included as in Appendix D to this Plan.

Fiscal Devices, Public Programs and Timeline to Implement Major Zoning Update

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In addition to the City's allocated department and general funding sources, the City intends to utilize a variety of fiscal devices and tools to implement this Plan. Some of the components of this Plan are longer-term initiatives and therefore it is unknown exactly how the efforts will be financed; however, generally the City will likely use similar methods and techniques in the future as planned with its short-term initiatives identified in the following sections.

Fiscal Devices & Public Programs

The City intends to use the following fiscal devices and public programs to implement this Plan. The City has identified the Zoning Ordinance update and overhaul as the most immediate short-term initiative to accomplish as part of its official controls update. Concurrently, and subsequently, to the Zoning Ordinance update the City is actively working on a redevelopment initiative with a developer partner that was selected through an RFP process. A summary of fiscal devices and programs related to each initiative is provided on the following page. It should be noted that these funding sources and tools are intended to be used on these two large short-term initiatives, and that future long-term initiatives would likely utilize similar tools, but the list is not exhaustive because new tools may enter the market and the City would explore available resources provided they support the vision, goals and strategies identified in this Plan.

Zoning Ordinance Update

The following funding sources have been identified to support the Zoning Ordinance update:

- 2019 City Budget allocated \$160,000 for implementation of this Plan, specifically related to zoning and master planning.
- Acquired a \$60,000 grant that will be used towards creating TOD zoning district to support the future Land Use Plan contained in Chapter 3.
- Applied for a \$50,000 grant from Hennepin County through their Corridor Initiative program for the creation of the Brooklyn Boulevard Overlay District.

Key Milestones:

- New zoning code and related ordinances (Shoreland, MRCCA, Platting, Sign) by July 2020
- Creation of new TOD and mixed-use zoning districts by July 2020

Redevelopment Funding Sources

The following funding sources have been identified to support the redevelopment efforts:

- 9-4
- Public-private partnership with selected developer for the Opportunity Site. Preliminary development agreement stipulates that the developer will reimburse the City for planning work on the EDA-owned portion of the site. This agreement allows for an additional \$50,000 of master planning work on the site.
 - Plan to apply for LCA-TOD pre-development funds to assist with master planning work on the Opportunity Site.

Key Milestones:

- Brooklyn Boulevard redevelopment framework by May 2020

Other Funding Sources and Initiatives

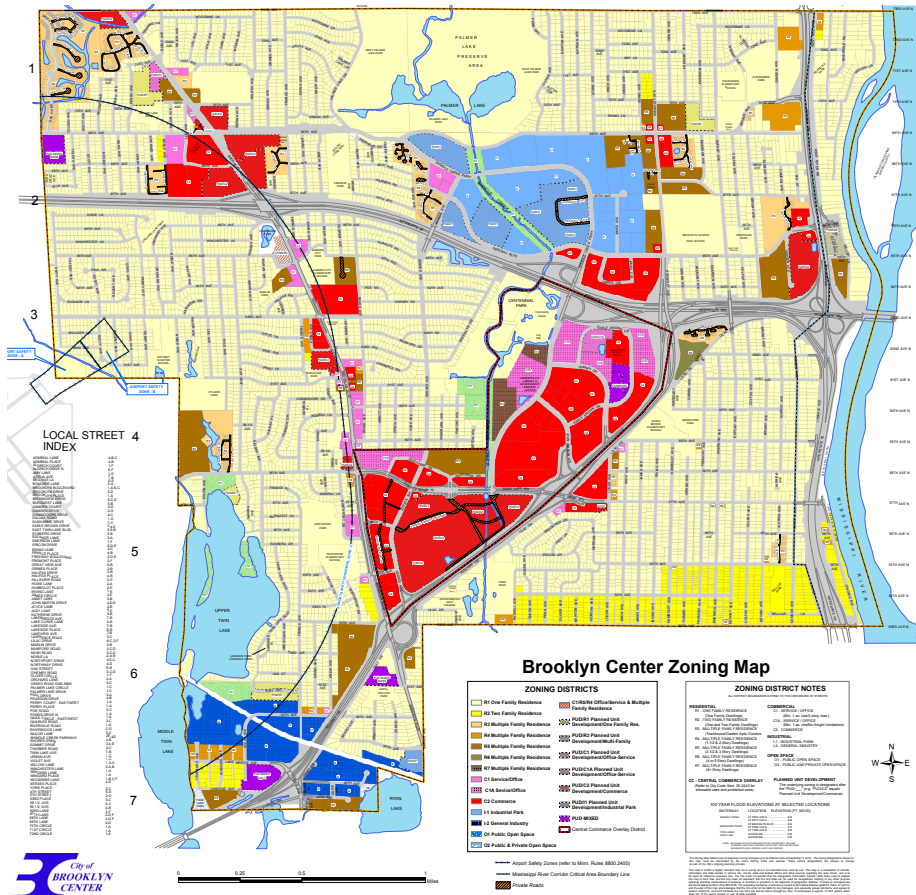
The Zoning Ordinance update, Master Planning and Redevelopment initiatives are the most significant components of this Plan. A few other initiatives of the City with respect to funding implementation of this Plan include the following:

- City is in the process of creating a public subsidy policy and it should be adopted by mid-2019.
- City will explore creating a housing coordinator position as part of the 2020 budgeting process for 2021.
- The City will work to identify a funding source, and will conduct a housing study in 2020.



Current Zoning Map & Districts

As referenced, the existing zoning ordinance and map will be amended and updated through this process. The following map and summary of each zoning district is provided.



CHAPTER 3: LAND USE & REDEVELOPMENT

The following list of Implementation Strategies is provided as a guide to implement the goals and strategies identified in Chapter 2 of this Comprehensive Plan Update.

Land Use

1. The City will complete a full update of its zoning ordinance to support the modified land use designations identified on the Future Land Use Plan.
 - a. The update at a minimum will include a full review of all residential, commercial, and industrial zoning classifications that consider the following:
 - i. Setbacks
 - ii. Parking
 - iii. Height Restrictions
 - iv. Coverage
 - v. Performance Standards
 - vi. Permitted/Un-permitted Uses
 - vii. Conditional Uses
 - viii. Accessory Structures/Uses
 - ix. Fencing/Screening
 - b. To support the individual zoning district update process, a full review of the City Code as it may pertain to the administration of the Zoning Code will be completed. This process may result in changes and updates or may find that the existing ordinances are adequate. At a minimum, the review will consider the following:
 - i. Sign Standards
 - ii. Public Nuisances
 - iii. Special Use Permit (SUP) will be brought into Compliance with Minnesota State Statute requirements for Conditional Use Permits.
 - iv. Variance process and language will be updated and revised to reflect ‘Practical Difficulties’ if not already completed.
 - v. Platting ordinance will be reviewed for platting process compliance and proper reference to the revised zoning ordinance.
 - vi. PUD process and procedures will be reviewed for consistency with the City’s stated goals and objectives, particularly as it relates to redevelopment areas identified within this Plan.
 - vii. Addition of a Shoreland Ordinance to comply with MRCCA requirements.
 - c. The process to prepare the zoning ordinance update will be led by the City’s staff, with support and assistance from a Consultant and input and direction from the City Council.

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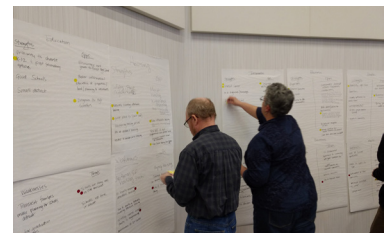


- i. The City may establish a community engagement plan for the Zoning Code update process. This may include a sub-committee or task force to provide feedback and input on key issues throughout the update process to ensure a broad spectrum of perspectives is represented and addressed within the process.
- 2. The City will continue to support and explore incorporating policies within ordinance updates that address community resiliency and long-term sustainability.
 - a. As Ordinances are updated, the City will explore opportunities to encourage through incentives or regulations energy efficiency in redevelopment and site design.
 - b. Addressing resiliency with respect to the City infrastructure and PTOS systems can be cost-effective when incorporated into initial site design requirements. The City will explore opportunities to address and incorporate such site design standards into its ordinances, particularly within new zoning districts.

Redevelopment

- 1. The City will create zoning districts to support the new land use designations identified on the Future Land Use Plan.
 - a. At a minimum seven new zoning districts will be developed for consistency with the Transit Oriented Development (TOD), Neighborhood Mixed-Use (N-MU), Commercial Mixed-Use (C-MU), and Business Mixed Use (B-MU) land use designations.
 - b. The process to prepare the new zoning districts will be led by Staff and a Consultant with direction from the City Council and City Commissions. The process should be initiated immediately upon adoption of this Comprehensive Plan and should be completed within nine (9) months of its adoption. Each zoning district will address, at a minimum:
 - i. Massing and architectural design
 - ii. Setbacks
 - iii. Height restrictions
 - iv. Site design/landscape standards
 - v. Permitted, conditionally permitted and not permitted uses
 - vi. Accessory structures/uses
 - vii. Transition of uses
 - viii. Mix of uses
 - ix. PUD process or other incentive process
 - x. Establishment of how mixed-use will be applied (i.e. through a master plan approach, parcel-by-parcel basis, etc.)

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2. The City will develop a process and methodology for tracking the mixed-use and redevelopment projects to achieve the mix of uses as contemplated within this Comprehensive Plan. The ordinances should be developed with graphic representations of the standards to be more user friendly. The process may include exploration of ghost-platting, development of a database/tracking spreadsheet, and the development of ‘cheat-sheet’ or development reference guides for developers and land owners that describe the mix of uses contemplated and the process to ensure compliance with the Ordinance and this Plan.
3. The City will establish guidelines and procedures for the sale of EDA-owned property. This may include creating marketing materials and promoting revised ordinances that highlight the ease of developing in the community.
4. The City will continue to evaluate opportunities for additional land acquisition particularly within proximity to land holdings in the center city that may offer larger redevelopment opportunities.
5. The City will participate as an active partner in any redevelopment effort that includes City financial participation as the land owner, or TIF, tax abatement, grant partner, etc.

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6. What has historically been known as the “Opportunity Site” is re-guided in this Plan to allow for mixed-use development of the site. At the time of this Plan the City is working with a developer on a master plan for the redevelopment that will add a significant number of new households to the community. Understanding that this redevelopment effort is in-progress, the new zoning districts that are created to support the land use designation must be prepared for consistency with the anticipated development. In an effort to minimize duplication of the process, the City will create a minimum of one supporting zoning district that is consistent with the known redevelopment plans. The zoning district will address, at a minimum, the following:
 - a. A minimum percentage of the project that must contain commercial, office or retail uses that support and are consistent with any developed housing.
 - b. The ordinance development process should consider how to incorporate a range of housing types, including considering incentives and/or standards that encourage the construction of new affordable housing.
 - c. The ordinance will incorporate architectural and landscape design standards that support the goals and strategies contained within Chapter 2 of this Plan.
 - d. The ordinance will incorporate incentives, and where applicable standards, that are focus on sustainable site improvements and resilient infrastructure improvements such as: transit, trail and sidewalk connections, pervious pavers and other innovative landscape products, localized surface water management and other low impact development techniques.



- e. The ordinance will require development that incorporates best practices for creating transit oriented places, including density minimums, parking maximums, pedestrian-oriented design, and must accommodate a mix of uses.

CHAPTER 4: HOUSING & NEIGHBORHOOD

The Implementation Strategies that support the Metropolitan Council’s checklist to achieve the City’s Housing goals and objectives can be found in Chapter 4 of this Plan. The following implementation strategies support those contained within Chapter 4.

1. As part of the zoning ordinance update process the City will evaluate the rules and regulations to ensure that they allow existing and future residents to improve their homes in ways that add value and are desirable, and allow for infill housing that offers a range of housing types and products.
 - a. Residential zoning districts should be written to allow for a mix of housing types, with various setbacks and massing standards to allow for diversity within an individual development.
 - b. Ordinances should be written to define ‘family’ consistently with current demographics. This may require additional study to fully understand the greatest needs anticipated in the community over the next planning period.
 - c. Setback requirements should reflect existing conditions and allow reasonable expansions and additions to homes.
2. The City will evaluate the housing stock for consistency with current and projected demographics. This includes understanding appropriate mix of bedrooms, unit types, etc., that match the changing needs of the City’s residents. The following examples may require additional study:
 - a. Unit mix, such as studios, 1-bedrooms, 2-bedrooms, 3 and 3+ bedrooms.
 - b. Private entry rental opportunities such as townhomes, row homes, etc., versus standard multi-family apartments and condominium development.

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3. The City will continue to operate its Rental Licensing Program, which has proven to be highly effective in maintaining the City's rental housing stock.
 4. The City will continue to operate a robust code enforcement program that incorporates both complaint-based enforcement and proactive sweeps. The City will continue to engage residents and business owners to ensure code compliance and to provide information in a way that is understandable and clear.
 5. The City will continue to operate its Vacant Building Program, which tracts and monitors vacant properties in the City, as well as ensuring adequate upkeep and maintenance.
 6. The City will explore programs and policies that promote home ownership in the City.
 7. The City will explore programs and policies that provide assistance with single-family housing rehabilitation and maintenance, including low and no-cost loans and grants, project consultation, and other resources. This may include partnerships with outside agencies as well as programs administered by the City.
 8. The City will explore polices and ordinances, including incentives and standards, that encourage the construction of new affordable housing.
 9. The City will explore partnerships that provide sources of financing and incentives to preserve existing multi-family housing, particularly ways to preserve naturally occurring affordable housing that maintains its affordability.
 10. The City will explore programs and policies that encourage landlords to invest in their rental properties.
 11. The City will consider creating a housing coordinator position to build relationships with existing landlords and tenants, administer programs, seek funding opportunities, and promote the City's housing goals.
 12. The City will consider adopting policies that promote further the goal of providing safe, secure, and stable housing for renters. This may include adopting ordinances and/or policies that protect the rights of renters.
 13. The City will consider inclusionary housing policies that ensure that affordable housing is a component of new housing development when the market strengthens to the extent that it would not deter investment.
 - a. For example, if market rents rise to levels that are affordable to those making 80% AMI then the City would consider adopting an inclusionary housing policy.



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14. The City will consider adopting a public subsidy policy that gives greater consideration to projects that forward the City’s housing goals. This includes the option of TIF Housing Set-Aside funds or new TIF Districts that support mixed-income and affordable housing. The City will support grant applications to outside agencies to benefit projects that forward the City’s housing goals.

CHAPTER 5: COMMUNITY IMAGE, ECONOMIC COMPETITIVENESS & STABILITY

The following list of Implementation Strategies is provided as a guide to implement the goals and strategies identified in Chapter 2 of this Comprehensive Plan Update.

1. The City will work to create strategies and supporting resources to incorporate affordable commercial, retail and office space into new redevelopment areas.
2. The City will actively pursue a branding and marketing strategy that leverages the community’s diversity as a key asset from which new businesses can be developed.
3. To promote and support local businesses the City will explore the development of a local procurement policy.
4. The City will form a task force or steering committee to study local entrepreneurial needs, gaps and opportunities of residents. Study and research will focus on:
 - a. Identification of barriers to growing or starting a business in the City.
 - b. Review of existing ordinances and policies to ensure they support small, start-up and pop-up businesses.
 - c. Understand what opportunities exist locally and regionally, and what strategies the City might employ to further support local entrepreneurs.
5. The City will explore the feasibility of a commercial land trust model that promotes perpetually affordable commercial space.
6. The City will review its existing business and industrial zoning district designations and revise and update, as necessary, language and policies to ensure regulations support and incentivize:
 - a. Local businesses to stay and grow in the City
 - b. New businesses to locate in the community
 - c. A mix of land uses that reflect current market needs and desires

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7. The City will explore opportunities to enhance partnerships with local secondary and post-secondary education institutions that support school-work opportunities, skills and job training, and matching local companies with young talent.
8. The City will partner with DEED and Hennepin County to offer entrepreneurial resource and support programs such as WomenVenture and Open to Business.
9. The City will create a Business Retention and Expansion Program to work directly with the businesses within the community to ensure that their needs are being met.
10. The City will amend its Business Subsidy Policy to prioritize the creation of livable and high wage jobs.
11. The City will create and fund a revolving loan/grant program to assist property and business owners with expansions, interior buildouts, equipment purchasing, and exterior enhancements.
12. The City will explore other economic development programs, including outside agencies, which would incentivize business expansion and attraction.
- 9-12 13. The City will explore job training and career pathways programs and policies that would benefit residents.
14. The City will explore options to connect the local workforce to employers.
15. The City will continue to support partnerships that promote workforce readiness and removing barriers for existing residents to access education and workforce training, such as the BrookLynk partnership with Brooklyn Park.
16. The City will explore partnerships and programs that promote financial literacy and wealth creation amongst residents.
17. The City will continue to explore ways to reduce racial disparities that exist as they relate the economic stability of its residents, including access to livable wage jobs, to home ownership opportunities, financial literacy and wealth creation, and job pathways training.



CHAPTER 6: PARKS, TRAILS & OPEN SPACE (PTOS)

The following list of Implementation Strategies is provided as a guide to implement the goals and strategies identified in Chapter 6 of this Comprehensive Plan Update.

1. The City will continue to prioritize the completion of the PTOS system within redevelopment areas and will work with developers to identify appropriate and reasonable opportunities to enhance and improve access to the system by all residents.
2. Redevelopment projects will be required to provide trail connections that align with the surrounding local and regional trail system that are existing or planned within this Plan.
3. Redevelopment projects will be required to plan for parks and open spaces consistent with this Plan, and the City will work with developers to identify and prioritize improvements to the PTOS system.
4. The City will continue to maintain and manage the existing parks, trails and open space plan consistent with past and current practices. Current management includes:
 - a. Annual CIP budgeting and planning to support current park, trail, and open space function.
 - b. Continue to support the City's Community Activities, Recreation and Services (CARS) division through appropriate capital investments.
 - c. Periodic survey of residents and stakeholders to understand appropriate and needed parks, trails, and open space programming within the system.
 - d. Prepare and plan for system improvements that respond to the needs of the community. This includes improvements such as park system component conversions including transitioning baseball fields to multi-purpose fields.
5. Brooklyn Center will continue to support opportunities for community gatherings at each of its parks, including, but not limited to the summer markets, pavilion rentals, Brooklyn Center's movie in the parks, and Central Park events that unite the community.
6. The City will continue to complete the sidewalk and trail network consistent with previous planning efforts. This plan acknowledges that trails and sidewalks are a critical component of the Park and Recreation system but are equally as important to the transportation system.

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CHAPTER 7: TRANSPORTATION & TRANSIT

The following list of Implementation Strategies is provided as a guide to implement the goals and strategies identified in Chapter 2 of this Comprehensive Plan Update.

1. The City's accessibility to the region, and within the region, is an important differentiator and asset to the community. The City will continue to prioritize roadways as an important part of the transportation network.
2. The City will continue to partner with Hennepin County and MnDOT on planned road reconstruction projects to ensure safety and accessibility of the road system within the City are prioritized.
3. Any roadway reconstruction or improvement will consider the incorporation of a stormwater assessment, and any plans should incorporate and implement the Minnesota Pollution Control Agency's Best Management Practices to improve stormwater quality, recharge local aquifers, and reuse and conserve stormwater where possible.
4. The City will continue to budget for regular maintenance of roadways approximately every five to eight years and include such plan within the City's Capital Improvement Program.
5. Brooklyn Center will plan for completing the Regional Bicycle Transportation Network (RBTN) that is currently planned within the City to connect to other regional and sub-regional job centers. As redevelopment and reconstruction of roadways occurs RBTN segments or gaps will be constructed to help complete the system.
6. Many of the City's residents use Transit, and many more could if service were improved in the City. Currently the City is divided into Transit Market I and Transit Market II, which provides varying levels of services. The following summary of considerations is provided:
 - a. The City will work with Metro Transit over this planning period to evaluate the appropriate Transit Market areas for the City per the Metropolitan Council.
 - i. The mapping completed for this Plan demonstrates that some of the residents that may benefit most from frequent and reliable transit may be underserved.
 - ii. The City is developed with a similar urban grid pattern for the majority of its neighborhoods without much distinction. Therefore, it seems inaccurate to identify some areas as more typical "suburban" development.
 - b. The City's Future Land Use Plan has identified the 'central spine' for possible redevelopment in this planning period. The redevelopment pattern contemplated embraces the Transit Station and uses it as an organizing feature.

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CHAPTER 8: INFRASTRUCTURE & UTILITIES

The following list of Implementation Strategies is provided as a guide to implement the goals and strategies identified in Chapter 2 of this Comprehensive Plan Update.

1. The City will continue to plan for water and sewer infrastructure improvements to occur concurrently with any planned roadway improvements and reconstruction projects.
2. The City prepared a full sanitary sewer plan and supportive modeling in conjunction with this Plan update. As redevelopment occurs, the sewer plan will be used to guide proper infrastructure improvements including sizing and capacity recommendations, timing and consideration for future phases of redevelopment.
3. The City prepared an update to its water plan and supportive modeling in conjunction with this Plan update. As redevelopment occurs the water plan will be used to guide proper/necessary infrastructure improvements.
 - a. The water supply permit from the DNR will be updated once this Plan and Future Land Use Plan are adopted to reflect projected housing and employment forecasts contained in this Plan.
4. The LSWMP identifies several capital and administrative projects that are incorporated into this implementation plan by reference. The City will properly manage and schedule such improvements to be included within its CIP for on-going planning and action.
5. The City will continue to work with its regional partners, including the Metropolitan Council, on sewer and water infrastructure planning and development so that regional coordination is maintained throughout this planning period.
6. Consideration for how to incorporate sustainable and resilient infrastructure through new development will be addressed at the specific site redevelopment level. This will first be accomplished through the ordinance review, creation and update process and described within previous sections; and will then be implemented through site and redevelopment plan sets and engineering.
 - a. The City's Public Works Department and its staff will work collaboratively with the Community Development department to identify potential ordinance revisions that would support the development of an integrated green network that not only supports the PTOS system but the City's infrastructure.

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APPENDIX A: MISSISSIPPI RIVER CRITICAL CORRIDOR AREA PLAN

The following list of Implementation Strategies is provided as a guide to implement the MRCCA Plan contained within Appendix A of this Plan.

1. The City will develop ordinances to support the Minnesota Department of Natural Resources (MnDNR) requirements to regulate property contained within the MRCCA overlay designations.
 - a. At a minimum the City will develop a shoreland ordinance for properties that abut the Mississippi River and will structure the ordinance to comply with MnDNR requirements.
 - b. The City will work collaboratively with the MnDNR to establish appropriate setback and height standards based on specific parcel locations and potential redevelopment.
 - i. The City may seek flexibility from the MnDNR's standard requirements, particularly on sites identified for redevelopment. The City will work with the MnDNR to identify appropriate standards.
 - c. The City will engage residents during the ordinance development to provide education about the MRCCA standard requirements and ordinance development process.
 - i. The public engagement process will also solicit feedback regarding specific standards development include appropriate setbacks, height, coverage requirements, etc.

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