



URBAN AGRICULTURE: PROGRAMS AND POLICIES IN MINNESOTA

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Introduction

Since Dovetail Partners published its first report on urban agriculture in 2011, interest in the field and efforts to promote it have continued to develop. As the public's interest in local food systems has grown, grassroots movements have sprouted and local governments have gotten involved. Many local governments are now engaged in efforts to address urban agriculture and are helping to make it more widespread and accessible.¹ By implementing new zoning codes, ordinances, and initiatives, cities can make it easier to start public community gardens and diverse types of urban agriculture businesses. Government efforts in urban agriculture commonly promote fruit and vegetable production and have also been coupled with nutritional education in schools, public cooking and gardening education, and outreach to citizens of underserved communities. Citizen-led groups, nonprofits, and universities also play leading roles in urban agriculture's growth.

Figure 1. Study Area Map – Minnesota Municipalities Examined



Map created using National Atlas Map Maker
<http://nationalatlas.gov/mapmaker>

Dovetail's previous report defined urban agriculture, explained its benefits and history, touched upon several federal and local government initiatives, and looked at potential future synergies between green building and on-site food production.² This new report more closely examines urban agriculture activities taking place in major Minnesota municipalities, including the cities of Minneapolis, St. Paul, Duluth, and St. Cloud (Figure 1). This report highlights each municipality's recent urban agriculture efforts by addressing specific strategies, policy actions, program initiatives, and lessons learned. Minnesota has a rich agricultural history, and urban agriculture is a growing component. As of July 2012, 319 community gardens in the Twin Cities area were dedicated to food production.³ Figure 2 illustrates community garden locations within St. Paul and Minneapolis. The experiences each community has had with urban agriculture can help inform other citizen or government-led initiatives.

¹ For examples of North American cities engaged in urban agriculture efforts, see: Seattle (<http://www.seattle.gov/environment/food.htm>), Cleveland (<http://cccfoodpolicy.org/working-group/land-use-planning>), Philadelphia (http://www.phila.gov/green/greenworks/equity_LocalFood.html) and Vancouver (<http://vancouver.ca/people-programs/urban-agriculture-guidelines.aspx>)

² The report, "*An Introduction to Urban Agriculture – Past, Present and Future*," can be downloaded at: <http://dovetailinc.org/files/DovetailUrbanAg1111.pdf>

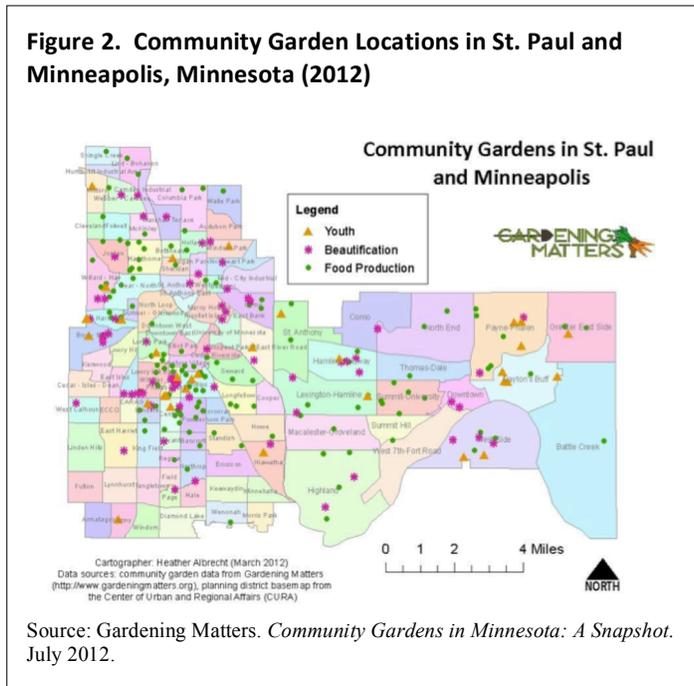
³ Gardening Matters. *Community Gardening in Minnesota: A Snapshot*. July 2012. http://www.gardeningmatters.org/sites/default/files/snapshot%20of%20TC%20CGs_final.pdf

Minneapolis

Minneapolis, led by strong support from Mayor R.T. Rybak and the City Council, has spearheaded an effort to promote urban agriculture. The initiative is named Homegrown Minneapolis and has focused on the City's ability to "grow, process, distribute, eat and compost healthy, sustainable, locally grown foods."⁴

Since 2008, the initiative has:

- created an urban agriculture policy plan,
- implemented zoning code amendments that promote urban agricultural practices,
- formed a Food Council tasked with implementing food-related policy,
- initiated an economic development program for local food processing businesses, and
- created a program for local residents that promotes urban farming practices.



Homegrown Minneapolis

The Minneapolis Department of Health and Family Support launched Homegrown Minneapolis in November 2008 with three initial development phases. Phase I included the creation of the program and recommendations for how the City could promote a robust local food system. Phase II implemented these recommendations, and Phase III involved the formation of a Food Council.⁵



Source: <http://www.minneapolismn.gov/sustainability/homegrown/>

In Phase I, four subcommittees were created to develop recommendations based on specific areas of public interest. Individual subcommittees focused on Farmers' Markets; Community, School, and Home Gardens; Small Enterprise Urban Agriculture; and Commercial Use of Local Foods. Each subcommittee was co-chaired by both a City staff member and a community expert. The subcommittees were tasked with drafting topic-specific recommendations for moving forward. The recommendation process included subcommittee presentations to City advisory and community groups and the collection of public comments prior to presentation of the recommendations to the City Council.⁵ As a result of Phase I, the City Council unanimously authorized creation of a task force to implement subcommittee recommendations and begin Phase II in July 2009.

⁴ City of Minneapolis. *Homegrown Minneapolis*. July 2012.

<http://www.minneapolismn.gov/sustainability/homegrown/index.htm>

⁵ Minneapolis Department of Health and Family Support. *Homegrown Minneapolis: Expanding the Local Food Movement*. July 2012.

<http://www.minneapolismn.gov/www/groups/public/@citycoordinator/documents/images/wcms1p-094436.pdf>

Urban Agriculture Policy Plan

One of the decisions made during Phase I was for Minneapolis' Department of Community Planning and Economic Development (CPED) to create a dedicated Urban Agriculture Policy Plan. The planning process was initiated in Phase II and later adopted by the City Council in 2011. CPED developed the Policy Plan as an amendment to the City's Comprehensive Plan, *The Minneapolis Plan for Sustainable Growth*, which serves as the primary guiding document in the City's development planning.⁶

The Policy Plan lays out detailed findings about existing conditions, issues, opportunities, and recommendations related to urban agriculture (see Appendix I). It discusses ways the City can support community gardens, raise public awareness of the benefits of composting, work towards fair access to local foods for all residents, and "explore opportunities for partnerships linking farmers' markets, community gardens and open space."⁶ It also serves as a guide for future policy decisions, particularly related to land use. The plan's findings point to the need for improving disadvantaged communities' access to healthy produce (see Sidebar 1 and Figure 3).

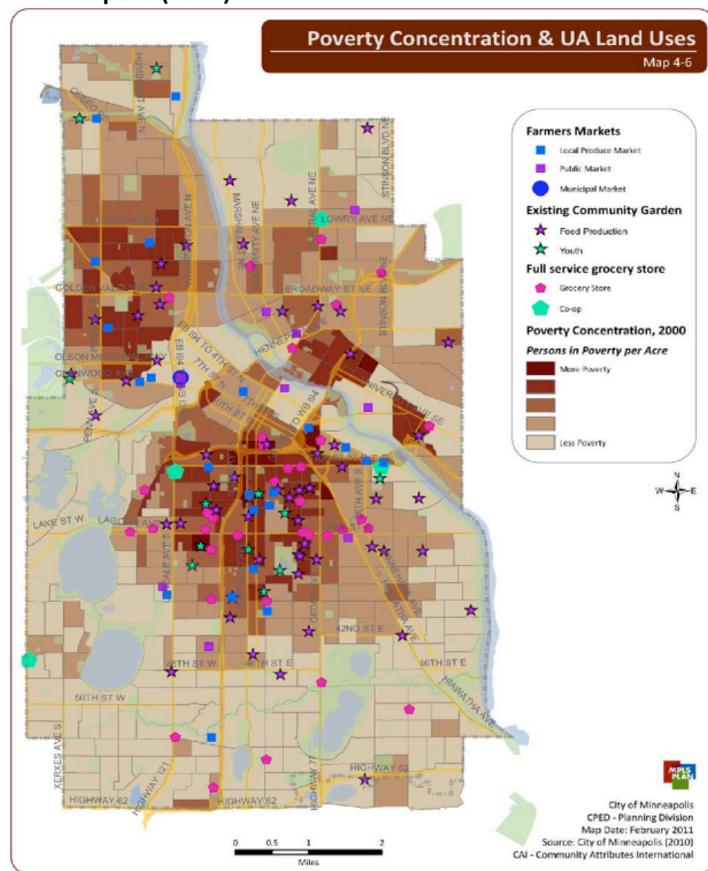
The Homegrown Business Development Center

In addition to promoting urban agriculture through Homegrown Minneapolis, the City has focused on supporting regional agricultural

Sidebar 1. Mapping Food Access

Urban agriculture has the potential to be a source of fresh produce in underserved urban neighborhoods that otherwise lack healthy food access. These neighborhoods are often referred to as food deserts, defined by the U.S. Department of Agriculture (USDA) as areas "with limited access to affordable and nutritious food, particularly such an area composed of predominantly lower income neighborhoods and communities." One of Homegrown Minneapolis' long-term goals is to ensure that all residents live within a quarter-mile of a healthy food source in order to strengthen food security and eliminate food deserts. To support this goal, the City researched locations of existing farmers' markets, community gardens, and full service grocery stores and correlated the information to areas of concentrated poverty within the City. The resulting map (Figure 3) is part of a larger report that also mapped vacant land, land available for urban agriculture, population densities, concentrations of people of color, obesity rates, and car ownership rates.

Figure 3. Poverty Concentration and Urban Agriculture Land Uses in Minneapolis (2011)



Source: Minneapolis Community Planning and Economic Development Department. *Minneapolis Urban Agriculture Policy Plan, Chapter 4: Issues and Opportunities*. 2011. http://www.minneapolisismn.gov/www/groups/public/@cped/documents/webcontent/convert_277143.pdf

⁶ City of Minneapolis. *Urban Agriculture Policy Plan, Chapter 1: Introduction*.

http://www.minneapolisismn.gov/www/groups/public/@cped/documents/webcontent/convert_276069.pdf

businesses and connecting them with Minneapolis-based processors and distributors. CPED, in partnership with the Metropolitan Consortium of Community Developers, established the Homegrown Business Development Center in order to encourage the growth and expansion of businesses that support sustainable agriculture and local food production. This center offers financial and technical aid to Minneapolis-based businesses involved in the processing and manufacturing of locally produced foods. Businesses are eligible if at least ten percent of their products' ingredients come from local sources, defined as "produced, grown or raised in Minnesota or within approximately 200 miles of Minneapolis."⁷ Qualified businesses can apply for a loan of up to \$10,000 with a two percent interest rate for a maximum term of five years.⁸ Recipients must match the amount of the loan dollar-for-dollar. Examples of approved uses for a loan include purchase of raw materials or equipment for the product's manufacturing, marketing tools such as advertising, and packaging materials. CPED has also published a comprehensive guide to starting a local food business ("Guide to Starting a Local Food Business in Minneapolis") that contains many useful resources. These efforts seek to further ensure achievement of Homegrown Minneapolis' goals of developing a stronger local food system and securing related economic benefits.

As part of its investment in sustainability and the local food system, Minneapolis has also sponsored green jobs and employment training, some of which are related to urban agriculture. For example, the City's STEP-UP program gives teens from disadvantaged backgrounds paid internships at local businesses and nonprofits, some of which focus on urban agriculture activities.⁹

The Local Food Resources Hubs Network

An important and replicable program that supports urban farmers in Minneapolis, the Local Food Resources Hubs Network (LFRHN), was launched in early 2011 following Homegrown Minneapolis' recommendations. Financing came through a federally funded initiative – Communities Putting Prevention to Work – that is aimed at preventing obesity and chronic diseases. Based on a similar model in Detroit, LFRHN provides its members with "the resources and education needed to grow, preserve, cook, and compost their own fresh produce, thus increasing access to healthy foods and consumption of fruit and vegetables."¹⁰ LFRHN operates as a collaborative partnership between the Minneapolis Department of Health and Family Support and Gardening Matters, a Twin Cities-based nonprofit focused on community gardens.

The program works through the participation of its members, who pay a small fee in order to receive a start-up package of seeds. As a member, they have access to the knowledge of other LFRHN members, in addition to programming in the form of gardening and canning classes and social events. LFRHN was created to engage individuals with any level of gardening expertise and pair them with community gardens and each other. LFRHN members collaborate with one another

⁷ Homegrown Business Development Center. *Minneapolis Community Planning and Economic Development*. http://www.minneapolismn.gov/cped/ba/cped_homegrown_business_center

⁸ Minneapolis Community Planning and Economic Development. *Guide to Starting a Local Food Business in Minneapolis*. 2011.

http://www.minneapolismn.gov/www/groups/public/@cped/documents/webcontent/convert_269947.pdf

⁹ Minneapolis Department of Health and Family Support. *Progress Report on Homegrown Minneapolis Recommendations*. January 2012.

<http://www.minneapolismn.gov/www/groups/public/@citycoordinator/documents/webcontent/wcms1p-089443.pdf>

¹⁰ Minneapolis Department of Health and Family Support. *Local Food Resource Hubs Network Boosts Residents' Ability to Grow Fruits and Vegetables*. <http://www.health.state.mn.us/divs/oshii/docs/cppwmpfsfoodresourcehubs.pdf>

on a neighborhood scale through the formation of hubs. Hubs consist of geographically based partnerships between individuals, businesses, and community organizations.

In its first year LFRHN established forty-five community gardens and 377 households became members. To date, the effort has involved more than six hundred people and distribution of thirteen thousand seed packets and fifteen thousand seedlings. Special events and projects have included classes on topics such as composting and maintaining soil health, the creation of tool lending libraries, and the founding of new community gardens. Currently, seven hubs exist in the Twin Cities – four in Minneapolis and three in St. Paul.¹¹ To ensure program sustainability, LFRHN wants to focus on outreach to more diverse populations and less experienced gardeners.

The Homegrown Minneapolis Food Council

By the end of Phase II of Homegrown Minneapolis, several specialized working groups of the task force had implemented many of the subcommittee recommendations from Phase I. In addition to the Policy Plan, the Home Grown Business Development Center, and LFRHN, the task force was able to identify land for gardening, revise regulations that posed obstacles for starting small food-related businesses, create targets to measure food sustainability goals, and develop a system for accepting Electronic Benefits Transfer (EBT) payments¹² at farmers' markets.

Phase III involved the delineation of long-term food policy and the creation of a Food Council to ensure that the strategies and policies related to the urban food system represent the diverse interests and viewpoints of the Minneapolis community as a whole. Stakeholder interviews, community meetings, and research of other cities' food policies helped to define the goals and structure of the Food Council. The Minneapolis City Council officially authorized the formation of the Homegrown Minneapolis Food Council in 2011. The Food Council consists of 21 members, including 15 representatives from the community and 6 from various City departments.⁵

Due to the Urban Agriculture Policy Plan's findings and the Food Council's work, the City Council amended the zoning code in March of 2012 to make urban agriculture more accessible (Appendix II). The changes expanded the types of land where urban farming is permitted and defined the standards for operating small and large market gardens.¹³ This amendment represents a substantial step in the process of incorporating the Policy Plan's recommendations into law.

Overall, Minneapolis has received strong support in its development of urban agriculture initiatives. According to Gardening Matters' founder Kirsten Saylor, the City's urban agriculture efforts have moved faster than she expected. Saylor notes that agriculture is an activity that people are not used to seeing in an urban environment.¹⁴ Therefore, it is important that the City continue to build strong partnerships and solid community relations to support its efforts moving forward.

¹¹ "Local Food Resource Hubs." *Gardening Matters*. <http://www.gardeningmatters.org/hubs>

¹² Electronic Benefits Transfer (EBT) is the generic term for the electronic payment system that allows recipients of government benefits to make purchases (i.e., transfer funds from a Federal account to a retailer account). EBT has been used in all 50 states and U.S. territories since 2004. The EBT system is used to deliver benefits associated with the Supplemental Nutrition Assistance Program (SNAP). SNAP is also commonly known as the food stamp program.

¹³ Minneapolis City Planning and Economic Development Department. *News Release: Minneapolis ordinance now in place that allows more opportunities to grow food*. March 30, 2012.

<http://www.minneapolismn.gov/www/groups/public/@cped/documents/webcontent/wcms1p-090420.pdf>

¹⁴ Personal contact with Kirsten Saylor via phone on May 15, 2013.

St. Paul

St. Paul, just across the Mississippi River from Minneapolis, has also recently begun to promote urban agriculture practices. The City is involved in a joint food and nutrition commission with Ramsey County that is developing a comprehensive action plan for creating a sustainable local food system and related policies. The City has also initiated an urban agriculture zoning study and amendments to define various land uses related to urban agriculture. Recent development plans for different areas of the City have focused on implementing urban agriculture in order to ensure access to healthy foods. In September 2013, plans were announced for the development of The Urban Oasis -- a center to promote and handle locally produced food in St. Paul.¹⁵

St. Paul-Ramsey County Food and Nutrition Commission

The St. Paul-Ramsey County Food and Nutrition Commission (FNC) is a food policy council focused on existing local food systems. The council began in 1987 as the St. Paul Food & Nutrition Commission and was originally focused on providing citizens with access to safe, affordable food.¹⁶ Its original Municipal Food Policy report from 1987 espouses the importance of access to healthy local foods. In 1993, the commission expanded and became a joint City-County endeavor.¹⁷ However, because of a lack of funding and commitment on behalf of commission members, the council eventually disbanded in 1999.¹⁶ More recently, in 2010, the commission was reactivated to address food policy and a growing interest in urban agriculture with funding provided by the Statewide Health Improvement Program.

The first phase of the FNC's work from 2010 to 2012 included development of new urban agriculture recommendations and the creation of five task forces to address Urban Agriculture, Economic Development, Infrastructure, Food Access, and Food Literacy. Over 130 community members participated in the development of recommendations for the FNC. The recommendations prioritize reaching diverse and underserved communities, development of community gardens and markets, supporting food literacy, and enabling small businesses. Notably, the recommendations address the importance of several unique partners, including collaboration with libraries that can help spread information about food literacy and with institutes of higher education that can offer green job training related to urban agriculture.¹⁷ The County Board and City Council have accepted these recommendations, and by the fall of 2013 they will likely adopt changes in zoning related to establishing more farmers' markets and defining areas that can be used for urban agriculture.¹⁸ The next step will be for the FNC to begin prioritizing and implementing recommendations with input from reconvened task forces (Appendix III).

A unique aspect of the FNC is that it is a joint effort between the City of St. Paul and Ramsey County.¹⁹ This partnership allows the program to potentially reach a wider audience (urban and

¹⁵ http://www.twincities.com/stpaul/ci_24050149/locally-produced-food-center-gets-st-pauls-1

¹⁶ Wilder Research. *Ramsey County Food Policy Councils: Recommendations and Lessons Learned*. July, 2010. http://www.co.ramsey.mn.us/NR/rdonlyres/7E12AEA2-2D5F-4E3E-A5B4-D557DDCBF194/25188/food_policy_councils_report.pdf

¹⁷ City of St. Paul and Ramsey County. *Saint Paul-Ramsey County Food and Nutrition 2012 Report: Food System Recommendations*. May 2012. http://www.co.ramsey.mn.us/NR/rdonlyres/FF344C71-0F59-41E3-A605-FE7348182CFA/28388/FNC_final_report_2012.pdf

¹⁸ Personal Contact with Nadja Berneche via phone on June 6, 2013.

¹⁹ The reason for this partnership is that the FNC's work is through the health department, which in St. Paul happens to be a joint institution between City and County. In most cities the health department is run by the County.

suburban) while also allowing the City and County to pursue separate priorities. For example, the City intends to revise zoning codes, create development incentives that encourage urban agriculture, and conduct a comprehensive vacant land inventory to examine areas suitable for new gardens. The County's priorities include making SNAP and EBT payments (i.e., food stamps and food assistance programs) accepted at more farmers' markets, promoting enrollment in food assistance programs, and increasing the purchase of local food for County events and facilities.¹⁷

This unique partnership also presents challenges to changing policy. The seventeen other municipalities within Ramsey County have different kinds of regulations and processes as well as much smaller government structures than St. Paul. For example, some of the municipalities within Ramsey County do not have a full-time mayor or planning department.¹⁸ These varying approaches and structures can make the coordination of the development and implementation of new policies difficult.

Urban Agriculture Development: Lowertown Master Plan

One of the most prominent indicators of St. Paul's commitment to incorporating urban agriculture into future large-scale development projects is the 2011 Lowertown Master Plan. The Lowertown area of St. Paul, located on the southeastern edge of downtown, carries a unique history. In the early 20th century the area was a center of industrial businesses because of its proximity to the Mississippi River. It was also home to wealthy capitalists such as James J. Hill. However, the Great Depression took its toll on Lowertown and many industries failed or relocated in the years that followed. Then, in the 1970s, efforts to revitalize Lowertown began. Today, the neighborhood is home to a thriving artist community, diverse residents, the St. Paul Farmers' Market, and the newly refurbished Union Depot. Lowertown is now a designated St. Paul Heritage Preservation Site and is also on the National Register of Historic Places.²⁰

Figure 4. Lowertown Urban Agriculture Vision



Source: City of St. Paul and Cuningham Group. *Greater Lowertown Master Plan Summary*. December 28, 2011. <http://lowertownsaintpaul.files.wordpress.com/2012/01/full-lowertown-master-plan2.pdf>

The 2011 Lowertown Master Plan looks toward future development opportunities and proposes using the underdeveloped eastern part of the area for urban agriculture land uses. Creation of the plan involved many diverse stakeholders and community members such as Lowertown residents, artists, local business owners, architects, planners, and various institutions representing the City, environmental and planning nonprofits, and the farmers' market. The land is currently barren because of development restrictions, so the plan suggests taking advantage of this rare open space

²⁰ City of St. Paul and Cuningham Group. *Greater Lowertown Master Plan Summary*. December 28, 2011. <http://lowertownsaintpaul.files.wordpress.com/2012/01/summary-lowertown-master-plan.pdf>

near downtown to plant row crops and orchards, establish community gardens, and construct greenhouses (Figure 4).²⁰

Since this is a Master Plan, it provides long-term, visionary ideas as opposed to concrete guidelines for implementation. However, the fact that urban agriculture is featured so prominently in the official Lowertown Master Plan is significant because it shows the City's commitment to urban agriculture and related large-scale development. The City has also adopted the Lowertown Master Plan into its citywide Comprehensive Plan.²¹ This commitment is largely due to the FNC's work that has highlighted the City's need for local food production.

Urban Agriculture Development: Frogtown Farm

Another unique urban agriculture initiative in St. Paul, Frogtown Farm, focuses on providing access to healthy food for low-income individuals. The Frogtown neighborhood is the lowest-income area of St. Paul and also one of its most diverse, with large Hmong, Vietnamese, and Hispanic populations. Approximately sixty percent of its 17,000 residents are renters, and recent years have seen many foreclosures and high concentrations of vacant residences.²² According to census information, it has the lowest ratio of green space per child in the City.²³

Frogtown Farm aims to establish an urban farm on a large parcel of land made available by the Amherst H. Wilder Foundation. The Wilder Foundation owned thirteen acres of land in the Frogtown neighborhood, valued at \$4 million. Instead of selling it to a developer for that price, the Foundation accepted an offer for half of that from the Trust

for Public Land. The Trust plans to turn the land into public agricultural and recreational green space for the Frogtown community.²⁴ The City of St. Paul will contribute \$1 million to the project, and additional fundraising will enable the partners to create the farm and accompanying park. The project is spearheaded by Frogtown Gardens, a nonprofit neighborhood group advocating for more green space and other healthy community initiatives.²⁵

Figure 5. Frogtown Farm Conceptual Design



Source: Hellekson, Diane. *Frogtown Farm: Conceptual Design*. May 2010. <http://healthadvocates.info/frogtownfarm/PDF/DHconceptDesign.pdf>

²¹ "St. Paul City Council Approves Master Plan!" July 9, 2012. *Vision Lowertown*.

<http://visionlowertown.com/2012/07/09/st-paul-city-council-approves-lowertown-master-plan/>

²² Melo, Frederick and MaryJo Webster. "St. Paul's Frogtown: The war for a neighborhood." February 18, 2012. *St. Paul Pioneer Press*. http://www.twincities.com/stpaul/ci_19991033

²³ Horowitz, Sarah. "Greenspace Per Child in St. Paul." December 2010. *Health Advocates*.

http://healthadvocates.info/frogtownfarm/PDF/sarah_horowitz_psymb2.jpg

²⁴ Melo, Frederick. "St. Paul: Frogtown Farm park debuts in Coleman's budget." August 20, 2012. *St. Paul Pioneer Press*. http://www.twincities.com/stpaul/ci_21358386/st-paul-frogtown-farm-park-debuts-coleman-budget

²⁵ Ohmans, et. al. *Growing Frogtown*. Health Advocates.

<http://healthadvocates.info/frogtownfarm/PDF/FFplanFeb3.pdf>

The agricultural centerpiece of the plan is what Frogtown Gardens calls a “demonstration farm” (Figure 5). This urban neighborhood farm will provide educational opportunities to Frogtown residents and teach them about how to grow fresh food in their own yards as well as present opportunities for tasting locally grown produce. Possibilities for programming and other additions include: cultural demonstration gardens, classes for all ages, use of green technology such as straw-bale gardens and rain barrels, a bread oven, a fruit tree orchard, a chicken coop, beehives, and a greenhouse. There are also tentative plans to establish a model energy-efficient home on the site for a permanent caretaker. This model home could provide a basis for workshops on different aspects of green building and energy conservation.²⁵

Duluth

Duluth is situated on the western tip of Lake Superior (Figure 1) and, with a population of 86,000 people, is one of Minnesota’s largest cities outside of the Twin Cities metro area.²⁶ Duluth is also home to increasing urban agriculture activity and local food access, which is being led mostly by citizen interest. The City boasts several unique efforts spearheaded by local nonprofits focused on healthy food and food access.



Source:
<http://www.communityactionduluth.org/seeds/index.html>

Seeds of Success

Community Action Duluth, a Duluth-based nonprofit organization, seeks to empower low-income individuals and broader communities to build assets that prevent poverty, create equality, and strengthen the City’s social fabric.²⁷ One of their programs, Seeds of Success, provides jobs in local gardens to unemployed and underemployed Duluth residents from low-income households in the Lincoln Park neighborhood. This neighborhood, one of the most densely populated areas of Duluth, is a USDA designated food desert.²⁸ Seeds of Success has successfully created jobs and influenced how food from the gardens in the neighborhood is distributed. In the past, the food was sold to local grocery stores and restaurants. Now, the produce is sold at the Lincoln Park Farmers’ Market, which is managed by Seeds of Success and located at a community center that is accessible by foot.²⁹ Residents can use SNAP benefits to purchase produce at the weekly market. Seeds of Success also offers a one-to-one match for SNAP benefits, effectively doubling consumers’ purchasing power at the market.³⁰

Seeds of Success Participants Harvesting Basil



Source:
http://www.communityactionduluth.org/images/seeds_album/index.html

²⁶ “Duluth Quick Facts.” *U.S. Census Bureau*. <http://quickfacts.census.gov/qfd/states/27/2717000.html>

²⁷ “About Us.” *Community Action Duluth*. http://www.communityactionduluth.org/about_us.html

²⁸ Latsch, Michael. “Seeds of Success Sells Local Veggies to Seniors.” *Farm and Market News*, Summer 2012, Vol. 17, No. 2. http://lssfa.org/files/LSSFA_Newsletter_Summer_2012.pdf

²⁹ Siple, Julie. “Urban farming program tackles Duluth ‘food desert.’” February 16, 2012. *Minnesota Public Radio News*. http://blogs.mprnews.org/statewide/2012/02/urban_farming_program_tackles_duluth_food_desert/

³⁰ “Lincoln Park Farmer’s Market.” *Community Action Duluth*. <http://www.communityactionduluth.org/seeds/market.html>

In the summer of 2011, the gardens in Lincoln Park produced 4,800 pounds of fruits and vegetables and employed seventeen young people. With funding from the AARP³¹ in 2012, the program started selling weekly shares of vegetables to low-income seniors in the neighborhood, including individuals with limited mobility. **Error! Bookmark not defined.** Michael Latsch, Seeds for Success Program Manager, says that when there is more funding the goal is to establish a small grocery store so that residents can shop at their own convenience.³⁰

Duluth Community Garden Program

Another urban agriculture-focused nonprofit organization, the Duluth Community Garden Program, offers garden plots and resources for a small fee to interested residents. It also holds educational programs on canning and gardening for children. The organization was started by Duluth citizens and funded by private donations. In 2010, they hosted 133 gardeners across seventeen sites.³² One of the organization's initiatives, Produce for the People, encourages Duluth gardeners to donate their surplus produce to local food shelves and emergency services. In 2012, over 500 pounds of fresh produce were donated.³³ With public funding, the group has partnered with Duluth schools to bring gardening and nutrition education to area students.

The Duluth Community Garden Program is also involved with Garden-in-a-Box, an effort started in 2008 by the Minnesota State Horticultural Society to provide free garden kits to low-income families. The kits include a large growing box, soil, and seeds. The Duluth Community Garden Program also offers a knowledgeable gardener to act as a resource for the families that receive the kits.³⁴

Government Initiatives

To date, relatively little public policy development has occurred in Duluth in relation to urban agriculture, but this is starting to change. In December 2010, Duluth Parks and Recreation released a Needs Assessment of the City's public parks that summarized community and stakeholder input. The assessment contains public suggestions for pursuing urban agriculture on public parklands.³⁵ Furthermore, the department's comprehensive Master Plan acknowledges residents' desire for local fresh food and concedes it is a demand that greatly surpasses supply.³⁶ A notable development in the public campaign for local food production was the recent award of a \$25,000 Cities of Service grant to the City of Duluth.³⁷ It was one of eighteen municipal recipients nationally, and the funds will be used to cultivate community gardens in Lincoln Park.

³¹ Formerly the American Association for Retired Persons

³² "History." *Duluth Community Garden Program*. http://www.duluthcommunitygarden.org/about_history.html

³³ Nelson, Sarah. "Duluth Community Garden Highlights 2012." Winter 2012. *Community Gardener's Companion*. http://www.duluthcommunitygarden.org/PDF/winter_2012-2013.pdf

³⁴ "Helping Low-Income Families and School Children 'Grow Their Own.'" *Northern Gardener*. <http://www.northerngardener.org/classes/garden-in-a-box>

³⁵ Duluth Department of Parks and Recreation. *Needs Assessment: Background*. December 2010.

http://www.duluthmn.gov/parks/pdf%20files/master_plan_chapters/Needs%20Assessment_FINAL_December%2012.pdf

³⁶ Duluth Department of Parks and Recreation. *Chapter 2: Trends, How We See Things Changing*.

http://www.duluthmn.gov/parks/pdf%20files/master_plan_chapters/Duluth%20Master%20Plan%20Report_FINAL_12.06.10_Chapter%202.pdf

³⁷ www.citiesofservice.org

Although Duluth has not yet crafted policies specifically governing urban agriculture, this has not hindered community gardens and urban agriculture activities. Seeds of Success and the Duluth Community Garden Program have been able to carry out their work without prohibitions from existing zoning laws or other policies. In situations where it is relatively easy to establish such gardens and programs under existing laws, there is not as much urgency to undertake substantial policy initiatives as those needed in Minneapolis and St. Paul.

St. Cloud

The City of St. Cloud in central Minnesota, about seventy miles northwest of the Twin Cities (Figure 1), provides an example of how grassroots urban agriculture activity can pique local government interest. The City is home to about 66,000 people and one of the largest universities in Minnesota, St. Cloud State University.³⁸ The City and its surrounding area have become increasingly diverse in recent years, with the Hispanic population more than doubling between 2000 and 2010.³⁹ St. Cloud is situated in the heart of one of Minnesota's most important agricultural regions, allowing its growing urban agriculture efforts to provide a connection between the City and its rural surroundings.

St. Cloud State University served as a pioneer in St. Cloud's urban agriculture movement. In 2004 a sociology professor established a large community garden on campus that remains the most prominent in the City.⁴⁰ The University provides land and funds to maintain the garden and views it as a way to connect with the greater community, thus serving as more than just a source of food and education for the university.⁴¹

Another important player in St. Cloud's urban agriculture scene is a nonprofit organization named the Central Minnesota Sustainability Project (CMSP), which was founded in 2009.⁴² It operates four community gardens in St. Cloud and focuses on sustainable gardening practices.⁴³ Its Multicultural Gardeners Program connects recent African immigrants to land on which to garden and provides them with seeds, tools, and knowledge. In addition to the University and CMSP community gardens, several others exist in St. Cloud that are run by churches, residential complexes, schools, parks, and recreation centers.⁴³

Until recently, the City of St. Cloud had not expressed support for, or instituted any significant programs or policies related to, urban agriculture. In 2010 the City published a comprehensive Sustainability Framework Plan that captured past actions, articulated new priorities, and made recommendations for how the City might further foster sustainability.⁴⁴ The report suggested promoting urban agriculture by updating zoning laws, working with developers to create vegetable gardens on new residential properties, and aiding businesses who use locally grown food. Although the City of St. Cloud has not encouraged urban agriculture as heavily as some other cities, it has

³⁸ "St. Cloud Quick Facts." *U.S. Census Bureau*. <http://quickfacts.census.gov/qfd/states/27/2756896.html>

³⁹ "St. Cloud, MN." *DiversityData.org*, Harvard University.

<http://diversitydata.sph.harvard.edu/Data/Profiles/Show.aspx?loc=1188>

⁴⁰ St. Cloud, MN Joint Planning Board. *Sustainability Framework Plan*. 2010.

<http://www.ci.stcloud.mn.us/DocumentCenter/Home/View/1144>

⁴¹ "The History of the Community Garden Project." *St. Cloud State University*.

<http://www.stcloudstate.edu/communitygarden/history.asp>

⁴² "History." *Central Minnesota Sustainability Project*. <http://www.sustainmn.org/about-us/history/>

⁴³ Benton County. *Community Gardens in and around Benton County*.

http://www.co.benton.mn.us/Human_Services/documents/Community%20Gardens.pdf

⁴⁴ St. Cloud's Sustainability Framework Plan, <http://www.ci.stcloud.mn.us/index.aspx?NID=140>

taken the valuable first steps of articulating the critical role urban agriculture can play in a thriving local food system and acknowledging the successful work done by others, such as the University and CMSP. In 2011 the City awarded CMSP with the first St. Cloud Sustainability Award, raising the profile of local urban agriculture efforts and sending the message that these efforts are a priority for the City.⁴⁵

Challenges to Developing Urban Agriculture Programs and Policies

There is clear evidence of growing interest in urban agriculture throughout Minnesota, and the examples above from major municipalities illustrate their diverse needs and approaches. These examples also illustrate the range of potential benefits urban agriculture can provide, including direct access to healthy food, job and skills training, educational opportunities, community building, and development of multi-generational support systems. However, despite increased interest in urban agriculture and expanding opportunities, several potential barriers and challenges exist.

Funding and Lack of Awareness

Many urban agriculture programs are dependent on public funding, including federal and state monies. These funds are at risk as government budgets are reduced and programs are downsized or cut. There is a need to increase awareness of the benefits of urban agriculture, including the public benefits associated with economic development and improved access to healthy food. Developing effective urban agriculture business models (for-profit and nonprofit) and stable policies could go a long way in securing public and non-public funding and diversifying funding sources.

Reaching the Underserved

Increasing underprivileged communities' access to locally grown produce, a primary goal of most government-led urban agriculture efforts, remains a considerable challenge. Developing successful programs requires culturally or linguistically appropriate material as well as knowledgeable leaders. A fundamental need in reaching more underserved communities is access to land. Building demand for community gardens and access to fresh food in diverse, low-income neighborhoods requires establishing trust and partnerships among community groups and effectively supporting community-based leadership. One approach to improving access has been to make EBT and Women, Infants, and Children Program (WIC) payments possible at farmers' markets. Allowing these payments at farmers' markets not only gives recipients access to fresh food but also allows federal assistance to support local economies.

Land Access and Security

A significant barrier to the proliferation and longevity of urban agriculture is the fact that cities generally do not lease land for more than a few years at a time,⁴⁶ and urban agriculture entrepreneurs lack funding to purchase land for starting a private business. The uncertainty of a site's lifespan can prevent urban farmers from making investments in infrastructure, soil amendments, and community connections that are key to growing and maintaining a site. Because land is a key source of tax revenue, cities that lease vacant land for use as community gardens and private urban agriculture ventures may have policies that limit how long the sites may be used.

⁴⁵ Sustainability Awards and Accomplishments, <http://www.ci.stcloud.mn.us/index.aspx?NID=813>

⁴⁶ Minneapolis' Community Garden Pilot Program leased sites to novice gardening groups for one year and to experienced groups for three to five years.

Typically, these policies stipulate the leasing of vacant land until it is developed. Ideally, cities would set aside land permanently for urban agriculture uses.

Zoning Codes and Policies

While some cities' land use laws allow for different forms of urban agriculture (such as community gardens and rooftop farms), lack of zoning codes and policies specific to each can be a significant hurdle. Minneapolis' Urban Agriculture Policy Plan clearly defines terms such as "community gardens," "market gardens," and "urban farms" as well as where each type is allowed. Minneapolis' recommendations for urban agriculture zoning code amendments (see Appendix I) and the changes passed in March 2012 provide an example for other City governments looking for a clear definition of urban agriculture land uses and their related regulations and requirements.

Another way cities can actively promote urban agriculture is through policies and incentives focused on incorporating it into new development projects. Cities can encourage or require developers to grow produce on a given area of new development projects, especially in impoverished areas.

Insurance and Liability

A significant barrier to establishing urban agriculture sites lies in the requirement that farmers purchase liability insurance, which is meant to protect landowners from lawsuits. The costs of this insurance can be out of reach for volunteer-based community groups who would like to start community gardens and for entrepreneurs looking to start an urban agriculture business on leased land. Advocates would like to see policies that greatly reduce or eliminate insurance. A possible solution to protect landowners and to lower costs for farmers could include use of a "Good Samaritan law" that would recognize urban agriculture as a public good; another solution could provide coverage through the City or state's insurance so long as approved practices and policies are followed (i.e., a written agreement defining the conditions that need to be met and maintained).

Soil Quality

Soil quality is a fundamental issue with any kind of gardening, and it is of particular concern in urban agriculture because land can be contaminated from industrial sources and past uses. Contaminants in an urban environment can include lead, arsenic, and cadmium, and industrial or commercial sites can have additional harmful chemicals.⁴⁷ Researching the prior uses of a proposed garden's land and then testing the soil can help identify the degree of contamination and the specific contaminants. If testing is prohibitively expensive, it is also possible to assume that the soil may be contaminated and then transport high-quality soil from elsewhere to use in raised beds. Even if no contamination exists, it is often necessary to amend urban soils (e.g., additions of topsoil, compost, or other materials) to improve nutrients, moisture holding capacity, drainage, or other conditions.

Food Processing and Capacity

Once urban agriculture becomes more widespread and the volume of locally grown food increases substantially, there will be a need to address issues of scale related to food processing, marketing,

⁴⁷ Minnesota Institute for Sustainable Agriculture. *Urban Gardens and Soil Contaminants: A Gardener's Guide to Healthy Soil*. March 2010.

http://www.misa.umn.edu/prod/groups/cfans/@pub/@cfans/@misa/documents/asset/cfans_asset_287228.pdf

distribution, and sale. Although this is an issue that may not arise for some time, Nadja Berneche, of the Food and Nutrition Commission and Gardening Matters, reports that St. Paul is beginning to look at different models of getting local food to consumers in order to assure producers that their food will be profitable and not go to waste.

Bottom Line

Urban agriculture is a growing area of interest in cities around the country and in major Minnesota municipalities. The Minnesota examples depicted in this report illustrate urban agriculture initiatives, activities, and supporting public policies. Information available from established urban agriculture efforts can help inform the further success or new development of additional efforts.

Appendices

Appendix I.

*Minneapolis Urban Agriculture Policy Plan, Chapter 5:
Recommendations and Implementation.* City of Minneapolis,
Homegrown Minneapolis. April 15, 2011.

CHAPTER 5: Recommendations and Implementation

This chapter outlines a series of recommendations based on the Existing Conditions and Issues Chapters. These recommendations advance the goals outlined in *The Homegrown Minneapolis Report* and *The Minneapolis Plan for Sustainable Growth*.

Implementing these recommendations will take additional effort. Many of the recommendations will require zoning code changes. These changes have to be drafted in the context of the actual zoning code language and acted upon through a separate action of the Planning Commission and City Council. The purpose of the recommendations in this plan is to shape these changes and provide the policy context for future zoning code amendments. This plan also sets the policy basis for the implementation of other recommendations that will involve an adjustment of existing policies and practices. Lastly, some recommendations are beyond the scope of CPED and may be implemented by other City departments or external organizations.

As mentioned in the Introduction Chapter, the plan was shaped by a variety of sources including recommendations from *The Homegrown Minneapolis Report* and *The Minneapolis Plan for Sustainable Growth* and steering committee input. To assist in drawing parallels between these different sources of input and in relating them to recommendations of this plan, the following table matches the related recommendations, policies and goals. It is the final recommendations that follow the table that are adopted as land use policy and direction.

Homegrown Minneapolis Recommendations	Comprehensive Plan Policies	Related Plan Goal	Related Major Recommendations (details found in below)
Prioritize local food production and distribution when determining the highest and best use of City-owned and private land and when planning new development or redevelopment projects that could potentially affect existing local food resources.	Support the creation and improvement of community gardens and food markets which sell locally and regionally grown foods. Encourage the equitable spatial distribution of community gardens and food markets to provide all Minneapolis communities with access to healthy, locally grown food.	Promote and support the local food system. Make more land available for urban agriculture. Ensure equal access to land for growing and to fresh food sources.	Incorporate urban agriculture uses into long range planning efforts. Review City-owned land inventories and consider selling or leasing more parcels that are not desirable for development but are well-suited for urban agriculture, particularly in underserved areas. Utilize the existing land sale procedures for the consideration of the sale of land for growing and open space.
Integrate farmers markets into the City's development plans, including detailed planning and action steps.	Support the creation and improvement of community gardens and food markets which sell locally and regionally grown foods.	Promote and support the local food system. Make more land available for urban agriculture.	Incorporate urban agriculture uses into long range planning efforts.
Identify additional policies and incentives to encourage the establishment of new green roofs and the	Where appropriate, support the planting of edible fruit and vegetable plants.	Promote and support the local food system. Promote innovative design	Amend the zoning code to better accommodate urban agriculture uses.

<p>adaptation of existing roofs for food production.</p>		<p>for food growing.</p>	<p>Encourage innovative design in new development.</p>
<p>Identify policies and incentives to encourage (or require) developers to include space for food production and distribution and composting in new developments including a) updating codes so that land set aside for Small Enterprise Urban Agriculture (and/or community gardens) counts towards existing green space set-aside requirements, b) updating green building requirements or incentive programs so that dedication of space for gardening and/or agreements to purchase locally grown food counts towards green building requirements.</p>	<p>Support the growth and development of local businesses.</p> <p>Where appropriate, support the planting of edible fruit and vegetable plants. Explore opportunities for partnerships linking farmers markets, community gardens and open space.</p> <p>Educate residents and property owners about the benefits of recycling, and of properly composting and reusing yard wastes and organic plant-based food waste.</p>	<p>Promote and support the local food system.</p> <p>Make more land available for urban agriculture.</p> <p>Create economic opportunity for growers, processors, and distributors of food.</p> <p>Encourage ecological sustainability.</p> <p>Promote innovative design for food growing.</p>	<p>Encourage innovative design in new development.</p> <p>Amend the zoning code to better accommodate urban agriculture uses.</p> <p>Support and potentially enhance the Homegrown Minneapolis Business Development Center after the 2011 pilot.</p> <p>Conduct a market analysis and economic impact analysis of urban agriculture.</p>
<p>Review, and revise when necessary, City zoning codes to support local food production and distribution, including urban agricultural land uses and related infrastructure (i.e. hoop houses, fencing, and storage sheds), possibly using explicit recognition of urban agriculture as a zoning district and provisions to support long-term secured land tenure for food production and distribution purposes.</p>	<p>Promote nutrition strategies to ensure access to healthy foods for all residents.</p> <p>Where appropriate, support the planting of edible fruit and vegetable plants.</p>	<p>Promote and support the local food system.</p> <p>Make more land available for urban agriculture.</p> <p>Reduce unnecessary regulatory barriers and encourage better regulation where necessary.</p> <p>Explore the role that animals play in the urban food system (explore code-related issues)</p>	<p>Amend the zoning code to better accommodate urban agriculture uses.</p> <p>Advertise the parcels currently on Community Garden Pilot Program (CGPP) list one more time to the public.</p> <p>Before spring, reassess all parcels on the CGPP list to see if a) they are the most desirable for gardening and b) if more can be added in underserved areas.</p> <p>Consider selling some of the parcels on the CGPP list, depending on their long-term market desirability.</p> <p>Revisit the fee structure for CPED-owned community garden leases.</p>
<p>Improve motorized and non-motorized transportation options to increase utilization of and access to markets.</p>	<p>Support the creation and improvement of community gardens and food markets which sell locally and regionally grown foods.</p>	<p>Promote and support the local food system.</p>	<p>Incorporate urban agriculture uses into long range planning efforts.</p>

LAND USE AND ZONING

As described early in the plan, the City's zoning code currently has limited language dealing with urban agriculture uses. Community gardens are allowed and have associated design standards, but some of these design standards fall short of the needs expressed by gardeners. Farmers' markets are regulated by the zoning code and City of Minneapolis Regulatory Services (Environmental Health and Food Safety Division). As mentioned previously, there is a separate process underway addressing farmers' market code issues, but some additional changes are suggested here. In addition, a series of recommendations related to the regulation of planting beds on residential properties are outlined.

1. Amend the zoning code to better accommodate urban agriculture uses.

- 1.1 Define the following terms in the zoning code: community gardens, market gardens, urban farms, and anaerobic digesters. Further evaluate the appropriate zoning districts for these uses based on the guidance below. All urban agriculture zoning code text amendments would involve consultation with technical experts.
 - Allow market gardens in a variety of zoning districts
 - Set a maximum lot area and other performance standards for market gardens so the use fits into a neighborhood context.
 - Establish standards for market gardens similar to or more stringent than those that have been established for community gardens, including no retail sales on-site, except as a temporary use, no overhead lighting, signage limited to a single, non-illuminated flat sign of four square feet, and no more than two vehicles parked on-site, excluding those parked within an enclosed structure.
 - Allow market gardens to be located on rooftops and on the ground.
 - In districts typically associated with high density development such as in Downtown districts, Growth Centers, and Activity Centers, encourage gardens on rooftops or as part of development rather than on the ground as a single use.
 - Allow urban farms in Industrial districts and some Commercial districts.
 - Examine which Industrial districts are appropriate for anaerobic digesters.
- 1.2 Further study aquaculture and aquaponics with the goal of developing a zoning code definition.
- 1.3 Amend the development standards for community gardens to allow for larger, more visible signage and community bulletin boards within the garden areas, larger hoop houses, and the periodic sale of produce.
- 1.4 Amend signage regulations to allow temporary farmers' market signs (for local produce markets) to remain on-site all year, but require that the sign be removed after a farmers' market closes permanently.
- 1.5 Change the list of permitted obstructions in the front yard set back to allow for planting beds in front yards. A maximum height for the beds and minimum setbacks from the property lines should be determined.

- 1.6 Make provisions for trellises designed for growing food.
 - 1.7 Change the home occupation standards to allow growing as an outdoor operation.
 - 1.8 Amend the accessory use standards to include a hoop house as an enumerated accessory use with development standards, including size and height requirements for hoop houses specifically.
 - 1.9 Explore incentives for installation of gardens as an interim use on stalled development sites.
- 2. Incorporate urban agriculture uses into long range planning efforts.**
- 2.1 Update the City’s Comprehensive Plan with additional guidance related to urban agriculture.
 - 2.2 Consider opportunities for farmers markets, urban farms, market gardens, and community gardens when small area plans are developed, particularly in under served areas.
 - 2.3 Consider access to farmers’ markets when long range transportation planning is taking place.
 - 2.4 Add public health as a common element in future planning efforts, better integrating design and health with the help of analysis tools such as Health Impact Assessments.
- 3. Encourage innovative design in new development**
- 3.1 Encourage the planting of produce as part of the required landscaping in new developments.
 - 3.2 Explore opportunities for an urban agriculture demonstration project that incorporates new development and growing or the creative reuse of land.
 - 3.3 Where appropriate, consider the inclusion of farmers’ markets and community gardens when Requests for Proposals are sought for larger-scale new development on City-owned parcels, particularly in underserved areas.

LAND AVAILABILITY

The availability of land for growing was a key concern raised during the Homegrown Minneapolis process. A key challenge remains in that vacant land is owned by a variety of organizations with different missions. However, the land capacity analysis conducted as part of this study concluded that there is enough available land to meet redevelopment demands for many years to come. In addition, there are opportunities to reduce the public cost of holding land by leasing or selling it for growing.

1. **Review City owned land inventories and consider selling or leasing more parcels that are not desirable for development but are well-suited for urban agriculture, particularly in underserved areas.**
 - 1.1 CPED and Public Works should work together on a land inventory review to insure a coordinated City effort.
 - 1.2 Assure that soil testing has taken place on all City owned lots used for community gardens. Continue to seek out resources for testing soils on City owned land.
 - 1.3 Use the criteria previously developed for evaluating parcels for the community gardens pilot program to judge the suitability of land for agriculture. Update these criteria as needed.
2. **Utilize the existing land sale procedures for the consideration of the sale of land for growing and open space.**

ECONOMIC DEVELOPMENT

Urban agriculture can offer economic benefits to the City through the creation of small businesses and value-added food chains. The zoning changes recommended above will help open up opportunities for new business ventures. In addition the plan recommends the following next steps be pursued:

1. **Support and potentially enhance the Homegrown Minneapolis Business Development Center after the 2011 pilot.**
2. **Conduct a market analysis and economic impact analysis of urban agriculture.**
 - 2.1 Explore the market demand for urban agriculture including the purchase of local foods, potential business concepts, and growing interest.
 - 2.2 Conduct an economic impact analysis that explores how urban agriculture can enhance the tax base through property value and small business.

SUGGESTED FUTURE EFFORTS

Through the planning process many important issues were raised that are beyond the scope of CPED or would be addressed through separate processes. Below are a series of recommendations that should be pursued, many of which could potentially be part of future Homegrown Minneapolis efforts.

COMMUNITY GARDEN PROGRAM

The 2010 Community Garden Pilot Program made 18 City owned parcels available for lease for community gardens. Five of the eighteen were leased. In 2011 this pilot program should be revisited and the following recommendations pursued:

1. Advertise the parcels currently on the list one more time to the public.
2. Before spring, reassess all parcels on the list to see if a) they are the most desirable for gardening and b) if more can be added in underserved areas.
3. Consider selling some of the parcels on the list, depending on their long-term market desirability.
4. Revisit the fee structure for CPED owned community garden leases.

MARKETING AND BRANDING

- Create universal signage (like the “P” for public Parking) to direct people to farmers’ markets.
- Further develop the Homegrown brand.

PARTNERSHIPS

- Create an organization or agency to serve the function of building partnerships between groups such as growers and processors and restaurants and compost creators and growers.
- Continue to work with the Minneapolis Park and Recreation Board, Minneapolis Public Schools, and Hennepin County to explore opportunities for urban agriculture.

LAND BANKING, LIABILITY, AND TAXES

- Explore a land bank option for community gardens and farmers’ markets to manage property and ensure permanency.
- Explore tax incentives and exemptions for growing.

HEALTH

- Continue to pursue efforts to make healthy local food available with the goal of insuring better public health for Minneapolis citizens.
- Further promote nutritional strategies and healthy eating.

DESIGN

- Provide education about creative integration of local food and new development and potentially link growers and designers. CPED would be partner in this work.
- Explore legislative change to make an exception for some building code requirements for rooftop growing.

COMPOSTING

- Study the potential for more coordinated composting. This effort would need to involve several City department including Public Works, CPED, and Regulatory Services and Emergency Preparedness.

Appendix II.

Urban Agriculture Policy Plan Amendment/Zoning Code Updates.
City of Minneapolis, Homegrown Minneapolis. March 30, 2012.

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 520 of the Minneapolis Code of Ordinances
relating to Zoning Code: Introductory Provisions.**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That Section 520.160 of the above-entitled ordinance be amended by adding thereto the following definitions in alphabetical sequence to read as follows:

520.160. Definitions. Unless otherwise expressly stated, or unless the context clearly indicates a different meaning, the words and phrases in the following list of definitions shall, for the purposes of this zoning ordinance, have the meanings indicated. Additional definitions may be found within specific chapters of this zoning ordinance. All words and phrases not defined shall have their common meaning.

Apiary. The assembly of one (1) or more colonies of honeybees at a single location.

Aquaculture. The cultivation, maintenance, and harvesting of aquatic species.

Aquaponics. The combination of aquaculture and hydroponics to grow food or ornamental crops and aquatic species together in a recirculating system without any discharge or exchange of water.

Arbor. A landscape structure consisting of an open frame with horizontal and/or vertical latticework often used as a support for climbing food or ornamental crops. An arbor may be freestanding or attached to another structure.

Cold frame. An unheated outdoor structure built close to the ground, typically consisting of, but not limited to, a wooden or concrete frame and a top of glass or clear plastic, used for protecting seedlings and plants from cold weather.

Community garden: A use in which land managed by a group of individuals is used to grow food or ornamental crops for donation or for use by those cultivating the land and their households. Community gardens may be divided into separate plots for cultivation by one (1) or more individuals or may be farmed collectively by members of the group and may include common areas maintained and used by group members.

Community supported agriculture drop-off/pick up. Location where a farmer delivers or distributes farm shares and individuals pick up their shares at a set time weekly, biweekly or monthly.

Composting. The natural degradation of organic material, such as yard and food waste, into soil.

Farmstand. A temporary structure for the display and sale of food or ornamental crops grown on-site at a community garden, market garden or urban farm.

Greenhouse: A structure that is constructed primarily of glass, glass-like or translucent material which is devoted to the protection or cultivation of food or ornamental crops.

Greenhouse, lawn and garden supply store. An establishment where products related to the planting, maintaining, or harvesting of trees, shrubs, plants, grasses or sod, fertilizers, soils, chemicals or other goods and related products are sold in small quantity to the public.

Greenhouse, wholesale: An establishment where products related to the planting, maintaining, or harvesting of trees, shrubs, plants, grasses or sod, fertilizers, soils, chemicals or other goods and related products are sold primarily to greenhouse, lawn and garden supply stores, landscape contractors or other retail outlets.

Hoop house. A temporary or permanent structure typically made of, but not limited to, piping or other material covered with translucent material for the purposes of growing food or ornamental crops. A hoop house is considered more temporary than a greenhouse.

Hydroponics. The growing of food or ornamental crops, in a water and fertilizer solution containing the necessary nutrients for plant growth.

Market garden. An establishment where food or ornamental crops are grown on the ground, on a rooftop or inside a building, to be sold or donated.

Mini-Market. A type of farmers market, limited to five (5) or fewer market vendors, whose primary purpose is to improve access to locally grown agricultural products.

Produce and craft market. A recurring event, held outdoors or in another defined place, on designated days and times, where market vendors consisting of agricultural producers, home processors, food market manufacturers, food market distributors and craft producers that manufactures or crafts non-food goods by the force of their own labor, are organized for the purpose of selling their products directly to the public. A minimum of thirty (30) percent of market vendors in produce and craft markets shall be food market vendors (agricultural producers, food market manufacturers, food market distributors, or home processors).

Urban farm. An establishment where food or ornamental crops are grown or processed to be sold or donated that includes, but is not limited to, outdoor growing operations, indoor growing operations, vertical farms, aquaponics, aquaculture, hydroponics and rooftop farms.

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 530 of the Minneapolis Code of Ordinances
relating to Zoning Code: Site Plan Review.**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That Section 530.180 of the above-entitled ordinance be amended to read as follows:

530.180. Landscaping of other areas. All other areas not governed by sections 530.160 and 530.170 and not occupied by buildings, parking and loading facilities or driveways, shall be covered with turf grass, native grasses or other perennial flowering plants, vines, mulch, shrubs, ~~or~~ trees or edible landscaping.

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 535 of the Minneapolis Code of Ordinances
relating to Zoning Code: Regulations of General Applicability.**

The City Council of The City of Minneapolis do ordain as follows:

Section 1. That Table 535-1 of the above-entitled ordinance be amended by adding thereto the following types of obstructions in alphabetical sequence to read as follows:

Table 535-1 Permitted Obstructions in Required Yards

<i>Type of Obstruction</i>	<i>Front or Corner Side Yard</i>	<i>Interior Side Yard</i>	<i>Rear Yard</i>
<u>Arbors, or other growing support structures that are not a fence, trellis or pergola, not exceeding twenty (20) square feet in area, including eaves, and not more than eight (8) feet in height. Both the sides and the roof must be at least fifty (50) percent open, or, if latticework is used, shall be less than sixty (60) percent opaque. Such structures shall not be constructed of electrically charged wire, razor wire, chain link, chicken wire, railroad ties, utility poles, plywood or any other similar materials.</u>	<u>P</u>		<u>P</u>
<u>Pergolas, subject to the provisions of Chapter 537, Accessory Uses and Structures, and section 535.280 (d), (e) and (f). In a front or corner side yard pergolas shall not exceed twenty (20) square feet in area, including eaves, and not more than eight (8) feet in height.</u>	<u>P</u>	P	P

<p><u>Raised planting beds, not exceeding three (3) feet in height. In a front or corner side yard raised planting beds shall not be closer than five (5) feet to a front or corner side property line. Raised planting beds shall be constructed of wood, brick, masonry, landscape timbers, metal, ceramic, or synthetic lumber and shall be compatible with the principal structure and adjacent residential properties. Raised planting beds constructed of wood shall be structurally sound and free of rot. In addition, prefabricated raised planting beds shall be permitted. Raised planting beds shall not be constructed of wire, chicken wire, rope, cable, railroad ties, utility poles, tires, plumbing fixtures or any other similar materials.</u></p>	<p><u>P</u></p>		<p><u>P</u></p>
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Section 2. That Section 535.360 of the above-entitled ordinance be amended to read as follows

535.360. Permitted temporary uses and structures. The following temporary uses and structures shall be permitted in all zoning districts, except as otherwise specified below, provided such temporary use or structure shall comply with the regulations of the zoning district in which it is located and all other applicable regulations of this ordinance.

(4) *Seasonal outdoor sale of holiday items.* The seasonal outdoor sale of holiday items, ~~including but not limited to Christmas trees, wreaths and pumpkins~~ may be allowed as a temporary use. Such temporary use shall not exceed a duration of thirty-five (35) days in one (1) calendar year. In the residence and OR1 districts, such seasonal outdoor sale of holiday items shall be located on institutional and public uses property only.

(5) *Farmers' markets, mini-markets and produce and craft markets.* Farmers' markets, ~~mini-markets and produce and craft markets~~ may be allowed as a temporary use. Such temporary use shall not exceed a duration of seventy-five (75) days in one (1) calendar year. In the residence and OR1 districts, farmers' markets, ~~mini-markets and produce and craft markets~~ shall be located on institutional or public use sites or on zoning lots of not less than twenty thousand (20,000) square feet. Temporary farmers' markets, ~~mini-markets and produce and craft markets~~ shall not be located in the I3 zoning district.

(6) *Promotional activities involving outdoor sales and display.* Outdoor sales and display not otherwise allowed, may be allowed as a temporary use, provided such use shall not be located in a residence or office residence

district. Such temporary use shall not exceed a duration of fifteen (15) days in one (1) calendar year.

(7) *Searchlights.* Searchlights may be allowed in the commercial and downtown districts as a temporary use, provided such use shall not exceed a duration of three (3) consecutive days and no more than fifteen (15) days in one (1) calendar year.

(8) *Farmstand.* Farmstands may be allowed as a temporary use provided that such temporary farmstand shall only sell products grown onsite and shall not exceed a duration of fifteen (15) days in one (1) calendar year. Such sales shall be limited to between 7:00 a.m. and 7:00 p.m. Farmstands shall be allowed only accessory to a lawfully established market garden, urban farm or community garden. Farmstands must be removed from the premises or stored inside a structure when not in operation. Only one (1) farmstand is permitted per zoning lot. One (1) temporary sign advertising only products grown on-site may be displayed during sales but must be removed from the premises or stored inside a structure when the farmstand is not in operation. Temporary farmstands shall not be located in the I3 zoning district.

~~(8)~~(9) *Additional temporary uses.* In addition to the temporary uses and structures listed above, the zoning administrator may allow other temporary uses and structures, not exceeding fifteen (15) days (15) in one (1) calendar year, provided the zoning administrator determines that the proposed temporary use or structure is substantially similar to a temporary use or structure listed above in the manner provided for in Chapter 525, Administration and Enforcement, governing determination of substantially similar uses.

Section 3. That Section 535.450 of the above-entitled ordinance be amended to read as follows:

535.450. Home occupation standards. Home occupations shall be subject to the following standards, except that licensed family day care and licensed group family day care shall be exempt from the provisions of sections (2), (6), (11), (12), (13) and (15):

(5) The home occupation shall be conducted only within an enclosed area of the dwelling, except that the growing of food or ornamental crops, to be sold or donated off-site, shall be exempt from this provision. However, beginning in the R4 zoning district, in multiple-family dwellings of five (5) or more units the home occupation may be allowed within a specific area of the principal building designated for such home occupation by conditional use permit, as provided in Chapter 525, Administration and Enforcement. In addition to the conditional use standards, the planning commission shall consider, but not be limited to, the following factors:

a. Nature of the home occupation and its impacts of noise, light, odor, vibration and traffic.

- b. Conformance with applicable zoning requirements, including but not limited to, yards, gross floor area, and specific development standards.
 - c. History of complaints related to the property.
- (6) Outdoor storage or display of materials, goods, supplies, or equipment related to the conduct of a home occupation shall be prohibited, unless associated with the growing of food or ornamental crops to be sold or donated off-site. Any materials associated with the growing of food or ornamental crops shall be located entirely to the rear of the principal structure and shall not be located in a required yard unless stored within a permitted accessory structure.
- (7) The required off-street parking area provided for the principal use shall not be reduced or made unusable by the home occupation.
- (8) Signage shall be restricted to one (1) non-illuminated, flat wall, identification sign not to exceed one (1) square foot in area. On a corner zoning lot, two (2) such signs, one (1) facing each street, shall be allowed.
- (9) No equipment, machinery or materials other than of a type normally found in or compatible with a dwelling shall be allowed.
- (10) No retail sale and delivery of products or merchandise to the customer or client shall occur on the premises except where accessory to any services provided (such as hair care products sold accessory to hair cutting or computer disks accessory to accounting services).
- (11) No home occupation shall be visible from any public right-of-way, except for allowed signage, unless associated with the growing of food or ornamental crops to be sold or donated off-site. Plantings visible from any public right-of-way that do not change the residential character or appearance of the dwelling, any accessory buildings or the zoning lot shall be permitted.

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 536 of the Minneapolis Code of Ordinances
relating to Zoning Code: Specific Development Standards.**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That Section 536.20 of the above-entitled ordinance be amended by amending or adding thereto the following specific development standard in alphabetical sequence to read as follows:

536.20. Specific development standards. The uses listed below are subject to the following specific development standards, in addition to all other applicable regulations:

Community garden.

- (1) Overhead lighting shall be prohibited.
- ~~(2) Signage shall be limited to a single, non-illuminated, flat sign of four (4) square feet.~~
- ~~(3)~~(2) No more than two (2) vehicles shall be parked on-site, excluding those parked within an enclosed structure.
- ~~(4)~~(3) No retail sales shall be permitted, except as an approved temporary use, as specified in Chapter 535, Regulations of General Applicability.
- (4) The use shall not be located in a required interior side yard.
- (5) Outdoor growing associated with a community garden shall be exempt from the enclosed building requirements of the zoning ordinance.
- (6) Keeping of animals is prohibited.

Market gardens.

- (1) In the Residence and OR1 districts:
 - a. Mechanized equipment similar in scale to that designed for household use shall be permitted. Use of larger mechanized farm equipment is generally prohibited; provided, however, that during the initial preparation of the land heavy equipment may be used to prepare the land between 7:00 a.m. and 7:00 p.m.
 - b. No retail sales shall be permitted, except as an approved temporary use, as specified in Chapter 535, Regulations of General Applicability.

- c. No more than two (2) vehicles shall be parked on-site, excluding those parked within an enclosed structure.
 - d. Shipment and delivery of products or supplies shall be limited to between 7:00 a.m. and 7:00 p.m. and shall regularly occur only in single rear axle straight trucks or smaller vehicles normally used to serve residential neighborhoods.
 - e. Overhead lighting shall be prohibited.
- (2) In the C3A and downtown zoning districts market gardens shall be limited to rooftops or indoor operations unless accessory to a principal use located on the same zoning lot.
 - (3) Any equipment or supplies needed for garden operations shall be enclosed or otherwise screened from the street and any adjacent residential uses.
 - (4) The use shall not be located in a required interior side yard.
 - (5) Keeping of animals is prohibited.
 - (6) Outdoor growing associated with a market garden shall be exempt from the enclosed building requirements of the zoning ordinance.

Urban farm.

- (1) Keeping of animals is prohibited.
- (2) Any equipment or supplies needed for farm operations shall be fully enclosed or otherwise effectively screened from the street and any adjacent residential uses.
- (3) The use shall not be located in a required interior side yard.
- (4) Outdoor growing associated with an Urban Farm shall be exempt from the enclosed building requirements of the zoning ordinance.

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 537 of the Minneapolis Code of Ordinances
relating to Zoning Code: Accessory Uses and Structures**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That Section 537.110 of the above-entitled ordinance be amended by adding thereto the following allowed accessory use or structures and development standards, in alphabetical sequence to read as follows:

537.110. Allowed accessory uses and structures. The following accessory uses and structures shall be allowed, subject to the following development standards:

Animal coops, pens or other structures used to house small animals or fowl, such as a chicken, turkey, duck or pigeon. Animal coops, pens or other structures used to house small animals or fowl, such as a chicken, turkey, duck or pigeon shall be allowed accessory to a dwelling subject to the following:

- (1) The use shall be located not less than twenty (20) feet from any habitable building on an adjacent property.
- (2) The use shall be visually screened from any adjacent residential use.
- (3) The use shall be constructed of durable materials and shall be compatible with the principal structure and adjacent residential properties.
- (4) The use shall be located entirely to the rear of the principal residential structure.
- (5) The use shall comply with the requirements of Chapter 70, Fowl, Pigeons and Other Small Animals, of the Minneapolis Code of Ordinances.

Animal runs. *Animal runs used to exercise small animals or fowl, such as a chicken, turkey, duck or pigeon.* Animal runs shall be allowed accessory to a dwelling subject to the following:

- (1) The use shall be located not less than twenty (20) feet from any habitable building on an adjacent property.
- (2) The use must be fenced or otherwise enclosed to keep the animals confined to the designated area.
- (3) The use shall be located entirely to the rear of the principal structure.
- (4) The use shall comply with the requirements of Chapter 70, Fowl, Pigeons and Other Small Animals, of the Minneapolis Code of Ordinances.

Apiary. An apiary shall be allowed as an accessory use subject to the following:

- (1) The use shall be located not less than twenty (20) feet from any habitable building on an adjacent property.
- (2) The use shall comply with the requirements of Title 4, Chapter 74, of the Minneapolis Code of Ordinances.

Aquaponics, aquaculture or hydroponics. Aquaponics, aquaculture or hydroponics shall be allowed accessory to an urban farm or accessory to indoor market gardens located in a commercial or downtown zoning district, subject to the following:

- (1) The operator shall maintain any required licensure through the Department of Natural Resources and the Department of Agriculture.
- (2) The tanks shall not be connected to the sewer system.

Cold frames or other structures used to cover food or ornamental crops to protect from cold weather. Cold frames or other structures used to cover food or ornamental crops and provide protection from cold weather shall be allowed as an accessory use subject to the following:

- (1) The use shall not exceed four (4) feet in height.
- (2) The use shall not be located in a required interior side yard.

Community bulletin board. Community Bulletin Boards shall be allowed accessory to institutional and public uses, subject to the following:

- (1) A community bulletin board shall not be located in any required yard or within twenty (20) feet of any habitable building on an adjacent property.
- (2) Community bulletin boards shall not exceed eight (8) square feet in area and shall not exceed six (6) feet in height.
- (3) Landscaping or other decorative materials designed to screen the base of the community bulletin board shall be provided. Such landscape or decorative materials shall be capable of screening the base of the community bulletin board all year and shall be well maintained.
- (4) Illumination is prohibited.

Community garden. In addition to the zoning districts in which community gardens are allowed as a principal use, community gardens shall be allowed as an accessory use subject to the provisions of Chapter 536, Specific Development Standards, and the following:

- (1) In the residence and OR1 districts, community gardens shall not be allowed accessory to a residential use.

Community supported agriculture drop-off/pick up. Community supported agriculture drop-off/pick up sites shall be allowed as an accessory use.

Compost container. Compost containers shall be allowed as an accessory use, subject to Chapter 244, Housing Maintenance Code, of the Minneapolis Code of Ordinances the following:

- (1) The use shall be located not less than twenty (20) feet from any habitable building on an adjacent property.
- (2) The use shall comply with the requirements of Chapter 244, Housing Maintenance Code, of the Minneapolis Code of Ordinances and with all applicable rules and statutes as determined by the Minnesota Pollution Control Agency.

Farmstand. Farmstands shall be allowed accessory to a community garden, market garden or urban farm, subject to the provisions of Chapter 535, Regulations of General Applicability.

Fowl, pigeons and other small animals. Fowl, pigeons and other small animals, such as a chicken, turkey, duck or pigeon, shall be allowed accessory to a permitted or conditional residential use subject to the following:

- (1) The use shall comply with the requirements of Chapter 70, Fowl, Pigeons and Other Small Animals, of the Minneapolis Code of Ordinances.
- (2) Live slaughter shall be prohibited.

Hoop houses or other structures used solely to extend the growing season for food or ornamental crops. Hoop houses or other structures used solely to extend the growing season for food or ornamental crops shall be allowed as an accessory use subject to the applicable district regulations and subject to the following:

- (1) In the residence and OR1 districts the use must be located in the rear fifty (50) feet of the lot.
- (2) The use shall be located not less than twenty (20) feet from any habitable building on an adjacent property.
- (3) The use shall not be located in a required interior side yard.
- (4) Notwithstanding the provisions of this chapter, hoop houses, cold frames or other temporary structures used solely to extend the growing season for food or ornamental crops that are accessory to a community garden, market garden or urban farm, shall be exempt from the maximum floor area of all accessory structures, provided that the total size of such temporary structures shall not exceed one thousand (1,000) square feet or fifteen (15) percent of the lot area, whichever is greater, and shall not exceed a duration of one hundred eighty (180) days in a calendar year.

(5) The use shall comply with all applicable requirements of the Minnesota State Fire Code and Minneapolis Fire Department and obtain any required permits.

(6) Notwithstanding the provisions of section 537.50, the maximum height of a hoop house or other structure used solely to extend the growing season for food or ornamental crops shall not exceed six and one half (6½) feet accessory to single and two-family dwellings and multiple-family dwellings having three (3) or four (4) dwelling units and twelve (12) feet accessory to all other uses. The use shall not exceed the maximum height for any accessory structure as specified in section 537.50.

Market garden. In addition to the zoning districts in which market gardens are allowed as a principal use, market gardens shall be allowed as an accessory use subject to the provisions of Chapter 536, Specific Development Standards, and the following:

(1) In the residence and OR1 districts, market gardens shall not be allowed accessory to a residential use.

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 541 of the Minneapolis Code of Ordinances
Relating to Zoning Code: Off-Street Parking and Loading.**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That the following portion(s) of Table 541-1 of the above-entitled ordinance be amended by adding thereto the following in alphabetical sequence to read as follows:

Table 541-1 Specific Off-Street Parking Requirements

<p>Minimum parking requirement, in general. Non-residential uses with one thousand (1,000) square feet or less shall be exempt from minimum off-street parking requirements. All uses over one thousand (1,000) square feet, other than those specified under the heading "Residential Uses" shall provide a minimum of four (4) parking spaces or the amount specified in this table, whichever is greater, except as otherwise provided in this chapter. Multiple-tenant or multiple-use buildings may exempt no more than four (4) uses of one thousand (1,000) square feet or less from the minimum off-street parking requirement. In addition, one (1) parking space shall be provided for each commercial vehicle or vehicle necessary for the operation of the use that is maintained on the premises. Such vehicles may include, but shall not be limited to, tow trucks, taxis, buses, limousines, hearses, commercial trucks or vans, police or fire vehicles or other service vehicles.</p> <p>Maximum parking allowed, in general. Uses subject to a maximum parking requirement may provide parking up to the amount specified below provided that a development with one (1) or more non-residential uses shall not be restricted to fewer than ten (10) total accessory parking spaces on a zoning lot.</p>			
Use	Minimum Parking Requirement	Maximum Parking Allowed	Notes (see 541.170)
COMMERCIAL USES			
Retail Sales and Services			
<u>Market Garden</u>	<u>1 space per 5,000 sq. ft. of growing or storage area</u>	<u>1 space per 2,500 sq. ft. of growing or storage area or as determined by Chapter 536 Specific Development Standards.</u>	<u>1</u> <u>The minimum requirement of 4 spaces shall not apply</u>
INDUSTRIAL USES			
Specific Industrial Uses			
<u>Urban Farm</u>	<u>1 space per 500 sq. ft. of GFA of office, sales, or display area</u>	<u>1 space per 200 sq. ft. of GFA of office, sales, or display area</u>	<u>1</u>

	<u>in excess of 4,000 sq. ft. (minimum of 4 spaces) + 1 space per 5,000 sq. ft. of growing or storage area</u>	<u>+ 1 space per 2,500 sq. ft. of growing or storage area</u>	
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Section 2. That the following portion(s) of Table 541-3 of the above-entitled ordinance be amended to read as follows:

Table 541-3 Bicycle Parking Requirements

Use	Minimum Bicycle Parking Requirement	Notes (see 541.180)
Minimum bicycle parking requirement, in general. Non-residential uses having one thousand (1,000) square feet or less shall be exempt from minimum bicycle parking requirements. Unlisted uses do not have a minimum bicycle parking requirement.		
COMMERCIAL USES		
<u>Market Garden</u>	<u>3 spaces</u>	<u>1</u>
INDUSTRIAL USES		
General Use Categories		
Light industrial	2 spaces or 1 space per 20,000 sq. ft. of GFA, whichever is greater, excluding GFA devoted to bulk storage of materials	2
Medium industrial	2 spaces or 1 space per 30,000 sq. ft. of GFA, whichever is greater, excluding GFA devoted to bulk storage of materials	2
General industrial	2 spaces or 1 space per 40,000 sq. ft. of GFA, whichever is greater, excluding GFA devoted to bulk storage of materials	2
Limited production and processing	2 spaces or 1 space per 20,000 sq. ft. of GFA, whichever is greater	2
Specific Industrial Uses		
<u>Urban Farm</u>	<u>3 spaces</u>	<u>1</u>
PUBLIC SERVICES AND UTILITIES		
Passenger transit station	As approved by C.U.P.	1
Post office	3 spaces	1

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 543 of the Minneapolis Code of Ordinances
Relating to Zoning Code: On-Premise Signs.**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That the following portion(s) of Table 543-1 of the above-entitled ordinance be amended to read as follows:

Table 543-1 Specific Standards for Signs in the Residence and OR1 Districts

<i>Use</i>	<i>Sign Standards</i>
COMMERCIAL USES	
<u>Market Garden</u>	<u>One (1) nonilluminated identification sign not exceeding eight (8) sq. ft. Maximum height of six (6) ft.</u>

Section 2. That Section 543.220 of the above-entitled ordinance be amended to read as follows

543.220. Farmers' market. Notwithstanding the provisions of Tables 543-1 Specific Standards for Signs in the Residence and OR1 Districts, 543-2, Specific Standards for Signs in the OR2, OR3 and Commercial Districts, 543-3, Specific Standards for Signs in the Downtown Districts, and 543-4 Specific Standards for Signs in the Industrial Districts, signage accessory to a farmers' market shall be limited to one (1) square foot of signage per one (1) foot of street frontage of the zoning lot. One (1) freestanding sign shall be allowed per zoning lot. Freestanding signs shall not exceed fifty-four (54) square feet in area and ~~fourteen (14)~~ eight (8) feet in height. All other signs shall not exceed forty-five (45) square feet in area and ~~fourteen (14)~~ eight (8) feet in height. ~~Signs for temporary farmers' markets shall not be permanently installed on the site~~ One (1) freestanding sign not exceeding eight (8) square feet in area and six (6) feet in height shall be allowed accessory to temporary farmers' market, mini-market and produce and craft markets and may be permanently installed on the site, provided that such sign shall be removed if the temporary use permit is not reissued.

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 546 of the Minneapolis Code of Ordinances
relating to Zoning Code: Residence Districts.**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That the following portion(s) of Table 546-1 of the above-entitled ordinance be amended to read as follows:

Table 546-1 Principal Uses in Residence Districts

<i>Use</i>	<i>R1</i>	<i>R1A</i>	<i>R2</i>	<i>R2B</i>	<i>R3</i>	<i>R4</i>	<i>R5</i>	<i>R6</i>	<i>Specific Development Standards</i>
COMMERCIAL USES									
<u>Market garden, with a planting area of 10,000 sq. ft. or less</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>✓</u>
<u>Market garden, with a planting area greater than 10,000 sq. ft.</u>	<u>C</u>	<u>C</u>	<u>C</u>	<u>C</u>	<u>C</u>	<u>C</u>	<u>C</u>	<u>C</u>	<u>✓</u>

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 547 of the Minneapolis Code of Ordinances
relating to Zoning Code: Office Residence Districts.**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That the following portion(s) of Table 547-1 of the above-entitled ordinance be amended to read as follows:

Table 547-1 Principal Uses in the Office Residence Districts

<i>Use</i>	<i>OR1</i>	<i>OR2</i>	<i>OR3</i>	<i>Specific Dev. Standards</i>
COMMERCIAL USES				
<u>Market Garden, with a planting area of 10,000 sq. ft. or less</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>✓</u>
<u>Market Garden, with a planting area greater than 10,000 sq. ft.</u>	<u>C</u>	<u>P</u>	<u>P</u>	<u>✓</u>

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

Amending Title 20, Chapter 548 of the Minneapolis Code of Ordinances relating to Zoning Code: Commercial Districts.

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That the following portion(s) of Table 548-1 of the above-entitled ordinance be amended to read as follows:

Table 548-1 Principal Uses in the Commercial Districts

<i>Use</i>	<i>C1</i>	<i>C2</i>	<i>C3A</i>	<i>C3S</i>	<i>C4</i>	<i>Specific Development Standards</i>
COMMERCIAL USES						
Retail Sales and Services						
<u>Market Garden</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>✓</u>
<u>PRODUCTION, PROCESSING AND STORAGE</u>						
<u>Urban Farm</u>					<u>C</u>	<u>✓</u>

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

**Amending Title 20, Chapter 549 of the Minneapolis Code of Ordinances
relating to Zoning Code: Downtown Districts.**

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That the following portion of Table 549-1 of the above-entitled ordinance be amended to read as follows:

Table 549-1 Principal Uses in the Downtown Districts

<i>Use</i>	<i>B4</i>	<i>B4S</i>	<i>B4C</i>	<i>B4N</i>	<i>Specific Development Standards</i>
COMMERCIAL USES					
Retail Sales and Service					
<u>Market Garden</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>✓</u>

**AN ORDINANCE
OF THE
CITY OF MINNEAPOLIS**

By Gordon

Amending Title 20, Chapter 550 of the Minneapolis Code of Ordinances relating to Zoning Code: Industrial Districts.

The City Council of the City of Minneapolis do ordain as follows:

Section 1. That the following portion(s) of Table 550-1 of the above-entitled ordinance be amended to read as follows:

Table 550-1 Principal Uses in the Industrial Districts

<i>Use</i>	<i>I1</i>	<i>I2</i>	<i>I3</i>	<i>Specific Dev. Standards</i>
INDUSTRIAL USES				
Specific Industrial Uses				
<u>Urban Farm</u>	<u>P</u>	<u>P</u>		<u>✓</u>

Appendix III.

Saint Paul Urban Agriculture Zoning Text Amendments. St. Paul
Department of Planning and Economic Development,
Comprehensive Planning Committee. April 6, 2012.



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

*25 West Fourth Street
Saint Paul, MN 55102*

*Telephone: 651-266-6565
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To: Planning Commission
From: Comprehensive Planning Committee
Date: April 6, 2012
Subject: Saint Paul Urban Agriculture Zoning Text Amendments

Background

On October 14, 2011, the Planning Commission initiated the Urban Agriculture Zoning Study.

The study is a part of an ongoing response to a 2009 City Council resolution requesting “necessary changes to City policy (including possible zoning, licensing/permitting, HRA/easement policies” in order to “facilitate a network of resources to support the production, distribution, and consumption of healthy and locally grown food.”

The goal of the study is to identify how locally grown food-related uses are dealt with in the zoning ordinance and if there is a need to revise the code to remove any undue barriers. Staff reviewed national best practices to develop draft amendments for those topics that are appropriately addressed by zoning.

Review of Existing Regulations

The following table summarizes the topics and issues identified in the study and proposes recommended solutions:

Topic	Issue	Proposed Action
Agricultural use permits (Zoning)	Allowed but too restrictive	Broaden definition with a distinction between larger and smaller uses.
Community gardens (Zoning)	No zoning definition	Allow with Agriculture amendments
Home occupations (Zoning)	Use of yards not allowed for home occupation	Allow with Agriculture amendments

Topic	Issue	Proposed Action
Farmers markets (Zoning)	The determination of similar use to “outdoor gardening center” made by the Planning Commission in 2005 is not yet reflected in the zoning code text.	Add definition of Farmer’s Market and a distinction between larger and smaller markets. City Market and Minneapolis regulations used as models
Aquaponics/ Aquaculture (fish farming, etc.) (Zoning)	Currently allowed in industrial zones	Agriculture amendments would allow in other districts as a secondary use
Accessory uses (Zoning)	Review regulations	None needed
Hoop houses (Zoning)	Hoop houses are regulated under accessory building regulations	None needed. DSI is developing a policy on temporary tent structures
Greenhouses (Zoning)	Review regulations	None needed
Yards/landscaping (Zoning)	Planting in yards is considered landscaping	None needed
Bee keeping (Animal control/Zoning)	Bee keeping requires permit from DSI	Allow as accessory to agricultural uses
Chicken keeping	Chicken keeping requires a permit from DSI. The permit requirements were recently updated by DSI.	Allowed as accessory to residential use, but not on independent agricultural plots
Animal keeping/ processing (Licensing/Animal control)	Animals are allowed with a permit at an occupied residential property	Allowed as accessory to residential use, but not on independent agricultural plots
Composting (Licensing)	Language is outdated. Composting is regulated under the licensing section of the City Code.	DSI is recommending changes allowing a proportional size limit, outside compost
Rainwater harvesting (Building code)	There are no standard regulations for harvesting rain water. DSI is reviewing these projects on a case-by-case basis.	Continue to monitor best practices and development of standards

Analysis

Zoning text amendments are recommended for agricultural uses and farmers markets, with fees for design review.

Agricultural Uses

Agriculture is currently allowed as a conditional use, but the conditions limit the use to such an extent that few, if any, parcels in the city would be eligible. Community gardens, which exist in the city, are not clearly addressed in the zoning code.¹ Although these uses have existed throughout the city, land use planning for agriculture has not been a common activity. When adopted, the Lowertown Master Plan is the first small area plan to include urban agriculture as an official component of the plan.

There are three primary ways in which agricultural uses are regulated in other US cities.

- Under a separate zoning district, typically in cities that are not fully developed where agriculture has existed historically (Austin, Portland);
- As a permitted or conditional use across many zoning districts and broken down by sub categories, such as community gardens, market gardens, urban farms, industrial agriculture, etc. (Minneapolis, Seattle, Chicago, Kansas City); and
- As a use permitted across many districts up to a certain size, and as a conditional use across many districts above that size (San Francisco).

The proposed amendments are modeled after the third approach and modify the standards and conditions for agriculture to regulate agriculture under one category at two thresholds: a smaller scale (under one acre) that would be a permitted use in all zoning districts subject to certain standards and conditions; and a larger scale (one acre or more) that would require a conditional use permit in most zoning districts. More conditions are specified for smaller agricultural sites because they would not require a conditional use permit. It would be up to the discretion of the Zoning Committee and Planning Commission to add any conditions that may be necessary to address such topics for the larger sites based upon the applicant's proposal, adopted plans of the area, and characteristics of the site. This approach was selected for ease of administration, general permissiveness, compatibility with state regulations², and appropriateness for a completely built-out city. This approach would regulate all independent uses (not accessory to another use on the parcel) where food and plants are grown to be eaten or sold under the agricultural use category, including community gardens, market gardens, urban agriculture, etc.

The recommended text changes eliminate barriers to locally-grown food by expanding the

¹ Note that many potential impacts of urban agriculture are currently regulated in other sections of the City Code, including noise provisions (Chapter 293), accessory building provisions (Sec. 63.501), pesticide usage provisions (Chapter 377), and compost provisions (Sec. 357.08).

² State regulations allow people to sell the unprocessed produce they grow without a permit so it would be difficult to impossible to regulate agriculture under sub-categories related to sales, such as "community gardens" versus "market gardens."

definition of agricultural uses, which would include community gardens, give the Department of Safety and Inspections (DSI) a standardized mechanism for design review and to track legal agricultural uses, and reduce the situations that would require a conditional use permit by creating standards for smaller agriculture uses in residential and traditional neighborhood districts to ensure compatibility with the neighborhood. The most common development standards used to ensure agricultural uses are good neighbors in residential areas include size limits for accessory structures, restrictions to on-site sales, landscaping requirements, equipment storage, signage, animals allowed on-site, and nuisance parameters.

Private and community gardens that exist as accessory uses would continue to be regulated as accessory uses and not be restricted by these amendments. The amendments, however, would allow people to sell from accessory gardens for up to two days per week.

Farmers Markets

The recommended changes establish:

- A definition for farmers markets;
- Standards for farmers markets;
- The level at which a conditional use permit is required (six vendors) and below which a permit would not be required; and
- Gives DSI a standardized mechanism for design review and to track farmer's market uses.

There is no definition of farmers market the zoning code. Farmers markets were determined to be a similar use to "outdoor garden centers" as part of a zoning case in 2005. This was recognized as an insufficient definition by the Planning Commission when it was completed, as well as during a subsequent zoning case in 2010. Several conditions for outdoor garden centers are an ill fit for a farmers market, such as the location criterion requiring the use to be to the side or rear of a principal use. Additionally, there are regulations in the City Charter specifically for the City Market, which was used as a model for farmers markets. The amendments build upon the City's determination of similar use, City Market regulations, and Minneapolis Farmers Market and Minimarket regulations to develop conditions for use for farmers markets with more than five vendors, which would be allowed with a conditional use permit and farmers markets with fewer than five vendors, which would be allowed by right if the use meets certain standards.

The benefit of allowing markets with fewer than five vendors to operate without a conditional use permit is that it would increase access of consumers to local food, and would increase flexibility of local producers to market their product. The standards and conditions for markets with fewer than five vendors ensure low impact on the surrounding community.

Standards include limiting what products may be sold, and the times sales can take place.

Fees for Design Review

The recommended thirty-dollar (\$30) fee for design review on agricultural use sites would enable DSI to ensure that the use meets the standards, provide an opportunity to answer questions, document approved site plans for inspectors, create a database for public service announcements, and help them respond if there are complaints.

Staff Recommendation

Staff recommends that the Planning Commission release the attached draft zoning code amendments and set a Planning Commission public hearing for June 1, 2012.

Recommended Text Amendments

Sec. 65.771. – Agriculture.

Agricultural uses are those Uses that produce food or horticultural crops to be harvested, sold, or donated.

Standards and conditions:

- (a) In residential, traditional neighborhood and business districts, Agriculture uses shall be located on parcels of land separately owned outside the boundaries of a proprietary or auditor's subdivision, having an area of not less greater than five (5) one (1) acres require a conditional use permit.
- (b) All uses shall be subject to the health and sanitation provisions of the City of Saint Paul.
- (c) Approval of a site plan illustrating the location of any growing plots, sheds, structures, and fencing, with contact information for a site manager.
[Requiring a site plan ensures applicant will meet with DSI and can get any questions answered. This also will create a record of the use so that enforcement will be aware of its location.]
- (d) Keeping of all animals other than bees and fish is prohibited except by residents of the property, subject to City permit requirements.
- (e) The use shall be conducted in a manner that controls odor, dust, erosion, lighting and noise and is in compliance with existing City standards so as to not create a nuisance.
- ~~(e) Principal access shall be provided to a major thoroughfare.~~
- (f) Any tools, equipment, and material shall be stored and concealed in an enclosed, secured structure.
- (g) When an agriculture use has been discontinued, any structures shall be removed and the property shall be restored with grass or planted ground cover to control erosion, dust and mud. Any utilities available shall be appropriately disconnected. For properties not in compliance with this provision the City may pursue abatement through Chapter 45.

Standards and conditions for agriculture in residential and traditional neighborhood districts uses with an area of less than one (1) acre:

- (h) On-site sales are limited to products grown on site and may occur two (2) days a week between the hours of 7am to 7pm. Sales shall not take place on the public sidewalk or boulevard.
- (i) Landscaping equipment shall be limited to that which is designed for household use.
- (j) Structures shall not exceed an area greater than thirty-five (35) percent of the rear twenty-five (25) feet of the parcel.

[An "enclosed structure" could include a fence. Structure differs from "building" as defined in the zoning code in that it does not require a roof. The size limit is based on the City's accessory building regulations. For example, a standard 40' x 120' lot would limit structures to 450 square feet. This criterion was selected because 25' is the minimum size of a rear yard and the size of accessory buildings is limited to 35% of the area of the rear yard. Other cities limit structures to ~10% - 15% of total lot area. 10 % of a standards city lot would be 480 square feet. A building permit is required for structures with a floor area over 120 square feet. An alternative approach would to adopt regulations similar to other cities and limit structures to 10% of the total lot area, with a maximum structure size of 1000 square feet.]

(k) One identification sign is permitted, not to exceed six (6) square feet. The name and contact information for a site manager shall be included on the sign.

[This is the same size as a “for sale” sign and was selected because it was a similar impact as could be found in any neighborhood in the city.]

(l) Planting beds shall be located four (4) feet from any public right of way.

[The setback reduces the risk of erosion and produce encroaching onto the sidewalk and inhibiting pedestrian traffic.]

Sec. 65.515. Farmers Market

An outdoor, regularly recurring event, created for public benefit, where a group of market vendors consisting principally of agricultural producers, and that may include food market manufacturers, food market distributors, craft producers, and home processors are organized for the purpose of selling their product directly to the public.

Standards and conditions:

(a) In residential districts, the use shall be located on a civic or institutional use site, or on a zoning lot which is at least one (1) acre in area.

(b) A farmer’s market shall have a designated market director who is responsible for coordinating the market vendors and activities.

(c) Approval of a site plan showing the number and location of vendors at the site, with contact information for the market director.

[This provides a record and primary contact for DSI inspectors.]

Standards and conditions for farmers markets with more than five (5) vendors:

(d) A conditional use permit is required.

(e) The use shall be limited to no more than three (3) days per week.

(f) Prepared foods, manufactured goods, wares and merchandise may be sold by up to 25 percent of the vendors if approved by the market director.

[Limit of 25% is based on Minneapolis zoning requirements. Saint Paul City Market does not limit percentage, simply requires market director approval.]

Standards and conditions for farmers markets with five (5) or fewer vendors:

(g) Sales shall be limited to no more than two (2) days per week.

(h) Sales shall take place between 7am and 7pm.

(i) Sales shall be limited to meat, fish, fruit, vegetables, and other products of the farm, garden, greenhouse, apiary or forest. Home-processed food sales require a sales license.

Sec. 65.515~~6~~. Florist.

Sec. 65.516~~7~~. Food and related goods sales.

Sec. 65.517~~8~~. Food shelf.

Sec. 65.518~~9~~. Garden center, outdoor.

Sec. 65.51~~9~~20. Greenhouse.

Sec. 65.52~~0~~1. Gun shop, shooting gallery.

Sec. 65.52~~1~~2. Liquor store.

Sec. 65.52~~2~~3. Massage center.

Sec. 61.302. - Application forms and fees.

(a) Application forms and fee. All applications shall be filed on appropriate forms. Pursuant to Minn. Stat. § 462.353, subd. 4, a fee to defray the costs incurred in administering official zoning controls established pursuant to Minn. Stat. § 462.351-364, as set forth in the schedule below, shall be paid by the applicant when a zoning application is filed. The fee for applications filed with the planning administrator shall be paid to the department of planning and economic development. The fee for applications filed with the zoning administrator shall be paid to the department of safety and inspections. Zoning control application fees shall be amended by ordinance.

(b) Fee schedule. Fees for the following zoning control applications shall be as follows:

(1) Site plan review:

a. Two hundred dollars (\$200.00) residential, one (1) to two (2) dwelling units.

b. Five hundred dollars (\$500.00) up to ten thousand (10,000) square feet of land and two hundred dollars (\$200.00) for each additional ten thousand (10,000) square feet of land for all other uses, and an additional fee of two hundred sixty dollars (\$260.00) for sites on steep slopes or in the river corridor or tree preservation overlay districts. For any site plan for which a travel demand management plan is required, there is an additional fee of four hundred fifty dollars (\$450.00).

c. In addition to the site plan review fee, three hundred dollars (\$300.00) for site plans that are reviewed before the planning commission.

d. Thirty dollars (\$30.00) for site plan review agricultural uses required by Section 65.771.c. and farmer's markets required by Section 65.515.d. [\$30 was selected because it was the lowest fee for design review and it is estimated that reviewing these uses would be a similar level of effort as single family/duplex additions.]

(2) Design review:

- a. Forty five dollars (\$45.00) for new single family dwellings and duplexes.
 - b. Thirty dollars (\$30.00) for additions to single family dwellings and duplexes.
- (3) Conditional use permit: Eight hundred dollars (\$800.00) up to one (1) acre of land, two hundred dollars (\$200.00) for each additional acre of land, and an additional fee of one hundred eighty (\$180.00) for a river corridor conditional use permit.

Sec. 66. Use Tables.

Agriculture and Farmers Market will be added as a permitted or conditional use in all zoning districts.

This report was prepared by
DOVETAIL PARTNERS, INC.

Dovetail Partners is a 501(c)(3) nonprofit organization that provides authoritative information about the impacts and trade-offs of environmental decisions, including consumption choices, land use, and policy alternatives.

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