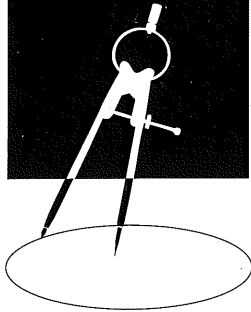




Metropolitan Council



# Regional Blueprint

Twin Cities  
Metropolitan Area

Adopted by the Metropolitan Council  
on September 22, 1994

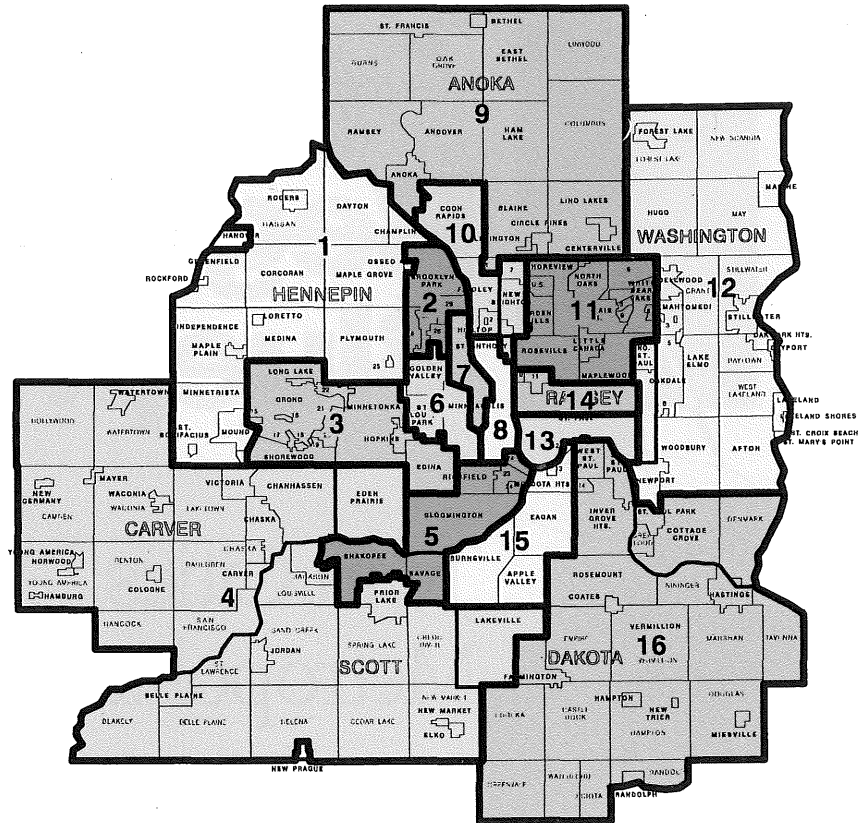
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Planning for the future*

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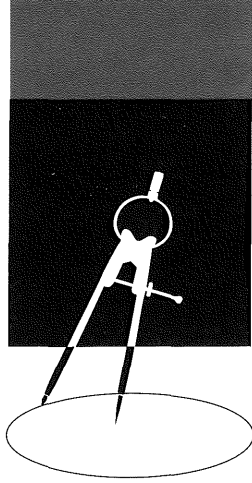
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# Executive Summary

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## ***A Vital, Livable Region for Future Generations***

**T**he Metropolitan Council Regional Blueprint serves as a guide or framework of ideas and program of action for a vital and livable Twin Cities metropolitan area. Regional directions and strategies, roles and actions outline policies and steps needed for the short-term and long-term health of the region.

While the Metropolitan Council is the principal architect of the *Blueprint*, many have contributed to its shaping and development. More will need to participate in its implementation. The entire region plays an important role. The public sector, private business and corporations, nonprofit agencies, associations, civic and community groups and neighborhood residents all must work together as partners for the well-being of the region.

## ***Critical Directions for the Region***

**T**he Metropolitan Council welcomes the new challenges of bringing together regional planning and policy development and direct operations of regional services in the areas of transit, wastewater treatment and affordable housing.

The foundation of the *Blueprint* is based on the Council's new role to strengthen public support of the regional economy, in addition to the Council's historic role of coordinating regional development with regional systems and sound fiscal management.

The *Blueprint* cites these critical policy directions for the region:

- encourage regional economic growth.
- foster reinvestment in distressed areas.
- build stronger communities.
- preserve the natural environment.
- set directions for guided growth.
- expand life-cycle housing opportunities and affordable housing choice.
- provide financially sound regional public facilities.

## **Action Steps to Build a Stronger Region**

The *Blueprint* is a “living action plan” that will adapt to the changing needs of the region. Policies and actions integrate regional planning and operations and emphasize regional collaborative action.

The *Blueprint* cites these specific objectives and actions for the Council:

### ***Position the region to compete***

- analyze and report regional economic growth and monitor progress toward economic goals.
- ensure a high quality regional infrastructure to meet economic/technological changes.
- support local economic development initiatives.
- support improving skills of the region's labor force.
- work toward a strong business climate that balances business and public needs.

### ***Create a climate for reinvestment***

- reduce barriers to redevelopment.
- work with others to put contaminated sites into productive use.
- explore creation of target economic development zones.
- work with others in community redevelopment planning.
- support solutions to turn around declining neighborhoods.

### ***Increase confidence in neighborhoods***

- work with others to find comprehensive solutions.
- support broadening of economic and housing opportunities in areas of poverty.
- encourage local efforts to enhance physical environment and flexibility.
- foster full range of family activities in local community facilities.
- make policy and siting decisions while considering effects on local communities.
- promote regional citizenship and use of diverse resources in decision-making.

### ***Integrate environmental quality and economic growth***

- work to protect natural watercourses and adjoining land areas.
- pursue no adverse impact on water quality by year 2015.
- help manage orderly development and use of Mississippi, Minnesota and St. Croix rivers.
- encourage protection of region's remaining woodlands and urban forests.

*Support cost-effective  
regional growth and  
revitalization*

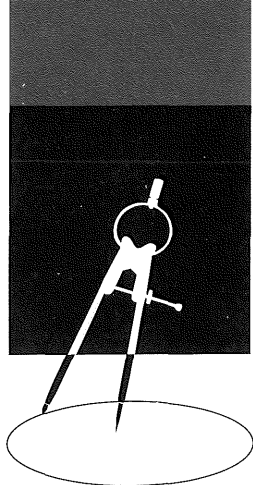
- promote policies and planning to protect and improve air quality.
- provide regional services for urban-scale development within urban service area.
- retain current urban service area for year 2000, verifying land demand and supply.
- work with others to designate areas for future urbanization.
- support commercial agriculture, rural centers and general rural use.
- plan higher-density development along selected transportation corridors and hubs.
- promote a flexible “cluster” planning process to resolve common issues, tailor needs.

*Expand regional housing  
opportunities*

- provide leadership to meet life-cycle housing needs and affordable housing choice through financial and planning tools.
- work with communities to jointly address local and regional housing needs.
- use public funds to support affordable housing production throughout the region.

*Integrate environmental  
quality and economic  
growth*

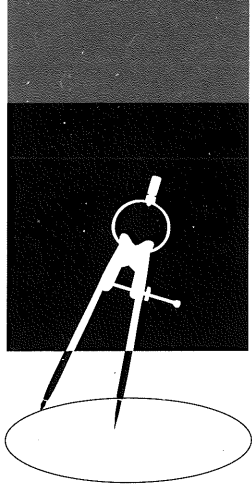
- make best use of funds region has already invested.
- ensure fiscally sound regional investments for services.



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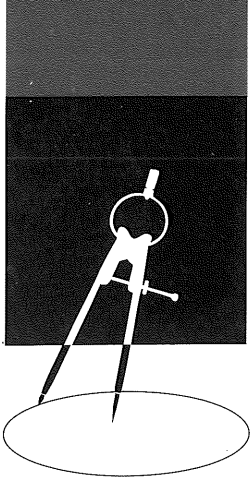
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# Preface

## ***A Plan of Action for the Region***

**T**he *Regional Blueprint* outlines a plan of action to sustain and improve the livability of the region for current and future regional citizens. The *Blueprint* takes a dramatically new direction to shaping the future of the Twin Cities area.

### **T**raditional Council Focus

- ✓ **Coordination of development with regional systems.**
- ✓ **Sound fiscal management of regional systems.**

### **N**ew Blueprint Focus

- ✓ **Flexible approach to land use planning.**
- ✓ **Revitalization of distressed areas.**
- ✓ **A strengthened economy.**
- ✓ **Use of partnerships and incentives to achieve objectives.**
- ✓ **Operation of transit and sewer systems to enhance regional vitality.**

- **The *Blueprint* moves the Metropolitan Council beyond its traditional focus** of regional systems planning and fiscal management to address complex economic and societal issues.
- **It draws on the Metropolitan Council's new responsibilities for operating** vital regional services for transit and wastewater treatment, and coordinating those services more effectively with regional planning.
- **It promotes a role for the Council as an active partner with both public and private interests** to take actions benefiting the region as a whole.
- **It supports and advocates incentives rather than penalties** as the preferred and most effective method for resolving regional issues.
- **It provides broad directions rather than detailed requirements** to better encourage flexible, innovative approaches that respond to unique circumstances, while achieving regional objectives.

In addition to the Council's historic role in coordinating regional development with regional systems, and sound fiscal management, this *Blueprint* provides general direction for the Council in five critical areas:

- *Regional economic vitality*—economic growth and development, infrastructure, and work force issues.
- *Reinvestment and redevelopment*—revitalization of distressed areas, removal of barriers to redevelopment, strengthened confidence in older neighborhoods, including a multi-part strategy to address the concentration of poverty.
- *Strong communities*—local land use patterns that support livable, safe urban and suburban neighborhoods; more opportunities for people to invest time and energy in their neighborhoods; and a strengthened regional community.
- *Preserving the natural environment*—water quality, urban woodlands and air quality.
- *Orderly regional growth*—efficient regional services, joint local planning and investment priorities.

To encourage economic growth and job creation, the *Blueprint* proposes to strengthen public supports of the regional economy. The *Blueprint* both promotes and guides growth through prudent use of incentives and land-use planning. It removes barriers and targets limited public dollars to stimulate business

development in distressed areas of the region. It encourages new development, but in areas where essential public services can most economically support new urban growth. The *Blueprint* serves as a tool for building environmental features into new development, to help sustain our region's high quality of life.

By fostering the revitalization of distressed areas and the targeting public resources where they are needed most, the *Blueprint* facilitates greater economic opportunity. The goals are new and stabilized private sector jobs, a better trained work force, revitalized neighborhoods, a competitive regional economy and a strong tax base to pay for public services to serve the people of the region.

The *Blueprint* establishes broad policies and specific action steps to strengthen the metropolitan community. The Council will carry out some action steps as the sole or primary implementing agency. Others are carried out in partnership with public and private organizations, or support the efforts of others. Some of the action steps will be carried out in the next few years. Others may take many years to accomplish, and may be reevaluated in the meantime. The *Blueprint* sets an ambitious agenda, but one that the regional citizens of the Twin Cities area, working together, can achieve.

The *Blueprint* is the Council's most important policy document—the foundation for the Council's planning and decision-making. The *Blueprint* will evolve as strategies are reassessed and circumstances change. More detailed strategies in the form of system plans, an annual Council work program, and a handbook will be refined in partnership with others that play a role and have a stake in the region's success.

## **Authority**

The *Regional Blueprint* was prepared by authority of Minnesota Statutes, section 473.145. The law states:

*The Metropolitan Council shall prepare and adopt...a comprehensive development guide for the metropolitan area. It shall consist of a compilation of policy statements, goals, standards, programs and maps prescribing guides for an orderly and economic development, public and private, of the metropolitan area. The comprehensive development guide shall recognize and encompass physical, social or economic needs of the metropolitan area...*

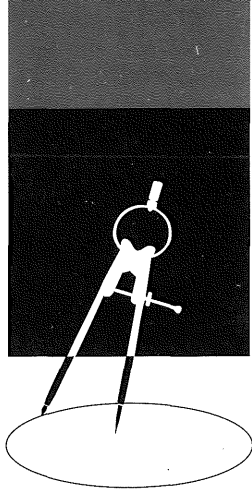
The *Regional Blueprint* replaces the Council's *Metropolitan Development and Investment Framework*, amendments to the framework, policies for the rural service area, and the interim policies for reviewing metropolitan urban service area requests.

## **Metropolitan Council Mission**

With a charge of bringing together regional planning and operation of regional services more effectively, the Council is well-positioned to accept the challenge of regional leadership. That includes serving the interests of the region as a whole through regional research findings, providing trend analysis and outlining strategies for critical and emerging issues facing the metropolitan area.

The Council is the chief policymaker for regional systems such as regional highways, airports and parks, and coordinates these systems with the land use decisions and economic development plans of 189 local governments. The Council also operates both the region's transit system and its wastewater treatment system. Fundamental decisions about how this region should develop and how regional systems should support this growth are determined under the leadership of the Council.

**The mission of the Council is to provide leadership in the effective planning for the orderly growth and redevelopment of the region and in the delivery of regional services.**



# Overview: Region at a Crossroads

## ***The Twin Cities Area: Building from Strength***

**T**he Twin Cities metropolitan area is a regional community of 2.35 million people, 189 cities and towns, and seven counties. It stretches outward from the central cities of Minneapolis and St. Paul to the surrounding suburbs and rural areas.

**The Twin Cities area ranked high among 25 largest metro areas in 1990...**

- ✓ **8th in employment growth**
- ✓ **6th in median household income (about \$36,700)**

1990 Census



**But the region also...**

- ✓ **Ranked low (20th) in income per worker**
- ✓ **Had higher poverty rate in Minneapolis and St. Paul than elsewhere in region**

1990 Census

A beautiful natural setting is graced by three major rivers and more than 900 lakes. A magnet for business, it is the headquarters for 17 Fortune 500 manufacturing corporations and another 14 Fortune 500 service companies (1994). In 1990, the region ranked high among the 25 largest urban areas in employment growth (8th) and household income (6th). The region has a consistently lower unemployment rate than the national average.



The region's cultural life is rich and vibrant—with theaters, museums and galleries—and its major league sports teams have strong followings well beyond the state's boundaries. It is home to 16 four-year colleges and universities, including the state's major teaching and research institution—the University of Minnesota—as well as 12 two-year public colleges. New residents attracted to the region by job opportunities have expanded the labor market that our growing economy can tap. The region is justifiably proud of its productive and expanding workforce, and its tradition of solving regional issues through joint civic efforts.

## ***Challenges to the Region's Vitality***

**D**espite its strengths, the region faces serious challenges to its continued economic and societal vitality. Looking at the longer-range future of the region, some worrisome trends are apparent.

The region's future place in the global economy is still an open question. Doubts are growing about maintaining the quality of worker skills. The region ranked low (20th) among the 25 largest urban areas in worker income (1990 Census). Business

may need new kinds of infrastructure to help keep it competitive, as well as costly improvements to existing systems, like transportation. Our standard of living and our ability to meet the various societal needs of the region hinge on the future of the region's economy.

Problems are emerging in the economic and societal profile of the region. Certain areas in the central cities, several suburbs and a few outlying towns are in decline or severely deteriorated. Some are marked by serious poverty; in others, the problem is just emerging. Increasingly poverty is becoming a problem passed from one generation to another. The region as a whole will not achieve its full economic potential, with the benefits of jobs, income and tax base, unless the problem of concentrated poverty is addressed. Our expanding labor market makes it important that the region's economy continue to grow and create new jobs. We must also become more aware of the long-term effects of today's decisions, and how they will affect future generations. For example, building or maintaining the region's infrastructure must be guided so the cost does not prove a burden in the future.

Much of the region's economic development—residential, commercial and industrial—is occurring in suburban areas. This growth represents a major contribution to the economic life of the region and requires supporting regional infrastructure, like sewers and transportation. At the same time, it is also important to guide new growth to help preserve irreplaceable natural resources and agricultural lands, and opportunities for a rural lifestyle. A great deal of development is occurring beyond the seven-county area. The result is a heavy use of highways into the region for commuter trips, as well as loss of tax base and economic activity to the region.

The region's natural environment is a highly prized feature of our quality of life. It makes the region an attractive place to live and do business. The region has made good progress in dealing with obvious pollution sources. But its environmental quality, including its water supply, runs the risk of being damaged.

### **B**lueprint Mission

- ✓ **Jobs and economic growth**
- ✓ **Reinvestment**
- ✓ **Sense of community**
- ✓ **Environmental preservation**
- ✓ **Good public facilities**

In the past 20 years the region's population became more diverse—in race and ethnicity as well as age and household composition, as new residents moved here from other countries and other parts of the United States. There is a greater variety of views, priorities and hopes for the future. The challenge is to find common goals and shared concerns that allow us to work together when necessary. Many factors determine whether people come together in a community of interest and support. Among the important building blocks to social cohesion are an adequate level of economic activity, including jobs and economic opportunity, and a healthy civic infrastructure of partnerships, coalitions and networks of people and organizations to develop and carry out solutions.

### **Mission of the Blueprint**

The *Regional Blueprint* is the Council's action plan for the region, with short- and long-term strategies to meet the challenges of enhancing economic growth and development, bolstering reinvestment, strengthening environmental protection, and building stronger local and regional communities. The *Blueprint* lays out policies and action steps that will help guide the Council's decision-making. While the policies set general directions, the action steps are more specific measures. These steps may be carried out primarily or solely by the Council ("Council actions"), by a partnership involving the Council and other organizations ("partnership actions"), or by the Council in support of the efforts of others ("supporting actions").

As a “living plan” that will need to adapt to changing needs in the region, the *Blueprint*’s policy statements help define standards to keep our region among the most “livable” regions in the country, and will work toward the following goals:

***Encourage economic growth, increased productivity and job creation through a regional economic strategy.***

■ The region needs to strengthen its economy—made up of many successful, private, independent enterprises—so it can compete effectively in the international marketplace and improve the standard of living of the region’s residents.

Economic growth requires strong public foundations, including a supportive business climate, infrastructure that meets business needs and a work force that is well-trained.

Successful local economic development efforts need to encourage the growth of local businesses and retain existing businesses. Cities should cooperate in encouraging new business development.

***Foster reinvestment in distressed parts of the region, with a focus on supporting and improving local business.***

■ The strength of the region as a whole depends on the vitality of all its parts. Distressed areas in the central cities and other older areas of the region need to be economically and physical revitalized—attracting new business development and expanding the tax base. Neighborhoods facing decline require bolstering to renew confidence in them as good places for people to live, raise children and invest in a home or business.

Jobs, affordable housing and transportation need to be linked together. These links would open up access to new jobs where lower-income people live, more affordable housing where new jobs are located, better transportation to employment centers, and job training that improves work skills and work readiness.

***Expand life-cycle housing opportunities and housing choices for lower-income people throughout the region.***

■ Many residents of the region cannot find housing in their neighborhood or city that is suitable for their stage of life—for example, as students living away from home, as young single wage-earners or as couples with grown children. While the majority of the region’s residents have good shelter, many others cannot afford housing outside concentrations of low-cost housing, or they may have to pay too much of their income for rent. In addition, many older housing units are in need of rehabilitation.

***Strengthen the sense of community.***

■ Achieving some success in revitalizing distressed areas, more attention to land use and development patterns, and creating inclusive partnerships to do so can go a long way toward improving the quality of region’s civic infrastructure.

The Council will work to help achieve successes in economic growth, reinvestment, financing sound regional investment, environmental preservation and strengthened communities. They can only be accomplished in partnership with business, local and state government, schools, nonprofit agencies, community groups and others.

*Preserve the natural environment and incorporate environmental features into the development and redevelopment of the region.*

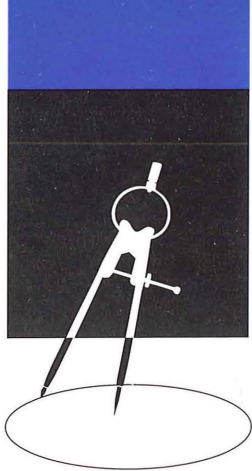
■ Correcting damage to the environment is less effective and more costly than preventing the problem. The key is to balance economic growth and environmental quality—for example, through development projects that preserve environmental features like wetlands and woodlands by incorporating them into the project's design. A goal of causing no adverse impact on the water that flows through the metropolitan area would help mobilize efforts to make sure that the quality of water leaving the region is as good as when it enters the region.

*Provide financially sound public facilities that support business growth and overall regional development.*

■ Public services are needed to support new growth but they must be provided cost-effectively and in ways that help contain urban sprawl.

Orderly urban and suburban growth generated by the private market needs to occur concurrently with the provision of regional facilities like sewers and transportation. The needs of urbanization must be reconciled with preserving prime agricultural land and a rural life style.

Innovative community-based solutions—developed individually and jointly by communities to deal with housing needs, environmental protection, redevelopment and other issues—need to be fostered. Increased-density development along certain transportation corridors would provide housing and commercial opportunities that are more transit- and pedestrian-oriented.



# Regional Economic Strategy

## Introduction

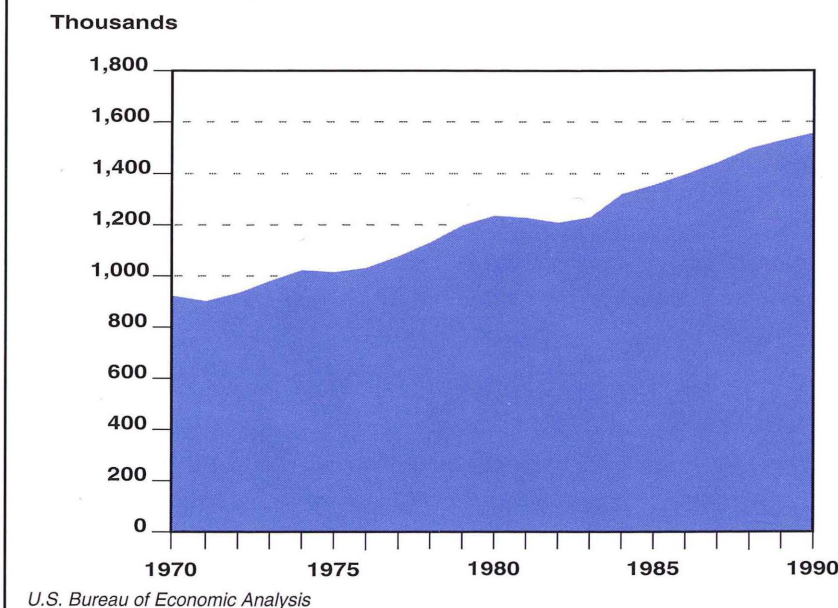
**T**he basic foundation for the future of the region rests with a strong and competitive regional economy. The future challenges of a global market will require that our regional business community is internationally competitive, and the region's work force is both well-trained and versatile.

In the last two decades, the region's economy has clearly performed well. It held to a steady employment growth rate of 2.7 percent annually, and ranked high in a number of economic indicators.

**D**espite solid achievements, the region faces increasingly strong competition in the marketplace.

### Twin Cities Employment, 1970-90

(average annual growth rate = 2.7%)



Despite solid economic achievements, the region and its businesses face increasingly strong competition in the national and international marketplace. The U.S. Department of Commerce ranked Minnesota 17th among the 50 states in the dollar value of its exports (1992). However, because of our mid-America location, far from either coast, the November 1992 issue of *Fortune* magazine viewed the region as more insular than international—while recognizing the Twin Cities area for its

**G**overnment's role is to invest in "foundations" the economy needs to grow, adapt and compete.

top-rated educational system, quality labor force, low poverty and unemployment rates and strong business involvement in the community.

Business and industry in the Twin Cities region have a tremendous impact on the overall economy of Minnesota as well as the entire Upper Midwest. The outward spread of economic activity along major highways (toward St. Cloud, Rochester, Duluth and Eau Claire) enlarges the region's critical interests beyond the seven-county area, and even beyond the state into Wisconsin. State government plays a lead role in addressing key economic issues facing Minnesota as a whole, and effective coordination between the region and the state will be essential for fostering economic growth.

Despite overall economic growth, the benefits have not been shared by everyone in the region. Over the past two decades, 80 percent of the region's commercial-industrial growth has been concentrated in 20 of its 189 cities and townships. The 1990 Census reported that unemployment was 4.6 percent for the region as a whole, but 15.2 percent for racial and ethnic minorities in Minneapolis and St. Paul.

A healthy regional economy is dependent on the economic health of all communities within the region. Part of any regional economic strategy must address private redevelopment and reinvestment in older, distressed parts of the region. The Council's regional reinvestment strategy is described in the next section, "Regional Reinvestment Strategy," page 21.

As the region works to strengthen the economy, a range of issues to be addressed includes:

*The challenge of global economic competition*

■ For many, an eroding standard of living makes it all the more important for business, government, educators and others to work in partnership to strengthen the region's economy. A regional economic strategy—setting out objectives, actions and organizational roles—is essential to the future vitality of the area.

*Economic performance*

■ It is crucial to gauge how well an economic strategy is performing, but there is currently no consensus in the region about what specific economic results should be achieved or measured.

*Regional infrastructure*

■ Well-designed and efficient transportation and wastewater treatment facilities are basic infrastructure for business and industry. New technologies, especially in telecommunications and goods movement, need to be carefully examined to determine if new kinds of infrastructure are needed.

*Local economic development activities*

■ While essential in promoting economic growth, too often today's development decisions are made without regard to their longer-term and intercommunity effects. In addition, local governments have used public funds to attract development at the expense of other cities, even when the net effect does not increase jobs or productivity for the region as a whole.

*Job training*

■ Too many in the work force do not have the necessary work skills to hold a job and contribute to the economy. In addition, the region must consider what skills the economy will need in future years.

*A favorable business climate*

■ The region needs to foster business growth and productivity if its economy is to compete successfully in the global marketplace.

■ In the past, the region's racial and ethnic minorities have not fully benefited from economic growth. A growing economy must provide greater employment opportunities and access to jobs for people of color, especially those who live in distressed areas of the region.

## ***Positioning the Region to Compete***

A regional economic strategy is an essential component for positioning the region in a world economy. The region's economic future depends on a vital, market-driven private sector in a climate that stimulates business creation, innovation, expansion and retention. Government's proper role is to invest in "foundations" the economy needs to grow, adapt and compete. These public foundations include an educated work force, infrastructure that serves current and future business needs, a stable and equitable tax system, and well-balanced regulations.

Long-term economic competitiveness is so critical to the region's future vitality that the Metropolitan Council must assume an active role in helping the region to compete. This is a new area of concern to the Council, and the *Blueprint* outlines specific roles for the Council:

- *Act under its current authority* in regional systems and land use to consider the effects of these systems and land use on the region's business and industry.
- *Encourage others to work together*—the region's business, nonprofit and public sector organizations—to promote a metropolitan-wide partnership that blends the individual efforts of many groups into an overall cohesive strategy for the region.
- *Analyze, monitor and report* positive and negative trends in the region's economy and outcomes of regional economic development projects.

### ***POLICY 1***

*The Metropolitan Council will actively promote development of a regional economic strategy to strengthen the area's ability to compete in the international marketplace and to improve the standard of living of its residents.*

## ***Regional Economic Objectives***

### ***Action Step 1A***

*The Council will analyze and report regional economic growth and monitor progress toward economic goals.*

**It is essential to establish a set of objectives as part of a region-wide strategy to gauge how well a regional economic strategy is working.**

#### **Partnership actions:**

1. **Initiate a Twin Cities industry project** to identify the region's major industry groups (interrelated businesses and industries) and the major issues affecting them. This information will provide the necessary background information for Action Steps 1B, 1C and 1D.

2. **Analyze the effectiveness of the regional economic strategy**, including monitoring selected outcomes and reporting periodically on the progress of the region's economy. The five state economic goals in the Minnesota Blueprint developed by the Minnesota Department of Trade and Economic Development will be used as a starting point. Examples of objectives include:

- sustained, above-average economic growth, consistent with environmental protection.
- productivity growth at internationally competitive levels.

- Household incomes that provide a reasonable standard of living.
- Prudent capital investment to ensure economic renewal and competitiveness.
- Improved employment and economic opportunity for all citizens in the region.
- A diversified industry mix to insulate the regional economy from shocks and national business cycles.

## **Regional Infrastructure for Economic Development**

### **Action Step 1B**

*The Council will ensure that the region's infrastructure, both existing and new, is of high quality and well maintained to respond to the economic and technological changes of the future.*

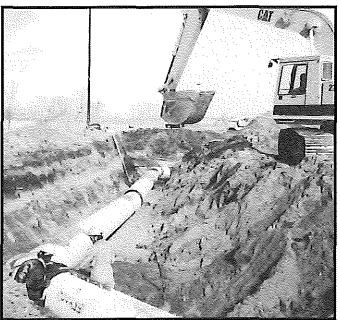


#### **Council actions:**

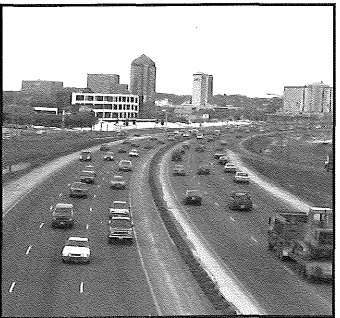
1. **Identify the needs for new infrastructure** to support economic productivity in the region. Important upcoming decisions include possibly expanding the existing airport or building a new one, making major roadway improvements and developing light rail transit. Possible future needs are a regional telecommunications network or intermodal linkages of the region's transportation systems to improve the efficiency and effectiveness of goods movement.



2. **Complete the Council's work on the dual-track airport planning process** and address related land use and infrastructure issues with the Metropolitan Airports Commission, Minnesota Department of Transportation and other interested parties.



3. **Initiate projects to align regional infrastructure investments** (such as highways, airports, telecommunications, data development and exchange, intermodal facilities, etc.) with needs for regional economic vitality and productivity. Regional system plans should allow expansions of regional systems to accommodate major new economic development, provided the development is consistent with the Council's other policies and plans.



4. **Promote the best overall infrastructure strategy** for the region, including sound fiscal decisions at all levels. The Council will assign priorities to regional system investments with an eye to economic needs. Priorities could be given to investments that would increase productivity or increase exports. Part of this effort will be to determine the regional implications of infrastructure financing:

- What infrastructure is needed? Where is it needed in the region?
- What are the sources of funding for this project? Are revenues adequate to make these investments?
- What are the long-term financial obligations for maintenance, repair, replacement?

5. **Give special consideration to investments in regional facilities to meet the reasonable needs of major new economic developments**, including business expansions of local companies. The Council will include provisions in its regional system plans allowing expansions of regional systems to accommodate major new economic development, provided the development is consistent with the Council's review of special facilities and regionally funded programs (see "Special Facilities and Regionally Funded Programs," page 65.)

Regional facilities play a major role in the economic life of the metropolitan area. Regional sewer lines and highways connect with local sewer and road networks directly serving business sites. The region's airports connect local businesses to the entire nation and the world. The transit system carries commuters to and from major employment centers, especially downtown Minneapolis and St. Paul. They represent sizeable infrastructure investments and are important in any economic development expansion.

As the chief regional policy agency, the Council determines the long-term direction for many of these regional systems. The Council is also the operating agency for regional transit and wastewater treatment services. As a result, the Council is in a position to ensure that these systems provide strong support for business, and to ensure that systems are expanded and maintained to support the region's economic growth (see "Directions for Regional Systems" for transportation and aviation, in Appendix A, pages 68 and 70).

Occasionally, an economic development project comes along that will create a very large number of jobs and represents a very large private investment—for example, the Saturn automobile plant of the early 1980s. If a facility of similar size and scope required additional wastewater treatment capacity, better road and transit access or even improvements to a reliever airport, the payoff in new jobs and taxable property could outweigh costs of expanding the regional systems.

A good business climate depends in part on getting the most value from infrastructure investments. The Council provides stability and predictability in the quality and capacity of the region's infrastructure. Businesses are less likely to select a site for expansion if there is doubt about the availability of key public facilities. In addition, the region's citizens must be assured of the best return for their collective infrastructure dollars.

## **Local Economic Development Efforts**

*Action Step 1C The Council will support local economic development initiatives that retain and foster the growth of local businesses, bring new businesses to the region, add to the tax base and generate new jobs for the region as a whole.*

### **Council actions:**

1. **Coordinate regional-level planning and priority-setting** for regional infrastructure investments with local public/private development efforts in targeted areas.

2. **Monitor redevelopment projects** in distressed areas of the region, and report the numbers and types of jobs that are actually created by cities and their development agencies.

### **Partnership actions:**

3. **Develop strategies with local governments** on ways to help business achieve a net increase in productivity, good new jobs, and tax base for the region. Discourage intraregional competition that merely shifts jobs or tax base from one city to another (often at some public expense) with little or no regional payback.

Most job growth comes from expansion of existing businesses and creation of new local businesses. The Corporation for Enterprise Development cites

**Minnesota has "a fairly diverse economy, but the level and growth of new firms is poor."**

The 1993 Development Report Card for the States, Corp. for Enterprise Development

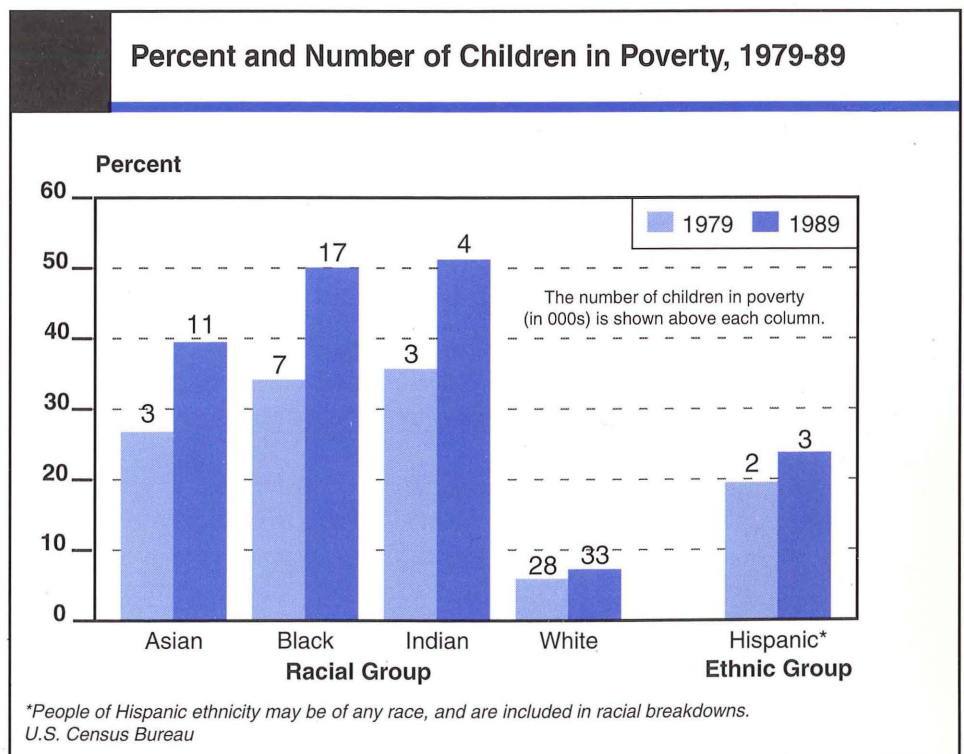
Minnesota for its diverse economy but says “the level and growth of new firms is poor” (*The 1993 Development Report Card for the States*). Merely shifting businesses from one part of the area to another is not regional economic expansion if it produces no net gain for the region as a whole. The Council advocates retaining existing employers and encourages them to expand in place (when space allows) rather than moving jobs around the region. In some cases, market forces make it difficult to expand businesses in existing locations. Public support for expansion may be necessary if it serves a larger public interest (see Action Item 5, page 27).

## A High-Quality Work Force

**Action Step 1D** *The Council will support efforts to improve the skills of the region's labor force to meet the current and future needs of the economy, and to strengthen the work readiness of all those seeking employment, especially young and difficult-to-employ people.*

### Supporting actions:

1. **Support efforts to continually update vocational and technical training programs.** Using information from the regional industries project (Action Item 1, page 16), work with public colleges, vocational-technical schools, the Higher Education Coordinating Board and the Private College Foundation to develop strategies to meet the specific education, training and retraining needs of this region's industrial groups.
2. **Encourage collaboration among nonprofit organizations, state and county agencies and business** to combine training with other services that support people entering the job market—including transportation initiatives, work-readiness programs and daycare services. Support the efforts of the educational system and private industry, working cooperatively to create apprenticeship programs for noncollege-bound young people to enter the work force.



3. **Encourage discussions between business and education sectors.** Draw attention to issues involving the education and training needs of a changing job market, changing labor force and changing technology. Additional issues could include training resources, illiteracy problems, and funding issues.

Any long-range approach to economic growth must address both the creation of jobs and the improvement of work force skills and training. If the region is to capture and hold higher-wage jobs, a well-trained, well-prepared work force with skills for the future should be maintained. Skills often cited include analytical ability, communications abilities, and competency in applying technology.

These actions are intended to deal with growing concerns about the quality of the region's work force. For example, according to the Minnesota Literacy Council, more than 500,000 Minnesotans cannot read, write, compute, problem-solve or cope with changing conditions sufficiently well to meet the requirements of adult life. In addition, many children are not getting a good start in life. A growing number of children live under poverty conditions that are producing a generation of future citizens who may be limited in their productivity, and who do not participate fully in the community.

Strategies to provide transit to link people in distressed areas with new jobs, and plans to create new jobs in deteriorated areas are both important; however, neither approach can guarantee that local residents will have the necessary skills to fill those jobs. An overall effort to raise the job-skill level of the region's work force should include a program specifically aimed at strengthening the job skills of people living in distressed areas.

## **A Strong Business Climate**

**Action Step 1E** *The Council will work toward achieving a strong business climate, including a tax and regulatory structure that balances both business and public needs.*

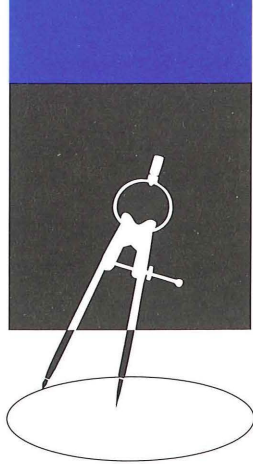
### **Council actions:**

1. **Recommend strategies for streamlining regulations and procedures**, at the Metropolitan Council and other government levels, that hamper business development, innovation, and competition. These recommendations should be based on discussions with business groups, and state and local agencies. Action Steps 2E (page 26) under "Regional Reinvestment Strategy" and 4A (page 39) under "Regional Environmental Strategy" propose initial areas for procedural streamlining.

### **Supporting actions:**

2. **Promote open discussion of tax climate issues** through long-term dialogue with large and small businesses, local governments and others. The Council will support a long-term, broad-based legislative strategy to improve the tax climate.

Responding successfully to international competition means closely examining all potential barriers to economic growth. Making Minnesota less competitive with other states are its tax system and workers compensation program. The regulatory climate, also cited for raising business costs, has prompted complaints about never-ending procedures and requirements that seem unnecessary and nonproductive. Two types of regulations frequently mentioned as problems are environmental regulations, and building and development requirements. While taxes and regulations serve worthwhile public purposes, the challenge is to uncover opportunities for greater efficiency and streamlining.



# Regional Reinvestment Strategy

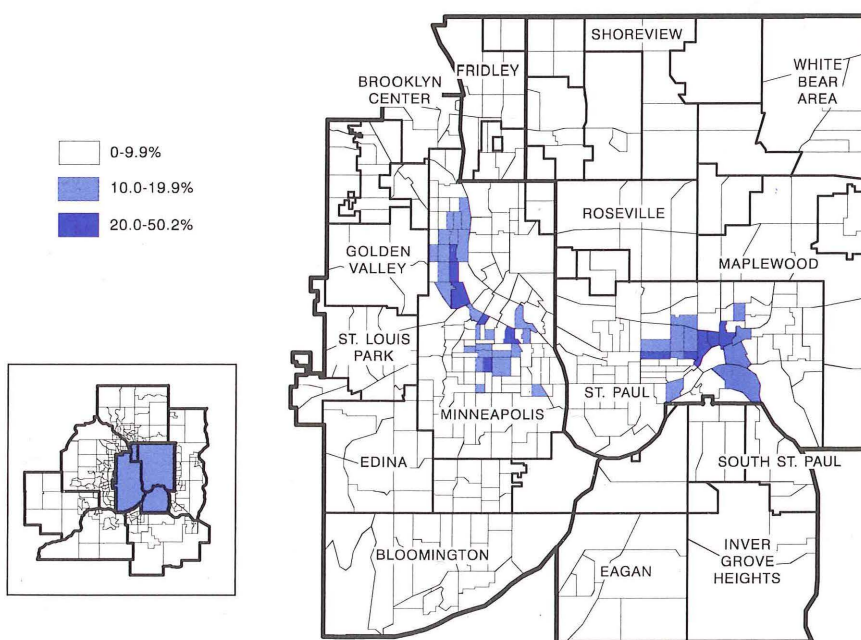
## Introduction

**M**ost of the region's communities are healthy—with adequate jobs and services, where residents feel safe and are confident in their community's future as a place to live. But other areas of the region face growing problems, and a few are in the throes of serious decline.

**Some areas of the region face growing problems of dilapidated housing, crime, lack of jobs and poverty.**

The problems of deteriorating areas are varied and complex—crime, dilapidated housing, lack of jobs and adequate job training, and spreading poverty. Most of the seriously distressed areas in the metropolitan area are in the two central cities of Minneapolis and St. Paul and several older suburbs. There are others—

**Percent Unemployment in Working-Age Population, 1990**



neighborhoods at risk—where conditions are less serious but deserve attention. It is essential to the overall vitality of the region that all of its communities are places where residents want to live and work. Their well-being affects the region as a whole.

Areas in varying degrees of distress are not confined to any single part of the region; they can be found in urban, suburban and rural communities. For the most part, the incentives of the private market alone are not going to promote vitality in these distressed areas. Public and private funds and programs will be necessary, especially for commercial and industrial development. Targeting priorities should be based on criteria for measuring distress and needs as well as potential for positive outcomes.

In metropolitan areas where central cities have a much lower per capita income than their suburbs, total employment growth is slower than in areas where the disparity is less, according to a study by the National League of Cities. Another study by the Federal Reserve of Philadelphia found that, with few exceptions, the better a central city does, the better its suburbs do. Even if suburban areas do not show the most acute problems of decline, central city decline is likely to be a slow, long-term drain on the economic and social vitality of a region.

The central cities' well-being influences the perceptions of prospective investors and businesses about the entire region. The region's reputation as an urban center with a high quality of life may suffer, affecting new business development, unless deteriorated areas are revitalized. Further decline will be even more difficult to reverse unless the region acts now to deal with problems before they reach the stage experienced by other large metro areas around the country.

The region faces several key issues in revitalizing its distressed areas:

- Limited public financing tools* ■ Competition for scarce dollars to stimulate and foster redevelopment must be strategically directed.
- Land contamination or pollution* ■ This is a major barrier to reinvestment, especially in the region's older areas.
- Cross-sector partnerships* ■ To accomplish redevelopment, the region needs to build on its successes and promote cooperation, not confrontation, among governmental agencies, the business community and the nonprofit sector.
- Public resources for housing* ■ Encourage and support home ownership and rehabilitation in older, at-risk communities.
- Neighborhood vitality* ■ A sense of safety and confidence in a neighborhood as a good place to live must be addressed in any revitalization effort.
- Poverty concentrations* ■ This is one of the region's most complex, urgent issues.
- Community amenities* ■ Character, a sense of identity, and attractive amenities are important ingredients to local vitality.

### ***Creating a Climate for Reinvestment***

The problems of distressed areas require a region-wide response drawing on efforts of business, local and state government, social service agencies and others. A regional strategy is needed to break the cycle of disinvestment and create a climate for reinvestment.

**The region needs to draw on efforts of business, government, social service agencies and others to break the cycle of disinvestment.**

Such a strategy includes the following components:

- Focus existing and new public dollars on the region's distressed areas, giving them priority for dollars spent on regional services like transit.
- Provide stronger incentives to attract business development for jobs and expanded tax base.
- Stabilize neighborhoods that are at risk or in decline, and help healthy neighborhoods remain attractive to current and prospective residents.
- Strengthen programs that help people become more self-sufficient.
- Increase people's skills to match job needs; improve transit and transportation to better link workers living in older areas to job opportunities in growing communities; provide wider opportunity for housing choice across the region.
- Eliminate policies that restrict the housing choices of low-income people to at-risk neighborhoods; link economic development with community development in target neighborhoods; and encourage cities and counties to jointly develop strategies to reduce crime in target neighborhoods.

Reinvestment is an area of emphasis and concern for the Council. The *Blueprint* sets initial direction for the Council in addressing this issue. During the lifetime of this document, it is expected that more specific action steps for the Council will be defined. At the outset, the Council's role is to:

- *Act under its current authority* in land use, transportation and housing.
- *Promote and support key recommendations* for state and federal legislation.
- *Convene regional, city and neighborhood interests* to work toward common goals and develop action plans.
- *Support actions of education, social services, churches and other organizations* important to a regional redevelopment and reinvestment strategy in areas where the Council has not been active, or has a limited role and authority.
- *Provide research and information* to identify barriers and opportunities to implement the investment and redevelopment proposals of the *Blueprint*.

## POLICY 2

*The Council will lead a multifaceted, region-wide effort to carry out redevelopment strategies focused on the revitalization of distressed areas of the region, especially commercial/industrial revitalization and efforts to strengthen neighborhood vitality. The Council will support the targeting of public and private financial resources for redevelopment and reinvestment.*

### **Promoting Business Development**

Although the problems of distressed areas go beyond economics, jobs and economic development clearly are a key part of any solution. Jobs that pay a living wage help people escape the bonds of poverty. Jobs generate income that ripples throughout the local economy. New business development stabilizes neighborhoods and strengthens the property tax base. This approach has to be supported by other measures that bolster confidence in distressed areas.

## REDUCING INVESTMENT BARRIERS

**Action Step 2A** *The Council will work to remove or substantially reduce barriers that make it more difficult to develop in distressed parts of the region compared with newer communities.*

### Supporting actions:

1. **Promote a stronger role for cities and/or their development agencies** in both site assembly and creative use of existing buildings for commercial/industrial redevelopment. Such a role could include making more effective use of existing tools such as rezoning or eminent domain to aid in assembling larger sites for redevelopment; creating incentives to use a greater proportion of a city's available development funds for commercial/industrial projects to increase the number of jobs; and continued use of tax increment financing, industrial revenue bonds or other financial tools to underwrite the added costs of redevelopment, and to make older communities regionally competitive.
2. **Support changes in state law** governing the property tax system to provide incentives for redevelopment and reinvestment, working jointly with local government and others. Support changes in state law to make it easier to use tax-increment financing for redeveloping distressed areas and for rehabilitating low- and moderate-income housing.

### **E**xamples of Additional Development Costs in Older Areas

- **Razing unusable structures**
- **Pollution cleanup**
- **Complex land assembly**

Areas experiencing disinvestment need to successfully attract economic development and jobs to increase the tax base. One strategy of the *Blueprint* is to attract economic development to distressed areas of the region—as well as older, underutilized areas—by reducing the cost difference between suburban development and urban redevelopment. Current incentives, primarily lower costs, make it more desirable to develop in the newer, rather than older, parts of the region. Usually the costs are substantially higher for redevelopment than for first-time development in previously undeveloped areas. For example, barriers include razing unusable structures, pollution cleanup and difficult land assembly.

In Minnesota, as in most other states, a number of public financing tools enable local governments to attract business to their community. One of the most important, according to local redevelopment officials, has been tax-increment financing. Originally intended to help redevelop distressed areas, tax-increment financing legislation has broadened over the years to support low- and moderate-income housing, economic development, and hazardous waste cleanup.

The 1980s saw a proliferation of tax-increment financing districts, prompting concerns by the Minnesota Legislature that the program was open to misuse. In 1988 and later sessions, the legislature imposed a series of restrictions and changes limiting the use of the program. Although the restrictions have helped head off abuses, they made the program difficult to use for redevelopment.

**Action Step 2B** *The Council will work to create a metropolitan enterprise fund or funds, using private and public funding sources for a wide variety of revitalization purposes.*

### Council actions:

1. **Examine possible funding sources** for an enterprise fund.

#### Partnership actions:

**2. Work with local governments, community development groups and others to identify revitalization needs** that offer the best opportunity for producing successful results through an enterprise fund.

Revitalization is a regional problem and it calls for a region-wide approach. Available techniques, like tax-increment financing, can help in redeveloping distressed areas but they alone have a limited effect. New tools, like an enterprise fund, are needed.

Using private and public funding sources, an enterprise fund would need to be flexible to meet revitalization needs. The range of possible applications could include, for example, cleanup and acquisition of contaminated sites, site assembly, housing rehabilitation, increased owner-occupied housing, and diversification of the job base in distressed areas (see Action Item 6, page 57). Funds from such a fund should be targeted as described in Action Step 2D, page 26.

### RECYCLING POLLUTED SITES

#### Action Step 2C

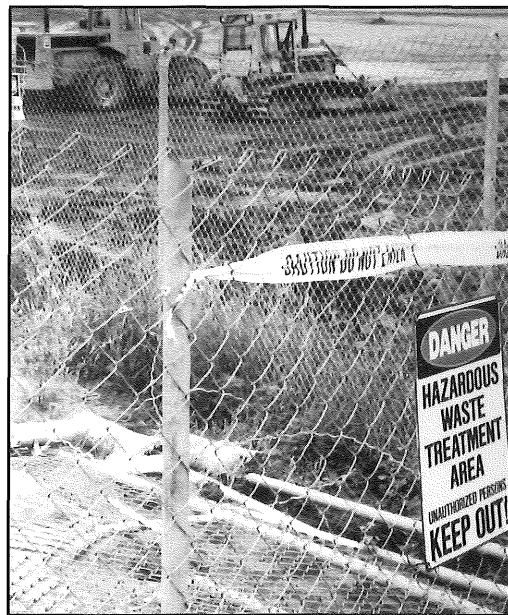
*The Council will work with local governments and the Minnesota Pollution Control Agency to put contaminated sites back into productive commercial and industrial use through aggressive use of the Minnesota Land Recycling Act and similar measures.*

#### Partnership actions:

- 1. Identify issues, responsibilities and barriers** involved in putting contaminated sites back into productive use, working with lenders, the Pollution Control Agency, developers and others.
- 2. Support changes in federal and state laws** to establish various standards for defining clean sites, based on their intended future use. Use of these sites would be spelled out in cities' land use plans. Work with federal, state and local officials to develop workable proposals for defining clean sites.

A major deterrent to reinvestment in distressed areas is polluted sites. Businesses usually avoid any location where they could become liable for future environmental cleanup. Federal and state Superfund laws impose strict liability for cleanup costs on all companies found responsible for a site, and the costs of determining responsibility and planning the cleanup are high. Even if a potential developer could be found, lending institutions are rarely willing to lend money for projects on such sites. When these sites are not developed, the community loses jobs and tax base.

The federal Superfund cleanup program has too few dollars to pay for cleanup at all designated sites. Moreover, hundreds of contaminated



sites have been identified in the region that do not qualify for Superfund money, most of them in the central cities and older suburbs. If the region hopes to see local polluted sites recycled, it must take action itself.

There are two major issues related to regional action. Financing cleanup is a key one. A second issue is: how clean is clean, and who determines that question—state or federal agencies or both? A safe level for a factory could possibly be less clean than for houses or a playground. Many toxic wastes are not amenable to current cleanup methods and are difficult to remove completely.

The new state Land Recycling Act allows companies to clean up polluted sites and proceed with new economic development, with protection from liability. This law is a beginning, but the region still needs to allow different levels of cleanup, depending on the proposed use of a site.

## TARGETED AREAS

*Action Step 2D The Council will identify targeted areas that have the greatest need and/or potential for economic development in order to focus attention and resources.*

### Partnership actions:

1. **Work with cities to develop criteria** for prioritizing areas most appropriate for the targeting of public financial resources.

### Supporting actions:

2. **Encourage the participation of local governments in programs such as the federal empowerment and enterprise program** that link economic development with community development in identified target areas.

**D**istressed areas should receive priority for funding, especially for commercial and industrial development. Needs should be addressed where they emerge based on criteria for measuring distress and needs.

Targeting economic development drew increased national attention in the 1980s with the idea of enterprise zones as a way to strengthen areas with a long history of poverty, lack of jobs and physical deterioration. With financial tools such as tax credits, grants and tax abatements, enterprise or opportunity zones are intended to attract new employers that would draw heavily on area residents as workers.

## COOPERATION AND INFORMATION-SHARING

*Action Step 2E The Council will work with communities in developing and carrying out redevelopment plans by making sure that regional services and facilities support local actions, by being a catalyst for focusing action on critical needs, and by providing local planning and technical assistance.*

### Council actions:

1. **Provide technical assistance to cities**, especially those with limited resources, to carry out redevelopment models that could be adapted to local needs and conditions.

2. **Create a task force of developers and local officials** in planning, zoning and redevelopment to determine the impact of development regulations on redevelopment efforts. The task force would make recommendations or develop a model process to improve local redevelopment procedures and practices.
3. **Carry out small-scale demonstration projects** to illustrate the merits of redevelopment models, and to further identify strengths and weaknesses of redevelopment options. Funding could come, for example, from foundations or possibly from federal transportation funds, where the project is part of transportation improvements.
4. **Hold a series of regional forums** involving local community leaders that would meet to discuss mutual goals and objectives, and ways to collaborate to achieve them.

**Partnership actions:**

5. **Develop ways to facilitate business expansions** and land assembly for redevelopment, working in partnership with local governments.

**Supporting actions:**

6. **Encourage local governments engaged in redevelopment to identify regulations and procedures** that impede or slow redevelopment and take action to streamline them. Encourage them to adopt the recommendations or models developed by the task force discussed above.
7. **Promote information-sharing** among and within cities about successful redevelopment methods, and programs to stimulate new business development and economic revitalization.
8. **Promote a climate of cooperation and collaboration** whereby public, private and nonprofit organizations work toward common goals supporting redevelopment.

Sharing information about successful redevelopment projects can help cities develop new marketplace niches, identify their strengths and build on them. There are good examples in the region that others could learn from. Greater public-private cooperation is also a factor. Local approvals and regulations can sometimes slow or even halt a redevelopment effort. On the other hand, the city and its residents have the right to scrutinize a development that will affect them. Government officials and private developers need a better understanding of each other's point of view.

## **Increasing Confidence in Neighborhoods**

*Action Step 2F The Council will support ways to make declining neighborhoods more desirable places to live by working with local governments concerned about decline to find more comprehensive, effective, long-lasting solutions.*

**Council actions:**

1. **Identify and pursue transit service designs** that can strengthen neighborhoods (see Appendix A, pages 68-69).

#### Partnership actions:

2. **Explore programs that can help preserve residents' investment in their homes** and help preserve stability in home values.
3. **Actively participate in discussions about issues affecting confidence in neighborhoods.** The most frequently cited issues include the quality of education provided by schools in central cities and older suburbs, and neighborhood crime rates.

#### Supporting actions:

4. **Promote wider use of successful neighborhood-level planning** models to preserve an area's assets and amenities, including parks, shopping areas and services, historic features and other desirable features.

Older areas can keep and attract new residents by offering housing stock in good condition, parks and playgrounds, shopping and other services, well-preserved historic areas, and the basic requirements of confidence and safety. Any strategy to reinvest in the region's distressed areas must work to rebuild confidence in the future of neighborhoods. That means strengthening neighborhood stability and vitality. Of most concern are those neighborhoods with the highest crime and unemployment rates.

Targeting housing assistance to distressed areas is one part of a multipart strategy to strengthen them. See Action Step 5F, page 56, for more detail regarding housing assistance—targeting housing assistance to distressed areas and to areas with identified affordable housing needs.

As the region has increasingly experienced big city urban problems, homeowners may question their neighborhood's stability, and the value of their home on the open market. Another important factor, for parents of school-age children, is the quality (or perceived quality) of schools their children will attend.

While home ownership and housing maintenance are important to the image of a neighborhood, other factors also affect its future. Confidence is the key to neighborhood preservation because it leads residents to make financial investments in their property and neighborhood and feel pride in living there. Further, lenders will direct their investments to neighborhoods in which they have confidence.

### **Poverty Concentrations**

#### **Action Step 2G**

*The Council will support actions to improve conditions in areas where poverty is concentrated, especially efforts to broaden economic and housing opportunities inside and outside those areas and to improve accessibility to job, housing and training opportunities.*

**Council actions** (see also Action Items under "Expanding Housing Opportunities in the Region," page 56):

1. **Improve transit to employment opportunities** for residents of areas experiencing disinvestment. The Council will work with others to develop improved transit services connecting areas of low income with areas of growing employment, and advocate for a higher funding priority for transit, especially to provide reverse-commute and suburb-to-suburb transit improvements (see Appendix A, page 68).

### Partnership actions:

2. **Seek expansion of state one-for-one housing replacement legislation to provide mechanisms for region-wide responsibility** for replacement of displaced housing units to support regional housing goals, and to prohibit the building of such units in areas of poverty concentration or areas experiencing disinvestment.

### Supporting actions:

3. **Support the efforts of communities** to help rental property managers become a conduit for information that helps residents find services in the community that promote self-sufficiency (information about employment counseling, job training, job placement), and to promote successful local initiatives with other communities.

4. **Encourage efforts to base support services in neighborhood- or community-based locations**, such as in schools or community centers convenient to transit, rather than in downtown locations.

5. **Support neighborhood, city and state efforts that assist people to achieve self-sufficiency**—for example, employment and service combinations that work toward this goal.

6. **Support efforts to provide renters and first-time homeowners with skills and information** on how to maintain their apartments and homes, such as private and nonprofit management groups.

7. **Support building entrepreneurship** among residents in core areas, especially people of color.

8. **Encourage all lenders** to support businesses that create jobs in core neighborhoods.

While the majority of residents in older communities are doing well, the number of households in poverty is increasing. Poverty is highly concentrated in a small but growing number of neighborhoods—especially in the core areas of Minneapolis and St. Paul (a central area surrounding the downtowns). In many parts of the core area, poverty has persisted for decades, and it has deepened—and spread—over the years. Some neighborhoods appear to be caught in a self-perpetuating cycle that fuels property disinvestment, concentrated poverty and ultimately social and economic decline.

Racial and ethnic minorities are more likely to be poor in Minneapolis/St. Paul than in other U.S. core cities. Among the nation's 25 largest metro areas, poverty rates for the white population and for people of color living in Twin Cities suburbs rank in the middle. But poverty among central cities residents of color is highest among the 25 areas. A significant number of households are headed by single parents (many of whom are not in the labor force). A household with only one adult is more vulnerable to economic setbacks, with the children more vulnerable to the physical and emotional stress of poverty.

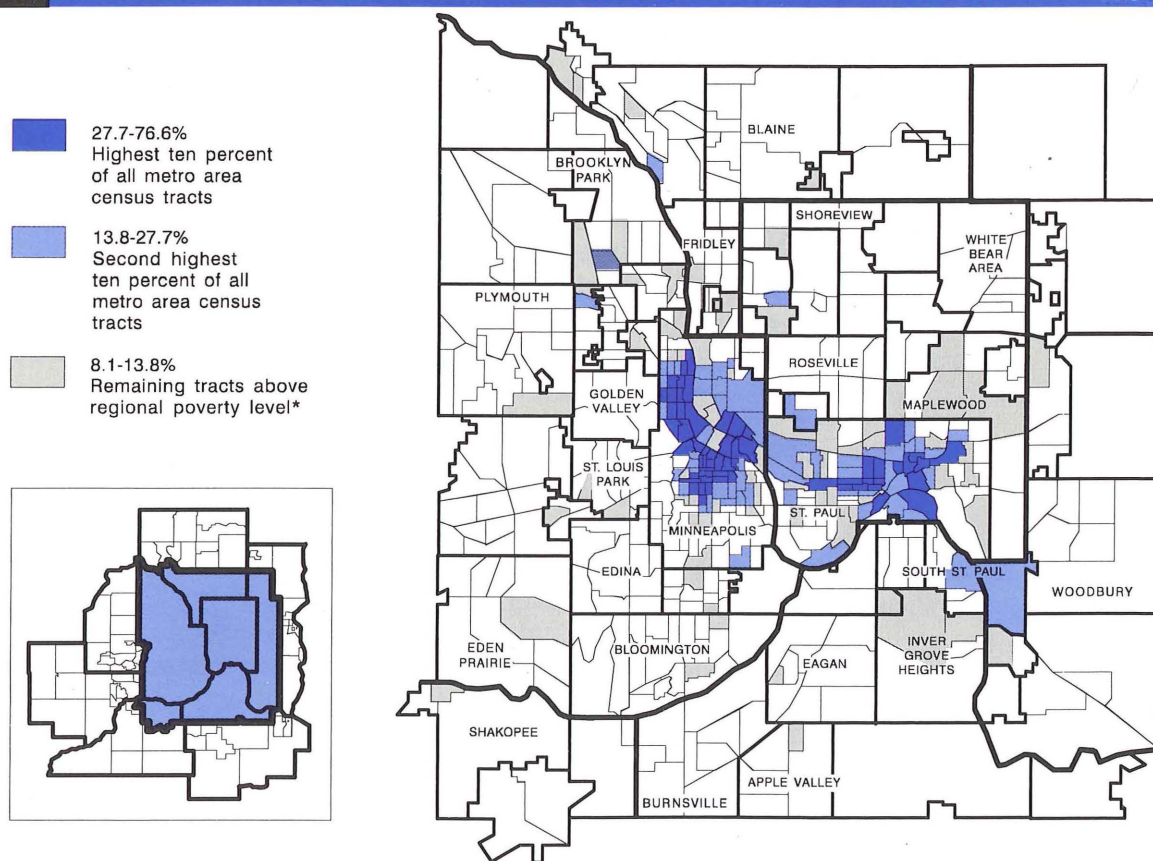
Research shows that strategies must simultaneously address both economic/business development and community development to be effective. Hopelessness, anger and crime may develop in a community that does not offer future opportunities for its residents. The region cannot afford to ignore the families and children in neighborhoods at risk, nor do we want to see their individual investments (in

homes and businesses) destroyed. Neither does the region want to waste the investment in public infrastructure in these areas. Public and private interests must work together to make all neighborhoods livable and attractive to people—places where residents are willing to invest in building and maintaining homes, businesses, jobs and schools.

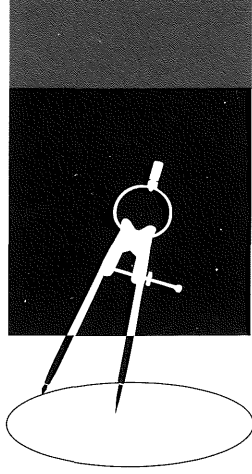
Addressing issues of poverty concentrations will require a multifaceted approach to be successful. One approach to alleviating the effects of poverty is to improve conditions within areas of high poverty concentration. That would include creating jobs, upgrading housing conditions, and adding stores, services and community centers in the neighborhood.

A second approach would provide additional housing choices in suburban locations, where educational, job and other opportunities can improve conditions in people's lives. It is important to note that, especially in suburban locations, people without cars need to be close to good public transit and jobs, or access will be a significant problem. Local governments have responsibilities, under the Metropolitan Land Planning Act, to provide opportunities for affordable housing through their comprehensive plans and official controls, including zoning ordinances. A third approach involves providing ways to help people make connections to opportunities in other parts of the region. No single approach will work; a combination of all three is necessary.

### Percent of Persons Below Poverty Level, 1989 (Census Tracts Above Metropolitan Average)



\* Tracts 701.01 and 612.00 are the only tracts with poverty rates above the regional rate not shown on this map



# Regional Strategy for Building Strong Communities

## Introduction

**O**ur metropolitan region is only as strong as its individual and interrelated communities. All the region's communities—its building blocks—are stronger if they have a sense of identity and cohesiveness.

One aspect of every community is its identity—the history and characteristics that make it unique. Over time, these identities change, some for better and some for worse. But it is largely this identity that makes communities different, and gives them a sense of place.

This sense of place can result from one or more factors, such as a strong commercial and employment base; sound, attractive housing; or amenities such as parks and lakes. A feeling of community can mean a “family support” system of neighbors to whom people can turn in case of a crisis, a sense of trust among residents, and personal interconnections.

Time, and economic and social changes can change a community's identity and alter the expectations and needs of its residents. Planning and re-planning are necessary to help preserve that identity and uniqueness.

**D**evelopment can enhance—  
or impede—a sense of  
community.

The *Blueprint's* Policy 2 discusses ways to strengthen communities in the older parts of the region through using redevelopment and reinvestment to build confidence in neighborhoods. However, communities in all parts of the region can be strengthened by land use planning and other strategies that enhance neighborhood and community formation.

A regional strategy for building strong communities is essential if the region is to work effectively on behalf of its increasingly diverse population. Basic is the notion that different communities have different priorities. People in different parts of the region have different experiences from which to form their viewpoints. Understanding the region's issues and problems from differing viewpoints is the first step to building a workable strategy.

As the region works to promote local and regional community, the range of issues to be addressed include:

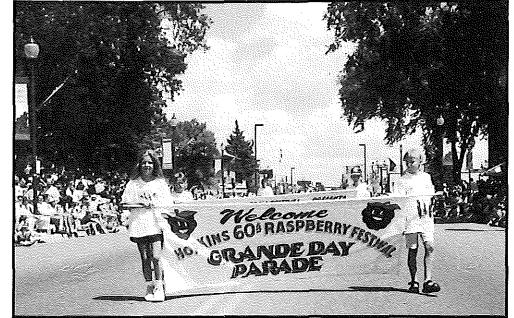
■ Land use planning that creates community identity and fosters a civic infrastructure.

■ Urban design that helps make neighborhoods safer, creates amenities and improves livability.

- Community-based ways for people to connect with residents and activities in their neighborhoods.
- Potential effects of state, regional and city decisions on local communities.
- Regional decisions that actively include all the diverse interests of the region.

## **Charting Directions to Build Strong Communities**

Building strong communities requires regional partnerships beyond the typical public-private alliances. Local governments, developers, neighborhood businesses, neighborhood groups, churches and residents all have a stake in renewing community spirit, and in local economic and community development. Neighboring communities and the region as a whole must also demonstrate a commitment to help “neighbors in need” and work together by sharing ideas, expertise and time.



The Council's role is to:

- Convene various parties to work toward common goals, and develop and carry out action plans.
- Consider local effects in its decision-making process on regional issues.
- Actively include the wide variety of diverse interests in regional decision-making.
- Use its regional leadership role to focus attention on regional issues and regional citizenship.

### **POLICY 3**

*The Metropolitan Council will actively promote a variety of efforts to help the region build stronger local communities and a stronger regional civic infrastructure.*

## **Using Land Use Planning to Create Community**

**Action Step 3A** *The Council will encourage and foster local efforts to shape and/or reshape physical environments in order to enhance neighborhoods and communities.*

**Council actions:**

1. Promote land use planning that meets the changing needs of residents in a changing market in carrying out the Metropolitan Land Planning Act. As local communities update their comprehensive plans, the Council will encourage them to work toward urban design practices that use transit- and pedestrian-oriented development and redevelopment, and other principles of livable communities.

**Partnership actions:**

2. Work with local governments to develop models, tools, processes and demonstrations that integrate existing development, including use of historic

preservation, or guide new development to enhance community identity and promote community interaction. Local and national models of successful neighborhood planning will be promoted.

3. **Jointly conduct forums with local governments** to foster use of community-strengthening land use tools by local elected and appointed officials.

**Livable Communities” is an approach to planning, designing and building neighborhoods with a focus on meeting the needs of people and creating a sense of community.**

Land use planning is a means to building strong neighborhoods and communities. The physical design, siting and arrangement of land uses can make it possible for people to carry out their daily activities in an attractive and interactive community environment. Land use planning can foster a sense of place and can help create safer environments. It can also create a downtown or town center, a place where people can go and feel a part of their neighborhood or city.

Mixed-use patterns can help meet needs for diverse, affordable housing; provide a variety of shops, restaurants and entertainment; serve as a community or town center where people can gather; serve as a venue for concerts, plays, art fairs; or provide parks, trails and other green spaces. Many of these designs for “livable communities” have been created across the country. Livable communities provide for walkable, pedestrian-oriented areas easily accessible by transit. The Council will take a lead role in working with local governments to ensure that local land use supports transit- and pedestrian-oriented development (see Action Item 6, page 55, and Appendix A, pages 68-69).

Some principles for livable communities are:

- Provide a mix of life-cycle and affordable housing, shops, work places, civic facilities—within walking distance of each other and accessible to transit.
- Develop sufficient common community spaces that are accessible and comfortable for all residents.
- Use to advantage the character, culture, history and amenities of the community.
- Integrate natural/topographical/environmental features.
- Address year-round seasonal and climatic conditions.
- Involve community residents and businesses in defining needs, desires, land use and design.

**The design of physical environments is important in deterring crime and taking advantage of amenities.**

Although these same principles for livable communities apply at some level in planning all communities, the results will look quite different because of the different needs, geography and historical land use patterns of each community.

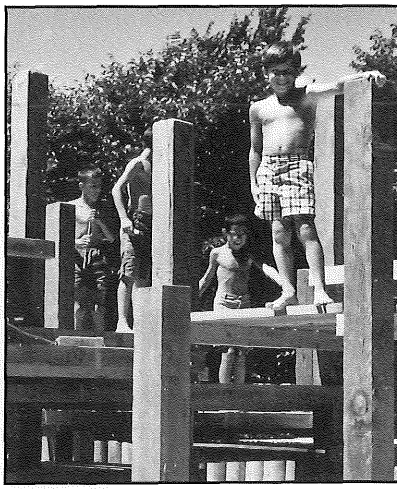
A major future issue facing many suburbs is how to integrate the random pattern of development that has resulted from development of individual parcels that was not coordinated with adjacent uses. Some suburban cities are looking for ways to create an integrated community identity, through land use planning for vacant parcels that integrates existing uses. A current issue for some newer suburban cities is creating a focus for civic identification or “heart.”

## **Making Neighborhood Connections**

*Action Step 3B The Council will encourage and foster efforts to support adults’ and children’s connections with others in their neighborhoods and communities.*

Supporting actions:

1. **Support a full range of after-school activities in schools, libraries, recreation centers and parks.** Participate in discussions about the potential role of schools as neighborhood centers for community programs and services for adults



and children, including private nonprofit social clubs for youth, such as scouts. Other issues include finding ways to provide after-school transportation so children can participate in extra-curricular activities with their neighborhood friends; provide transportation to after-school programs for children at the school in their neighborhood (even though they may attend a school elsewhere) or neighborhood libraries.

2. Support local “neighborhood-strengthening” activities such as Neighborhood Watch and other programs which enlist local residents and volunteers in reducing crime and otherwise promoting neighborhood vitality.

Residents’ well-being can be enhanced by the neighborhoods they live in, or conversely, inhibited, if there is no local contact or meaningful connection to local activities. For people in economic distress, social isolation can compound their situation. Children who attend a school far from home may not get a chance to make friends in their own neighborhood.

## **Protecting Communities**

*Action Step 3C The Council will consider effects on existing communities in making regional policy decisions and in siting regional facilities.*

**Council actions:**

1. Route transit to serve neighborhood needs and to be convenient but not disrupt neighborhood identity or safety.
2. Design, site and build regional facilities to enhance the positive characteristics of host communities and to avoid, or at least mitigate, negative effects.

**Partnership actions:**

3. Develop criteria and a process for community impact analysis in order to review projects such as new or improved roadways, locations of new housing developments, and building of major regional facilities such as malls and recreational centers, from physical, societal and economic perspectives.

The regional decision-making process is an opportunity to evaluate potential local effects as well as consider regional benefits. In some instances, regional needs and community needs may be in conflict. If it is determined that the regional benefit will supersede possible negative local effects, such effects should be reduced to the extent possible.

## **Building a Civic Infrastructure**

*Action Step 3D The Council will actively work to promote regional citizenship and use the wide variety of regional resources to diversify the regional decision-making process.*

**Council actions:**

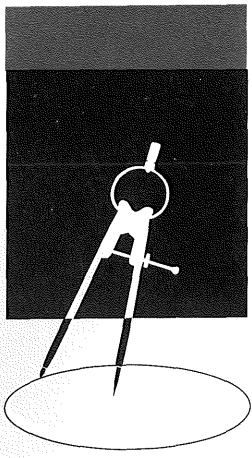
1. Incorporate a broad cross-section of the population—economic, geographic, social, racial, ethnic and cultural groups—in regional decision-making through committee and task force membership, public participation process, and other strategies for obtaining public opinion.

2. **Ensure adequate information about regional issues** is disseminated and accessible in a variety of ways to citizens and community and interest groups. Explore use of forums, conferences and seminars, and partnerships and participation with civic and local organizations.

3. **Develop a regional “Leadership 2010” program**—similar to Leadership St. Paul and Leadership Minneapolis—to prepare local officials and community leaders to examine issues from a regional perspective and be advocates for regional solutions.

Good government, a Minnesota tradition, means having a good civic infrastructure—the social and political tools of a community process that includes how decisions are made, how citizens interact with one another and with governmental institutions, and how challenges to the community are met.

A vibrant, strong community needs informed, participating citizens, and ways to stimulate communication across diverse populations, to integrate people of color into community-wide activities. The Council and communities must work together to achieve the best results possible for the whole region.



# Regional Environmental Strategy

## Introduction

**T**he region has made good progress in protecting the environment from obvious sources of pollution like smokestack emissions or sewage discharges. Although some environmental problems remain, the more difficult issues now are how to deal with the combined impact of many, small-scale individual sources of pollution, and how to coordinate planning to address the interrelatedness of the region's environment.

**We have not inherited the earth from our ancestors... we are only borrowing it from our children.**

-old Swahili proverb



Destruction of local natural features, like natural drainageways or woodlands as the region develops; the loading of rivers, lakes and streams with fertilizers; spills of hazardous waste into groundwater; and land use patterns that generate a great deal of car traffic and air pollutants—all erode the quality of the environment.

Perhaps the region's greatest natural resource is its abundance of good quality water, which sets this region apart from most urban centers. This water resource is a firm foundation for economic growth well into the next century, provided it is protected. The region boasts over 900 lakes, three major interconnected rivers, and a multilayered aquifer system capable of yielding a large supply of good-quality water, as long as it is used wisely and protected from pollution.

The region must use water in a way that is sustainable, that is not jeopardizing development needs of future generations, or current users, by careless management

of water resources. Otherwise, development in some parts of the region may exceed the available groundwater supply. Regional economic vitality relies on the ability to use this water resource wisely and plan well for its future use.

Protecting the region's environmental resources suggests several key issues:

***Damaged or altered  
natural watercourses***

■ Lakes, wetlands, streams, rivers, drainage channels, floodplains and shorelands, when not integrated properly, can cause serious problems for development. They can also be lost as amenities.

***Economic growth and  
water quality***

■ The region's future could be jeopardized if the quality of its surface and groundwater is not protected.

***Interrelated river system***

■ The region's three major rivers have many economic and recreational purposes and, together, make up one river system. However, planning takes place without fully recognizing their multiple roles or their interconnection.

***Preserving woodlands and  
the urban forest***

■ Trees and woods enhance and improve the urban environment. However, efforts to protect the region's significant woodlands from destruction and maintain the urban forest in older areas have been sporadic.

***Air quality***

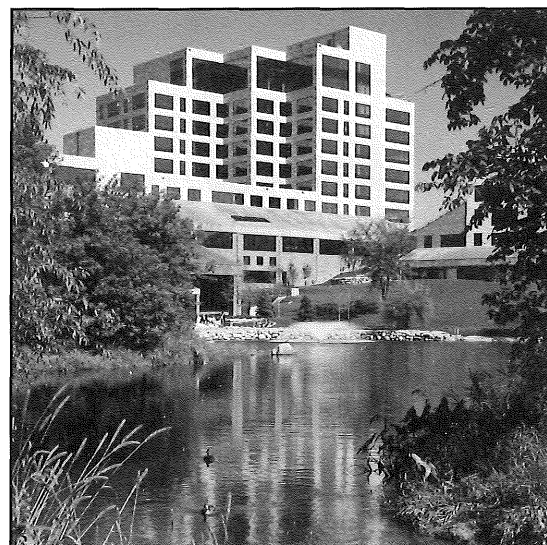
■ Current solutions to the region's air quality problems focus on technological fixes, while land use tools are not adequately recognized as ways to improve and protect air quality.

## ***Integrating Environmental Quality and Economic Growth***

Recent years have seen a change in attitudes toward use of the land, water and air. Today, working with nature has taken on a new value because people increasingly recognize the benefits of improved water quality, widened recreation opportunities and appealing aesthetic qualities. Incorporating natural features into development often saves money, enhances property values and makes sense.

The features of the natural environment—for example, soils and topography—are capable of supporting certain kinds of development but pose limitations for others. Development can benefit from adapting or tailoring itself to the natural capabilities of the land.

Planning ahead avoids expensive after-the-fact mitigation of environmental impacts. For example, it can reduce development costs of having to duplicate a natural drainageway, build holding ponds to replace natural wetlands, or having to clean up polluted sites to prepare them for new development (discussed in "Regional Reinvestment Strategy"). Developers can know the rules of the game ahead of time so their projects reflect environmental guidelines.

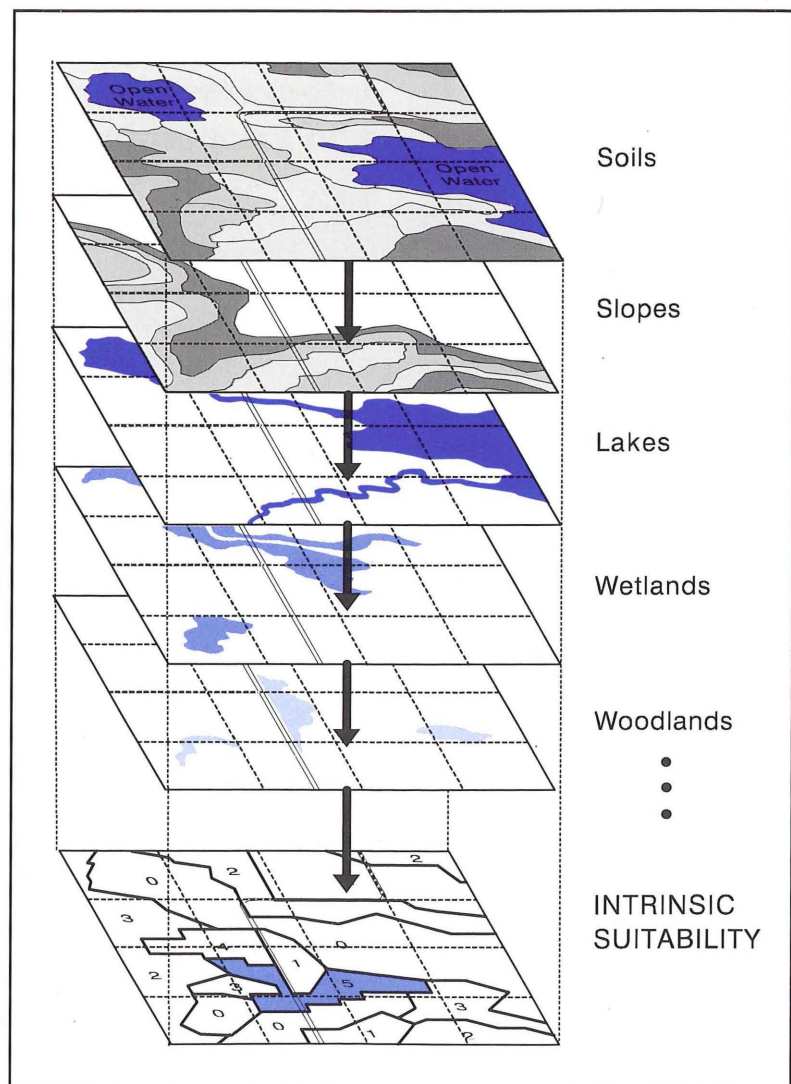


The Council's role is to:

- Convene federal, state and local partners to consider ways to streamline regulations, coordinate activities and clarify needs and priorities.
- Review various projects and the comprehensive land use plans of local governments to make sure they adequately protect the environment to meet the needs of present and future generations.
- Provide assistance and information to local governments and others to help them develop and carry out environmental protection measures.
- Develop data to document the extent and limitations of key natural resources.
- Develop regional plans on water quality and water supply outlining actions to be taken by the Metropolitan Council, local government, regional agencies and others to protect the region's natural resources.
- Work with other organizations in pollution prevention and cleanup programs.

## POLICY 4

*The Council will consider the limitations of the natural environment to support development in its regional land use, infrastructure and development plans, and in designing and building regional facilities. The Council will also examine how well environmental capabilities are reflected in local land use plans and development projects that it reviews.*



## **Protecting Natural Watercourses and Wetlands**

*Action Step 4A The Council will work to protect natural watercourses, such as lakes, wetlands, rivers, streams, natural drainage courses and the critical adjoining land areas that affect them, to maintain and improve water quality and quantity, and to preserve their ecological functions.*

### **Council actions:**

1. **Ask the 1995 legislature to amend the Metropolitan Land Planning Act** to require local comprehensive plans to include a section identifying all protected watercourses such as lakes, wetlands, rivers, streams, natural drainage courses and the critical adjoining land areas that affect them, as well as land use and other management strategies to ensure their preservation (see proposed Land Planning Act changes for natural resource protection, in the Appendix).
2. **Study the costs and impacts of current water management regulations** and work with local, state and federal water management entities to develop a strategy to streamline the regulatory process.
3. **Provide technical assistance** to local governments and watershed organizations to support their efforts to develop adequate protection strategies, including recommending steps for evaluating the environmental, economic and other benefits of restoring significant natural watercourses that have been replaced by artificial systems.

Watercourses drain water runoff, store and treat surface water and affect the groundwater. Changing the landscape, channeling runoff through pipes, filling floodplains or wetlands, paving over areas so less water filters into the ground and removing natural vegetation—all change the ability of the landscape to handle water. The results can be serious—erosion, less water to recharge groundwater supplies, increased pollution from runoff and localized flooding. When the natural drainage system is altered, expensive artificial systems have to be built to perform the same functions, or costly remedial measures will be required to reduce the effects of damaging the natural system.

## **Water Quality for the Future**

*Action Step 4B The Council will pursue steps toward a goal of no adverse impact on water quality so that, by the year 2015, the quality of the water leaving the region is as good as when it enters. The Council will reassess this goal if it poses an unreasonable cost burden for the region.*

### **Council actions:**

1. **Develop by 1997 the comprehensive surface water quality management and wastewater treatment policy plans** for the region required by state law (see “Directions for Regional Systems” for wastewater treatment, in Appendix A, page 67). The plans would define the sustainable capability of the regional water supply, recommend how the region could live within it, and plan the regional wastewater treatment system to assist in achieving the no adverse impact goal.
2. **Work toward the “no adverse impact” goal** in its review of comprehensive plans, federal discharge permits, environmental impact statements and long-range water management plan; through the Council’s regional water resources and

**The region’s water supply provides a major resource base for economic growth—provided it is used wisely and protected from pollution.**

wastewater treatment plans (see “Directions for Regional Systems” for wastewater treatment, in Appendix A, page 67); by developing and implementing an effective pollution prevention program; and by providing technical assistance to other jurisdictions. The Council will monitor progress toward this goal and assess the costs and implications for economic development and reinvestment of achieving it.

**3. Through its review of comprehensive plans and projects, work to minimize the environmental impact of development** on all drainage features so their natural functions can operate unhindered, and monitor the results by documenting the changes in water quality in the region’s water bodies.

**4. Establish a means to coordinate the water management structure and process** in the metropolitan area.

The region’s economic prosperity, continued development and quality of life depend on good water quality. The region needs a safe, adequate supply of drinking water, and suitable water for industrial and commercial development. But the quality of the region’s water is threatened on many fronts. The Metropolitan Area is blessed with a vast underground system of aquifers that supply the region with good-quality water. However, the most productive aquifer—the Prairie du Chien-Jordan—is not available in many rapidly developing parts of the region and has experienced substantial drops in its water levels in areas where it has supported growth in the past.

There have also been spills and discharges of toxic and other polluting material into the groundwater system. For example, a special statewide survey by the Freshwater Foundation in 1989 showed that groundwater contamination cost 18 private companies and 17 cities more than \$69 million to pay for site cleanup, technical assistance and replacement wells. The region must ensure an equitable means of financing water quality protection and improvement efforts through such means as the Minnesota River Improvement Project, watershed planning and federal and state cost-sharing programs.

The Mississippi River, with its large volume of water, is a great underused asset to the region. In all but extremely drought-affected years, far more water flows through the region in the Mississippi River than could ever be used. However, the river must be protected from the numerous chemical and oil storage and transportation facilities, and rail and highway crossings that pose threats to its quality.

Surface water runoff is another issue. Despite state legislation, communities have had varying success in controlling nonpoint pollution from water runoff and increased runoff from development. And correcting problems can be expensive. For example, restoration of the water quality in lakes affected by urban and agricultural runoff costs about \$15,000 per acre of water, with no guarantee of success. Further effort is needed to reduce pollution in everyday activities of the region through pollution prevention programs, public education and review of discharge permits. Permit reviews, long-range water management planning, and federal and state grant programs must continue to correct past surface and groundwater problems.

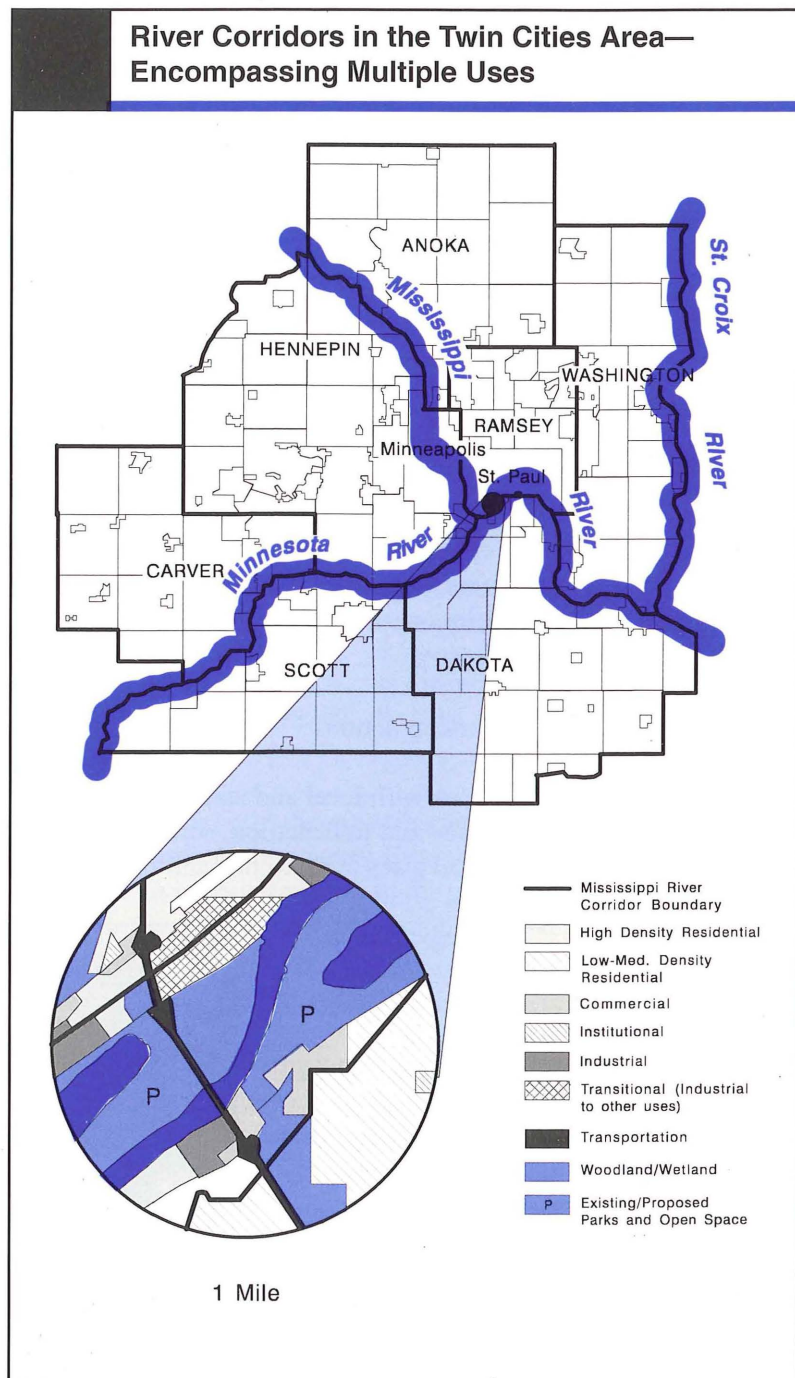
Continued joint efforts by intergovernmental groups and other organizations, such as the Minnesota River Improvement Project and the Lower Minnesota River Technical Advisory Group, are needed to address water quality problems.

## Major River Corridors

**Action Step 4C** *The Council will recommend ways of coordinating the management of the Mississippi, Minnesota and St. Croix River corridors that recognize their importance for orderly regional development, their multiple uses, unique characteristics, and the impact they have on each other.*

### Council actions:

1. Hold a forum to identify the areas of coordination needed to more effectively plan for and manage the Mississippi, St. Croix and Minnesota Rivers, working in partnership with counties outside the metropolitan area, the Mississippi River Coordinating Commission, the Minnesota-Wisconsin Boundary Commission, the Minnesota Department of Natural Resources and the U.S. Fish and Wildlife Service.



The Mississippi, Minnesota and St. Croix Rivers have played a key role in shaping the historical and economic development of the region. More recently, they have been recognized for their importance in providing recreation and open space opportunities. The three rivers also link the impacts of river management activities in the metropolitan area with river management decisions both upstream and downstream of the region.

Efforts to manage the three river corridors, however, have been piecemeal. They are not treated as one system, even though factors that affect one also affect another. For example, the silt and phosphorus in the Minnesota River degrades water quality in the Mississippi River. The construction of boat marinas on the Mississippi increases recreational traffic on the St. Croix and leads to shore erosion.

A plan for the Mississippi River is being prepared under its federal designation as a National River and Recreation Area. However, many conflicts in river use, such as economic and recreational use, are not likely to be resolved by the plan.

Much of the Minnesota River in the metropolitan area is designated a National Wildlife Refuge and Recreation Area. But protections for the river focus on recreation and trails in the valley bottom. There is no protection, for example, of the bluffs overlooking the valley. The St. Croix River is managed as a National Scenic Riverway. Protections extend to land use and water quality, but their effect is limited unless the other two rivers are managed to the same degree.

## **Woodlands and the Urban Forest**

**Action Step 4D** *The Council will encourage the protection of the region's significant woodlands and the long-term management of the urban forest.*

### **Council actions:**

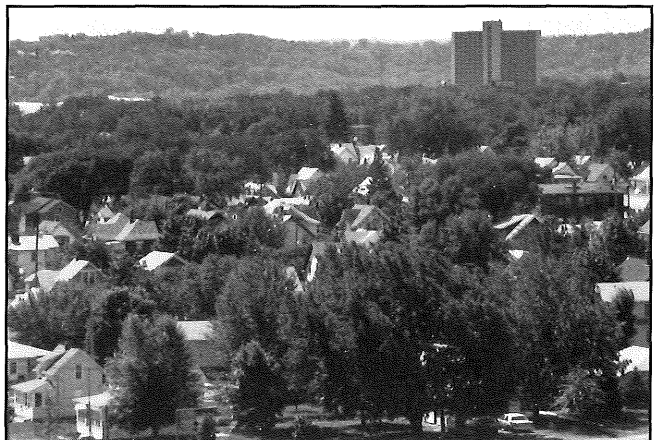
1. Review proposed local comprehensive plans and projects to consider how they support and encourage the protection of significant woodlands and the urban forest.

### **Partnership actions:**

2. Work with local and state agencies to provide technical assistance strategies and information, such as model standards, to local governments for their local plans in protecting and managing woodlands.

The region has lost many of its stands of trees to development and to the devastation of Dutch elm, oak wilt and other diseases. Yet woodlands and the "urban forest" of our older cities play many valuable roles.

They are important in reducing air pollution



and moderating local temperatures and winds. They control runoff and erosion, especially on steep slopes and along lakes and streams. They enhance the appearance of new and old neighborhoods, and can raise property values. They can provide habitat for wildlife such as song birds. Many U.S. and European cities have taken significant steps to use trees and other vegetation to improve the urban environment, including the cities of Dayton, Ohio, and Stuttgart, Germany.

## **Air Quality**

**Action Step 4E** *The Council will promote development and land use and transportation policies and planning that protect and improve the quality of air.*

### **Council actions:**

1. **Review proposed local comprehensive plans and amendments and projects** for the potential impact on air quality and existing air quality problems.
2. **Assess the impact of regional plans** and include strategies for protecting and improving air quality in those plans.

### **Partnership actions:**

3. **Work with state and local agencies** in evaluating existing air quality problems and developing plans to mitigate them.

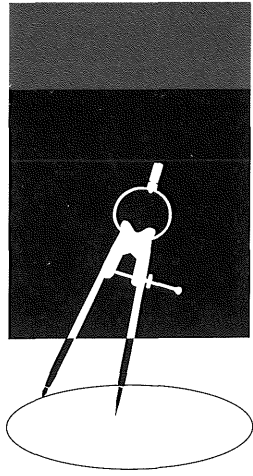
### **Supporting actions:**

4. **Provide technical assistance**, including development of tools and techniques for air quality analysis and land use criteria and standards, to local governments to help them develop planning strategies to protect air quality.
5. **Encourage local governments to address air quality issues in their local comprehensive plans, development projects and capital investments for transportation infrastructure**, especially communities in air quality "nonattainment" areas that do not meet federal standards.

Air quality is a key indicator of the quality of life in the region. Maintaining and improving air quality will affect the region's ability to continue growing economically.

Generally air quality in the region is considered good in comparison to other major urban areas around the country. Even though the region has not exceeded carbon monoxide air quality standards in the past two years, 1990 amendments to the Clean Air Act require the region to continue to ensure ongoing compliance with air quality standards for mobile emission sources such as automobiles and stationary emission sources such as smokestacks.

Solutions to these problems have focused on "technological fixes" and solutions tailored to specific sources. These types of solutions will continue to play a role in resolving specific air quality problems for the foreseeable future. Over the long term, however, the region will need to examine the effect of its development and land use policies on air quality.



# Regional Strategy for Guiding Growth

## Introduction

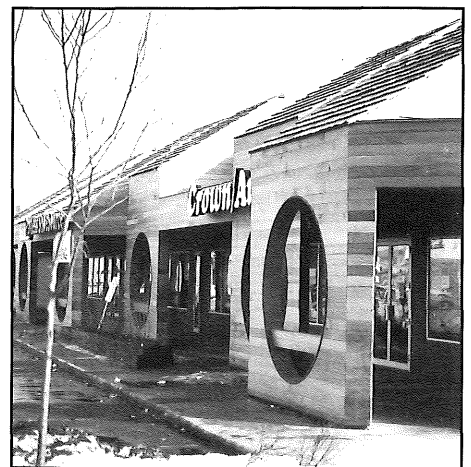
**R**egional services like highways, transit, wastewater treatment and airports play a key role in supporting new development, and it is important that regional investments provide services efficiently and effectively.

**Regional services like highways, transit, wastewater treatment and airports support new development and reinvestment**

The costs of public services are ultimately passed on to businesses and households by way of taxes and user fees. These costs are a part of the overall economic climate in which businesses operate. Trends indicate that fewer federal and state dollars will be available to pay for regional facilities, making it all the more important to invest those dollars wisely.

The Council operates the regional wastewater treatment and transit systems, and plans for the region's major highways, airports and regional parks. It also plans for other services that are not considered systems but are nonetheless important to the region, such as housing diversity and water supply. The Council works with providers of other major services—such as telecommunications, electrical power, rail lines, and river barges to make sure the region has the facilities it needs to grow and develop.

The effectiveness and efficiency of public services go beyond regional facilities. Local governments are responsible for a range of public services and land use decisions that affect the provision of those services, such as housing, redevelopment projects, environmental protection, transportation and schools. These local decisions play an essential role in meeting the needs not only of the community but also of the region. The economic and societal health of the region requires partnership among all public service providers and the private sector.



The challenge of guiding growth poses a range of issues:

*The timing, location and capacity of regional facilities*

■ Wastewater treatment facilities and highways must be coordinated with new development to make services adequately meet development needs at reasonable cost.

<i>The urban service area boundary</i>	■ Generally there is sufficient land to accommodate development until the year 2005, but the Council needs to monitor development trends and verify its land estimates with local communities.
<i>Linking transit to high-density development</i>	■ The region needs to create more pedestrian-friendly environments in combining transit improvements with development.
<i>Flexible, better coordinated planning</i>	■ Many regional issues require a flexible approach that recognizes the diversity among different parts of the region. There needs to be better communication between adjacent communities and with other levels of government to coordinate planning and solve regional and local issues.
<i>Targeted public investments</i>	■ When dollars are limited for investments in regional facilities, where should they be targeted—in growing communities or older urban areas?
<i>Urban sprawl into rural areas</i>	■ When urban development encroaches into rural areas, it can create demands for costly services, jeopardize the rural life style that attracted many people to the area in the first place, and consume prime agricultural land.
<i>Special, one-of-a-kind facilities</i>	■ The Metrodome and Mall of America have an impact on regional systems such as highways, transit or wastewater treatment. Special facilities such as these that are proposed for the region should be evaluated to determine whether they are built in the most appropriate locations and at the right scale for the region. Also, programs that draw on regional funds should be reviewed.
<i>The debt burden for regional facilities</i>	■ Possible new major capital projects are under consideration for wastewater treatment, highways, transit and airports. Since such projects are usually financed by regional bonds, it is important that debt levels be managed within reasonable bounds.

### **Setting the Direction for Guided Growth**

The Council is in a unique position to oversee major regional facilities that are part of the underpinnings of economic and development activity. It sets the direction for the timing, location and capacity of regional systems, and issues bonds to finance capital improvements for several regional systems. The Council also sets the direction for land use planning by local governments under the Metropolitan Land Planning Act.

The Council coordinates the delivery of regional services and extension of services into newly developed areas. Making maximum use of existing investments before making new ones is an important fiscal principle. Good fiscal management of regional facilities assures that the debt for these facilities is not a burden to the region. Maintaining and upgrading existing facilities in the urban part of the region and effectively managing these facilities is necessary to preserve the region's large financial investment.

As one means to ensure orderly development, in the early 1970s the Council divided the region into two areas for planning purposes and established a boundary between the two—the metropolitan urban service area boundary. In one, the urban service area, the Council supported urban growth and provided regional services. In the rural service area, urban development was discouraged. Regional urban services include central sewer and large-volume sewage treatment, higher-capacity highway improvements and more closely spaced highway interchanges, mass transit, and high levels of public services in general. The Council will continue to use the urban service area boundary as a planning tool.

With local communities, the Council works through local comprehensive plans to examine not only the factors and forces affecting their communities today but those they will face in the future. Many important issues regarding natural resource protection, economic development, redevelopment, shared services and fiscal impacts are not addressed or adequately dealt with now in local comprehensive plans. Also, many issues that directly affect a community—like transit, the upgrading of a highway or library service—need to be planned with adjacent communities and other governmental units. The Council discourages incremental changes to a local community's urban service area plan and, instead, encourages communities to stage their development through comprehensive, long-term planning.

The Council's processes for decision-making about how the region will develop will emphasize cooperation. The Council will establish urban service area boundaries for 2005 and 2010 working in partnership with local communities. This extension of the planning horizon will allow local communities to stage development beyond the current year-2000 urban service area boundary with confidence about the timing of regional services expansion. The Council, in turn, will use local comprehensive plans to assist with its plans to stage the provision of regional services cost-effectively.

The Council's role is to:

- *Guide development* into areas that have regional and local services available and promote new development to occur adjacent to existing development.
- *Establish comprehensive land use guidelines* that address:
  - Sharing and restructuring of government services.
  - Coordinating development with infrastructure investments.
  - Diversity of housing prices, types and locations.
  - Incorporating planning for environmental preservation into the development process.
  - Job creation and economic development.
  - Impacts of development on services (police, fire, local roads, schools).
  - The interrelationship of jobs, housing and transportation.
  - Agricultural land preservation and rural area density standards.
- *Make more efficient use of local and regional infrastructure* by working with local governments and the private sector to selectively increase the density of development—for example, intensifying development along certain transportation corridors or filling in vacant land parcels.

## POLICY 5

*The Council will ensure that regional services and facilities under its jurisdiction are provided cost-effectively to support development and revitalization in the region. The Council will work with the providers of other important infrastructure to make sure the region has the facilities it needs to grow and develop.*

## **The Urban Service Area**

### **REGIONAL SERVICES WITHIN THE URBAN SERVICE AREA**

*Action Step 5A The Council will provide regional services for urban-scale development only within the urban service area, including the freestanding growth centers, consistent with local comprehensive plans and metropolitan system plans. The Council will work with local units of government to establish the location and staging of the metropolitan urban service area.*

#### **Council actions:**

**1. Ensure there is sufficient developable land** in all sectors of the urban service area to:

- Meet regional demand for economic development.
- Establish land for life-cycle and affordable housing opportunities.
- Reserve reasonable amounts of land for commercial-industrial development.
- Prevent an artificial increase of land prices.
- Discourage leapfrog urban development into the rural service area or adjacent counties.

**2. Develop models indicating how local governments can meet the staging requirements in the Land Planning Act** in ways that are consistent with regional goals and plans.

**3. Seek changes to the Metropolitan Land Planning Act** to ensure that local governments periodically update their comprehensive plans to reflect changes to metropolitan system plans that affect their community, changes in demographics and socioeconomic changes (see Appendix B, page 74).

#### **Partnership actions:**

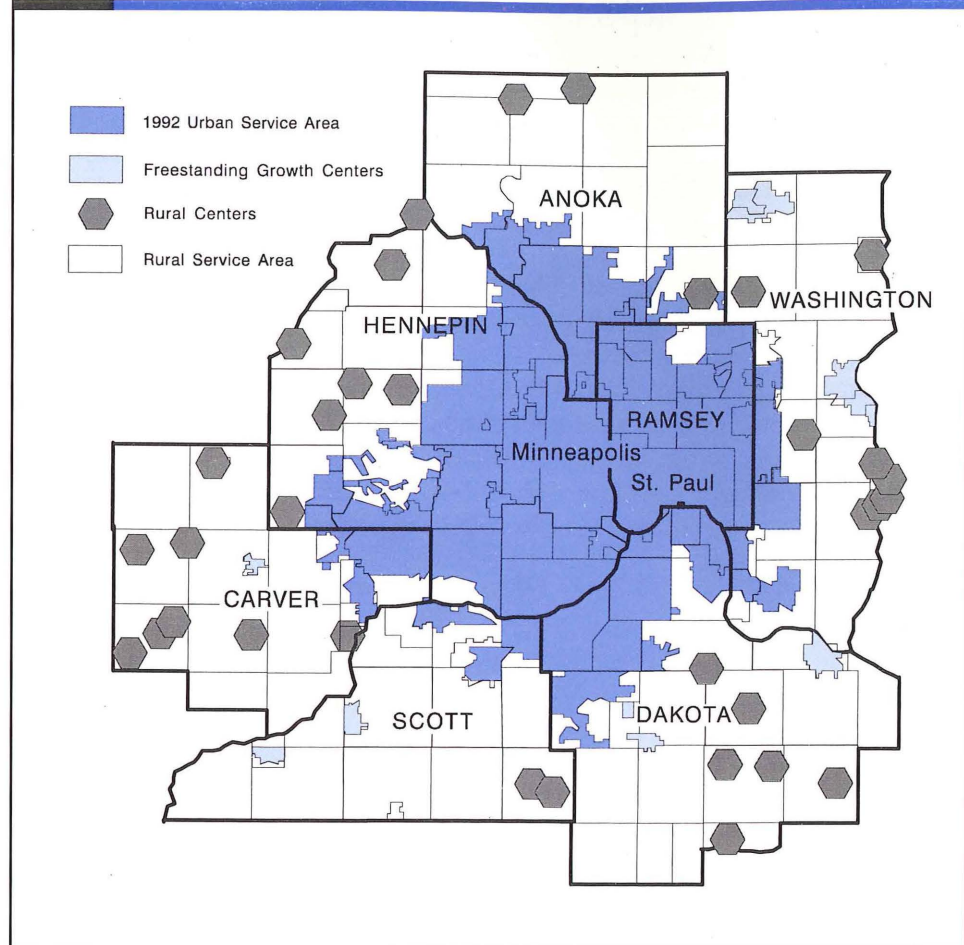
**4. Plan and implement strategies to deal with unplanned development** that leapfrogs beyond the seven-county area, in cooperation with representatives of adjacent counties, Minnesota and Wisconsin state agencies and regional development commissions.

**5. Work with the Environmental Quality Board to coordinate sustainable development** and statewide comprehensive planning initiatives with regional policies and plans.

The reasons for the urban service area are still valid today. The urban service area helps ensure that urban services are provided in the most economical way to the region. It is more cost-efficient to provide regional services to development that expands incrementally from existing development. Also, focusing development in an urban service area and reserving land for staged future urbanization protects agricultural lands and preserves the option of a rural lifestyle. While growth continues in suburban areas, the Council and local government must work to ensure the continued stability and maintenance of the older areas of the region.

The region has a diverse mix of different kinds of residential development—ranging from apartment buildings and townhouses to rural homes on sizable acreages, from suburban and central city houses to semirural homes on large lots. This diversity offers the region's residents a wide range of lifestyles and settings. However, not all

## Metropolitan Urban and Rural Service Areas



of these choices are amenable to providing urban services cost-effectively. The urban service area is a mechanism for making this distinction.

Most of the urban service area consists of one large, urban-suburban area in the central portion of the region. A number of cities lie outside this area but are also considered a part of the urban service area. These freestanding growth centers have a full range of services and thus are able to accommodate a full range of urban land uses. However, they are physically separated from the larger urban service area by undeveloped land; and they have an employment base within the community that is large enough to provide work for the local population. The Council has identified seven communities as freestanding growth centers: Forest Lake, Stillwater-Bayport-Oak Park Heights, Hastings, Farmington, Jordan, Belle Plaine, and Waconia. They are locations where development and redevelopment is encouraged and are the focus for growth in the rural area. The Council is committed to providing regional services to these cities under the same conditions as cities in the larger portion of the urban service area.

For development or uses in an unincorporated area that requires or desires urban services such as wastewater treatment, orderly annexation to adjacent communities—rural centers, freestanding growth centers or urban service area communities—is preferred in order to provide those services.

To be a freestanding growth center, a city must:

**Freestanding  
Growth Center  
Criteria**

- Be physically separated from the metropolitan urban service area by undeveloped, unserviced land.
- Have a basic set of urban services including sewer and water, full-time police and fire protection.
- Have schools from elementary through high school.
- Be an economic center and provide a basic level of employment and retail.

**URBAN SERVICE AREA BOUNDARIES**

*Action Step 5B The Council will retain the current urban service area boundary for the year 2000, making appropriate changes after verifying land demand and supply with local governments along the boundary line.*

**Council actions:**

1. **Review the adequacy of the year 2000 urban service area boundary with communities** along the boundary by the end of 1996.
2. **Establish comprehensive plan amendments or formal agreements** where appropriate and needed with local jurisdictions for changes to the urban service area boundary, including freestanding growth centers, to:
  - Integrate regional and local plans for highways, parks, schools, local sewers and other investments.
  - Ensure housing is available in a variety of types and prices for current and future residents of the community.
  - Preserve environmental resources.
  - Maintain agricultural land and support the Council's rural area policy.
3. **Use local geographic information system (GIS) databases** where available and consistent with regional guidelines in reviewing local comprehensive plans and proposed urban service area changes. The Council will improve its own GIS capability to further this process. In the interim, the Council will continue to verify land use with communities using its current process but with updated data.

Each time the Council expands the metropolitan urban service area, it makes a commitment to provide regional services to that area. In addition, the local government makes a commitment to provide local services to that area. To minimize public expenditures for these services and to ensure orderly and economic development of the region, the addition of new land to the urban service area should be timed and staged in an orderly manner. The criteria the Council will use to consider requested changes to a local urban service area boundary are contained in Appendix C, page 76.

When a local government requests a change in staging in its comprehensive plan, by either adding more land to its urban service area or changing the urban service area boundaries, the Council will use the following guidelines to ensure that orderly and contiguous development occurs:

- a. The Council will support local comprehensive planning that carefully stages development. When a local government submits a request for a change to its urban

service area it must analyze how that change will affect regional forecasts, system plans and operations. Because this analysis is most effectively accomplished when changes are considered in aggregate, the Council prefers that a local government limit its requests for such changes to one per year rather than seeking piecemeal amendments.

b. Based on the currently established year 2000 urban service area boundary, the extension of wastewater treatment service will be limited to those communities already receiving some service. The Council will reevaluate the need to add a new community to the urban service area as it works with local communities to establish the location and staging of the metropolitan urban service areas for 2005 and 2010.

c. Expansions of a local urban service area will be allowed only where appropriate and sufficient regional wastewater treatment and transportation capacity exists or is planned to coincide with the requested expansion. Redevelopment potential within each sector will also be considered when reviewing expansion requests.

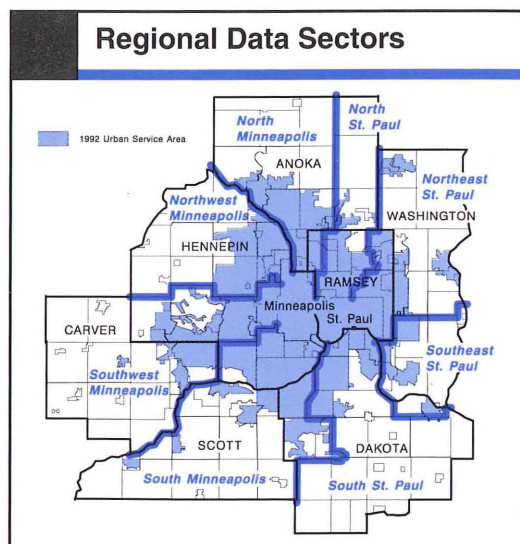
d. Amendments to a local government's comprehensive plan will be the usual method of reflecting agreements between the Council and the local government for the provision of regional urban services or urban service area boundary changes. However, in some cases, because of unusual circumstances or issues, it may be more appropriate for the Council and the local government to develop a special agreement or compact outlining their respective roles, responsibilities and commitments regarding a service or urban service area boundary expansion. For example, special agreements have been developed with the cities of Eden Prairie and Shakopee. Agreements/compacts will be tied to performance through local comprehensive plans. The Council will review progress toward implementation of the agreement in future decisions involving the community.

**Action Step 5C** *The Council will work with local communities through the comprehensive planning process to designate areas for longer term future urbanization by establishing 2005 and 2010 urban service area boundaries.*

#### **Council actions:**

**1. Establish urban service areas boundaries for 2005 and 2010** (and for 2020 if desired by local communities) that are consistent with regional policies, regional growth forecasts, local needs and plans, and aggregate land demand and supply within regional sectors and appropriate clusters of communities. The boundaries established should fit capabilities for existing and planned regional service systems, and should be set in consultation with local communities. Of the eight regional sectors, the following four have general priority and are listed in order (1) Northwest Minneapolis, (2) North Minneapolis, (3) Southwest Minneapolis and (4) South St. Paul (see map, right).

For regional systems planning, when no geographic staging is set for the 2010-2020 period, estimates of 2010-2020 urban land demand using regional long range forecasts will be used.



2. **Explore designating long-term urban reserve lands** for potential inclusion within the urban service area over the next 50 years. Work with local communities to establish a hierarchy of criteria that could be applied to select and preserve land currently outside the urban service area as most appropriate for future urban development. Urban reserve lands could be incorporated into the next revision of the *Regional Blueprint*.

3. **Share, review, and update the Council's land use information** to improve its quality. Monitor and regularly publish data on vacant developable urban land supplies in the region. Evaluate the potential of using county GIS systems as the source of regional land use information.

**Partnership actions:**

4. **Establish a working group** made up of representatives of local communities, builders, developers, planners, environmental interest groups, and academic community to help the Council evaluate and propose improvements to the urban land supply and availability methodology/process, including land use data specifications/definitions for the regional GIS. Also, the Council will work with representatives from local communities in the older, developed portion of the region to establish a process/methodology to determine land available for "reuse, redevelopment and infill." After review and comment by all communities a revised methodology/process will be incorporated into the handbook (Appendix F, page 79).

5. **Annually monitor land use consumption, wastewater treatment system use and traffic counts** and assess at least every 3-5 years the need for services and urban service area changes/expansions. Reexamine the boundaries of the urban service area each time the Council adopts new forecasts of population, households and employment.

The Council's preliminary land supply estimates for 1990 and projected land demand from 1990 to 2020 show for the region as a whole and for the quadrants and sectors that sufficient serviced land currently exists to meet needs through 2005 in the metropolitan urban service area. The year-2000 urban service area boundary factors in an additional five-year supply of land to avoid undue increases in land prices, provide greater choice in development locations, and accommodate unexpected growth.

These estimates of land supply are based on the assumption that the region will continue to develop according to today's trends in density and general geographic patterns. The Council does not expect that development will occur evenly across the region. The Council needs to better ensure that developing communities have adequate land for new development and also to better recognize the potential for redevelopment and reinvestment.

## **The Rural Service Area**

*Action Step 5D The Council will support three land use types outside the metropolitan urban service area: commercial agriculture, rural centers and general rural use.*

The rural service area includes the commercial agricultural area, rural centers and the general rural use area. The commercial agricultural area includes "agricultural preserve" land under the Metropolitan Agricultural Preserves Act that is certified by the local government as eligible for the agricultural preserves program.

**The rural service area includes the:**

- **commercial agricultural area**
- **rural centers**
- **general rural use area**

It also includes the long term agricultural land that is categorized as Class I, II, III or irrigated Class IV land according to the Capability Classification Systems of the Soil Conservation Service and the county soil survey. In a prime farmland area, the Council will support a density of one housing unit per 40 acres.

The rural centers are 34 small cities that used to serve primarily as retail and transportation centers for surrounding agricultural areas, but are now home to many residents who work in the urban area and many industries with few ties to agriculture. Examples include Young America, New Market and St. Francis. These cities should pace development with their ability to provide their own urban services, but without regional facilities.

The general rural use area is land outside the urban service area that has a wide variety of land uses, including farms, provide for low-density residential development and facilities that mainly serve urban residents, such as regional parks. "Low-density residential development" is defined as a maximum density of one unit per 10 acres computed on the basis of 640 acre parcels (one square mile). Regional facilities and services should not be extended into this area to serve high-density development like that found in the urban service area.

**Council actions:**

**1. The Council will support agriculture as the primary long-term land use in the rural service area.** The Council will use the priorities below in protecting those prime agriculture lands most capable of supporting long-term agriculture production. The Council will not support extensive development in the rural service area. However, the Council will support low-density residential development at densities of no more than one unit per 10 acres, with a maximum of 64 units per 640 acre parcel (one square mile). Appropriate rural land uses must meet all environmental quality standards, not require urban-level support services, and be of a scale to serve local market demands.

The Council will use the following ranking in decisions affecting prime agricultural land:

1. Land covenanted in agriculture preserves will receive primary protection. Urban facilities should be prohibited in this area unless there is strong documentation that no other locations in the Metropolitan Area can adequately meet the siting and selection criteria.
2. Land certified but not presently in agricultural preserves will receive a level of protection secondary to agricultural preserves. Urban facilities should not be located in this area unless there is strong evidence that a proposed urban use cannot be located in the general rural use area.
3. Land with Class I, II, III and irrigated Class IV soils will receive a third level of protection.

**2. Seek ways to better implement the Council's rural area density policies.** The Council will not extend metropolitan systems to serve urban-density residential development in the rural area. Where a local government has allowed urban-density residential development, it should address service issues in its comprehensive plan. The Council will support urban-generated uses in the rural area provided that they are consistent with local and regional plans.

3. **Support rural centers' plans to accommodate additional growth** provided they are consistent with the centers' ability to finance and administer services and are consistent with Council policies and forecasts. The Council supports rural center service improvements but not at regional expense or at the expense of neighboring communities.

4. **Revise regional wastewater treatment and transportation policy plans to recognize that cumulative negative impacts of small-scale development** may have a substantial impact on or constitute a substantial departure from these plans.

**Partnership actions:**

5. **Develop guidelines consistent with the 64/640 principle for siting low-density residential development in the rural service area** working with the counties, local communities, University of Minnesota Extension, Minnesota Department of Agriculture, Minnesota Environmental Quality Board among others. (Exceptions to these guidelines are to be addressed in the handbook for comprehensive planning and other referrals.)

6. **Develop guidelines and informational materials for agricultural preservation** working with the counties, communities, University of Minnesota Extension, Minnesota Department of Agriculture, Minnesota Environmental Quality Board among others.

**Commercial  
Agricultural Area**

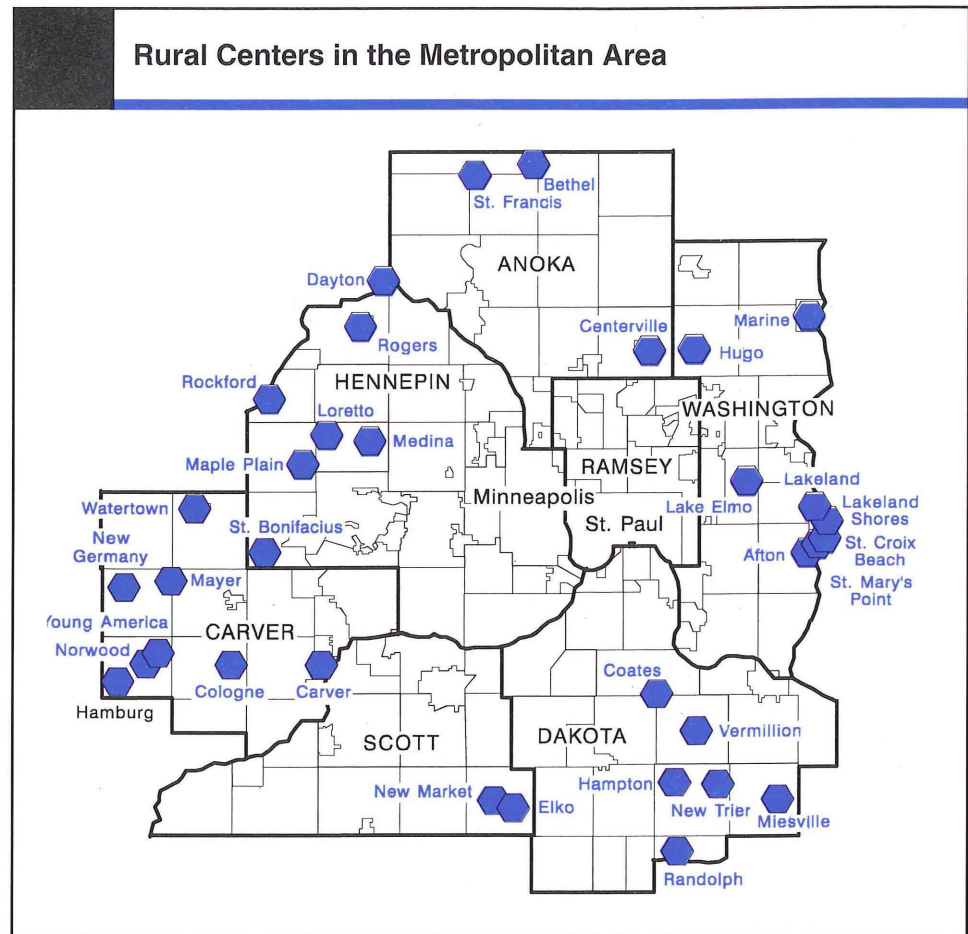
■ One of the region's prime natural resources is its productive agricultural soils. The current Metropolitan Agricultural Preserves program emphasizes protecting lands that are planned and zoned for long-term agriculture use and enrolled under an eight-year covenant with the land owner. Productivity of the soils should be a consideration in the Council's protection of farmland. A common misconception is that agriculture and other rural land uses are only temporary, waiting for the land to be developed. Most of the rural area will not be needed for urban development in the foreseeable future. Agriculture and rural land uses are legitimate and permanent land uses in these areas. Many facilities exist in the rural area that serve the urban or entire metropolitan area public. These facilities include campgrounds, regional parks, solid waste management facilities, gun clubs, festivals, mining sites and similar facilities. These facilities should be provided with adequate public services, consistent with local and regional plans, and to the extent possible, should not interfere with agricultural activities.

**Rural Centers**

■ These historically served as trade centers for the surrounding rural area. However, with changes in agriculture and rapid urban expansion, many have become residential areas for people who work in urban and suburban cities, and locations for industries with little tie to local agriculture (see map of rural centers). While some rural centers have metropolitan transportation and sewer service, the Council does not support the extension of regional systems to rural centers because of the distance from the urban center and the small populations of rural centers.

Rural centers can accommodate some additional development, provided that they can locally finance and administer services, including sewer, roads, water and stormwater drainage, and as long as the development is consistent with their comprehensive plan and the Council's urban and rural area policies and forecasts. If additional land is needed to accommodate growth, rural centers should extend services in a staged, contiguous manner. Residential, commercial and industrial development at urban densities should be accommodated only in rural centers with

central sanitary sewers that are meeting state and federal water quality standards. Larger projects should be located in freestanding growth centers that have a full range of services.



#### General Rural Use Area

■ To preserve the rural character of the area and minimize the demand for local services, development should occur at very low densities and should minimize conflicts with those who depend on agriculture for all or part of their livelihood. People then can still enjoy a rural lifestyle, with a home “in the country” near nature and away from urban life.

Residential subdivisions, mobile home parks and clusters of moderate-density residential development exist in the rural area. While urban-type services may be expected in these areas, their locations make these services difficult or costly to provide. A substantial amount of development in the rural service area can lead to premature and costly demands to extend regional services like sewers and expand facilities like highways, and does not take advantage of regional investments that have been made in the urban service area.

Local governments can maintain low densities in several ways. The Council encourages grouping residential units in ways that keep a substantial amount of the parcel in open land. This practice can help preserve natural features like wetlands, lakes, and wildlife areas or help avoid soils or topography that are not suitable for housing units with on-site sewage disposal systems. The Council also encourages local governments to use performance standards (for example, suitability of soils for an on-site system) to determine appropriate lot sizes for rural areas, rather than to rely on a uniform minimum lot size.

## **Land Use and Transportation**

*Action Step 5E The Council will plan for higher-density development along selected transportation corridors where major transit capital investments are made, or at major transit transfer points (transit hubs and park-and-ride lots), and guide a portion of the region's future growth to such corridors and locations.*

**Some of the region's growth should be guided along transportation corridors to support development that is oriented to transit, bicycle use and pedestrians.**

### **Council actions:**

1. **Combine regional transportation improvements with land use strategies** to encourage more direct links among housing, jobs and transportation and to reduce heavy dependence upon the automobile.
2. **Give priority in the allocation of state and federal transportation funds** to areas where cities have development plans, land use controls, targeted higher densities for transportation corridors, and local development support to complement and use regional transportation investments to increase transit use and mixed use development.
3. **Research successful development models and planning concepts that support transit** and make them available to communities planning development to encourage transit use.
4. **Assist communities to set overall target densities** for their communities and higher densities in designated transportation corridors.
5. **Develop pricing methods for the transportation system** that would encourage use of transit facilities, where available, and address the transportation demand on the metropolitan highway system (example: parking fees, "congestion" pricing).

### **Partnership actions:**

6. **Lead partnership efforts with local communities to implement higher-density development along specific transportation corridors** by:
  - integrating local activities in engineering and design plans from the beginning of transit project development.
  - identifying underutilized lands and other opportunities for increased-density development and redevelopment along transportation corridors.
  - ensuring adoption of land use policies, urban design practices and zoning controls to support transit- and pedestrian-oriented development, including higher density and mixed-use development.
7. **Initiate discussions with areas adjacent** to the seven-county area to explore transportation, land use and development issues of mutual concern.

A portion of the region's future growth should be guided along transportation corridors to support development that is transit- and bicycle/pedestrian-oriented. In the older, developed portions of the region, such an approach would support not only neighborhood revitalization efforts but also strengthen commercial and employment centers. In all areas, including the fast-growing suburbs, a transportation/land use strategy would, over time, provide a number of significant benefits, including:

- Less consumption of land.
- Reduced traffic generation.

- Less need for and less costly urban services.
- Higher-density development along transportation corridors.
- Less air pollution.
- Reduced energy consumption.
- More human-scale urban and suburban living environments.

The Council has identified a number of transportation corridors where major transit capital investments, in the form of light rail transit lines or high-occupancy vehicle lanes, will be made. To maximize development and redevelopment opportunities along these corridors, local units of government must be involved in efforts such as developing specific improvement plans (including the necessary regulatory and zoning changes), assembling or acquiring sites, removing substandard or underutilized structures, cleaning up polluted sites, and providing financial incentives.

In addition, the Council has identified other key transit capital investments such as transit hubs, intermodal facilities (which transfer freight from one form of transportation to another), and park-and-ride lots. These facilities can also become a focus for local development/redevelopment efforts.

Transportation routes have stimulated the growth and development of areas just outside the region. Development and transportation issues involving the Twin Cities region and adjacent areas should be jointly discussed and analyzed, and potential solutions recommended.

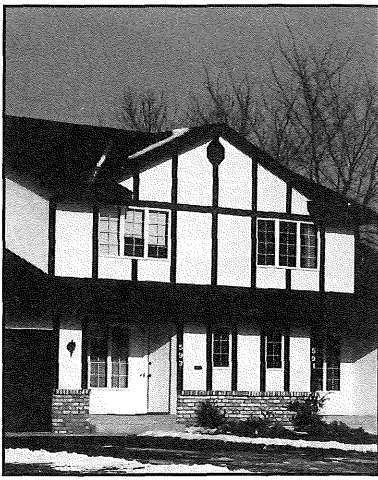
## ***Expanding Housing Opportunities in the Region***

*Action Step 5F The Council will work with local communities in a partnership to meet the range of housing needs of people at various life-cycle stages; broaden locational choice and access throughout the region for people of all income levels; and support use of public funds to help achieve these goals.*

### **Council actions:**

1. Give priority for regional infrastructure investments or expenditure of public dollars to communities that have implemented plans to provide their share of the region's low- and moderate-income and life-cycle housing opportunities. Work with local government to develop measures of progress toward meeting housing goals, whether achieved individually by communities or through participating with other communities in a multicomcommunity cluster.





**2. Establish criteria for reviewing housing elements** of local comprehensive plans. By December 1994, working with local governments and municipalities, develop goals for life-cycle and affordable housing by municipality and/or cluster.

The Council will continue to review the housing and implementation elements of local comprehensive plans, provide local governments with technical assistance and information on housing finance mechanisms, and actively monitor and evaluate progress in the provision of affordable and life-cycle housing in the region.

Information needed to develop affordability goals includes:

- Housing profiles for individual communities.
- Index to compare local housing market with region and subregion.
- Identification of barriers to housing production or rehabilitation .

**3. Six months after establishing criteria for reviewing housing elements of comprehensive plans** (Action Item 2, above), take into account the progress made by cities toward life-cycle and affordable housing goals when making discretionary funding decisions, and reviewing comprehensive plans and amendments. In 1997, evaluate results in achieving expanded life-cycle and affordable housing, and determine whether to pursue additional legislative authority in order to increase life-cycle and affordable housing.

**4. By December 1995, establish density standards** on a community basis, or in clusters of communities (subregional areas) that have cooperative agreements to address housing needs jointly. The goal of these standards is to increase density along selected transportation corridors and to address long-term objectives regarding development of life-cycle housing, affordable housing, and redevelopment plans.

- Calculate densities on the basis of net developable land, recognizing historical trends, unique circumstances and needs of each individual community or cluster of communities.
- Work with local governments and developers to develop and implement models of transit-oriented, pedestrian friendly development that are appropriate or adaptable to various urban or suburban locations.

**5. Monitor and evaluate progress in expanding life-cycle and affordable housing in the region**, and publicize findings:

- Work with local governments to measure housing performance through a biannual reporting of local housing conditions and progress during reporting period—number, type and cost of housing units built or rehabilitated/converted, zoning standards in effect and proposed changes, other pertinent information.
- Provide technical assistance to increase affordable housing opportunities throughout the region.

**Partnership actions:**

**6. Support use of public funds for development and rehabilitation of owner-occupied and rental housing** to achieve housing and density standards, including:

- Work to create a metropolitan enterprise fund which could be used for a wide range of revitalization activities, including housing rehabilitation in distressed areas and increased owner-occupied housing (see Action Step 2B, page 24).

- Support legislation to target federal and state-financed or -authorized home ownership and housing rehabilitation programs and federal tax credits to implement regional housing goals.
- Examine state property tax laws to determine how to remove disincentives that discourage improvements to rental properties without imposing undue additional burdens on homesteaded and commercial-industrial properties.

7. **Work with local governments singly or in clusters** to revise the comprehensive plans of each community within the urban service area to plan for a diversity of housing types and costs that meets residents needs at all stages in their lives.

8. **Work with the Minnesota Housing Finance Agency and the U.S. Department of Housing and Urban Development** to target new public dollars for rental housing production and rent assistance for low- and moderate-income households to areas that do not have concentrations of poverty but do have transit service and employment opportunities.

9. **Work with the Cities of Minneapolis and St. Paul and other local governments in the region to implement the provision of replacement housing** pursuant to the requirements of 1994 legislation (Minn. Stat. 504.33), which allows replacement outside Minneapolis and St. Paul; and assist with the preparation of annual housing impact reports, as required.

Under the Metropolitan Land Planning Act, the Council reviews and comments on housing elements of local comprehensive plans, but cannot require changes in those housing elements. Local governments are responsible for providing opportunities for affordable housing in their land use ordinances. The Land Planning Act requires each local government in the metropolitan area to adopt a land use plan which includes a housing element containing:

*...standards, plans and programs for providing adequate housing opportunities to meet existing and projected local and regional housing needs, including but not limited to the use of official controls and land use planning to promote the availability of land for the development of low and moderate income housing.*

The Land Planning Act also requires local governments to adopt implementation programs to carry out comprehensive plans and ensure conformance with metropolitan system plans. The local implementation programs must contain a housing implementation program which includes:

*...official controls to implement the housing element of the land use plan, which will provide sufficient existing and new housing to meet the local unit's share of the metropolitan area need for low- and moderate-income housing.*

Changing land use ordinances in itself will not result in more affordable housing. The federal housing program dollars available in the 1970s no longer exist. The result is complicated financing for rental housing that often requires coordination of multiple funding sources. Local governments often need assistance with the technical tools and financing mechanisms to operate in this environment and succeed in providing affordable housing.

The housing market is quite complex, involving actions of local government through their land use authority and zoning controls; other governmental units, such as county HRAs that finance and build housing; and developers who respond

to perceived market trends and local zoning in locating housing, and must work within constraints of land and construction costs, financing and lenders' requirements. State and federal tax policy, and federal monetary policy affecting capital markets are additional influences. The housing market functions in many ways as a single entity, with actions in one part of the region affecting housing markets in another part of the region. Adding to the housing system's complexity is the private ownership of most of the region's housing.

While this complex housing "engine" provides good shelter for the majority of people in the region, the housing market has some unintended and undesirable consequences. In some communities, young people who grew up there and want to remain when they move from their parents' home cannot find affordable housing. Similarly, lower-wage workers may have limited options for living in the city where they grew up or work. Older people who want to move to a townhouse, condominium or apartment in their later years may not find suitable housing in the community where they have strong personal or family attachments.

**Housing Units Needing Repair:**  
**Minneapolis & St. Paul 25,700**  
**Older Suburbs (12 cities) 11,500**  
**Developing suburbs (21) 3,300**  
**Rural towns (27) 600**

1992 Council survey of 117 cities

Another consequence in the Twin Cities region, and in other large U.S. cities, is a concentration of the oldest, most affordable housing—and therefore its poorest residents—in the region's core. Despite major gains in areawide housing distribution in the 1970s, 58 percent of the subsidized housing is located in the region's core. Residents of the core often miss out on opportunities other people have access to, such as new suburban employment opportunities.

Aging housing stock presents a concern for the region as well. Over three-quarters of the housing in Minneapolis and St. Paul is 50 years old or older. A quarter of the housing in the older, developed suburbs is already over 30 years old, the age when more substantial investments are needed for maintenance, such as lead-paint removal, replacement of roofs, and improved insulation. Adequate investment in maintenance and rehabilitation, or clearance and replacement are needed to preserve the tax base of communities and personal home equity.

## **"Cluster" Planning**

*Action Step 5G The Council will promote a flexible, "cluster" planning process whereby local communities and other governmental entities can work together to resolve issues of regional concern in ways that are tailored to the needs and concerns of those involved.*

**Cluster planning brings together communities to work on the same issue, like sewers, pollution clean-up or affordable housing.**

Cluster planning is an approach proposed by the Council to bring communities together to work jointly on issues of common concern, like sewers, pollution clean-up or affordable housing. A cluster of communities might be located within the same transportation corridor, or share a common natural resource, watershed or river corridor location. The communities could be part of the same housing market area or face similar problems—for example, environmental remediation or redevelopment projects. The issues can even link parts of the urban area with those in the rural area or adjacent parts of Minnesota or Wisconsin.

Council actions:

1. **Provide increased planning assistance** to local governments and clusters of communities to help them achieve regional goals. Examples of potential cluster areas include:

- Elm Creek Watershed and I-94 corridor in northwestern Hennepin County (may include adjacent metro and nonmetro counties).

- General rural service area adjacent to the urban service area in northern Anoka County where there are concentrations of large lot rural development.
- Reuse of contaminated sites in the central cities and suburbs (areas could be geographically contiguous or detached).
- Southeast part of the region (southern Washington County and eastern Dakota County) as a service area for metropolitan sewer/transportation facilities.
- Areas of concentration of poverty affecting the overall social and economic vitality of the region.
- Downtowns of the central cities (individually or jointly around a specific issue).

2. **Revise and streamline guidelines** for reviewing local comprehensive plan amendments, “metropolitan significance” rules, metropolitan system plans and other policy plans, including cluster planning approaches.

**Partnership actions:**

3. **Work with local governments to achieve greater efficiency and effectiveness** in local services through shared arrangements and service redesign.

4. **Work with local governments and housing interest groups** to foster the efficient development of housing that reflects the unique geographic, political and societal conditions of suburban communities.

5. **Collaborate with adjacent counties in Minnesota and Wisconsin** concerning land use, development and infrastructure issues. In addition to the counties and other appropriate agencies, include the Minnesota-Wisconsin Boundary Area Commission, University of Minnesota Extension, regional development commissions and civic and business groups in the discussions.

The Council’s responsibility to coordinate and plan for the orderly and economic development of the region requires a partnership with local government and with regional, state, and federal agencies. The Council recognizes that the complex issues facing the region require flexible, targeted and innovative approaches. The Council believes that “cluster” planning can encourage innovative solutions that are tailored to local area needs and resources while meeting regional objectives.

Cluster planning recognizes that there are significant diversity and differences throughout the region in terms of the nature and degree of problems and in the ability of the public and private sector to respond to issues of regional importance. Cluster planning allows for more performance-based implementation and gives local communities, in partnership with the Council, flexibility to determine the best way to achieve regional objectives.

In the past the Council used geographic policy areas to differentiate and prioritize needs among communities and areas in the region. The basic differentiation between urban and rural remains, but other policy areas have been eliminated. Cluster planning is intended to present a new flexible approach to link parts of the urban or rural areas based on shared needs, circumstances or interests. Proximity is not always necessary. For some regional services like highways, transit and sewers, physical location is important, but not for issues like pollution clean-up. Problems need to be framed and addressed at the level and locale that reflect how the region functions. Cluster planning needs a region-wide perspective and policy direction, but it is a way to tailor and target solutions to the “problem” and the actual area or areas affected. Cluster planning will also be used in the review of special-purpose facilities or programs proposed by public or private entities that are designed to serve the general public.

The basic tool for implementing cluster planning at the regional and local level will be the local comprehensive planning process. Cluster planning will function through the comprehensive planning process in two ways.

- First, each local community should consider including an “intergovernmental coordination” element in its comprehensive plan. This element could be used by a community to establish how the community fits into its part of the seven-county region and/or beyond as well as how it fits into the region’s social, economic and development fabric. As amendments to comprehensive plans are prepared by local governments, adjacent communities and other levels of government affected by those plans should compare those plans with their own plans and policies. Where differences occur or where mutual problems are identified, the affected units of government should attempt to negotiate a resolution of the problem. If the respective units of government cannot reach a negotiated resolution of the issue, the local units may request that the Council work with them to resolve the question.
- The second way cluster planning will work allows for issues to be identified and addressed in a manner appropriate to the particular issue. Working with local government and other governmental units, the Council will identify cluster planning areas considering various factors including:

- regional highway and transit corridors
- regional sewer system treatment plants/interceptors and service areas
- regional housing submarkets
- regional transit service areas
- employment concentrations and commuting patterns
- environmental resources (major rivers, lakes, regional parks designated protection areas, watersheds)
- shared service agreements
- jurisdictional boundaries

Regional investments will be guided by the objectives of the cluster planning areas as established in each metropolitan system and policy plan. In an effort to achieve consistency and compatibility across the various levels of government in the metropolitan area, the Council will compare local comprehensive plans (including any intergovernmental coordination element) with other comprehensive plans and with regional policies and plans.

The Council may establish formal agreements or compacts with local jurisdictions to coordinate regional and local planning, so that highways, parks, schools, local sewers and other investments are made in a coordinated way. The region’s role in providing urban services within a local community will be based on an evaluation of how well that community meets or is willing to help meet regional goals and policies.

# Cluster Planning Process

## Step 1 Preliminary Definition of the Problem and the Geographic Area Involved

What is the issue or problem that has a broader-than-local nature? What grouping of communities have a common interest in solving the problem or concern, or should be part of the solution? What group of communities, by reason of geography, patterns of association or land use characteristics, can be an effective area for implementation? What is the "area" of interest, considering how the region functions in terms of the problem? If it is a housing issue, what area or cluster of communities makes sense to begin a process of more in-depth problem definition and research? If it is a transportation issue, what transportation corridor or service area encompasses the relevant travel patterns and transportation networks?

## Step 2 Identification of Participants (Stakeholders/Diversity of Interests)

Who are the parties with a direct interest/stake/role in problem resolution (cities, townships, counties, school districts, special districts, regional or state agencies, nonprofit, civic or business organizations)?

## Step 3 Problem Definition and Scope of Inquiry

Convene the interested parties and negotiate a focused statement of the issue or problem; also identify related issues or links and regional objectives to be addressed. These related issues may be included in the study but only if they are relevant to "solving" the problem and as they add to a comprehensive understanding of the situation such as regional fiscal and economic criteria. Checklist of potential regional objectives to be addressed:

- Guide development into areas that have regional and local services available and promote contiguous orderly development of the region.
- Establish comprehensive land use strategies at the regional and local levels that address:
  - coordination and integration of services
  - housing diversity (price, type and location)
  - job creation and economic development
  - fiscal and service impacts (police, fire, local roads, schools)
- Link regional transportation improvements to land use strategies.
- Link regional sewer investments to land use strategies.
- Ensure availability of developable land within all parts of the urban service area to meet regional demand.
- Incorporate environmental planning and protection into the development process at the local, subregional and regional levels and use environmental features to guide development.
- Support redevelopment and reinvestment in the older parts of the region.
- Allow for unforeseen significant large-scale regional development proposals that help achieve regional goals and objectives.
- Support increased density of new development in areas where it will result in better use of existing metropolitan facilities and/or system capacity.
- Ensure an adequate potable water supply to meet expected short- and long-term development needs.

*(A definitive list of regional objectives and their implications will be developed as part of a handbook on local comprehensive planning and other referrals, to be prepared by the Council.)*

## Step 4 Conduct the Study

Negotiate ground rules, identify who does what and when, how the process and product are to be evaluated.

## Step 5 Develop the Strategy, Implement and Evaluate

Summarize the analysis/research, define findings and conclusions, establish a strategy for problem-solving. Determine who does what for implementation, evaluate the process and, after an appropriate period of time, the success and inadequacies of the implementation strategy.

*A plan for action*

## **Priorities for Regional Investments**

*Action Step 5H* The Council will give priority for funds for regional systems to maintaining, upgrading and replacing system facilities serving existing urban development to make the best use of investments the region has already made.

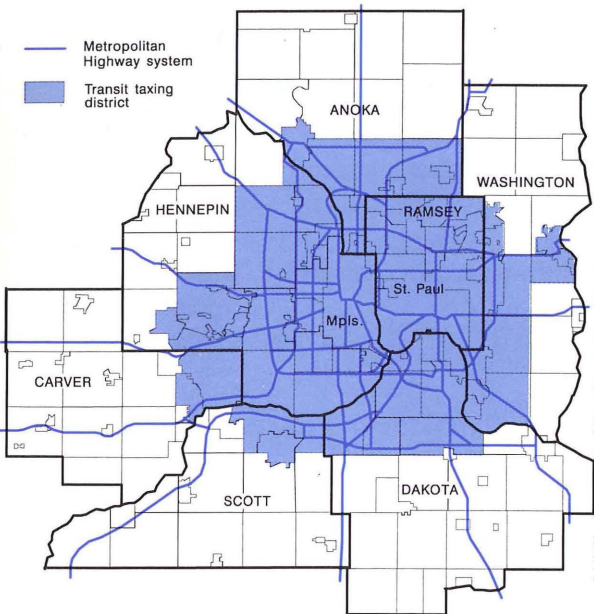
### **Council actions:**

1. **Determine the needs for maintenance, replacement and upgrading of infrastructure** in the urban service area, especially in older areas. This examination would be part of the general examination of infrastructure needs in the region (see Action Step 1B, page 17).
2. **Examine the combined infrastructure plans** of the Council, regional agencies and the metropolitan highway plans of the Minnesota Department of Transportation to make sure they provide adequately for maintenance and replacement of facilities in the older parts of the region.
3. **Ensure that plans for regional systems, especially sewers and transportation, carry out this priority.**
4. **Support increased state financing for transit and highway projects;** give priority to projects that help reduce automobile dependency (throughout the urban service area), support concurrence with regional systems particularly wastewater treatment, and support regional objectives for redevelopment/reinvestment.

The existing urban area represents an investment in regional facilities that should be maintained. The developing area, accounting for much of the region's new growth, should be provided with facilities to serve its needs. When regional funding is adequate, meeting the needs of both areas is not a problem; when funding is especially limited, the region must target decisions.

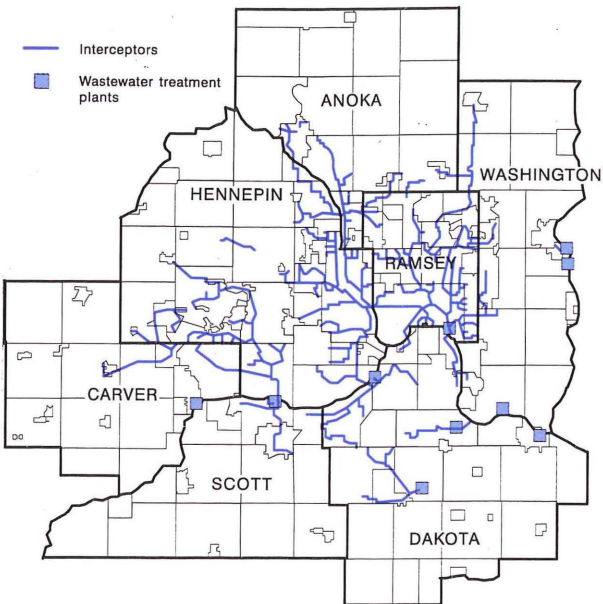
A prudent policy is to build on existing investments and keep the facilities already serving urbanized areas in good condition. Investing to support new developments at the urban edge would have a secondary priority. For some regional systems such as sewers and highways, facilities in the already urbanized area provide the necessary links between the developing area and other parts of the region.

Transportation

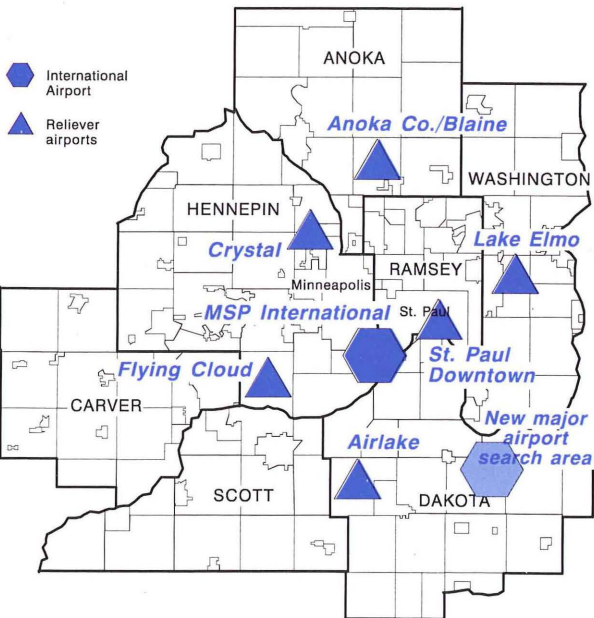


Shaded transit district includes fixed-route service, specialized transit services such as Metro Mobility, and community-based programs. Outside shaded area are county and rural transportation programs.

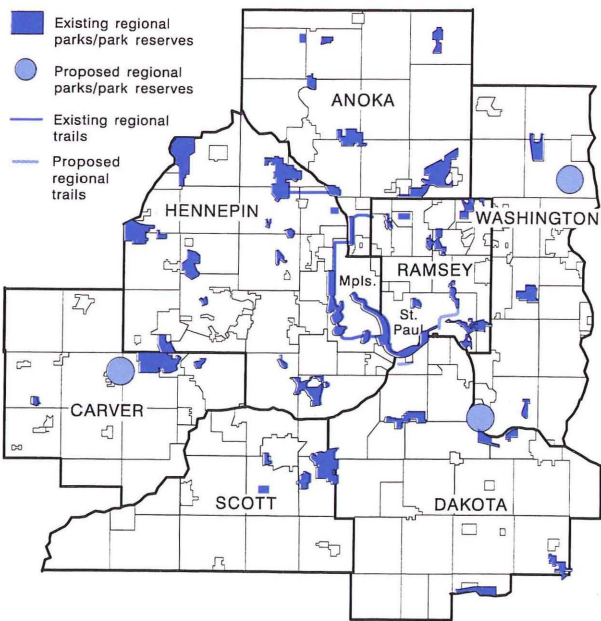
Wastewater Treatment



Aviation



Parks



## **Special Facilities and Regionally Funded Programs**

*Actions Step 5I The Council will review special-purpose facilities or programs proposed by public or private entities that are designed to serve the general public. The Council will evaluate a proposed special facility by its own initiative or in response to outside requests. The Council's review will focus on the purpose of and need for the facility, whom it will serve, where it works best, and Council development objectives. For special facilities or programs that propose financing with regional bonds or regional tax resources, the Council will review the financial elements for consistency with the Council's economic evaluation criteria and other fiscal policies.*

### **Council action:**

- 1. Adopt procedures for reviewing special facility and regionally funded program proposals.**

Special facilities—the Minnesota Zoo or the Target Center, for example—are usually one-of-a-kind projects with a specific function or focus, like sports or recreation. They are often unique and meet a regional or even state-wide need. When such facilities are proposed, the Council's concern focuses on who should pay for such facilities and whether regional or state public subsidies are appropriate, based on how benefits of the facility are distributed. Regionally funded programs—such as a proposed use of regional financing or a redistribution of regional tax base or tax revenues—are also a concern to the Council. They can have substantial financial impacts on taxpayers and on regional investment decisions.

## **Fiscal Management of Regional Systems**

*Action Step 5J The Council will ensure that regional investments are made in a fiscally sound manner and achieve their objective of providing needed services and facilities at minimum cost to taxpayers.*

### **Council actions:**

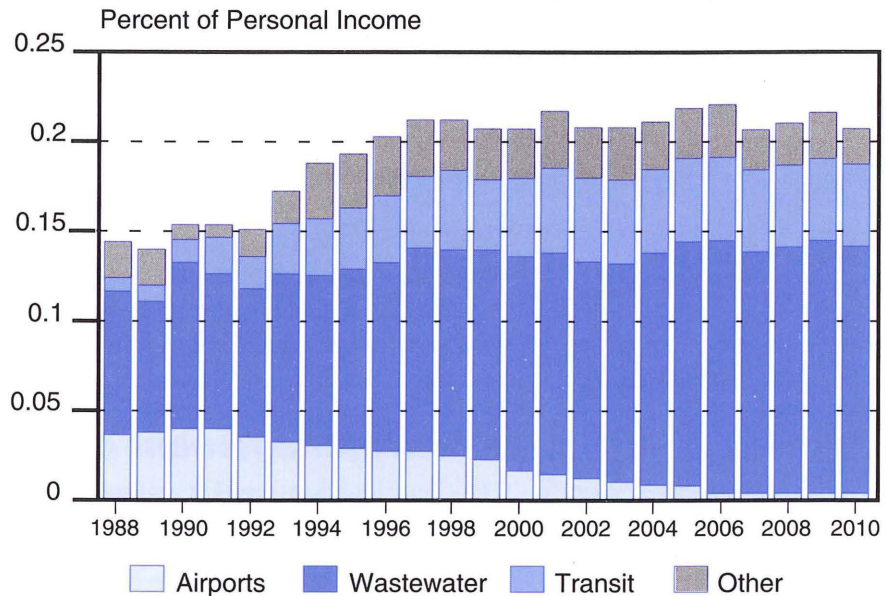
- 1. Establish a process for:**
  - Reporting information about the consolidated capital investments for current metropolitan systems or other regional-level capital facilities.
  - Comprehensive planning of capital investments by the Council and metropolitan agencies.
  - Evaluating the long-term fiscal impacts of capital investments and capital financing of all metropolitan agencies on taxpayers and users of regional facilities.
- 2. Manage the Council's long-term debt** to maintain the ability of the Council to finance regional services and capital facilities, minimizing borrowing costs and the fiscal impact of regional debt service on taxpayers and regional system users.

The total debt for regional facilities—including sewers and transit—is currently within reasonable bounds. The Council, which issues bonds for these facilities, has a triple-A (the highest) bond rating. Regional debt is a relatively small percentage of all local government debt in the metropolitan area and it has declined over the past several years compared to personal income or market values.

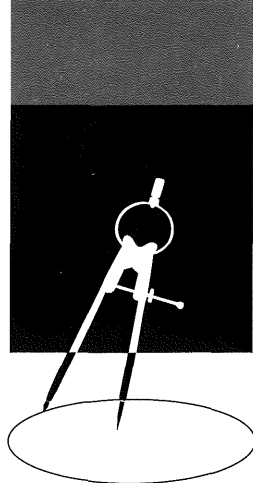
Currently approved (1993) capital improvements and debt financing plans of the regional systems will cause the annual debt service costs to increase as a percent of

regional personal income over the next 10 years. These new debt service levels are not excessive in light of the region's ability to pay. This favorable debt situation means the Council does not have to adopt specific limits on regional debt. But the region faces decisions about major investments in new regional facilities—a possible new airport or expansion of the existing one, a light rail transit system, and upgrading of sewage treatment. These potential investments require that the Council play an active role in the decision-making process. In addition, the economic and financial impacts of these decisions need to be well understood by the region.

### Projected Debt Service of Metropolitan Services as Percent of Personal Income



"Other" includes parks, sports facilities and solid waste grants  
 "Airports" excludes Northwest Airlines-related debt



# Appendix



## Guidelines Affecting Regional Systems

### Directions for Regional Systems

To achieve the *Blueprint's* outcomes, the Council will manage regional systems for transportation, wastewater treatment, aviation and parks through its policy plans. These policy plans guide the Council's decisions involving the four systems and provide guidance for the systems' operating agencies as well as the operating aspects of the Council in wastewater treatment and transportation. The *Blueprint* will be used to help interpret policies in the Council's system plans and its other regional plans. All of the Council's regional plans need to reflect the policies of the *Blueprint*. The Council will reexamine the role, scope and interrelationships of the various chapters of the *Metropolitan Development Guide*, of which the *Blueprint* is the keystone. Priority and order for their revision will be determined.

**The Blueprint provides guidance to metropolitan systems...**

- Wastewater treatment
- Transportation
- Regional Open Space
- Aviation
- ...and other regional plans

The *Blueprint* replaces the geographic policy areas for the urban service area, identified in the Council's 1986 *Metropolitan Development and Investment Framework*, with a cluster planning approach. As a result, each metropolitan system plan will need to identify appropriate cluster areas for planning and implementation activities. As policy plans for metropolitan systems are updated, they should also address the following points:

### WASTEWATER TREATMENT

Plan both treatment plant and interceptor capacity for timely and cost-effective provision of wastewater service to urbanizing areas as provided for in the *Blueprint*, balancing maintenance and upgrading of existing facilities with expansion into developing areas.

Recognize that the cumulative impacts of small-scale development inconsistent with Council rural area policies may have a substantial negative impact on these plans or constitute a substantial departure from them.

Continue to address the impacts on the metropolitan wastewater system from development outside the urban service area—specifically, impacts on the service availability charge (SAC) and the underuse of metropolitan sewer facilities.

Strengthen the effort to address nonpoint-source pollution issues.

Incorporate meeting the year-2015 regional goal of "no adverse impact" on water quality.

Set regional objectives for the wastewater treatment system consistent with the *Regional Blueprint*.

Develop policies and priorities for wastewater system design and financing to promote the competitiveness of the region.

Maintain standards for on-site sewage disposal systems in the rural area to protect the region's groundwater and the health of rural area residents, and to prevent the need for premature extensions of the regional wastewater system.

Assess effectiveness of existing sewer policies concerning community on-site sewage disposal systems and package treatment plants in the rural area. Use the Council's policy to encourage clustering in the rural area and work with available technology; revise Council wastewater policy accordingly.

Assess need for systematic monitoring of rural water supplies to detect pollution from on-site sewage disposal systems and revise Council sewer policy accordingly.

**General On-Site  
Wastewater  
Standards**

■ Local management programs for on-site sewage disposal systems, except in the commercial agricultural area, shall implement the Minnesota Pollution Control Agency's standards for on-site sewage disposal systems (MN Rule 7080), or equivalent, supplemented by the Council's standards for density of development, location, two disposal drainfields (primary and replacement), installation, maintenance and on-going monitoring of on-site systems as compiled in the Council's *Water Resources Management: Part 1, Wastewater Treatment and Handling Development Guide/Policy Plan* and in this *Blueprint*. In the commercial agricultural area, local management programs for on-site sewage disposal systems should implement standards in MN rules 7080. The Council will require all communities to certify that they have met these standards prior to approval of local comprehensive plan amendments or making favorable recommendations in project reviews.

Minnesota 1994 Session Laws, Ch. 617, directs the Minnesota Pollution Control Agency to adopt rules containing minimum standards and criteria for the design, location, installation, use, and maintenance of individual sewage treatment systems. The Council will review these rules when promulgated and determine whether to continue to require that local management programs for on-site sewage disposal systems include the Council's standards in addition to those in the new rules.

## TRANSPORTATION

Plan the metropolitan transportation system to provide and support effective connections and movement of goods to, from, and within the region and state by the mode—highway, rail, water—most suitable to the particular function.

Plan metropolitan highways in the rural area to support a level of development consistent with the Council's rural density policies. The Council will not plan for a level of service that would support or encourage development at greater densities than the policy provides for.

Recognize that the cumulative impact of small-scale development inconsistent with Council rural area policies may have a substantial negative impact on the Council's transportation policy plan or constitute a substantial departure from the plan.

Strengthen existing strategies for linking jobs, housing, and transit.

Set regional objectives for the transportation system consistent with the *Regional Blueprint*.

Emphasize and promote transit services which preserve and enhance neighborhood stability and which reduce automobile dependence to improve air quality, with particular attention to the needs of the central cities.

Develop pricing methods for the transportation system that would encourage use of transit facilities.

Develop detailed land use guidelines for transit-supportive development along fixed-route transit corridors, and incorporate into alternatives for corridor analyses.

Develop policies and priorities for transportation investments to promote economic renewal and competitiveness of the region.

Allocate regional highway capacity in accordance with the planned expansion of the urban service area and the intensification of land uses at interchanges and transit hub areas.

Take into account the cost of providing transit services to low-density areas and how that may change over time as transit-dependent populations increase in those areas.

In highway and transit planning, consider the relationships among transportation needs, population densities and the provision of human services, including public schools, health and social services, employment opportunities and emergency services.

Establish corridor priorities based on coordinated land use and transportation planning.

## **REGIONAL OPEN SPACE**

Develop investment policies and priorities for regional park capital improvements that maintain existing levels of service by replacing aging facilities and developing new parks/trails to meet demand as the population grows. This investment approach should attract and maintain economic growth by enhancing the quality of life of residents and newcomers.

Set regional objectives for the open space system consistent with the *Regional Blueprint*.

Develop strategies for improving the regional trail system to interconnect regional parks within the urban service area and link to the transportation system where appropriate.

Develop strategies for preserving open space in the urban service area and in the rural service area.

Develop regional park recreation facilities that attract large numbers of users generally in the urban service area, unless the demands cannot be adequately met. If it is necessary to develop such facilities in the rural service area, adequate support services such as roads and sewers must be provided.

## AVIATION

Develop goals, policies, plans, and priorities for investments to promote economic renewal and competitiveness of the region in the international market.

Develop strategies to resolve airport/community land-use compatibility issues around all airports in the regional system.

Define and develop strategies to address concurrent major airport system development/investment needs and requirements with regional transportation (highway and transit) and regional wastewater treatment systems development/investment.

Set regional objectives for the aviation system consistent with the *Regional Blueprint*.

## THE COUNCIL'S OTHER REGIONAL PLANS

The Council's plans for housing, surface water management and water resources should reflect the policies of the *Blueprint* and metropolitan system plans. The Council also recognizes the numerous interrelationships among the system plans and its other regional plans. Examples include transportation and housing, and sewers and water resources. For some of the other systems, the relationships are less obvious.

All of these plans have the following in common: a) assumptions about future directions of area-wide growth and change and reliance on a uniform set of forecasts; b) accountability to Council legislative mandates; c) concern with orderly and economic development; d) adherence to the same process of regional planning and decision-making; and e) reliance on the areas population for most of their financial support.

## Investment and Financing Decisions for Regional Systems

The Metropolitan Council has developed a review process to guide its decision-making for regional investments and development proposals submitted for its review. This process includes using a set of criteria for evaluating investments and development proposals, as well as the methods of financing. These criteria will help the Council to determine whether its investment and financing decisions are carrying out the *Regional Blueprint* and to evaluate the economic and fiscal impacts of its decisions.

## INVESTMENT DECISION-MAKING PROCESS

One way the Council carries out the *Regional Blueprint* is by deciding what investments are made in facilities and services. For some of these investments, like those in wastewater treatment and transit, the Council plays a major role in determining whether projects are undertaken and how they will be financed. For others, the Council's role is one of strongly influencing projects to be funded by state and or federal agencies. The Council's housing and highway program plans fall into this category.

In either case, the Council must make choices among investments because regional needs exceed the resources available. The Council must decide what is needed most and how it should be funded.

### **P**rocess for regional investments:

- **Determine regional needs**
- **Determine benefits/costs**
- **Develop/evaluate financing plans**

The Council will use the process described below to develop plans, determine priorities and select financing methods for regional investments. The Council will also use this process to review local development proposals submitted to it for review that request regional public subsidies. Not all steps will be needed in each review. For example, when the Council reviews a special project, such as a new stadium or racetrack, setting priorities may not be an issue, but the financing method may be an important consideration. In instances where the Council is involved in reviewing projects with considerable potential for stimulating economic development and affecting metropolitan system plans, an economic development review will be added to the review process.

**Determine regional needs** based on this document and, where appropriate, on the policy plans/system plans for the metropolitan systems. The *Blueprint* discusses needs in a broad context while the system plans provide specific direction to individual agencies or target groups. Projects or programs developed by these agencies or groups must be consistent with regional needs as determined by the Council.

**Determine regional benefits** and costs of individual investments, projects or programs to determine if they should be undertaken. The Council will consider alternatives for addressing regional needs. In addition, the Council will analyze what groups in the population and which geographic areas will benefit from the investment, project or program.

**Determine regional priorities** based on the investment priorities in the earlier sections of this document as well as specific priorities included in the policy plans/system plans. The Council will also use criteria for determining "targeted areas" as a basis for making investment decisions. The Council will initially determine regional priorities without regard to the availability of external funding.

**Develop or evaluate financing plans** following the ranking of proposed investments, projects or programs. The availability and methods of financing may influence the ranking of projects.

Decisions on regional investments will be based primarily on identified regional needs and the benefits and costs of alternatives for meeting those needs. However, the method of financing and the region's "ability to pay" for investments, projects or programs may be a secondary factor.

## **CRITERIA FOR ECONOMIC AND FISCAL EVALUATION**

The Council will use the following economic evaluation criteria and fiscal principles in the investment decision-making process, including the review of metropolitan agency investment and financial plans. Special projects and major economic development proposals will also be reviewed against these criteria/principles.

**Efficiency** ■ Will financing methods, including the tax or fee structure, lead to better or more efficient use of regional investments or services? Will a policy, program or financing method create incentives for individuals, business firms or others to make decisions that support regional policies.

**Equity in service provision** ■ Are programs distributed fairly in terms of availability, service level and quality? Have minimum service levels or quality standards been established?

- Equity in payment for services** ■ Payments through taxes or user fees should relate closely to services or benefits received, either directly or indirectly. Payments should consider externalities—costs/benefits to individuals or groups not directly receiving regional services.
- Generational equity** ■ Payments for regional services should relate to benefits received on a generational basis. What is the timing of benefits and costs/payments and how do they correspond?
- Ability to pay** ■ How do payments through taxes or user fees relate to the ability to pay of individuals or specific target groups? Do payments place a financial hardship on low-income individuals or families?
- External funds** ■ Federal, state, local and private funding sources should be used to the maximum extent feasible to finance regional services and advance regional priorities. Regional priorities should be determined without regard to external funding availability.
- Regional debt** ■ Where appropriate, the Council will make use of long-term debt to finance regional investments/facilities. The Council will monitor the use of long-term debt in relation to the region's fiscal resources.
- User charges** ■ User charges should be used to the maximum extent feasible and should be related to benefits received. The general public may pay for services where the general public receives an indirect benefit, user fees are not feasible or user fees are inequitable for target populations.
- Broad-based taxes** ■ Income taxes, general sales taxes and other broad-based taxes should be reserved for general public purposes rather than dedicated to selected, narrow service areas or functions.
- Funding flexibility** ■ The Council encourages flexibility in the application of funding sources to regional solutions and discourages the dedication of funding to narrow purposes where the dedication would preclude other potential solutions to a regional need.
- Federal, state and regional funding distribution** ■ The Council encourages the distribution of federal, state and regional funding for regional projects based on a priority-setting and project-selection process reflecting regional needs and priorities, and discourages funding distributions by formula.
- Disparities in fiscal capacity and service expenditures** ■ The Council supports reductions in disparities in fiscal capacity and service expenditures within the region. Disparities include differences in fiscal capacity, or the availability of resources to finance public services, and recognize that tax base is not distributed equitably throughout the region. It also recognizes disparities in service needs and public expenditures resulting from factors outside a governmental units control and encourages revenue-sharing through federal, state and regional programs that address these disparities in service needs and expenditures.
- Local/private cost-sharing** ■ The Council will consider local/regional cost-sharing where it can demonstrate a net regional benefit and the project is consistent with *Regional Blueprint* priorities. The Council will consider the regional benefits, regional facility capacity needs and regional timing/staging requirements when negotiating the allocation of costs between parties.

## Regional/Local Cost-Sharing Agreements for Regional Systems

The implementation of cluster planning or special agreements/compacts may require sharing the costs of regional facilities. The Council will consider local/regional cost-sharing only at the request of a local government. Cost-sharing will typically arise in a situation where a local government seeks to change the capacity, timing, or staging of regional facilities to meet local needs.

Upon the request of a local government, the Council must decide whether it is appropriate to enter into such an agreement based upon the following factors:

- Costs* ■ Laying out the costs and timing of all projects, both regional and local. The Council will compare costs using a present value analysis when appropriate. It will also examine the cost burden and allocation of costs.
- Services* ■ Specifying the services being provided, service levels, which communities are being served and what segments of the population within a community are being served.
- Consistency with regional policies* ■ Evaluating how well the community is achieving regional policies and the consistency of the proposal with regional policies.

The Council will evaluate the net benefit to the region, as well as analyze what the region would gain under such a proposal and what local government would gain. The Council will also use this information, as well as the information obtained through the cluster planning process, to establish the scope of the agreement. This scoping will include identifying the appropriate parties to the agreement, and the issues that need to be resolved as part of the agreement.

**C**ost-sharing is usually an issue when a community wants to change the capacity, timing or staging of a regional system.

If the Council determines that there are net regional benefits and that the proposal is appropriate from a regional perspective, then it will negotiate a resolution of the issues with the interested parties and decide how the costs should be shared. The Council will evaluate both the project and the financing against its economic and fiscal evaluation criteria. In general, the Council would like to see both parties, the agency and the local government, better off with the cost-sharing agreement than without it and would like costs shared according to measured and/or perceived benefits. The Council's policy plans for metropolitan systems should include more specific criteria such as measures that ensure the integrity of the individual regional system and language that specifies regional ownership and control of the facility involved.

As part of the agreement, additional formal steps may need to be followed. The local government may need to amend its comprehensive plan; the Council may need to amend the affected policy plan to include the project. The affected agency may need to amend its development program or capital improvement program and capital budget to include the project.



## **Proposed Land Planning Act Changes**

The planning process outlined by the Land Planning Act is still necessary today. Changing needs, however, dictate that the planning process should be strengthened to better conserve the natural resources of the region, strengthen the older areas of our cities, protect the quality of the environment, address housing concerns, and provide adequate public services at a reasonable cost while promoting beneficial economic development and renewal. Better communication among various units of government such as cities, school districts and watershed districts is needed to ensure consistent and coordinated development. Because the planning process needs to address a broader range of issues than originally intended (redevelopment, reinvestment and economic development, for example), the Council will pursue efforts to amend the "Metropolitan *Land Planning Act*" as the "Metropolitan *Comprehensive Planning Act*." This legislation will seek to update outdated portions of the existing law and strengthen the comprehensive planning process in the following manner:

### **1. The relationship between zoning and comprehensive planning**

The original intent of the Land Planning Act was to require that local governments use zoning and other official controls and fiscal devices to implement the policies of their comprehensive plans. The act, however, never included an effective method to ensure that local communities followed the intent of their comprehensive plans when adopting local official controls and fiscal devices. Clarifying the relationship between zoning and comprehensive planning will be an important first step in realizing the intent of the Land Planning Act.

The Council will also explore other ways to hold local governments accountable for implementing their comprehensive plans. Such a system of accountability recognizes that local communities are key players in helping to implement regional policies. The ultimate objective in making local communities accountable will be to limit the Council's involvement in the local decision-making process.

Following the adoption of the *Regional Blueprint*, the Council will revise and streamline the process for its review of local comprehensive plans to ensure greater flexibility. The details of the revised comprehensive planning review process will be included in a handbook for local comprehensive planning and other referrals, which will be developed by the Council. A more specific description of the handbook is included in Appendix F.

### **2. Periodic Updates**

In order to make the local plan a meaningful tool for development and redevelopment, plans should be up to date. Also for better coordination among local communities and the region, the Land Planning Act should be amended to ensure that communities amend their comprehensive plans to reflect applicable changes to metropolitan system policy plans. The timing of the updates will vary based on the needs of the community and the region. Local communities will be notified through the system statement process of the need to update their comprehensive plans. The act should also be amended so that school districts within the metropolitan area are periodically required to prepare capital improvement programs that are reviewed by local governments and the Council. The Council will establish a process for communities to examine the need for a complete update of their local comprehensive plans every 10 years after the Council revises its forecasts of population, households and employment.

### **3. Natural Resources Element**

The Land Planning Act should be amended to include a natural resources element addressing the protection and management of environmental features. In the element, local communities would identify all protected watercourses such as lakes, wetlands, rivers, streams, natural drainage courses and the critical adjoining land areas that affect them. They would also identify land use and other management strategies to ensure the preservation of these resources. The element can be used to incorporate land use and environmental considerations into local decisions about infrastructure investments. It would also provide a way to coordinate existing natural resource protection programs. Finally, the element would be used to explore ways in which the Council, acting in partnership with local communities and the state regulatory agencies, can develop a streamlined environmental permitting process.

### **4. Overall Update of the Land Planning Act**

The act should be updated to repeal obsolete references, to better reflect the ongoing comprehensive planning process and to make the process more "performance based."

### **5. Optional Planning Elements**

Recognizing the changing needs of the metropolitan area, the Council will also seek to amend the Land Planning Act to explicitly enable local communities to better plan for the future. These elements would not be mandatory. Local communities can include these elements at their discretion as their particular needs warrant. The Council will work with local communities to tailor these elements to help individual communities plan strategies to address issues confronting them in a timely fashion.

The Council recommends additional elements for inclusion in local comprehensive plans. Coordination of the elements of the comprehensive plan is a major objective of the planning process.

#### **a. Intergovernmental Coordination Element**

This element would describe how the land use and urban service elements of a local unit's comprehensive plan relate to the part of the region where the community is located. The objective would be to ensure better coordination among various levels of government and to achieve goals promoting the regional general welfare. This element would also promote coordination with other government jurisdictions. It would identify existing services and programs shared by one or more communities and identify principles and guidelines to be used in coordinating the adopted comprehensive plan with the comprehensive plans of adjacent municipalities, the county, adjacent counties, the region, and the state.

In addition, this element could ensure consistent land use practices. For example, the management of land use to conserve and protect environmental values requires adjacent communities to use consistent land management programs—otherwise, the efforts of one community may be undone by an adjacent community's actions. Where appropriate, this element would lay out procedures to identify and implement joint planning areas, especially for the purpose of annexation and joint infrastructure service areas.

This element would also state principles and guidelines to help coordinate local comprehensive plans with the plans of school boards and other governmental units providing facilities and services but not having regulatory authority over the use of land. Each local community, district school board and service provider in the local community could establish—by formal agreements executed by all affected entities

and in their respective plans—joint processes for collaborative planning and decision-making on public school siting, the location and extension of public facilities, analyzing the fiscal impacts of growth, and siting locally unwanted but necessary land uses.

#### **b. Economic Development Element**

This element would set forth principles and guidelines for commercial and industrial development, if any, and employment within a community. It could detail the type of commercial and industrial development sought, related to the present and projected employment needs of a cluster area and to other elements of the plan, and could set forth methods for pursuing a balanced and stable economic base. This element could also be used to ensure the availability of housing for the employees of new enterprises.

#### **c. Redevelopment and Redesign Element**

This element would be used by local communities, the region and the state to target various tools to address redevelopment and reinvestment. While some communities may not have an immediate need for redevelopment, all communities need to look ahead to how they will change over the next 20 years and whether they can meet the life-cycle needs of their residents.

This element would consist of plans and programs for redeveloping specific sites in the community and for more general community redevelopment, including sites for housing, business and industry, public buildings, recreational facilities and other purposes. It could also address building maintenance code and enforcement.

If local communities include a redevelopment element, the Council will use it to identify regional system capacity constraints that need to be addressed and determine the priority to fund improvements to remedy the constraints.

#### **Technical Assistance**

The Council will provide technical assistance to local communities in designing these elements and in preparing environmental land management, redevelopment and reinvestment, and economic development strategies to implement them and other regional goals. The Council will seek to expand the local assistance loan fund to help communities needing financial assistance for planning activities.



### ***Criteria for Changing the Urban Service Area Boundary***

#### **Increasing the Size of a Local Urban Service Area**

**T**he Council will consider requests from local units for expansion to their urban service area. These requests will be considered together for their impact on the region as a whole, metropolitan systems, regional policy objectives and other units of government. Each request, submitted in the form of a comprehensive plan amendment, will be evaluated at both the local level and at a subregional level, as appropriate, and must satisfy the following criteria:

**1. Forecasts and Urban Land Demand.** Is there demonstrated urban land need? The Council first reassesses land supply and demand based on current Council forecasts and a comparison of figures provided by the local governmental unit. The Council analyzes the local community's request in terms of the urban land supply/demand in the pertinent regional data sector(s), cluster planning area (if applicable), the wastewater interceptor and treatment plant service area, and transportation corridor area to ensure a five-year overage. Land in a rural service area community will not be added to the urban service area for a net increase of

served land unless there is a shortage of land suitable for development in the urban service area communities within the pertinent data sector(s).

**2. Transportation Facilities.** Metropolitan transportation facilities and the local transportation system must be in place or planned for implementation to maintain an appropriate level of service concurrent with the development proposed in the request. Analysis of transportation system impacts will include those communities or areas that are within the same regional transportation (highway or transit) corridor(s) or service area(s). Adequate capacity in the regional highway system, as defined in the Council's transportation system plan, must be available to serve any new development. The local government must have an up-to-date *local transportation plan*.

**3. Wastewater Service.** Metropolitan wastewater service must be in place or planned for implementation concurrent with the development proposed in the request. Adequate capacity in the metropolitan wastewater system (treatment plant and interceptors), as defined in the Council's wastewater system plan, must be available to serve any new development. Analysis of wastewater service capacity will include those communities that are within the same service area of the wastewater interceptor or treatment plant. The local government must have an up-to-date *local comprehensive sewer plan*, including on-site wastewater management requirements.

**4. Staging.** As communities seek to provide urban services to areas which are not currently urbanized, the communities must specify in five-year urbanization areas, the timing and sequence of major local public facilities in the capital improvement program and also the official controls which will ensure that urbanization occurs only in designated urbanization areas and in accordance with the plan.

**5. Rural Area Policy.** Areas of the community not receiving urban services must be consistent with the Council's rural area policy for land uses and protection of prime agricultural land.

**6. Local Assessment Practices.** The local government must have assessment practices that limit creation of vested development rights, to avoid premature requirements for the provision of urban services.

In addition, the request must also explain how the community has addressed and intends to address the following regional issues:

**7. Housing.** Local implementation of strategies and actions that:

- indicate that the community is providing its share of the region's low- and moderate-income and life-cycle housing which includes a variety of housing types and prices for current and future residents; and
- allow for building mixed-use or infill development and increasing the density of residential development (including along selected transportation corridors and at major transit transfer points).

**8. Environmental Resources.** Use of environmental factors to guide urban development.

**9. Shared Services.** Local plans for service cooperation or consolidation and cost savings as well as the governmental unit's place in the broader cluster planning context, including relationship to school districts.

### **Land Trades That Change a Local Urban Service Area Boundary**

If a community cannot justify increasing the size of its urban service area and/or if the community seeks to otherwise change the configuration of its urban service area, the Council will consider land-trade proposals involving vacant, developable land adjacent to the

urban service area provided metropolitan systems and other governmental jurisdictions are not adversely affected. The Council will use two options to evaluate land trade proposals.

- The proposals must involve equal amounts of vacant, developable land with similar land use types and intensities as well as similar urban service (transportation and sewers) characteristics; or
- If the scale of land use and the intensity of potential development differ between the parcels, then proposed land trades must have similar urban service characteristics. Proposals will also be evaluated to determine their impact on the affected sectors five-year overage of land.

Under either option, the Council will use the above criteria to evaluate the proposal, with the exception that the local community need not demonstrate regional urban land need.



## **Examples of Rural Area Land Uses**

*Even though a particular land use may be acceptable in the rural area from a regional perspective, the Council will not recommend that every community provide for every possible land use in its rural area if it would not be consistent with local plans. All uses would also be subject to local, regional or state permits or licenses.*

### **COMMERCIAL AGRICULTURAL AREA**

*includes "agricultural preserve" land under the Metropolitan Agricultural Preserves Act that is certified by the local government as eligible for the agricultural preserves program. It also includes the long term agricultural land that is categorized as Class I, II, III or irrigated Class IV land according to the Capability Classification System of the Soil Conservation Service and the county soil survey.*

**Agricultural:** broad range of agricultural land uses, including horse boarding and training, kennels, sod farms, tree farms, fish production and processing, storage areas or buildings

**Residential:** single-family residences, maximum density of 1/40 acres, accessory apartments

**Commercial/Industrial:** small on-farm operations normally associated with farming

**Institutional:** urban-generated facilities, such as waste disposal facilities; prohibited from primary protection areas unless no other location available; prohibited from secondary protection area unless no site in general rural use area available

### **GENERAL RURAL USE AREA**

*is land outside the urban service area that has a wide variety of land uses, including farms, low-density residential development and facilities that mainly serve urban residents, such as regional parks. Regional facilities and services should not be extended into this area to serve high-density development like that found in the urban service area.*

**Agricultural:** all uses listed for commercial agricultural policy area

**Residential:** Low-density residential development is defined as single-family residences at a maximum density of 1/10 acres computed on the basis of 640 acre parcels (one square mile), twin homes/duplexes (meeting density standard), accessory apartments, group-living homes with shared cooking facilities

**Commercial/Recreational and Urban-Generated Uses:** urban-generated uses, including recreational vehicle parks, racetracks, festival sites, campgrounds, gun clubs, private airports, solid waste facilities, auto salvage/recycling, other similar facilities, neighborhood convenience/service/retail uses, such as financial offices, video stores, gasoline, groceries, daycare centers, commercial/service/retail uses adjacent to or served by existing metro highways, agricultural products processing, home occupations, bed and breakfast lodging facilities, dentist and doctor offices, landing areas for ultralight and model airplanes, retreat facilities, golf courses

**Industrial:** sand and gravel mining, urban-generated uses that require a spacious, isolated location, small manufacturing firms originating from home occupations, oil or gasoline storage tank farms, refineries, solid waste transfer/processing facilities

**Institutional:** urban-generated uses, such as waste-disposal installations, jails, prisons, public airports, human service agency satellite offices, parks trails, open space, other similar facilities, unique natural or conservation areas, schools, churches, cemeteries

**RURAL CENTERS** are 34 small cities that used to serve primarily as retail and transportation centers for surrounding agricultural areas, but are now home to many residents who work in the urban area and many industries with few ties to agriculture. Examples include Young America, New Market and St. Francis. These cities should pace development according to their ability to provide their own services, without regional support.

**Residential:** urban-density housing development consistent with local plan and ability to provide and finance services including sewer, roads, water and stormwater drainage; new residential development in staged contiguous manner and larger amounts within local central sanitary sewer service area meeting state and federal water quality standards; on-site systems to meet installation and inspection standards

**Commercial/Industrial:** commercial/retail/services meeting the needs of the center and adjacent rural area; manufacturing and agricultural-related service operations including grain elevators, creameries; urban-scale development consistent with local plan and ability to provide and finance services including sewer, roads, water and stormwater drainage

**Institutional:** urban uses such as schools, churches, human service agency offices, community/public buildings



## **Population, Employment, and Household Forecasts**

The development expectations reflected in the Metropolitan Council's Blueprint are expressed as forecasts of population, households and employment for the metropolitan area, its seven counties and each of the 189 cities and townships within them. (See forecast tables in back pocket of *Blueprint*.) The 1990 Census provides the base year for the forecasts, although the most current data in residential construction and employment change are also considered.

The forecast process relies on straightforward methods using an extensive and reliable data base. (This process is described in the Council's forecast publication, available from the Council's Data Center.) The process includes consideration of Council development policy and extensive local input. Although the forecasts provide reasonable expectations of future demographic and economic change for the region and the communities within it, long-range forecasts can never be done with certainty.

As a result, the Council will regularly monitor its forecasts and make interim adjustments as appropriate. (A complete review and revision of the forecasts is done about every five years.) The adjustments are made for specific planning purposes such as sewer or highway facility design or requests for community plan amendments. The Council uses this flexible approach so that the reality of an uncertain future is addressed in a cost-effective and equitable way, consistent with regional policy and based on the best information available at the time.



## **Handbook for Local Comprehensive Planning and Other Referrals**

The Council will revise its referrals process and the guidelines for reviewing local comprehensive plan amendments to reflect the direction of the *Regional Blueprint*. The Council will develop a handbook for local communities and others that explains how the comprehensive planning and referrals process works. The Council will introduce a performance-based process for the review of local plan amendments and other referrals.

The performance-based review will be a flexible process which evaluates how well communities meet certain criteria. The Council will develop different criteria for the various review functions of the Council. Many of the criteria will actually include

two classes of review criteria. There will be several required criteria which all referrals will need to satisfy. For example, see Appendix C, "Criteria for Changing the Urban Service Area Boundary," page 76.

The second class of review criteria will be variable criteria. The variable criteria will provide the flexibility to recognize the differences inherent in the region. Examples of variable criteria are included in the checklist of potential regional objectives contained in the cluster planning process discussion, page 62. Expansions of the urban service area as well as setting priorities for regional funding will be based on how well the referral item meets the criteria. This effort is not intended to restrict the quantity of development but rather focus on the quality of development and working together to meet regional objectives. The performance-based process is designed to reward, not penalize, communities for helping achieve regional objectives.



## **Council Work Program**

As part of the Council's work program process, the Council will:

- Develop and regularly monitor benchmarks to measure progress toward *Blueprint* goals.
- Identify emerging issues and new challenges to the region to get out in front of them and forestall crises.
- Use this information in developing its annual work program, making changes or eliminating of any Council actions that are not effective and re-directing Council efforts—policy development, research, and/or technical assistance—to other priority issues.

## **ANNUAL WORK PROGRAM UPDATES**

A Council work program will be prepared annually, beginning with the one prepared for calendar year 1995, to describe:

- The Council's overall work effort and specific "action steps" arranged by the five *Regional Blueprint* strategies—regional economic strategy, regional reinvestment strategy, regional strategy for building strong communities, regional environmental strategy, and regional strategy for guiding growth;
- Expected long-term outcomes of Council action; and
- Staff division within the Council that has primary responsibility for the work.

## **MONITORING THE REGION AND FOCUSING COUNCIL ACTION**

### **■ Regional Outcomes**

The *Blueprint* describes the need for regional action in five major areas: the regional economy, reinvestment in older parts of the region, building strong communities, ensuring the region's environmental quality, and guiding new regional growth. This section outlines examples of long-term outcomes or performance indicators for these policy areas. These indicators provide a way to measure the effectiveness of our efforts. The majority of these outcomes will require public and private action, and a level of regional collaboration that is new.

The Council's intent is to monitor and to report the region's collective success, as well as to evaluate the effectiveness of the Council's own specific role in the effort. In most cases, the Council is not the appropriate agency to collect the primary data for performance indicators. Other public and private agencies collect the information. It should be understood that these indicators will be modified as appropriate to ensure reliability, validity, timeliness, relevance and representativeness.

#### ■ Performance Indicators for the Regional Economy

1. The region's aggregate economic growth exceeds the U.S. average.
2. Public capital investments in regional infrastructure compare favorably with other regions in the U.S.
3. Public incentives for economic development result in net increases in jobs in the region; the proportion of new jobs in the region that pay above minimum wage exceeds the state and national averages.
4. The skill level of the region's labor force is nationally and internationally competitive.
5. The proportion of business leaders who perceive the region's business climate to be favorable increases—compared to comparable regions in the U.S.

#### ■ Performance Indicators for Regional Reinvestment

1. Cost barriers for reinvestment/redevelopment in older parts of the region are reduced from 1990 levels.
2. The number of contaminated sites in the region that are put back into productive commercial/industrial use is higher than the number of sites that are abandoned.
3. Identified at-risk areas in the region are "targeted" for innovative programs that link economic development with community development.
4. The local assistance and policy development/implementation roles of the Council are perceived to be positive (conductive) to local redevelopment efforts.
5. A higher proportion of public investment dollars are targeted to the region's distressed areas.
6. The regional trend of increasingly concentrated poverty is reversed.

#### ■ Performance Indicators for Building Strong Communities

1. Redesign and redevelopment activities in the region increasingly reflect safe, pedestrian- and transit-oriented design.
2. The research and local assistance roles of the Council are perceived by local governments as helpful to neighborhoods facing decline—promoting renewed confidence in those neighborhoods as places to live, raise children and invest in a home or business.
3. Decreasing proportions of the region's children are unsupervised after school until parent(s) come(s) home.

4. Neighborhood residents affected by Council siting actions do not rate their neighborhoods lower with regard to neighborhood confidence after siting; aggregate scores are unchanged or at a higher level of confidence.

5. An increased proportion of regional citizens participate in regional decision-making; participants proportionally represent communities of color in the region.

#### ■ Performance Indicators for Environmental Quality

1. 1990 levels and/or increased quality of water in the region's natural watercourses (lakes wetlands, streams, rivers, drainage channels, aquifers) is maintained.

2. By 2015, there are no adverse impacts on the region's waters, so the quality of water is as good when it leaves the region as when it entered.

3. The region's woodlands and "urban forests" have been documented and strategies are adopted to protect and manage them.

4. The region's air quality is improved.

#### ■ Performance Indicators for Guided Growth

1. The level of consistency between actual land use and planned land use for the urban service area, the freestanding growth areas, and the rural service area is increased.

2. Council decisions on changes to the current urban service area boundary and regional infrastructure investments reflect adopted policy criteria.

3. Density within the urban service area is increased, particularly along transportation corridors and in designated activity "nodes."

4. Local comprehensive plans and implementation activities—zoning, building codes and ordinances, capital improvement programs—actively support and are consistent with regional development objectives.

5. The rate of development of identified "prime farmland" in the region is reduced.

### ADDRESSING EMERGING AND ONGOING REGIONAL ISSUES

Changes in the region may signal issues or problems that must be addressed for the overall good of the region—or they may indicate that an old problem has been solved. Regional planning and the local comprehensive planning process put the Council in a position to identify critical issues and assess them so the Council can seek out entities, public or private, to take new action on the issue or to assess their programs and methods to be more effective. The vast majority of issues would not become the Council's responsibility for action or ongoing attention.

The Council will use the five-step process and criteria listed on the next page to identify, sort, evaluate, and move regional issues for study and action. Building accountability is a cornerstone for focusing action, both for the Council itself and for other, independent groups, without resorting to regulation or control over them. In most cases, there is likely a "responsible party or parties." However, in some cases, the Council could ask the Minnesota Legislature to intervene—to identify a responsible agency in the region. In that case, the Council will propose and advocate for new legislation to address the issue.

The Council will annually update its work program, reviewing prior years' performance—how effective were the Council's action steps in moving the region toward *Blueprint* outcomes; incorporating any "new" regional issues that survive the five-step priority-setting process; and dropping any "old" issues that are no longer regional priorities, or which are more effectively dealt with by others in the region.

## **Criteria for Identifying and Managing Emerging Issues**

### **Step 1 Identify Issues — Is this a regional issue?**

- Is the issue of regional importance?
  - What aspect of the issue needs a regional perspective?
  - Is there a role for regional advocacy? By whom?
  - Is it being dealt with by someone?
  - Has the Council looked at the issue previously? What action did it take?
- What are the potential overall regional impacts with or without action?
- Does the issue cross local government/district lines?
- Does this issue affect/concern equity within the region?
  - Does it involve a redistribution of resources?
  - Does it involve access to resources?
- Does the issue involve cost-effective/efficient delivery of services?
  - Are economies of scale involved? Is the regional level an appropriate scale?
- Is regional financing/oversight required to ensure cost-effective/efficient operations or service delivery?
  - Are there implications for overall capital costs or for total costs of consolidated regional operating budget?

### **Step 2 Examine and Define Problems — What is the best way to use regional and Council resources?**

- What level and type of action is needed? What of the following is needed:
  - Research? Proposing a solution?
  - Implementation of a solution?
  - Performance accountability?
- What unique contribution can the Council make?
  - Will the key organizations collaborate in addressing the problem?
  - Can the Council's interdisciplinary and/or regional perspective make a difference?
- Does the Council have the resources to take on the issue?
  - How important is the issue compared with other Council priorities?
  - Who can work with the Council on the issue?
  - Is the issue time-limited?

### **Step 3 Propose Solutions — What are the recommended roles? For the Council? For others?**

- What are the consequences if the Council takes no action? Would that hamper the ability of others to carry out their roles?
- Will other key organizations carry out their recommended role?
- Do the Council's decisions on individual ongoing or emerging issues, when taken as a whole, result in a Metropolitan Council that can execute its role and purpose?
- What is the best way to use regional/Council resources?
- Is there a direct service role?
- What impact would it have on the Council workforce?
- What are the fiscal impacts?
  - What are costs of activity if performed by Council? By others?

### **Step 4 Carry Out Solutions — Is the solution being implemented? What modifications are needed?**

### **Step 5 Performance Accountability — Is the Council done? Is this still a regional issue? What new issues have emerged?**



## **Council Policy Documents**

The Council's policy documents include:

### ***Regional Blueprint***

#### **Other Policies**

- Aviation
- Housing
- Recreation Open Space
- Transportation
- Water Resources
  - Surface Water
  - Wastewater Treatment
  - Water Supply



Metropolitan Council

## Regional Blueprint

### Appendix



## Population, Employment, and Household Forecasts, 2000-2020

	POPULATION				HOUSEHOLDS				EMPLOYMENT			
	1990	2000	2010	2020	1990	2000	2010	2020	1990	2000	2010	2020
<b>ANOKA COUNTY</b>												
ANDOVER	15,216	22,300	28,500	38,000	4,430	7,150	10,000	14,200	2,278	3,150	3,550	3,700
ANOKA	17,192	17,700	17,800	17,700	6,394	6,950	7,350	7,800	11,755	13,600	14,400	14,600
BETHEL	394	460	530	600	130	150	180	200	193	240	280	290
BLAINE (PART)	38,975	45,000	49,000	53,800	12,825	15,800	18,400	21,500	11,401	15,200	17,300	18,000
BURNS T	2,401	2,800	3,050	3,300	754	940	1,100	1,300	259	320	350	360
CENTERVILLE	1,633	3,050	3,950	4,650	519	1,000	1,400	1,750	168	210	250	260
CIRCLE PINES	4,704	4,830	4,620	4,320	1,562	1,700	1,750	1,750	861	1,100	1,200	1,250
COLUMBIA HEIGHTS	18,910	19,600	19,600	19,600	7,766	8,050	8,050	8,050	4,536	4,800	4,950	4,950
COLUMBUS T	3,690	4,100	4,350	4,650	1,129	1,350	1,550	1,750	100	140	150	160
COON RAPIDS	52,978	63,500	69,500	66,300	17,449	22,800	26,900	27,500	16,449	22,200	25,000	26,000
EAST BETHEL	8,050	9,100	9,800	10,400	2,542	3,000	3,450	3,900	457	580	640	660
FRIDLEY	28,335	28,500	29,000	29,000	10,909	11,000	11,100	11,200	23,821	27,000	28,500	29,000
HAM LAKE	8,924	9,900	10,500	11,800	2,720	3,150	3,550	4,300	1,820	2,300	2,550	2,600
HILLTOP	749	750	750	750	410	410	410	410	325	370	380	390
LEXINGTON	2,279	2,350	2,300	2,250	829	880	910	950	1,220	1,500	1,700	1,750
LINO LAKES	8,807	14,600	19,600	25,000	2,603	4,600	6,600	9,000	1,229	1,600	1,750	1,800
LINWOOD T	3,588	4,250	4,600	5,050	1,146	1,450	1,700	1,950	50	80	90	90
OAK GROVE T	5,488	7,000	8,000	8,900	1,638	2,200	2,700	3,200	281	370	400	410
RAMSEY	12,408	17,600	22,800	28,300	3,620	5,400	7,200	9,000	1,941	2,550	2,800	2,850
ST. FRANCIS	2,538	3,150	3,600	4,000	760	980	1,200	1,400	793	950	1,050	1,050
SPRING LAKE PK (PART)	6,429	6,650	6,500	6,450	2,302	2,500	2,650	2,850	3,019	4,000	4,450	4,600
<b>TOTAL</b>	<b>243,688</b>	<b>287,190</b>	<b>318,350</b>	<b>344,820</b>	<b>82,437</b>	<b>101,460</b>	<b>118,150</b>	<b>133,960</b>	<b>82,956</b>	<b>102,260</b>	<b>111,740</b>	<b>114,770</b>
<b>CARVER COUNTY</b>												
BENTON T	895	880	860	840	276	290	300	310	227	290	310	320
CAMDEN T	910	920	900	890	287	310	330	350	12	30	40	40
CARVER	744	820	880	940	262	290	320	340	95	130	160	180
CHANHASSEN (PART)	11,732	19,900	26,000	32,000	4,016	7,000	9,800	12,800	4,605	6,870	9,090	9,820
CHASKA	11,339	14,900	17,600	19,900	4,212	5,700	7,100	8,550	7,833	10,400	11,900	12,400
CHASKA T	174	170	170	170	60	70	70	80	97	140	170	190
COLOGNE	563	590	600	620	216	230	240	250	117	150	170	180
DAHLGREN T	1,296	1,350	1,350	1,400	394	440	480	520	109	180	210	220
HAMBURG	492	520	540	570	184	200	210	220	58	80	90	90
HANCOCK T	364	380	370	360	110	120	130	130	20	40	50	50
HOLLYWOOD T	1,060	1,050	1,050	1,000	327	340	360	370	27	50	60	60
LAKETOWN T	2,232	2,250	2,300	2,300	601	660	720	780	274	430	570	620
MAYER	471	540	570	610	166	190	200	220	44	60	70	80
NEW GERMANY	353	370	390	400	138	150	150	160	43	60	70	80
NORWOOD	1,351	1,450	1,550	1,700	515	580	630	670	450	470	480	480

	POPULATION				HOUSEHOLDS				EMPLOYMENT			
	1990	2000	2010	2020	1990	2000	2010	2020	1990	2000	2010	2020
SAN FRANCISCO T	773	860	910	960	244	280	320	350	20	50	50	60
VICTORIA	2,354	3,600	4,500	5,600	756	1,250	1,650	2,150	653	790	840	860
WACONIA	3,498	4,700	5,600	6,700	1,401	2,000	2,400	2,800	1,946	3,300	3,550	3,650
WACONIA T	1,287	1,350	1,350	1,400	407	450	490	530	100	160	190	200
WATERTOWN	2,408	2,800	3,100	3,350	848	990	1,100	1,200	671	790	870	920
WATERTOWN T	1,349	1,350	1,300	1,300	439	470	490	520	76	100	110	110
YOUNG AMERICA	1,354	1,550	1,750	1,900	457	530	600	660	695	830	930	980
YOUNG AMERICA T	916	920	910	900	285	300	320	330	58	80	90	90
<b>TOTAL</b>	<b>47,915</b>	<b>63,220</b>	<b>74,550</b>	<b>85,810</b>	<b>16,601</b>	<b>22,840</b>	<b>28,410</b>	<b>34,290</b>	<b>18,230</b>	<b>25,480</b>	<b>30,070</b>	<b>31,680</b>

#### DAKOTA COUNTY

APPLE VALLEY	34,598	44,500	48,500	54,000	11,145	15,000	17,200	20,400	6,528	9,200	10,700	11,500
BURNSVILLE	51,288	58,300	62,800	62,000	19,127	23,000	26,300	27,500	25,438	36,000	41,000	42,500
CASTLE ROCK T	1,480	1,550	1,600	1,600	460	510	540	580	273	340	370	380
COATES	186	180	170	170	66	70	70	70	90	120	140	150
DOUGLAS T	670	690	690	690	192	210	230	240	50	70	80	90
EAGAN	47,409	63,500	68,500	71,000	17,427	25,000	29,000	32,000	26,000	36,300	40,300	41,800
EMPIRE T	1,340	1,500	1,700	2,350	426	500	590	880	167	230	260	270
EUREKA T	1,405	1,500	1,600	2,050	447	510	580	770	250	310	370	380
FARMINGTON	5,940	8,700	12,900	16,200	2,064	3,050	4,600	5,800	2,342	2,950	3,350	3,850
GREENVALE T	685	710	700	710	228	250	270	290	302	370	400	410
HAMPTON	363	400	410	430	118	130	130	140	100	120	130	140
HAMPTON T	866	890	900	910	260	290	320	340	50	90	110	110
HASTINGS	15,473	17,600	19,800	22,200	5,401	6,400	7,250	8,200	6,982	7,700	7,950	8,050
INVER GROVE HEIGHTS	22,477	29,000	34,500	44,000	7,803	10,500	13,300	17,300	5,724	8,400	9,300	9,600
LAKEVILLE	24,854	41,000	56,000	73,500	7,851	13,500	20,300	28,500	6,563	9,750	11,700	12,200
LILYDALE	553	600	650	650	297	400	410	410	50	50	50	50
MARSHAN T	1,215	1,300	1,350	1,300	373	420	460	490	239	330	380	390
MENDOTA	164	170	180	190	69	70	80	80	534	670	800	850
MENDOTA HEIGHTS	9,381	10,800	12,150	13,300	3,302	4,150	5,000	5,850	5,805	7,550	8,400	8,650
MIESVILLE	135	130	130	130	47	50	50	50	50	50	60	60
NEW TRIER	96	100	100	100	29	30	30	30	50	50	60	60
NININGER T	805	830	840	860	241	270	300	320	100	160	200	210
NORTHFIELD (PART)	170	290	420	550	54	100	150	200	0	0	0	0
RANDOLPH	331	330	330	330	111	110	120	120	50	60	70	70
RANDOLPH T	448	580	660	730	158	220	260	310	50	70	80	90
RAVENNA T	1,926	2,050	2,150	2,250	546	640	720	790	20	30	30	40
ROSEMOUNT	8,622	14,800	22,300	32,300	2,779	5,000	8,000	11,600	4,114	5,820	7,770	9,400
SCIOTA T	252	260	260	260	86	90	100	110	50	70	80	90
SOUTH ST. PAUL	20,197	21,000	21,700	22,500	7,914	8,200	8,500	8,800	5,564	6,050	6,350	6,500
SUNFISH LAKE	413	510	550	560	138	180	210	220	50	50	50	50
VERMILLION	510	560	600	640	157	180	200	210	167	200	230	240
VERMILLION T	1,201	1,300	1,300	1,350	354	410	450	490	50	70	80	90
WATERFORD T	485	500	490	480	182	190	200	210	191	250	290	300
WEST ST. PAUL	19,248	20,000	20,100	20,200	8,441	8,700	8,800	8,850	9,264	10,400	10,800	10,800
<b>TOTAL</b>	<b>275,186</b>	<b>346,130</b>	<b>397,030</b>	<b>450,490</b>	<b>98,293</b>	<b>128,330</b>	<b>154,720</b>	<b>182,150</b>	<b>107,257</b>	<b>143,880</b>	<b>161,940</b>	<b>169,370</b>

#### HENNEPIN COUNTY

BLOOMINGTON	86,335	91,500	97,500	102,000	34,488	36,500	39,000	40,000	75,742	88,800	93,500	95,000
BROOKLYN CENTER	28,887	29,000	30,500	30,500	11,226	11,300	11,800	11,800	17,006	20,400	21,900	22,400
BROOKLYN PARK	56,381	65,500	71,000	75,500	20,386	24,200	27,500	31,000	16,592	22,300	25,000	26,000
CHAMPLIN	16,849	22,500	25,500	26,500	5,423	7,500	9,200	10,300	1,110	1,450	1,850	1,900
CHANHASSEN (PART)	0	0	0	0	0	0	0	0	1,500	1,800	1,800	1,800
CORCORAN	5,199	5,700	6,000	6,550	1,545	1,750	1,950	2,250	467	590	650	670
CRYSTAL	23,788	23,800	24,300	24,300	9,272	9,300	9,450	9,450	6,019	6,550	6,800	6,900
DAYTON (PART)	4,392	4,700	4,850	5,000	1,359	1,550	1,700	1,850	498	660	720	740
DEEPHAVEN	3,653	3,650	3,600	3,500	1,324	1,400	1,500	1,550	507	570	600	610
EDEN PRAIRIE	39,311	54,000	65,000	72,000	14,447	21,200	27,000	32,000	36,095	50,500	58,000	60,500
EDINA	46,070	47,000	48,000	48,500	19,860	20,300	20,700	21,000	44,534	49,100	51,100	51,600

	POPULATION				HOUSEHOLDS				EMPLOYMENT			
	1990	2000	2010	2020	1990	2000	2010	2020	1990	2000	2010	2020
EXCELSIOR	2,367	2,350	2,300	2,150	1,160	1,150	1,200	1,200	1,656	1,900	2,050	2,050
FORT SNELLING	97	100	100	100	7	10	10	10	29,844	33,500	35,000	35,500
GOLDEN VALLEY	20,971	21,200	21,500	21,500	8,273	8,350	8,450	8,450	28,589	30,000	30,500	30,500
GREENFIELD	1,450	1,500	1,550	1,550	457	510	550	600	50	250	350	400
GREENWOOD	614	580	570	530	250	260	260	260	185	220	240	240
HANOVER (PART)	269	380	430	500	82	130	150	170	52	70	70	80
HASSAN T	1,951	2,100	2,200	2,350	585	690	780	880	652	890	990	1,010
HOPKINS	16,534	16,700	16,900	17,000	7,973	8,050	8,150	8,200	12,252	12,880	13,140	13,240
INDEPENDENCE	2,822	2,950	3,050	3,150	925	1,050	1,150	1,250	137	200	250	260
LONG LAKE	1,984	2,050	2,150	2,150	747	830	910	960	1,570	2,000	2,200	2,250
LORETTO	404	480	570	660	167	210	250	290	212	250	260	270
MAPLE GROVE	38,736	50,500	58,500	65,500	12,531	17,000	21,200	25,500	7,750	14,600	19,000	19,800
MAPLE PLAIN	2,005	2,350	2,750	3,200	696	840	990	1,150	1,172	1,250	1,300	1,300
MEDICINE LAKE	385	370	360	350	169	170	180	180	50	70	70	80
MEDINA	3,096	3,600	4,050	4,750	1,007	1,250	1,500	1,850	2,155	2,600	2,900	2,950
MINNEAPOLIS	368,383	370,500	373,000	375,000	160,682	161,500	162,500	163,500	278,314	282,500	285,500	287,000
MINNETONKA	48,370	53,000	56,500	55,500	18,687	22,200	24,500	25,500	35,536	49,000	56,100	58,000
MINNETONKA BEACH	573	580	590	580	204	220	230	240	310	360	390	400
MINNETRISTA	3,439	4,500	5,450	5,950	1,195	1,700	2,200	2,400	513	760	950	1,020
MOUND	9,634	9,400	8,950	8,450	3,710	3,750	3,800	3,800	1,849	2,350	2,650	2,750
NEW HOPE	21,853	23,300	24,200	24,500	8,507	9,100	9,450	9,600	14,149	17,200	18,600	19,000
ORONO	7,285	7,800	8,350	8,850	2,613	2,950	3,350	3,750	1,020	1,100	1,300	1,500
OSSEO	2,704	2,700	2,650	2,600	995	1,050	1,100	1,100	3,120	3,550	3,800	3,850
PLYMOUTH	50,889	62,000	67,000	72,500	18,361	23,700	28,000	32,000	38,103	44,000	47,500	57,500
RICHFIELD	35,710	36,500	38,100	38,300	15,551	16,000	16,200	16,300	10,844	10,900	11,600	11,600
ROBBINSDALE	14,396	15,100	15,600	16,200	6,008	6,300	6,500	6,750	6,813	7,800	8,200	8,350
ROCKFORD	440	540	660	780	163	210	260	310	240	290	330	340
ROGERS	698	1,150	1,550	1,800	259	460	610	720	1,775	2,250	2,450	2,500
ST. ANTHONY	5,278	5,300	5,300	5,300	2,208	2,200	2,200	2,200	2,422	2,750	2,900	2,900
ST. BONIFACIUS	1,180	1,400	1,550	1,750	398	480	550	610	247	330	400	420
ST. LOUIS PARK	43,787	46,500	47,500	48,500	19,925	21,100	21,700	22,100	36,791	39,000	40,000	40,000
SHOREWOOD	5,917	7,200	8,150	8,900	2,026	2,600	3,150	3,650	877	1,050	1,150	1,150
SPRING PARK	1,571	1,600	1,550	1,500	741	770	790	810	842	940	980	990
TONKA BAY	1,472	1,550	1,600	1,600	577	640	690	740	75	110	130	140
WAYZATA	3,806	4,150	4,200	4,200	1,715	1,950	2,050	2,050	5,500	5,600	5,710	5,800
WOODLAND	496	490	440	420	176	180	180	180	100	130	150	150
<b>TOTAL</b>	<b>1,032,431</b>	<b>1,109,820</b>	<b>1,166,120</b>	<b>1,202,970</b>	<b>419,060</b>	<b>454,560</b>	<b>485,540</b>	<b>510,460</b>	<b>725,836</b>	<b>815,370</b>	<b>861,030</b>	<b>883,410</b>
<b>RAMSEY COUNTY</b>												
ARDEN HILLS	9,199	9,850	10,700	11,400	2,904	3,250	3,850	4,450	10,929	12,700	13,400	13,600
BLAINE (PART)	0	0	0	0	0	0	0	0	558	650	720	750
FALCON HEIGHTS	5,380	5,500	5,500	5,500	2,016	2,050	2,050	2,050	2,700	3,050	3,200	3,250
GEM LAKE	439	460	460	470	140	160	170	190	537	640	680	700
LAUDERDALE	2,700	2,700	2,700	2,700	1,166	1,150	1,150	1,150	500	560	590	600
LITTLE CANADA	8,971	9,450	9,750	9,600	3,902	4,250	4,600	4,800	4,287	5,350	6,020	6,200
MAPLEWOOD	30,954	33,000	33,500	34,000	11,496	13,200	14,700	15,900	31,954	40,500	44,000	45,500
MOUNDSVIEW	12,541	12,700	12,800	12,500	4,702	5,100	5,400	5,600	4,142	5,550	6,250	6,500
NEW BRIGHTON	22,207	23,200	23,600	23,600	8,523	8,900	9,050	9,050	9,779	11,100	11,800	11,900
NORTH OAKS	3,386	4,150	4,800	5,150	1,085	1,400	1,700	1,900	662	740	780	790
NORTH ST. PAUL	12,376	12,500	12,000	11,500	4,447	4,700	4,850	4,950	3,200	3,750	4,050	4,100
ROSEVILLE	33,485	35,500	37,000	38,000	13,562	14,300	15,100	15,500	33,046	41,500	44,000	44,700
ST. ANTHONY (PART)	2,449	2,450	2,650	2,650	1,245	1,250	1,250	1,250	1,550	1,650	1,700	1,700
ST. PAUL	272,235	275,000	280,000	285,500	110,249	112,000	114,000	116,000	172,504	176,500	178,000	179,000
SHOREVIEW	24,587	27,500	28,500	29,000	8,991	10,200	10,700	12,000	5,771	8,000	9,800	10,750
SPRING LAKE PK (PART)	103	100	90	90	41	40	40	40	0	0	0	0
VADNAIS HEIGHTS	11,041	14,600	15,400	15,700	3,924	5,300	6,000	6,500	3,800	5,000	5,600	5,800
WHITE BEAR T	9,424	11,600	12,800	13,500	3,205	3,900	4,250	4,500	906	1,450	1,850	1,900
WHITE BEAR LK (PART)	24,306	24,300	23,900	24,600	8,902	9,800	10,500	10,800	8,059	10,000	10,900	11,200
<b>TOTAL</b>	<b>485,783</b>	<b>504,560</b>	<b>516,150</b>	<b>525,460</b>	<b>190,500</b>	<b>200,950</b>	<b>209,360</b>	<b>216,630</b>	<b>294,884</b>	<b>328,690</b>	<b>343,340</b>	<b>348,940</b>

	POPULATION				HOUSEHOLDS				EMPLOYMENT			
	1990	2000	2010	2020	1990	2000	2010	2020	1990	2000	2010	2020
<b>SCOTT COUNTY</b>												
BELLE PLAINE	3,149	3,450	3,650	3,950	1,092	1,200	1,300	1,450	931	1,100	1,250	1,300
BELLE PLAINE T	691	690	680	660	211	230	250	260	50	80	80	90
BLAKELEY T	456	470	460	440	140	150	160	160	50	80	80	90
CEDAR LAKE T	1,688	1,850	1,950	2,050	523	620	710	800	25	50	60	60
CREDIT RIVER T	2,854	3,700	4,200	4,600	864	1,200	1,450	1,650	400	630	800	850
ELKO	223	250	280	310	75	90	110	120	50	100	130	150
HELENA T	1,107	1,100	1,100	1,100	352	390	410	450	50	80	80	90
JACKSON T	1,359	1,350	1,300	1,250	459	480	490	510	175	280	350	370
JORDAN	2,909	3,100	3,300	3,550	1,042	1,150	1,250	1,350	913	1,050	1,250	1,300
LOUISVILLE T	910	960	980	990	278	310	330	360	953	1,150	1,250	1,250
NEW MARKET	227	230	230	230	82	80	90	90	63	110	140	160
NEW MARKET T	2,008	2,200	2,350	2,500	627	750	870	990	113	190	240	250
NEW PRAGUE (PART)	2,356	2,600	2,950	3,300	870	1,000	1,150	1,300	1,044	1,200	1,300	1,350
PRIOR LAKE	11,482	14,600	18,300	20,000	3,901	5,200	6,850	8,000	3,000	3,900	4,500	4,750
ST. LAWRENCE T	418	460	470	500	122	140	160	170	186	270	320	330
SAND CREEK T	1,511	1,500	1,500	1,500	412	460	490	530	75	150	170	170
SAVAGE	9,906	19,000	27,500	35,500	3,255	6,500	10,100	13,700	3,180	3,850	4,150	4,200
SHAKOPEE	11,739	16,800	22,100	29,500	4,163	6,150	8,650	12,300	8,500	11,700	13,600	14,100
SPRING LAKE T	2,853	3,100	3,250	3,450	899	1,050	1,200	1,350	277	360	410	420
<b>TOTAL</b>	<b>57,846</b>	<b>77,410</b>	<b>96,550</b>	<b>115,380</b>	<b>19,367</b>	<b>27,150</b>	<b>36,020</b>	<b>45,540</b>	<b>20,035</b>	<b>26,330</b>	<b>30,160</b>	<b>31,280</b>
<b>WASHINGTON COUNTY</b>												
AFTON	2,645	2,950	3,150	3,350	890	1,050	1,200	1,350	481	630	720	740
BAYPORT	3,200	3,300	3,500	3,650	743	830	900	970	4,588	5,300	5,550	5,600
BAYTOWN T	939	1,100	1,200	1,350	302	390	460	540	292	380	420	430
BIRCHWOOD	1,042	1,000	960	930	364	380	390	400	30	30	30	30
COTTAGE GROVE	22,935	29,500	33,500	40,000	6,856	9,400	11,400	13,500	4,545	5,950	6,800	7,000
DELLWOOD	887	980	1,050	1,100	301	360	400	450	420	430	440	440
DENMARK T	1,172	1,250	1,250	1,250	367	420	450	490	247	310	350	360
FOREST LAKE	5,833	6,900	7,850	8,750	2,292	2,750	3,150	3,500	4,382	5,100	5,350	5,450
FOREST LAKE T	6,690	7,750	8,300	9,050	2,132	2,600	3,000	3,500	753	960	1,050	1,100
GRANT T	3,778	4,250	4,600	5,000	1,173	1,450	1,700	1,950	967	1,150	1,200	1,250
GREY CLOUD	414	490	560	590	165	200	250	280	50	50	50	50
HASTINGS (PART)	5	0	0	0	2	0	0	0	0	0	0	0
HUGO	4,417	5,550	6,350	7,700	1,416	1,850	2,250	2,950	1,012	1,200	1,300	1,300
LAKE ELMO	5,903	7,000	7,900	9,250	1,973	2,450	2,900	3,400	1,011	1,650	2,050	2,100
LAKELAND	2,000	2,250	2,500	2,650	645	760	840	890	167	220	250	260
LAKELAND SHORES	291	360	410	450	101	120	140	160	50	60	70	70
LAKE ST. CROIX BEACH	1,078	1,150	1,250	1,300	415	470	500	530	10	10	20	20
LANDFALL	685	690	660	620	300	300	300	300	50	70	90	90
MAHTOMEDI	5,633	6,950	8,200	9,200	1,874	2,400	3,000	3,600	993	1,250	1,400	1,400
MARINE ON ST. CROIX	602	660	730	800	234	260	290	320	126	130	130	130
MAY T	2,535	2,900	3,150	3,400	820	990	1,150	1,300	56	80	90	100
NEWPORT	3,720	3,950	3,950	3,850	1,323	1,450	1,500	1,550	1,654	1,900	2,000	2,050
NEW SCANDIA T	3,197	3,550	3,850	4,100	1,060	1,250	1,450	1,650	387	460	490	500
OAKDALE	18,374	26,500	30,000	31,000	6,699	10,200	12,200	13,500	3,962	6,200	7,900	8,650
OAK PARK HEIGHTS	3,486	4,000	4,700	5,350	1,322	1,700	2,000	2,300	2,630	3,470	3,660	3,720
PINE SPRINGS	436	440	450	450	135	140	150	150	30	30	30	30
ST. MARY'S POINT	339	350	370	390	126	140	140	150	48	60	70	70
ST. PAUL PARK	4,965	5,100	5,200	5,250	1,749	1,950	2,100	2,250	1,174	1,350	1,450	1,450
STILLWATER	13,882	15,900	17,400	19,300	4,982	6,000	6,800	7,600	8,397	9,750	10,200	10,400
STILLWATER T	2,066	2,550	2,950	3,450	639	840	1,050	1,300	136	190	220	230
WEST LAKELAND T	1,736	2,300	2,700	3,100	524	750	940	1,150	50	90	100	110
WHITE BEAR LK (PART)	336	400	380	360	168	170	170	170	125	150	150	150
WILLERNIE	584	560	530	500	227	230	230	230	100	130	160	170
WOODBURY	20,075	38,000	51,000	65,000	6,927	13,500	18,500	24,000	5,000	9,200	12,000	13,000
<b>TOTAL</b>	<b>145,880</b>	<b>190,580</b>	<b>220,550</b>	<b>252,490</b>	<b>49,246</b>	<b>67,750</b>	<b>81,900</b>	<b>96,380</b>	<b>43,923</b>	<b>57,940</b>	<b>65,790</b>	<b>68,450</b>
<b>METRO AREA TOTAL</b>	<b>2,288,729</b>	<b>2,578,910</b>	<b>2,789,300</b>	<b>2,977,420</b>	<b>875,504</b>	<b>1,003,040</b>	<b>1,114,100</b>	<b>1,219,410</b>	<b>1,293,121</b>	<b>1,499,950</b>	<b>1,604,070</b>	<b>1,647,900</b>