

**Community Planning and Economic Development
Planning Division Report**
Minneapolis Plan Amendment #5 – Sustainability Principles

Date: February 7, 2005

Project Name: Text Amendment to *The Minneapolis Plan*
Adds the principles of sustainability as a factor in City decision making.

Wards: ALL

Neighborhood Organizations: ALL

Planning Staff and Phone: Pam Miner, Planning Supervisor 612/673-3240

Previous Council Direction: Resolution 2003R-133 by Johnson and Schiff (4-4-03) initiating the development of the “Minneapolis Sustainability Plan,” integration of the plan into The Minneapolis Plan, and use of sustainability principles to guide City investment decisions.

Background:

The Minneapolis Plan is the principal planning document for the City of Minneapolis (the City’s ‘comprehensive plan,’ as defined by State Statute). It is used to guide and evaluate City policies, programs, and ordinances (including capital improvements, redevelopment, and regulatory tools like the zoning code). The Minneapolis Plan includes general policy language and provides a guide for decision making by the City.

For many years, the City has endeavored to make its operations, purchases, investments, and construction projects sustainable. In late 2002, the City Council charged City staff to develop the “Minneapolis Sustainability Plan” as a chapter in the City’s comprehensive plan (refer to Attachment A, Resolution 2003R-133). The resolution states: “The Minneapolis Sustainability Plan will embrace and enhance ongoing environmental initiatives and help coordinate the City’s planning, policymaking, and budget processes into a more coherent whole. The Plan will help the City integrate the “three E’s,” - Environment, Economy and Equity (including social justice); coordinate efforts; garner buy-in; and increase the effectiveness of our ongoing programs and investments...After developing the “Minneapolis Sustainability Plan,” incorporate it into the text of The Minneapolis Plan as appropriate.”

The attached amendment to The Minneapolis Plan incorporates language into the introductory chapter of the document, introducing the concept of sustainability, and the use of sustainable guidelines in City decision making and policy setting.

Future Related Actions:

The intent of the original Council action of 4-4-03 was to develop a framework for introducing sustainability into the operations of the City, and to establish goals against which the City's performance would be measured relative to sustainability. The action by the Planning Commission as herein proposed will serve to meet the initial requirement of this Council action.

Further work is required to decide what indicators should be used to measure the City's progress toward its sustainability goals. These indicators are yet to be finalized, however, it is recommended that they be established before the 2006 business planning process commences for each City department. Sustainability indicators would then be assigned to specific departments and included within each business plan, resulting in at least an annual review and reporting to the City Council. Inclusion within business plans will provide the accountability necessary to ensure that sustainability measures are identified and incorporated into the work of City departments.

An additional step that would cement the concept of sustainability into the City's functions would be to adapt it into one of the eight City Goals. City Goal 6 as outlined in *The Minneapolis Plan* states: "Preserve, enhance and create a sustainable natural and historic environment citywide." The current City Goal 6 as adopted in 2003 states: "Preserve and enhance our natural and historic environment and promote a clean, sustainable Minneapolis." To ensure that the three primary issues regarding sustainability are incorporated into the City Goals, a suggested revision is to change goal 6 to state: "Preserve and enhance our *environmental, economic and social* realms to promote a sustainable Minneapolis."

City Council Action

An amendment to the City's comprehensive plan requires action by the City Council. Following action by the City Planning Commission, staff will forward these amendments to the Zoning and Planning Committee for review and action.

Metropolitan Council Review and Approval

Adoption of an amendment to a municipality's comprehensive plan also requires review and adoption by the Metropolitan Council. Staff will recommend that the Minneapolis City Council adopt this amendment contingent upon review and approval by the Metropolitan Council, at which time the amendment will take effect. The Metropolitan Council has the authority to recommend or, in some instances, require changes to a municipality's comprehensive plan. If this unlikely event were to occur, the Minneapolis City Council would address these issues under a separate action.

Regulatory Alignment

According to State Statute, regulatory controls must come into alignment with proposed changes to land use as identified in the comprehensive plan. The proposed text changes do not cause misalignment between existing regulatory controls and land use policy direction.

Recommendation of the CPED Planning Division staff:

Staff recommends that the City Planning Commission forward a recommendation to approve the proposed comprehensive plan amendment and forward to the Zoning & Planning Committee.

It is further recommended that sustainability indicators become a required element in annual department business plans with associated requirements for annual reporting.

It is further recommended that the City Council consider changes to City Goal 6 to include specific reference to the three realms of sustainability.

Attachments

- Resolution 2003R-133 (p. 3)
- Introduction – TMP Text with Proposed Changes (p. 6)

RESOLUTION 2003R-133

By Johnson and Schiff

Initiating the development of the “Minneapolis Sustainability Plan,” integration of the Plan into the *Minneapolis Plan*, and use of the Plan to guide City investment decisions.

Whereas, the environment has long been a priority for Minneapolis residents; and

Whereas, the City’s chief organizations since 1994 that are on the forefront of our environmental

efforts include the Environmental Coordinating Team (ECT) and its citizen counterpart, the Citizens Environmental Advisory Committee (CEAC); and

Whereas, Minneapolis has been a key participant in the statewide dialogue over sustainability since the 1990’s; and has been implementing “Smart Growth” land use and transportation policies for many years through its Zoning Code and its Comprehensive Plan, the *Minneapolis Plan*; and

Whereas, Minneapolis has protected the City’s invaluable water resources through a variety of initiatives including the Clean Water Partnership, its Stormwater Management Ordinance, capital investments related to stormwater management and safe drinking water, and its commitment to the City’s watershed management organizations; and

Whereas, Minneapolis has been a consistent advocate for the Metro Emissions Reduction Project; for the conversion of coal plants to cleaner fuels; and for the exploration of opportunities for “green” power, distributed generation, and expansions to district energy and cogeneration; and

Whereas, Minneapolis has worked hard to maximize energy efficiency in over 120 public buildings, and to promote the same for private buildings through our policies, plans, and ordinances; and Whereas, Minneapolis has one of the most successful brownfield reclamation programs in the country, which has restored hundreds of acres of polluted land to productive uses; and

Whereas, Minneapolis is committed to maintaining and improving our nationally renowned park and open space system, and to encouraging community greening from urban reforestation projects to community vegetable gardens; and

Whereas, Minneapolis has worked to “green” City fleets, purchasing, buildings, and operations generally; and

Whereas, the Minnesota Office of Environmental Assistance has awarded Minneapolis a \$66,000 grant to develop a sustainability plan for the City;

Now, Therefore, Be It Resolved by The City Council of The City of Minneapolis:

That Minneapolis intends to build on the City’s already strong base of environmental policy and practice, and to launch a focused campaign to describe and then shape a more sustainable future for the City through the development of the “Minneapolis Sustainability Plan.” This future will include stronger social connections and neighborhoods, greater social wealth and equity, local self-reliance, and more transparent accountability among residents and civic leaders. The “Minneapolis Sustainability Plan” will embrace and enhance ongoing environmental initiatives and help coordinate the City’s planning, policymaking, and budget processes into a more coherent whole. The Plan will help the City integrate the “Three Es,” Environment, Economy, and Equity (including social justice); coordinate efforts; garner buy-in; and increase the effectiveness of our ongoing programs and investments.

Be It Further Resolved that Minneapolis intends – with the help of the CEAC and many other citizen, business, and environmental organizations – to rely upon the involvement of diverse stakeholders and listen to their concerns before we draft the plan.

Be It Further Resolved that Minneapolis will complete the following:

- After developing the “Minneapolis Sustainability Plan,” incorporate it into the text of the *Minneapolis Plan* as appropriate, and add the text of the “Minneapolis Sustainability Plan” as a separate chapter. Minneapolis will likely be the first city in the country to elevate its sustainability plan to the level of a comprehensive plan.

- Develop a program to track key sustainability indicators and disclose them in the "State of the City" report.
- Establish ten-year sustainability targets, integrate them into the "Minneapolis Sustainability Plan," and measure progress towards these targets.
- Establish sustainability initiatives (i.e. specific projects) designed to accomplish the sustainability targets.
- Amend ordinances such as the Zoning Code and the Minneapolis Code of Ordinances as appropriate to be consistent with the "Minneapolis Sustainability Plan."

Be It Further Resolved that Minneapolis intends to use the *Minneapolis Plan*, the "Minneapolis Sustainability Plan," the sustainability indicators, and the ten-year targets to guide all appropriate City decisions including the following:

- Guide the vision for and organization of the new Community Planning and Economic development Department.
- Inform the City's annual budget process as shaped by the Strategic Plan.
- Guide the Capital Long-range Improvement Program.
- Inform other applicable plans and policies.
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- Guide the Capital Long-range Improvement Program.
- Inform other applicable plans and policies.

Be It Further Resolved that Minneapolis intends to establish a process to serve in the interim so that City decisions are "filtered" through a sustainability screen. The City will articulate broad City sustainability goals to serve in the interim period, and will charge all decision-makers and City staff with observing these interim sustainability goals.

Be It Further Resolved that the City Council directs the Planning Director and the staff of the Planning Department and all other appropriate City departments to do the following:

- Present to the City Council by the end of April 2003 a program and a description of the resources necessary (both staff and financial) to develop and implement the "Minneapolis Sustainability Plan" as described above. This program shall also include a proposed completion schedule.
- Seek additional non-City resources as needed to develop and implement the "Minneapolis Sustainability Plan."
- Draft broad City sustainability goals for adoption by the City Council to serve in the interim period until the adoption of the "Minneapolis Sustainability Plan."

Adopted 4/4/03

Introduction

A vision for the city's future

The City's vision statement is a component part of its strategic planning efforts and is shared among policy makers, city staff, residents and business owners alike. It describes the city's values and spirit, and inspires pride and community.

“Minneapolis is a city that people choose to call home. It offers its residents a progressive tradition of good government, civic participation and a vibrant economy for business and industry. In Minneapolis, residents cherish their children, value education, embrace their diversity, respect their neighbors and protect their environment. Their promise to future generations is an even greater, more beautiful city than the one they inherited.”

Formulating a vision of the city's future is a powerful exercise that will enable positive and beneficial changes for Minneapolis. The Minneapolis Plan document outlines the details of this vision, by focusing on the physical, social and economic attributes of the city. As a result, the city's image, as reflected in The Minneapolis Plan, is of a city where a rich natural ecology of the Mississippi River, lakes and creeks combines with parks, parkways, buildings and neighborhoods of quality and character to create a secure and attractive urban setting. It is also a place where a richly diverse community of people choose to live and work together, attracted by a tradition of strong neighborhoods and a high quality of life in the economic and cultural capital of the Upper Midwest region.

Our vision for Minneapolis is rooted in aspirations for the city's continued growth and its ability to offer residents, workers and visitors choices in how they live, work and play. The city's future is also tied to its livability and its quality of life; the character and attractiveness of its neighborhoods,

residents and workers' sense of safety, and the way in which long-time residents welcome new households into the city. This Plan describes the policy directions that bring Minneapolis closer to realizing this vision.

the city's eight goals

The city's vision for its future can also be described in terms of the eight goals adopted by our Mayor and City Council Members and incorporated into the work of city departments. The adopted City Goals are an important tool that has both informed The Minneapolis Plan process and will continue to be used in planning and decision making in the future.

The city's eight goals are to:

- 1. Increase the city's population and tax base by developing and supporting housing choices citywide through preservation of existing housing and new construction.**
- 2. Increase safety and confidence in the City of Minneapolis through effective and efficient law enforcement and prosecution, and criminal justice system reform.**
- 3. Strengthen the participation of all citizens, including children, in the economic and civic life of the community.**
- 4. Create strong vital commercial corridors citywide through mixed-use development, including a variety of businesses and creative housing.**
- 5. Improve public transportation to get people to jobs, school and fun.**
- 6. Preserve, enhance and create a sustainable natural and historic environment citywide.**
- 7. Market downtown as a place to live, work, play and do business.**
- 8. Strengthen our city through infrastructure investments.**

The Minneapolis Plan has been informed by the values conveyed through these adopted goals. The Plan responds to the goals throughout its nine chapters, outlining policy and proposing a course of action that directly addresses the city's objectives.

1. Increase the city's population and tax base by developing and supporting housing choices citywide through preservation of existing housing and new construction.

Growth in the city's population and tax base is one of the key themes of The Minneapolis Plan. Increases in the number and type of housing units are essential to the city's continued prosperity. The Minneapolis Plan proposes that this growth occur according to two different scenarios: One is continued infill in residential areas, where single or small clusters of lots are available for redevelopment; the other scenario involves the identification of sites where major housing development could take place, designed for higher density housing to appeal to new and emerging housing markets, such as seniors and empty nesters of all income levels. Together, these scenarios for growth in housing choices are intended to respond to the wide variety of housing submarkets, by providing a variety of housing types and levels of affordability.

2. Increase safety and confidence in the City of Minneapolis through effective and efficient law enforcement and prosecution, and criminal justice system reform.

The city's continued commitment to delivering excellent policing and public safety facilities and resources lays a foundation for community activities that focus on developing a sense of belonging and a responsibility to protect the safety and stability of city neighborhoods. Stable, sociable neighborhoods are the building blocks of a sustainable city, offering attractive living choices for households of all kinds and broadening the civic life of city

dwellers by getting them involved in community-based activities. Community-based crime prevention efforts, coordinated with citywide policing efforts, have drawn strength from this commitment shared by neighbors. Minneapolis places a great deal of value on public safety, and the city's actions will continue to strengthen these community connections and build an ever-stronger commitment to place.

3. Strengthen the participation of all citizens, including children, in the economic and civic life of the community.

The economic and civic life of our community is built on the full involvement of citizens in everyday activities, such as school, work, play, family and community life. Providing access to learning, employment, mentoring and civic activities is pivotal to building a healthy, vibrant, prosperous community for all citizens. A comprehensive approach to realizing this goal demands that Minneapolis invest in facilities, programs and services that support the development of a strong and healthy community. From job training and employment readiness programs to education and health programs for all citizens, Minneapolis will continue to nurture our families and children through community building activities, through public institutions, such as schools, parks and libraries, with the assistance of other community-based organizations, such as Block Clubs and places of worship, by investing in specialized services and programs for families and children, and by the provision of basic city services such as public safety and infrastructure to citizens. Over the next twenty-five years, Minneapolis will also aggressively pursue job creation in three existing growth centers, in new growth centers and in clean industrial reuse of brownfields. These policies will be focused on long-term economic growth and promoting diversity in the urban economy.

4. *Create strong vital commercial corridors citywide through mixed-use development, including a variety of businesses and creative housing.*

In the first decades of the century, Minneapolis' growth was shaped dramatically by the streetcar network, a system that provided affordable easy access to work, home, shopping and recreation for a huge number of residents of the Twin Cities, St. Paul and Minneapolis. The streets that served as the backbone of the streetcar system imprinted the surrounding neighborhoods with their constant traffic in streetcar riders and pedestrians. The corridors remain a central focus of most neighborhoods through which they pass, and present both great opportunities and challenges to finding innovative uses for older spaces. They are connectors and growth centers on a neighborhood scale and, when they border residential areas, function as mixed-use areas. The commercial corridors continue to serve as focal points for neighborhood activity, even if their commercial functions may be underutilized. The corridors receive special attention in The Minneapolis Plan in terms of economic development, housing development, transit and transportation investments. Their revitalization plays an important role in the strengthening of urban neighborhoods, particularly in areas where other amenities such as green space or lake access may be lacking.

5. *Improve public transportation to get people to jobs, school and fun.*

People move about on foot, on bicycles, in cars and via public transportation. Goods move about primarily via an assortment of vehicles, while information moves through a variety of different media; wires, cables, books, airwaves and human contact. Moving people and information effectively requires careful thinking about the economic, environmental and social implications of the existing transportation system. Minneapolis has succeeded in making access to our homes, workplaces and shops convenient if

one is traveling by automobile, but needs to make a greater commitment to a balanced transportation system by emphasizing transportation alternatives. This means that the city will place a greater emphasis on transit, working with Metro Transit on focusing service along transit corridors, on giving priority for transit travel on city streets, and on improving the frequency and reliability of transit service throughout the city. A balanced transportation network enhances community benefits, creating advantages such as environmental and economic sustainability, a reduction of negative environmental impacts and the promotion of civic values in our democratic society. Improving the mobility of its citizens while enhancing the business climate through improved transit and telecommunications is crucial to Minneapolis' future vitality.

6. *Preserve, enhance and create a sustainable natural, and historic environment citywide.*

The Mississippi River and the Chain of Lakes are the most visible form-giving elements from pre-settlement days that help define Minneapolis today. The dense street grid from recent settlement is overlaid on the landforms to provide the basic system of movement and settlement for the city and its neighborhoods. The wisdom of prior generations left us with both interconnected civic spaces and well distributed parks, schools, libraries and other public structures that define both our places and our sense of ourselves in a city. Public and private investments have left us with a rich tradition of structures that record our history. The quality of irreplaceable resources Minneapolis possesses, whether natural or built features, will be enhanced and protected by city actions. Maintaining the superior quality of the urban environment is another critical component of planning for long-term prosperity, along with investments in the urban economy and an enrichment of civic life. In order to ensure the City's long term sustainability, possible

changes must be evaluated on the basis of their contribution to environmental stewardship, social equity and economic opportunity for all citizens.

7. *Market downtown as a place to live, work, play and do business.*

Downtown, the heart of the economic and cultural capital of the Upper Midwest region, is an exciting and active place that offers the very best qualities and experiences that cities provide. It will continue to be a vibrant place to be, busy with people who live, work, shop, dine and enjoy the special events and unique public attractions. It will contain a wide variety of historical buildings and the finest contemporary architecture, with a skyline that continues to serve as a source of civic pride. With parks, plazas and the Mississippi River as civic places, it will serve as a model for other growth centers in Minneapolis which combine significant numbers of jobs, residences, and institutions in high amenity areas, well served by transit and other transportation alternatives.

8. *Strengthen our city through infrastructure investments.*

The success of Minneapolis as an economic center for the Upper Midwest region is due in part to the existing utility infrastructure and transportation connections (air, rail and highway networks) that coincide in the Twin Cities region. These networks are the lifeblood of the economy as they move both basic water and sewer services, as well as people, goods and information from their source of origin to their ultimate destination. Similarly, the physical appeal of city neighborhoods is enhanced considerably as long as public infrastructure is maintained with an appropriate degree of care and investment. Whether building roads, designing flood mitigation measures, investing in new public buildings or transportation facilities, the city will maintain high standards of aesthetic quality, seek to bolster property values, and enhance a sense of community identity. As one of the oldest, already-built settlements in the

metropolitan region, these investments will continue to be important to the city's well being. The city will devote its resources to infrastructure investments, in recognition of the role that infrastructure has on the city's continued prosperity, its economic strength and its neighborhood livability.

***Choosing our future:
themes in The Minneapolis Plan***

The themes described below account for the story behind *The Minneapolis Plan (the "Plan")*. They expand on our vision for the city by filling in some of the details of how we intend to shape the future. As you read through The Minneapolis Plan draft, you should hear echoes of some of these themes in every chapter of the Plan. **Minneapolis is going to be a growing city.** More people will settle in Minneapolis and more jobs will be created within the city's boundaries. New housing will be built along the Mississippi River and on several other sites in the city, especially near community schools, mixed use areas and neighborhood commercial areas and growth centers. In addition to new housing developments, the existing housing stock will be targeted for reinvestment and rehabilitation. As household profiles change, more dwellings are going to be occupied by families with children than has been the case for many decades. Also, baby boomers who built the suburbs of the last 25 years will be the empty nesters of the next 25 years, affording Minneapolis an opportunity for growth as they demand a different type of housing than what they have lived in for the last few decades.

Jobs will continue to grow in the city. Downtown will accommodate several more office towers and add workers and residents to its daily rhythms. Jobs will also be developed in the several industrial areas of the city and in other opportunity areas where vacant land could be redeveloped, as well as around older commercial properties ready for adaptive reuse of their structures.

Minneapolis will offer many choices to city residents. The choices available to residents and workers, and to people looking at Minneapolis as a place to live or work, will be expanded. The city's vitality draws on the diversity that exists within its boundaries. A variety of housing types, job openings, recreational facilities and cultural attractions opens up doors of opportunity for larger numbers of people. Different sites within the city will be considered as potential growth centers, where concentrations of housing, jobs, services and quality transit service offer people a range of activities, job opportunities, services and amenities they seek.

Broadening choices will also imply the need for city involvement in order to create choices where formerly they did not exist. Minneapolis will invest in improving transit service, to create a better transit product and offer an attractive alternative to driving. The Minneapolis Plan stresses that traveling by car will be designed to keep drivers and their passengers safe, but the comfort, convenience and quality of service experienced by those traveling by transit or other alternative means will not be sacrificed to the demands of automobile traffic. The focus will be on the mobility of the user, rather than the mobility of the vehicle. In areas of the city designated as growth centers, transit will be a component part of future growth. Transit service and amenities such as shelters in these areas will be vastly improved. Clustering development of these growth centers or other commercial or service-oriented sites around transit service corridors will make large numbers of jobs available within walking distance of the transit route.

Minneapolis will maintain its excellent quality of life. Growth will not detract from Minneapolis being a pleasant place to live. More people will make the city safer and provide markets for neighborhood commercial activities to which people can walk or bike. More residents and workers will get involved with local issues in the city and participate in local activities from art

parks to community gardens, to cultural celebrations, to Block Club parties.

Minneapolis will have attractive parks, desirable recreation programs, and more trails for walking and biking. We will make our city a place where community schools are connected by linear parks and where libraries are open evenings and weekends. We will have rehabilitated houses, attractive new housing that fits into the neighborhood, high quality transit service, and quiet neighborhood streets. We will recognize and celebrate our history through special events and by preserving and reusing historic buildings appropriately so that they link us more closely to our past.

Minneapolis will be a safe place to live, work, and play. Confidence in the city's approach to safety is the cornerstone to ensuring that city dwellers, residents and visitors continue to think of Minneapolis as a desirable, safe place. Small-scale efforts that many residents participate in can be just as effective as citywide law enforcement strategies in ensuring community safety. Building a sense of community by talking to the new residents on the block, or learning the name of the child who lives next door, establishes links between neighbors. Block clubs, neighborhood social events, and parks programming at neighborhood centers contribute significantly to a sense of community safety.

Of course, ensuring the safety of a large city like Minneapolis cannot rest only on the strength of neighbor-to-neighbor relationships and activities. Emphasizing Minneapolis' reputation as a safe, beautiful city with a high standard of living requires attention on all fronts. Good educational opportunities and achievement for youth, health care, affordable high quality housing, living wage job opportunities and intergenerational relationships are all important elements in preventing crime and threats to safety from ever taking place. Building design and site plan review can assist city officials in preventing unsafe structures and places from being built. A

variety of approaches will not only improve community safety, but benefit the city economically and socially as well.

Minneapolis will be a "people-oriented" city that values and respects its cultural and racial diversity, as well as the histories and traditions related to that diversity. All kinds of people will make Minneapolis their home in the next years. The city is and will continue to be a cultural and economic center throughout the entire Upper Midwest region. New households from every walk of life will choose to live in Minneapolis over the next years, for the city's physical attractiveness, its economic stability and its residents' acceptance of different people and cultures. Cultural and racial diversity causes great cities to flourish and develop a unique vitality. It is more than shared geography that brings people together along city streets and across backyard fences. Common interests in improving homes, making businesses flourish and investing in the education, good health and human capital of city dwellers cross many cultural boundaries. Building bridges of understanding, teaching respect and finding shared values in unfamiliar environments is important to building the strength of a community.

Minneapolis will be a sustainable community within a sustainable region and a sustainable world. Minneapolis will be a sustainable community in which the use of natural resources and the impacts of human activity will be understood in the context of future generations of city residents and the relationship of its people to all other natural systems. The use of resources, development patterns and any impacts on air, water, land and other living organisms by the present generation should not impinge on the ability of future generations to be economically sustainable, live in a clean environment, and equitably share in the benefits and the burdens

of growth. It is the goal of the city to continue growing in terms of its population, the size and scope of its infrastructure, its built environment, and in the gross production of its economy. The city will seek to increase the understanding of its people and its leaders about the long-term costs and benefits of resource and development decisions and public policies that are made in the present day so that those decisions and policies are economically and environmentally sustainable over time.

How to read this document

The Minneapolis Plan is a multi-volume set that meets state planning requirements as well as city policy needs. There are four volumes in the set: the first is the policy document, and the remaining 3 consisting of Technical Appendices submitted according to Metropolitan Council requirements. The Plan's policy document consists of nine chapters, as outlined in the Table of Contents of this volume. Each chapter consists of a narrative and explanatory text, policy statements, implementation steps and various other graphic illustrations. At the conclusion of each chapter, a section titled "putting it together" highlights the principal themes of that chapter by linking them to a comprehensive view of Minneapolis' future.

In order to understand City policy, readers of the Plan need to consider all of its component parts together. The relationship between policy statements, numbered by chapter and highlighted in bold text and implementation steps is direct: the policy statement leads by outlining the identified goal or value to be achieved. The consecutive implementation steps give an indication of the methods that should be undertaken to reach the goal.

The Minneapolis Plan is made up of the narrative and accompanying maps, the policy statements and the implementation steps all found in this document. In addition, there is a citywide Land Use Policy map (included in Chapter 9) that illustrates many of the place-specific policies included in The Minneapolis Plan.

The Downtown 2010 Plan

Included in The Minneapolis Plan is the comprehensive plan for Downtown Minneapolis, entitled Downtown 2010. The Downtown 2010 plan contains policies and actions to guide development downtown toward a shared vision: a downtown that not only serves as the economic center for the Upper Midwest region, but is also a unique urban community that is constantly alive and filled with people. The policies in this plan are organized into nine chapters, titled: Downtown's Physical Setting, Office, Retail, Entertainment, Hospitality and Conventions, Education, Downtown Living, Downtown Movement, and Management.

The Downtown 2010 plan is the product of a collaborative planning process of the City of Minneapolis and the Downtown Council. The Downtown 2010 Plan is included as part of the Minneapolis Plan because of Downtown's significance as an employment and residential center, a major generator of job growth and the area's functional importance to the city and the region.

regional setting

Minneapolis and its eighty-one neighborhoods and eleven communities sit at the center of a growing metropolitan region. Most of the cities and towns in this region fall within the sphere of influence of the Metropolitan Council, a regional authority that conducts long-range planning and operates direct services in waste water collection and treatment for the seven county area, including Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington. The Metropolitan Council has recently authored a regional growth strategy

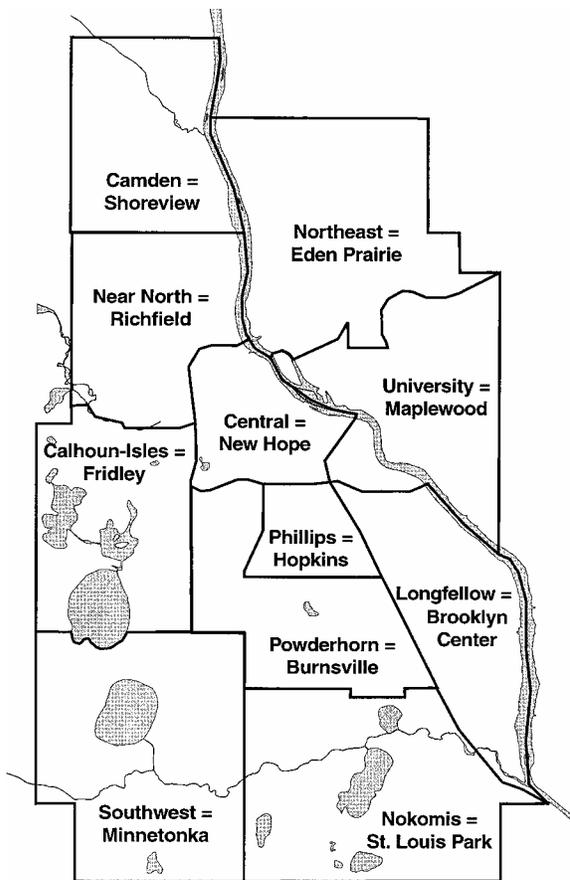
called Metro 2040, which calls for the Council to work in partnership with metro area communities to create land reserves that can accommodate future growth, make the vitality of the urban core area a reinvestment priority, and identify productive agricultural lands, open space and parks for long-term environmental preservation. The Metropolitan Council encourages participating communities to develop unique solutions well suited to local concerns, and to coordinate local comprehensive planning to meet growth strategy goals by the end of 1998.

Part of the rationale for the Metropolitan Council's stance on growth strategies can be found in the rates of growth the region has experienced over the last quarter century. Over the last twenty-five years, the metro area has grown considerably. Between 1970 and 1995, the number of households within the region increased by 367,000 almost doubling. The overall population increased by 575,000 and the number of jobs created numbered approximately 611,000. Metropolitan Council's growth projections call for growth at close to the same order of magnitude for the next 25 years in absolute numbers, although percentage increases will be less. Households are expected to increase by 330,000, the total population by 650,000 and employment opportunities in the region are predicted to increase by 410,000.

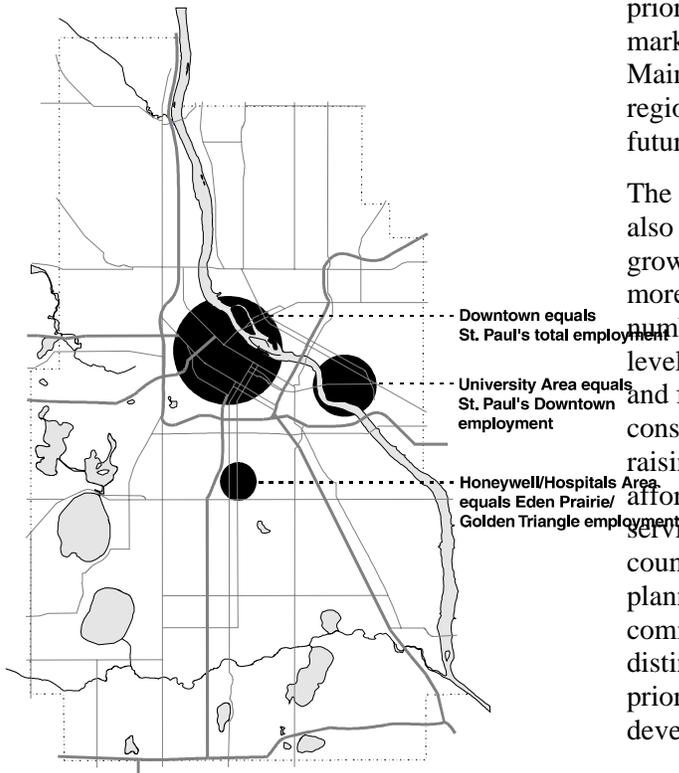
In comparing Minneapolis to its neighbors, a lesson in demographics becomes striking when the population and employment totals for nearby communities are contrasted with Minneapolis' eleven communities. The accompanying maps tell an illustrative story about the concentration of people and jobs within the city relative to the comparative low-density pattern found elsewhere in the region. See the following comparison maps. The dynamics of growth forecast for the next 25 years promises to be significantly different than the dynamics of growth of the last 25 years. During the last quarter century, there was a severe metropolitan mismatch between the supply of housing

and the demand for housing, given the near doubling of households. Much of this new demand was fueled by the baby-boom generation as they formed their families. The cheapest, simplest method of providing housing was to provide "stick-built", single family homes on ever larger lots, subsidized by federal highway funding, mortgage interest deduction, water and sewer grants and other programs. Many had the financial ability to take advantage of these opportunities due to the economic prosperity of the Twin Cities during those years.

Minneapolis population equals eleven municipalities



job center comparisons



will ensue as this group discovers different priorities and makes new demands on the market and the public sector alike. Maintaining the strength of the city in the region is the key to balanced growth in the future.

The economic geography of the region is also telling of the city's need to encourage growth. Between 1980 and 1990, 18,000 more city residents were added to the number of people living below the poverty level in Minneapolis. The median household and family income in Minneapolis is considerably less than the metro average, raising the need to consider issues of affordability in housing to transportation service in the city distinct from their counterparts in the region. One-size planning responses do not fit all communities in the region because of distinct differences in income levels, citizen priorities and municipal responses to development pressures.

People migrate in search of jobs to better their household situations. A growing economy adds jobs at all income levels, attracting job seekers at all levels. The oldest and often the most affordable housing sub-markets of the Twin Cities are obviously concentrated in Minneapolis, Saint Paul and the older suburbs. Thus, the very prosperity of the region has contributed to the growth of the lower income population in the region's center during the last quarter century.

These demographic changes that will affect the metropolitan region over the next 25 years will afford Minneapolis the opportunity to grow and prosper. As the baby boom generation ages, tastes change and the economy in general feels a shift in its focus. The baby boom generation is approaching 50 in the middle of this decade and are increasingly "empty nesters". By 2010 many of these individuals will have reached retirement age. Changing needs in housing, transportation and public services

“The city and the suburbs need to rely on each other”

Sprawling cities distance us from our fellow citizens. Flight to the suburbs and the consumption of rural land for suburban residential development shifts government capacity to finance public services, and the constant supply of newly purchased rural land at the edge of the city makes investment at the edges much cheaper than in the central city. Yet these new developments require the construction of expensive infrastructure facilities, which are financed by the entire region and the federal government. The net result is a subsidy of newer development that occurs at the urban fringe because full costs are absorbed by the larger community, including those in the central city. Office buildings, retail centers and expensive homes yield twice or more the taxation rate of farms and lower valued residential property. Suburban communities depend almost exclusively on property tax revenue for their financing, which leads some communities to exclude lower value land development from their boundaries. These factors create extremely inequitable levels of municipal services between the suburbs and the city.

Tax base sharing introduced by the Minnesota State Legislature in the early 1970's was based on the principle that increased revenues from commercial and industrial investment in the metropolitan region would be shared more equitably among all member counties. Still, the enormous disparity in property taxes, the basic financing tool for local authorities, means that the ratio of resources accessible to the region's richest and poorest taxing districts are 9 to 1, respectively. The profound strength of the downtown district, however, is a tremendous asset

for the City of Minneapolis and for the metropolitan region. Growth in the tax base, job opportunities and commercial vitality of downtown Minneapolis positively contributes to the region. In fact, since 1995, Minneapolis has been a net contributor to the fiscal disparities pool, reversing a ten-year pattern of receiving funds from the fiscal disparities program. Keeping the central city strong must be a shared goal throughout the region: as the financial and administrative center for the Upper Midwest region, downtown Minneapolis acts as a convenient and synergistic place for local, national and international business to conduct their affairs.

city trends

At the end of the last century, Minneapolis, the "Mill City", was a bustling urban center, much as it is today. The city served as a destination and market center for the agricultural and extraction industries of timber, mining and other resource-based activities, as well as flour milling. Mechanized industry chose to locate in Minneapolis precisely for this reason. Connections to national transportation networks boosted the attractiveness of the city for business and industry leaders. The city was experiencing a great economic "boom" at the end of the century, recovering from the recession of the 1880's and riding the crest of prosperity and growth surging around the busy warehouses and mills of Minneapolis.

Minneapolis today plays an equally important role as the center of the Upper Midwest region, for arts and culture, employment, and sports and entertainment. Much of this strength comes from downtown Minneapolis; with a total of almost 150,000 workers, private employers located downtown accounted for 40% of the metropolitan region's office space (this figure rises to 50% once government agencies such as Hennepin County, the Federal Courts, the Federal Reserve Bank

and the City of Minneapolis are included in the job count). (See Maps i.5, i.6)

Demographically, the city has changed considerably over the last 45 years. The total population has decreased steadily since 1950 although the rate of change slowed in the late 1980s and 1990s. In contrast, the number of households in the city has remained relatively stable since 1950. The size of households has decreased slightly over time, in keeping with national trends. The rate of new household formation is projected to increase over the next 15 years. (See Maps i.1 - i.4)

Racially the city has diversified and become more cosmopolitan. As both the region and the city continue to grow and become more ethnically and culturally diverse, the metropolitan community as a whole must directly address issues of discrimination and the concentration of households of color living in poverty.

There are 81 designated residential neighborhoods in the city and eleven "communities", organized as districts for planning and administrative purposes. Communities consist of several neighborhoods and are the foundation for some planning activities, such as the community schools initiative undertaken by the School District.

Most residents and employees identify more closely with the neighborhoods they live and work in. Among Minneapolis' most famous trademarks are its livable neighborhoods and the excellent quality of life families have enjoyed here for generations. The positive experience of urban living in Minneapolis has been immeasurably strengthened by the beauty, variety, economic stability and character of its neighborhoods. Neighborhoods are primarily residential areas and are the immediate centers of interest for property owners, business people and residents. However, they also contain small scale shopping opportunities, parks, places of worship, and schools. Some of the city's most successful neighborhoods are places that have evolved over time into an

identifiable area that encourages citizens who work or live in these places to take responsibility for their maintenance and continued development. Past planning programs, such as the Model Cities initiative of the 1970's, built on the strength and interest in neighborhood development throughout the city. Most recently, the Neighborhood Revitalization Program (NRP) has institutionalized and reinforced neighborhood identity. The program, launched in 1990, emerged from a recognition of the importance of the city's neighborhoods and the need to build a grassroots, decentralized process responsive to neighborhood needs. The NRP has a 20 year life span and a 400 million dollar budgetary allocation that incorporates programmed spending and planning support from City Departments, the Minneapolis Community Development Agency (MCDA), the School Board, the Park Board, the Library Board and Hennepin County.

The presence of strong neighborhood organizations, supported by Neighborhood Revitalization Program dollars, has resurrected a tradition of community-based planning efforts in Minneapolis. At the neighborhood level, NRP programs have placed a strong emphasis on "bricks and mortar" programs such as housing rehabilitation, business revitalization, park facilities renovation and other improvements to the physical realm. The Minneapolis Plan and NRP plans are mutually supportive planning efforts. The development of The Minneapolis Plan over the last two years has been receptive to issues, priorities, and activities at the neighborhood level. As the majority of city neighborhoods have now secured approval for their NRP plans, so has The Minneapolis Plan been significantly enriched by the activities and perspectives raised by NRP planning.

Across the landscape of the city, in terms of its relationship to the metropolitan region, its population and its activities, change is inevitable; but decline is not. The city and its residents are resilient and Minneapolis has weathered the winds of change

successfully over the last century and more. As growth carries Minneapolis forward into the next century, we know that some things, such as jobs, productivity, wages, capital, information and knowledge must continue to thrive. Other things, such as pollution, waste, crime and poverty must not. Building on strengths, overcoming weaknesses and threats, and seizing on opportunities, we can not only choose our future but also ensure that it is a future of promise.

city management /why do we plan?

Achieving the goals outlined in this plan is a long-term process requiring continuous effort. These goals are broad in their scope and, when considered comprehensively, touch virtually every aspect of city living. A list of city goals, in the shape of the comprehensive plan, provides important leadership to planning efforts. They identify the values of a community, and send a clear message to private interests, non-profit organizations and other public agencies. Thousands of decisions are made and millions of dollars are spent by private individuals in new construction and remodeling each year. Just like businesses, families and institutions also consider their future in terms of whether they should “move or improve”. When the decision is to move instead of improve, or when improving creates substandard conditions of poor construction and overcrowding, the residential resources of the city can be damaged.

Government influence in this decision-making process is important in two ways. One is direct public action, of which redevelopment and rehabilitation projects are the most dramatic. Public intervention, such as acquiring land for a playground, the renovation of a school or the rerouting of traffic, can also add to the livability of a neighborhood. Government influence is also exercised through public controls; housing code, building codes and zoning ordinances. Within limits, such controls can gradually and slowly reshape the use of land and the condition of buildings into healthier and

more economic patterns. However, controls cannot create beautiful, attractive neighborhoods by themselves. To do this they must be linked with private initiative and with public action - all of which must be working towards a set of common goals. Understanding trends and behaviors that will guide future market activity prepares the city for its efforts to influence job and enterprise development, housing markets, and the provision of public institutions and infrastructure. A familiarity with the logic and behavior of private sector activity will be an invaluable asset in maintaining the level of development activity that has kept this region growing steadily over the last fifteen years. City agencies maintain a very important role in influencing the range of possible market transactions by providing encouragement to develop choices that are overlooked in favor of the status quo. As public resources continue to be constrained, the extent of public intervention in new development will continue to decline. While the reach and activity of government investments may be constrained by trends at the national, state and municipal levels, the community must make a careful assessment about where and when to spend public money to realize the most effective gains and the most lasting benefit to the entire community.

community involvement and the Minneapolis Plan process

The Minneapolis City Planning Commission, City Council and the Mayor oversaw the development of the Minneapolis Plan, which was officially initiated in September of 1995. Throughout the process of developing the Minneapolis Plan, staff at the Planning Department called on the participation of citizens, business and development representatives, special interests, advisory commissions, government officials, department heads, and the staff of other city agencies.

The first phase of plan preparation included three open workshops in which the participants identified what they liked and

disliked about the city, what they thought were the most important trends and issues affecting the city and what could be done about supporting or changing those trends. The Planning Commission hosted a series of open house conversations that Fall as well, to share concerns, brainstorm ideas and stimulate involvement in the Minneapolis Plan process. These sessions were held between September and November of 1995.

A citywide meeting held in December of 1995 focused on meeting challenges and opportunities, and started to brainstorm strategy around the city's eight goals, described above. "On the Road" meetings starting in the fall of 1995 were sponsored by special groups and organizations to participate directly in discussions about the Minneapolis Plan. Planning Commissioners and staff acted as Ambassadors for the Minneapolis Plan at these special meetings.

The second phase of the planning process involved further discussion and the initial work in crafting policy and strategy related to issues identified in the first phase. Eight work groups were formed to facilitate discussion, and the membership of these groups was drawn from a wide range of interests, from citizens to business interests to city staff. The Work Groups were formed in January of 1996. Their principal task was to research, analyze and resolve issues that formed the backbone of the Minneapolis Plan. The Work Groups met regularly over a three-month period, from February to April of 1996.

Those groups were labeled:

- The New Economy
- Lifelong Learning, Arts, Culture and Recreation
- Moving People, Goods, and Information
- Community Form and Land Use
- Neighborhood Quality and Variety
- Neighborhood Commercial and Density
- Neighborhood Design and Preservation
- Natural Systems and Resource Use

Mid-way through the work group process, a half-day session was held to discuss citywide issues that had been identified from the work of neighborhoods in the Neighborhood Revitalization Program. Highlights from the working sessions on NRP were summarized and incorporated into the plan development process.

The Minneapolis Plan retreats were held with Department Heads, City Council members and the Mayor. These meetings were held to review issues and major directions that were emerging from the work groups. Department Heads provided feedback to these issues and gave staff direction on policies they thought most important to The Minneapolis Plan. The Mayor, City Council and the Planning Commission also met for a whole day during the planning process to respond to the major directions proposed in the plan and provide their ideas on what should be done to address major issues facing the city.

The third phase in the process involved reconciling directions proposed by the work groups into a structure and coherent story, summarized below. Organizing the extensive material prepared in Work Groups, at NRP working sessions, and in Department Head meetings as well as City Council retreats resulted in a plan with seven chapters, each of them dealing with a distinct aspect of Minneapolis' future.

Finally, a draft was prepared for initial discussions. Preview sessions of the draft Minneapolis Plan, called Presentation Highlights, were held in December of 1996 through to January of 1997. Special meetings with the Mayor and City Council members previewed the direction and content of the draft version. This draft was also presented to Department Heads, and other city boards and commissions reviewed the plan in special meetings conducted by the Planning Department and the Planning Commission.

The Minneapolis Planning Department issued *The Minneapolis Plan: A Workbook for Citizen Comment* in July 1997. The Plan

was made available to interested citizens and others through Minneapolis Public Libraries all over the city. This draft Plan was the subject of close to a dozen public meetings and open houses, and received extensive comment from citizens, other city departments and other interested organizations. In October of 1997, the City Planning Commission approved a revised version of the Workbook, titled Version 2.0, Draft for Planning Commission Action. Copies of this draft were made available at all Minneapolis Public Libraries and on the World Wide Web, at the Planning Department's home page.

The **“Learning From”** series was designed to educate city staff and the general public about special topics of interest. Guest speakers and Planning Department staff made presentations about downtown revitalization, transit alternatives, parks and open space planning, historic preservation issues, urban freeways, and traffic calming, among others. Learning from the successes and challenges faced in other cities has stimulated a great deal of creative thinking about how Minneapolis can create unique solutions that will shape this city's future.

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|-------------------|--|
| November 3, 1995 | Learning from Denver |
| December 1, 1995 | Learning from Seattle/Portland |
| January 5, 1996 | Learning from Toronto |
| February 2, 1996 | Learning from Pittsburgh |
| March 1, 1996 | Learning from our past |
| April 5, 1996 | Learning from LRT and Busways |
| May 3, 1996 | Learning from Amsterdam |
| June 7, 1996 | Learning from Oslo |
| July 10, 1996 | Learning from Traffic Calming |
| January 16, 1997 | Learning from Cleveland and Denver |
| February 20, 1997 | Learning from: Back from the Brink |
| March 20, 1997 | Learning from: Land Trust Efforts in Other Cities |
| April 17, 1997 | Learning from: Re-shaping the Urban Freeway; |

May 22, 1997

Connecting Neighborhoods,
Parks, and People
Learning From History:
Renovation of Commercial
Structures & Warehouse
Buildings

the process for updating the plan

The Minneapolis Plan proposes a shared set of directions about future change in Minneapolis. This vision will guide city decisions about services, development, and budgets over the next years, but it is not a detailed map or budget for the city. Work will continue on The Minneapolis Plan even after the City Council has approved it and it becomes a working document for public agencies and private citizens. The next step is for city agencies, elected officials and citizens to fill in additional details and make the Plan an influential tool in shaping the future of Minneapolis. Through an annual process of updating, The Minneapolis Plan will grow as detail is added and specific areas of the city are the subject of more specific planning activities. The Implementation Steps outlined in The Minneapolis Plan form the basis of directing future activities of city departments.

annual planning, priority-setting and budgeting process

Decision-making about the activities and operations of city departments is a yearly process in Minneapolis. In addition to annual revisions to The Minneapolis Plan, an effort called the Priorities process is convened by the Mayor in May. The Priorities process brings city department heads together to think creatively about government effectiveness. By using The Minneapolis Plan as a tool to assist in structuring the outcome of the Priorities process, city staff can provide the Mayor with innovative ideas about how to operate government more effectively in preparation for the city's operating budget process, formally initiated by the Mayor in August.

Priorities may change over time and The Minneapolis Plan, as a working document, is intended to reflect these changes as citizens and policymakers deem appropriate.

implementation activities

Taking the policies and "Implementation Steps" called for in this version of The Minneapolis Plan into the realm of implementation will involve a complex set of actions. Where the City of Minneapolis can get directly involved in implementation, The Minneapolis Plan will establish clear links between policy direction and operations activity. Some examples of these links are listed below:

- Planning efforts will correspond to the goals and approaches advocated in The Minneapolis Plan.
- Projects receiving public monies and submitted for review to the Planning Commission will be assessed in terms of their contribution to meeting the goals and adopting the approaches outlined in The Minneapolis Plan.
- The city's new Zoning Ordinance reflects the direction of The Minneapolis Plan as the two have matured together over their development.
- Focus MCDA, a business plan for the Minneapolis Community Development Agency, acts as a guiding document for the activities of the MCDA and will be guided by the framework established by The Minneapolis Plan.
- The city's capital programming and budgeting process will be directly tied to The Minneapolis Plan. Capital requests will be considered in light of their relationship to Plan objectives.
- Communication and educational devices, such as slide shows and Internet "pages", will guide neighborhood organizations in the use of the Plan.

- Ensuring that City decision-making and policy-setting is conducted within the framework of sustainability principles.

Implementation of The Minneapolis Plan will occur gradually over time and will require a wide range of efforts. Investment, regulation, leadership and support must come into play to build on consensus and devote the resources necessary to carry out The Minneapolis Plan's vision for the future.

The Minneapolis Plan is a collection of ideas and recommendations about how to make decisions about future growth and development in Minneapolis. The Plan has nine chapters, each dealing with a specific area of interest, from housing and job markets, to protecting the natural environment, to building community connections, among other issues. It tells a story of our past and present day experiences by describing the economic, social and demographic trends that continue to influence Minneapolis today. It is a document that looks to the future by proposing policies that guide city actions, as well as some of the Implementation Steps or actions that will assist in making these policies reality.

Guiding implementation activities undertaken by the city and other stakeholders from a distance is the principal role of The Minneapolis Plan. In order to fulfill this obligation, the language of the Plan is intended to inform decisions about specific projects by relating values communicated in The Minneapolis Plan through the narratives, policy statements and implementation steps outlined in the body of the document. Telling the story of how these objectives relate to each other is one of the Plan's most important obligations to the community that shaped its content.

Implementation of sustainability goals.

A city that meets the social and economic needs of all of its residents while



maintaining the quality of its environment is practicing sustainability. Sustainability also means meeting the needs of the current generation of city residents without compromising the ability of future generations to meet their needs and live in a clean and healthy community. Sustainability is a measure of the quality of the city's natural environment, but it is also about the equitable distribution of its economic opportunities, and the social and physical well-being of all its people. The principles of sustainability include:

- Production of goods and services that minimizes environmental impacts, reduces pollution and waste, and conserves energy and natural resources.
- Reducing the environmental footprint of the city's built environment and its transportation, communications and energy systems.
- Using resources within the carrying capacity of natural systems and harvesting of resources at no more than replacement levels.
- Understanding the full energy, environmental and social impacts of the manufacture, transportation and distribution of goods and services.
- Integration of environmental, economic and social equity concerns into decision-making processes at all levels.

Performance indicators will be developed and adopted by the City Council and reported on annually.