

Council Worksession

VIRTUAL meeting being
conducted by electronic
means in accordance with
Minnesota Statutes, section
13D.021 Public portion
available for connection via
telephone Dial: 1-312-626-
6799 Meeting ID:
2365542887 Passcode:
010421
January 4, 2021

AGENDA



The City Council requests that attendees turn off cell phones and pagers during the meeting. A copy of the full City Council packet is available to the public at <http://cityofbrooklyncenter.org/>.

1. Call to Order - 6:00 p.m.

2. Miscellaneous Items

- a. Continuation of Retreat Phase 2 with Common Sense Consultants
- Staff seeks to create a shared understanding among Council Members regarding the team development work and process that will be provided to the Council by Common Sense Consulting over the coming months.
- b. Opportunity Site Update and Discussion

3. Discussion

4. Adjourn

Council Worksession

DATE: 1/4/2021

TO: City Council

FROM: Curt Boganey, City Manager

THROUGH: N/A

BY: Dr. Reggie Edwards, Deputy City Manager

SUBJECT: Continuation of Retreat Phase 2 with Common Sense Consultants

Background:

Following the two day retreat led by Common Sense Consulting there was a plan to continue the work of building an effective system of collaboration and Council leadership.

On December 14, the City Manager presented to the Council that the owners expressed a desire to work with the Council and build on the work previously started. In addition, they had agreed to honor the original contract rates and will adapt their process to the current virtual environment.

There was a consensus of the Council to move forward with Common Sense Consulting. The work with the Council will involve:

1. Provide opportunities to practice and make recommendations to operationalize tools offered during the retreats to achieve decision-making clarity, more effective communications and conflict resolution with minimal noise and negative outcomes as well as use of power that works for all.
2. Use coaching and check-ins to create a safe and confidential third-party space for growth and development for each council member
3. Increase the Council's ability to understand each other and work together, as they respond to the challenges of the increasingly diverse community of Brooklyn Center.

Common Sense will be present at the Council meeting and prepared to walk through the project timeline and deliverable in greater details (see attached). The deliverables include: Completing the IDI Assessment, Facilitated Group Consulting Meetings, Individual Coaching Meetings, and Facilitated Group Check in Meetings.

ATTACHMENTS:

Description	Upload Date	Type
Common Sense project deliverables	12/30/2020	Backup Material

Project Deliverables & Investment Expense

Below is an updated version of the project deliverables and investment expense:

Project Deliverable	Estimated Hours	Investment Expense
Complete the IDI Assessment and a 1-hour coaching session for the Mayor, City Manager, Assistant City Manager, and each Council Member (includes the cost of the IDI assessment).	7	\$1,400
Facilitate three (1.5 hour) Group Consulting meetings with the Mayor, City Manager, Assistant City Manager, and each Council Member to operationalize Intercultural Agility, norms, decision making, effective communications & conflict resolution, and power dynamics. One or two items will be selected to be worked on between the facilitated group meetings and the check-in meetings. <i>Note: These meetings are scheduled to occur on October 12, 2020, January 11, 2021, and March 8, 2021 before the existing Council meetings. Start time is 5:00 p.m.</i>	30*	\$5,100
Facilitate a series of three (1-hour) Individual Coaching/Check-in meetings with the Mayor, City Manager, Assistant City Manager, and each Council Member in between each facilitated consulting sessions and the Group Check-in meetings. These coaching sessions <i>Note: this include about Intercultural Agility, norms, decision making, effective communications & conflict resolution, and power dynamics. These meetings occur between he facilitated group meeting and the check-in meetings.</i>	21*	\$3,570
Facilitate three (1.5 hour) Group Check-in meetings with the Mayor, City Manager, Assistant City Manager, and each Council Member to come back together to reflect upon lessons and insights learned and determine how to sustain the operationalization of the selected item. <i>Note: These meeting are scheduled to occur on November 9, 2020, February 8, 2021, and April 12, 2021 before the existing Council meetings. Start time is 5:00 p.m.</i>	30*	\$5,100
Consulting hours to be used to plan and debrief before and after each meeting.	9	\$1,530
TOTAL	90	\$16,700

*Includes consultant time to prepare and follow up at each session.

Council Worksession

DATE: 1/4/2021

TO: City Council

FROM: Curt Boganey, City Manager

THROUGH: N/A

BY: Meg Beekman, Community Development Director

SUBJECT: Opportunity Site Update and Discussion

Background:

In April 2018, the City entered into a Preliminary Development Agreement with developer Alatus that would allow them time to develop a master plan for the EDA-owned 35 acres within the Opportunity Site and to conduct due diligence on an initial phase of that development.

Prior to this, the City Council had solicited interest from developers to propose their vision for the site. Three developers came forward with concepts and after meeting with two of them, the Council selected Alatus because their vision aligned with the City's vision to create a mixed use, walkable town center that existing residents could benefit from and utilize.

By early 2019, Alatus had refined their overall concept for the site and were moving forward with early planning for an initial phase of development that would include approximately 300 units of housing and a mix of commercial on the ground floor. The concept was presented to Council and direction was made to renew the Preliminary Development Agreement with Alatus.

This agreement also included the city taking the lead on master planning for the site, in partnership with Alatus, and incorporating the larger 80-acre Opportunity Site into the master plan. Alatus for their part in the agreement were tasked with implementing an initial phase of development, and continuing their work to bring a development forward.

Throughout 2019 the city, along with the consultant team of Bolton & Menk and Cuningham Group, worked to develop the Opportunity Site Master Plan. This was a multi-phased approach that involved a combination of technical assessment, initial community engagement, feasibility analysis, and further community engagement to continue to refine the plan.

Initial engagement focused on identifying the key values and guiding principles that would form the basis for the master plan, upon which it was developed. Community input included questions about what people wanted to see on the site, what was important to them, how they envisioned the community in the future, and what their needs were today that this site might help fulfill. Answers to these questions were then compiled and preference surveys were developed that allowed community members to prioritize what they wanted to see on the site and point out topics or items that may have initially been missed. Engagement was distributed throughout the community through a series of pop-up meetings at Sun Foods, CEAP, CAPI, and other community events as well as in focus group discussions and larger, community-wide meetings.

In addition, the City gathered a group of community-based organizations to create an engagement task

force that guided staff on how to develop an engagement strategy that was truly representative of the community. The input from the group had a significant impact both on the outcomes and community benefits identified within the draft Master Plan, but also on the engagement plan that is being utilized to move the work forward.

Through their conversations, the Engagement Taskforce recommended that the City utilize the Equity Development Scorecard to evaluate future development projects on the site. The scorecard is a tool that can be customized for each community and is designed to evaluate and score development projects. The tool could be customized to reflect the values and goals of the master plan, thus creating a method of accountability to the master plan that would last into the future.

The City entered into contracts with many of the community-based organizations on the engagement taskforce to have them assist with deepening the community engagement work, and reaching out to residents who have historically been marginalized in planning and development processes. Brooklyn Bridge Alliance for Youth completed engagement work with young people in the community and presented their findings to the City Council. Jude Nnadi elected to engage with African-born and immigrant former and current residents of Brooklyn Center, to identify what their needs are, why they chose to move away, and what would have helped them stay. OLM organized two in-person focus group sessions with renters in the community that allowed staff to have deep and meaningful dialogue with folks currently residing in Brooklyn Center. All of the participants were people of color, with a significant proportion identifying as African.

By the end of 2019, the project team had direct interactions with approximately 1,350 residents of the community, which included a deeply diverse and representative population.

In January 2020, a draft Master Plan was completed based on the community engagement that had been done, along with the technical assessment work. An engagement strategy to evaluate the draft plan was developed, the beginnings of which began to be implemented. The Engagement Taskforce wrapped up in February 2020. Their final work included a deep dive into the draft Master Plan and providing input and comments on it. The intention at that time was to transition that group to an Equity Development Scorecard Taskforce, which would be facilitated by the Alliance for Metropolitan Stability, focused on developing the Equity Scorecard.

Technical review of the draft Master Plan also began in early 2020. This included a traffic study, development of a stormwater plan, and a financial feasibility analysis.

When the pandemic hit in March, the engagement strategy was significantly affected. It was not possible to move forward with that phase of the work. While the technical studies continued, the decision was made to hold off on any community engagement activities, essentially pausing the project for the time being. While the original intention had been to complete the master planning work by mid-summer, it became clear that this was no longer possible. The timeline for completing the work has been extended and now a final draft is anticipated by the end of April.

Opportunity Site Master Plan Update and Next Steps

Community Engagement

Staff has been in continued communication with the community-based organizations that were involved with the Engagement Taskforce. The intent has been to determine what a community engagement strategy might look like moving forward and when the appropriate time to initiate it would be.

The engagement plan has been developed in partnership with these organizations and overall has not changed a significant degree from before the pandemic, though the engagement techniques will be altered. The plan involves continued engagement around the draft Master Plan, with a focus on developing and delivering a customized Equity Development Scorecard and a Community Benefits Document. Both of these documents will be incorporated into the final Master Plan and will be part of the implementation strategy of the Master Plan.

The Community Benefits Document will identify in one table all of the community benefits that are desired as part of the overall development of the Opportunity Site area. Knowing that no one project can deliver all of the desired community benefits, the intention is to identify what the community wants through the project as a whole in the Master Plan, then have each individual development enter into something like a Community Benefits Agreement that identifies how it is contributing to the overall master plan goals. This will build transparency into the process that will be sustained over time.

In order to complete these documents, staff intends to enter into a contract with Brooklyn Bridge Alliance for Youth to facilitate the process. They will gather together community-based organizations, many of whom the City is working with or has worked with in the past, to lead the work, along side community youth and the Planning Commission. The Planning Commission will play a critical role in the implementation of the Equity Scorecard and so will need to be involved in its development. The City, in turn, will enter into individual engagement contracts with each community-based organization as needed for the engagement work to develop the Scorecard. The details of this project are being developed by Brooklyn Bridge Alliance for Youth and will be presented at the January 4 work session.

In addition to Brooklyn Bridge Alliance's work, the consultant team intends to gather additional input from the community on the draft Master Plan. There are various approaches to engagement, each with its own benefit and cost. In addition, with a document as comprehensive as the Master Plan, it will be necessary to identify specific priority areas to focus community input on in order to maximize the effectiveness of the engagement. At the January 4 work session, Staff and the consultant team will present more detail on what the scope and scale of community engagement could be going forward. Staff would like direction from the City Council on what approach to community engagement is preferred for this project.

Technical Analysis

The traffic study and stormwater plan are largely completed. Staff has met with the consultant teams to review the analysis and discuss next steps. The traffic study will now be sent to Hennepin County and MnDOT for review and comment. The stormwater plan was prepared in partnership with the Shingle Creek Watershed District and an implementation strategy is now being developed.

Housing Study

The City has entered into a contract with Research in Action and CURA to complete a city-wide housing study. Part of the scope of work includes early analysis that would inform the affordable housing implementation strategy for the Master Plan. That work has begun and will be included in the final Master Plan. Staff has provided research questions to CURA to guide their work over the next few months as it relates to the Opportunity Site Master Plan.

Land Use

In light of the pandemic and other events of the past year, staff is evaluating the land use within the draft Master Plan to ensure that it not only supports the most vibrant and dynamic redevelopment on the site, but also supports and enhances the community as a whole. The concept of a significant, regional amenity

that would drive people to the site and create a unique facility that benefits the community is still included in the draft Master Plan. Specifically, the concept of a regional outdoor adventure park that included year-round physical activity and entertainment opportunities has been part of the planning and feasibility process. While initial analysis on such a use has been positive, the reality is that getting such a large-scale endeavor completed would be a complex task and a heavy lift for the city.

More recently, staff has begun to explore if there are other land uses that might offer benefit to the site and city as a whole, even if they do not provide the regional attraction the adventure park might offer. Focusing on building out resilient tax base and jobs may also provide long lasting community benefits. Light industrial and manufacturing uses are booming in the current economy, and the demand for sites closer into the urban core is very high. Places like Northern Stacks in Fridley have shown that 21st urban industrial sites look very different from the business parks of the 1990s, and can create their own mixed-use neighborhood feel. The form of these places is just as important as their function, and strong urban design that integrates residential and industrial together has the potential to create unique places that serve the community.

At the same time, the introduction of industrial land uses to the site, would need to provide not only an economic driver to the development, but also attempt to create vibrancy and place as well. Industrial land use benefits include jobs and tax base, but if done well, can also provide environmental benefits that assist the development with meeting its sustainability goals through roof top solar and green roofs. Other community benefits such as local hiring and set asides for local businesses are possible.

Cunningham Group has developed a several documents that attempt to describe what a mixed-use housing/industrial site might look like, and what some of the community benefits to such a development might be. These are attached. Staff has begun meeting with several industrial developers to discuss the concept and gauge the market interest in such a development mix, and the additional community benefits that the City would likely ask for if such a use were to move forward.

There are many pros and cons to any land use scenario. There is no one perfect answer, but the goal will be to identify a path forward that most closely aligns with the goals of the development and the community.

Next Steps

Staff will continue to gather information and refine the Master Plan. The community input and development of the Equity Development Scorecard and Community Benefits Document will be incorporated into the final Master Plan as it is completed, as will the technical studies and housing analysis.

Information from the financial feasibility analysis of the adventure park, traffic study, and information gathered from industrial developers about the market feasibility of industrial will be gathered together. Staff intends to engage the City Council in this discussion, to identify the best future land use strategy for the site.

All of this information will be distilled into a final Master Plan that is anticipated to be in final draft form by the end of April. This will allow time for public comments and final review before it would go to the City Council for consideration in June.

The final Master Plan will describe an overall vision for the site, along with the values and guiding principles that will guide future development. It will include development goals and community benefit goals. It will include housing goals. It will include implementation tools such as the Equity Development Scorecard and Community Benefits Document, along with a regulatory strategy for how the development can occur. It will also be a dynamic document that change over time, recognizing that the site is very likely look towards a 15

to 20 year build-out horizon which will bring market changes and altered community needs as time goes on. As a result the plan will need to be revisited regularly to ensure it continues to serve the community.

Alatus Development Project Update and Next Steps

Alatus' initial development phase is not a topic for the January 4 City Council work session. Staff is working with Alatus and NEOO Partners on a feasibility study for the retail incubator portion of the project, and a full project update will be provided to the City Council once that work is completed, which is anticipated in February.

However, staff has provided a brief update here. The initial development concept for the site has shifted over the last two years from a multi-family apartment with no additional commercial uses, to a very large, multi-phased project with two housing developments, movie theater, and commercial; back to something much closer to the original concept. The pandemic has had an effect on the market, particularly commercial/retail development. As a result the movie theater and much of the retail has been eliminated from the development concept.

Alatus is now anticipating a three phase initial development proposal on three new blocks in the southwest corner of the Opportunity Site. Building 1 would be an approximately 300-unit multi-family development with approximately 14,000 square feet public market/entrepreneurial incubator and maker space, along with outdoor plaza and gathering space that will serve the public market and incubator. Building 2 would be an approximately 230-unit multi family building with ground floor commercial space. This building is currently planned to be mixed-income with a percentage of units at varying affordability levels. Building 3 would be an approximately 120-unit building that is currently planned to be 100% affordable utilizing Low Income Housing Tax Credits to finance. This project is still very much in preliminary development and subject to change before they are submitted for city review and approval.

While the developer would deliver the physical buildings and spaces in the project, the City is working on the feasibility and operations of the public market and maker space itself.

The concept for a public market/incubator came directly from input that the community and local business owners provided. During engagement, one of the things heard most frequently from small business owners and local entrepreneurs is about the need for stable and affordable commercial space. Market analysis confirms this need. Further, when community members have expressed what they want development to look like on the opportunity site, again and again they talked about wanting the development to have local businesses, wanting the businesses to represent the diversity of the community, wanting the places and spaces to “feel” like Brooklyn Center. During discussions many people would make reference to Midtown Global Market as an example of the authenticity they were describing.

From this input, development goals were incorporated into the master plan to create graduated entrepreneurial spaces. Similar to life-cycle housing, this would create spaces for businesses to thrive from their very beginnings and as they grow. Implementation strategies in the plan also identify financing mechanisms to make the spaces affordable.

An entrepreneurial market or incubator imbedded within an early development on the site can also become a feeder as future development phases occur; businesses can grow out of it and into their own spaces if they wish, creating an entire local business district.

While many people think of the Midtown Global Market is a local example of a public market, there are dozens of examples throughout the Country, and each modeled a bit differently. The task with this public

market will be to work with local businesses and the community to determine not only what model will ensure the success of Brooklyn Center's local businesses, but also what will be a success within the context of our region. In order to bring a project like this together, staff has put together a development team comprised of individuals with a diverse and multi-faceted skill set.

Juxtaposition Arts and Cuningham Group are working with Alatus' architect BKV to design the physical and outdoor spaces. Juxtaposition is leading the community engagement for this portion of the project and is tasked with programming the physical elements of the public spaces around the public market. It is anticipated that these public spaces and plazas will serve the indoor public market/incubator with community gathering space, entertainment, public art, play, and outdoor pop-up market space. To begin to dialogue about this, Juxtaposition Arts worked with local youth to design and install a pop-up sculpture on the site. Each tree is a different question and people can write their answers on ribbons and tie them to the trees. They are also distributing an online survey and held a community dialogue on Saturday, October 24.

ACER and NEOO Partners are working together on the visioning, purpose and branding for the market. They are also completing a feasibility study, operating proforma, and operations/management model. ACER is leading the community engagement for this portion of the work.

NDC, which owns and operates the Midtown Global Market, has also been retained as a consultant to lend their expertise in the design and layout as well as operations and management.

This work will be incorporated into the plans for the overall development as Alatus continues their due diligence. Alatus has negotiated a term sheet for financing of the development. This has allowed them to move forward with site planning. They have also initiated an Environmental Assessment Worksheet (EAW) process. This is an environmental review of the project that takes 4-6 months to complete. A formal application for land use approvals is anticipated following the completion of the EAW.

Policy Discussion

Staff will present an update on the Opportunity Master Plan work. Specifically, Staff is seeking direction on two primary policy questions related to the master planning work:

- 1) What community engagement approach is the City Council comfortable with moving forward for the Master Plan? What elements of the Master Plan are most critical for community to inform?
- 2) What is the appropriate land use approach for the Opportunity Site? Of the two significant land uses being contemplated for the site; outdoor regional recreation versus a jobs/tax base land use, which would the Council like to see staff focus on?

Strategic Priorities and Values:

Targeted Redevelopment

ATTACHMENTS:

Description	Upload Date	Type
Urban industrial	12/31/2020	Backup Material

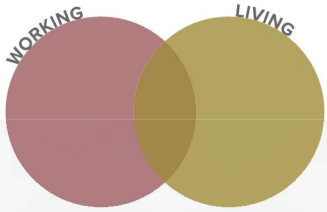
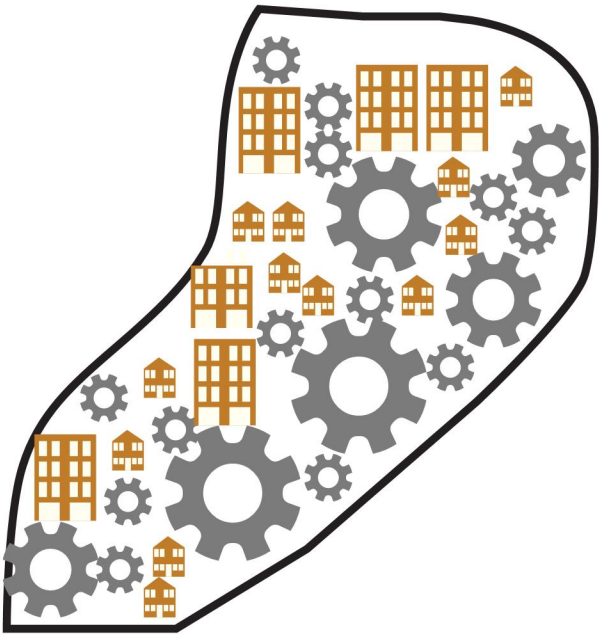
INTEGRATING LIGHT INDUSTRIAL AND EMPLOYMENT USES INTO THE OPPORTUNITY SITE

Light industry, assembly, production, repair, and distribution can offer low barrier middle class jobs for residents of Brooklyn Center. On average, they tend to pay well, are stable, and serve an important role in a modern economy.

Conventionally these uses favor access to logistics (highways and rails) over access to community amenities. However with the increasing need to locate employment opportunities close to the workforce, there is an opportunity to establish a new model in which they co-exist and co-locate for mutually beneficial reasons.

Instead of using generous buffers or distance separating the uses, there are opportunities design and manage the land uses so they are well-integrated.

Employment areas that are well integrated with residential areas can support enhanced transit service, generate on site energy, support district stormwater, encourage walking and biking to work, and create unique placemaking.



- Orientation of site so trucks access regional roadways
- Two (multi) story light industrial buildings wherever possible
- Rooftop community solar and micro grid
- Pervious pavement to encourage infiltration
- Businesses with public interface located at activity nodes that face the neighborhood
- Clear and simple pedestrian connections to the neighborhood
- Support transit access along the neighborhood seam
- Green edge for stormwater, trails, habitat public art and other shared amenities
- Smaller scale employment uses in the neighborhood - maker spaces, live work units

BENEFITS

Living wage jobs with low barrier to entry

Jobs that are matched to the skills of the neighborhood

Higher than average job density (minimum 25 jobs/acre)

Local hiring and local job development

Incubator / Accelerator / Collaboration space for small business and start ups

Net Positive tax base

Workforce development and training

Local and distinctive business mix that share resources

Businesses that complement existing industrial base

Employee base supports local retail and restaurants

Back room inventory and logistics for local retail
Potential event space for community gathering

Food production / restaurant / brewery

On Site Material Recover and Closed loop systems

INTEGRATING LIGHT INDUSTRIAL AND EMPLOYMENT USES INTO THE OPPORTUNITY SITE



LIGHT INDUSTRIAL (15-25 jobs/acre)

USES:
Light Manufacturing, assembly, artisinal, fabrication, office, R&D, small wholesale, local distribution

CHARACTER:
Mid to large footprint, well-buffered

IMPACTS:
Permissive - noise vibration, odor, hours,



INDUSTRIAL COMMERCIAL MIXED USE (25-35 jobs/acre)

USES:
Commercially driven mix of local serving quasi industrial (eg food wholesale, local, fabrication and repair, construction supply) and commercial

CHARCTER:
Variety in scale an duse
Typically smaller footprint, located along commercial corridors

IMPACTS:
Localized noise, traffic, activity



INDUSTRIAL RESIDENTIAL MIXED USE

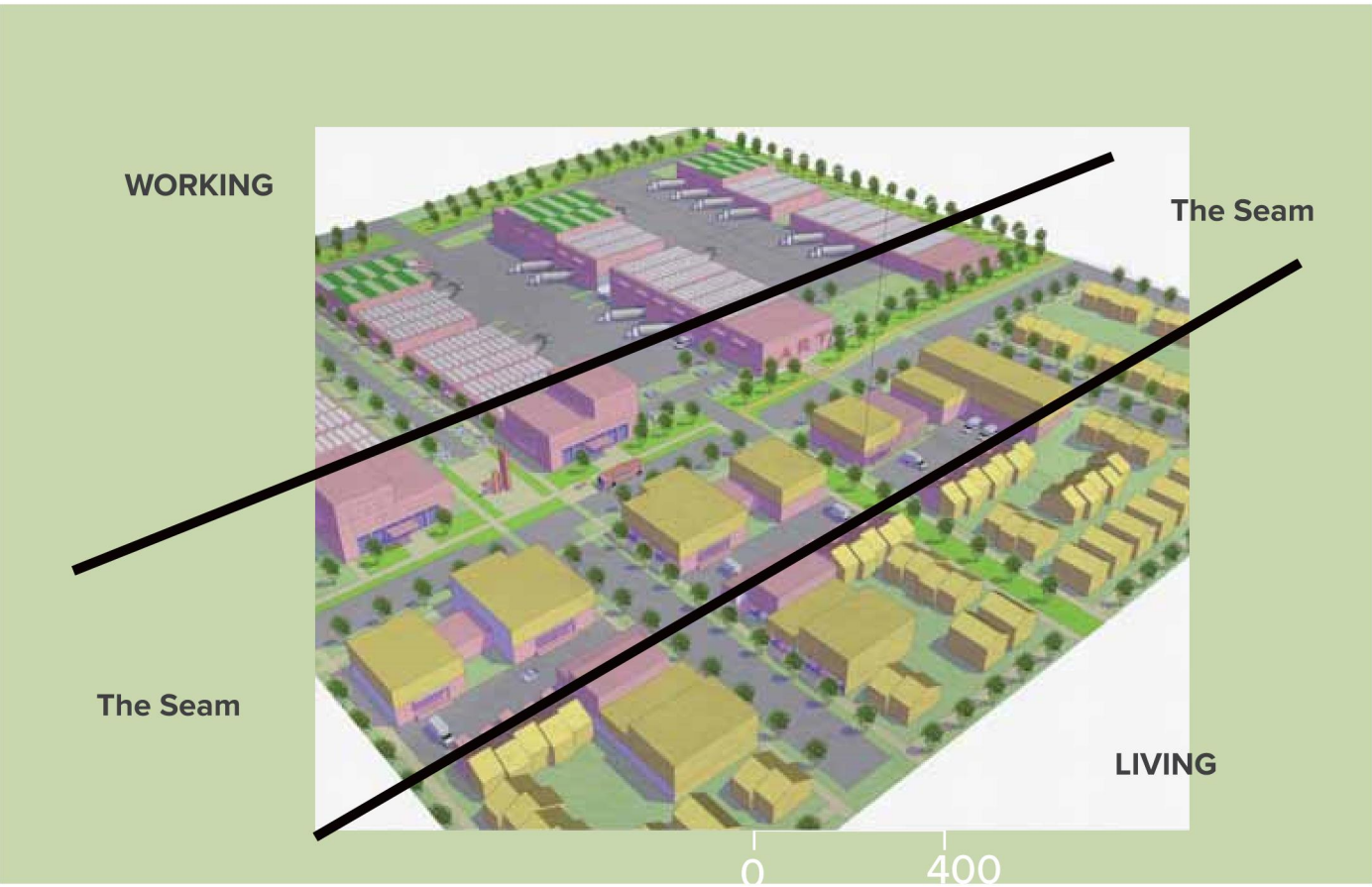
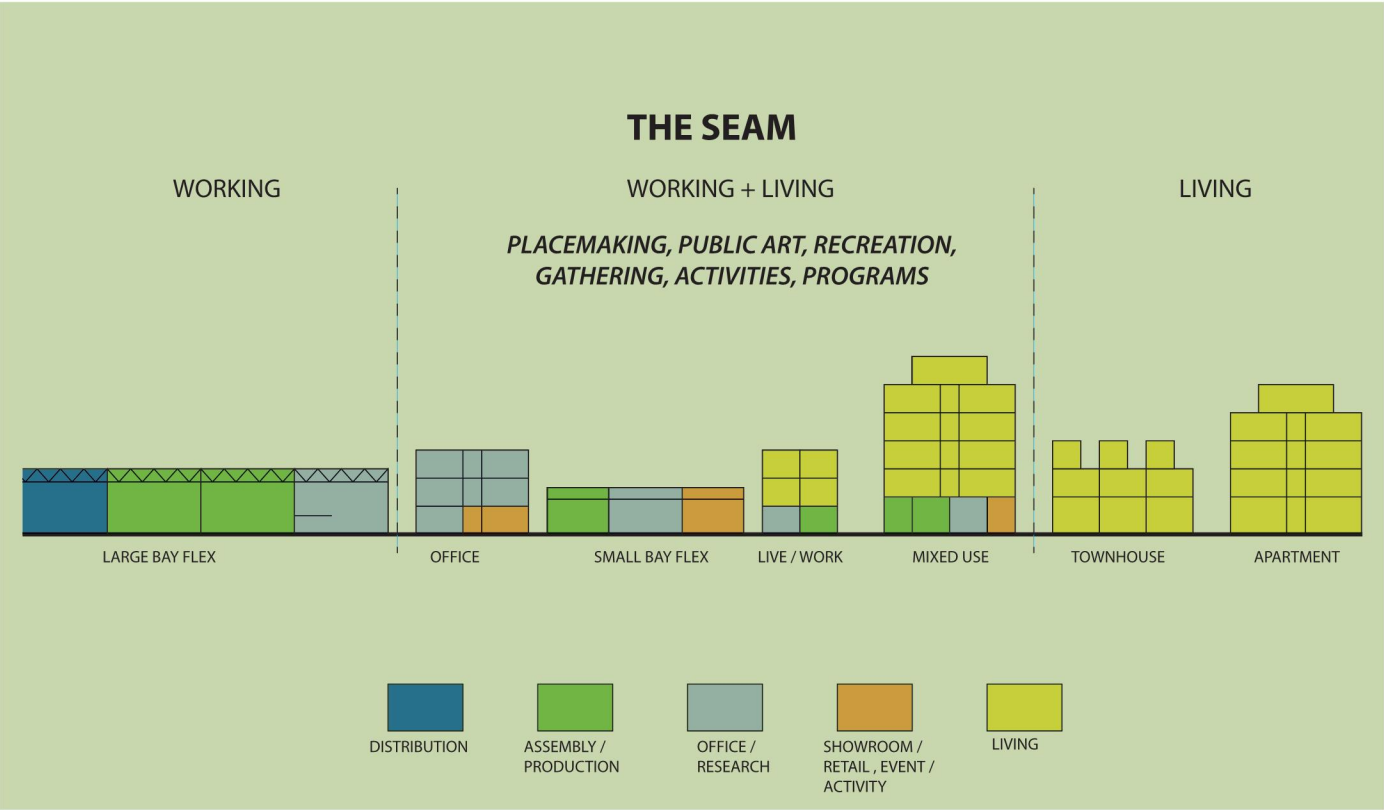
USES:
Artisinal, creative, workshop, small mfg and fabication

CHARACTER:
Small scale, flexible, often adaptive use of existing building stock, garage, workshop

IMPACTS:
Minimal



INTEGRATING LIGHT INDUSTRIAL AND EMPLOYMENT USES INTO THE OPPORTUNITY SITE



INTEGRATING LIGHT INDUSTRIAL AND EMPLOYMENT USES INTO THE OPPORTUNITY SITE



INTEGRATING LIGHT INDUSTRIAL AND EMPLOYMENT USES INTO THE OPPORTUNITY SITE



INTEGRATING LIGHT INDUSTRIAL AND EMPLOYMENT USES INTO THE OPPORTUNITY SITE

