

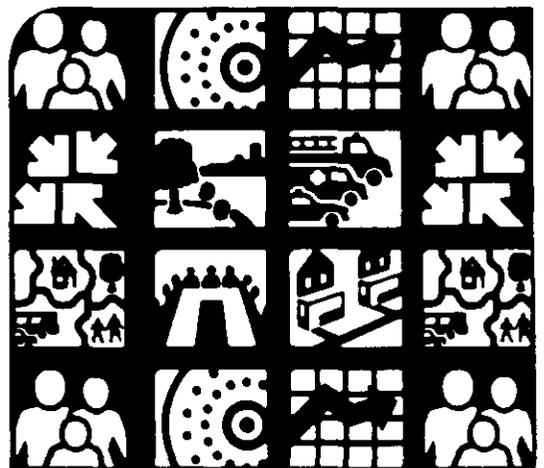
Minneapolis

Plan for the 1980s



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**City of Minneapolis
Plan for the 1980s**





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Overview

A plan...

..A way of looking at who we are and who we want to be... and at how to get from here to there.

..A vision of the future...

..Easy if it means sitting around and daydreaming.

..Tough if it involves a lot of people agreeing on what they want from the future.

..Tougher if it means making sure that the daydreams come true.

..A management tool for collecting and spending energy, time and money.

This Plan For The 1980s has been put together by people who work or live in the City of Minneapolis. It is a vision of the future, of Minneapolis in 1990. The vision is not cast in concrete — times will change and plans will change. But the people who are committed to the vision will be working to see it come true.

THE VISION: MINNEAPOLIS IN 1990

Minneapolis has already passed through its most difficult times of decreasing population, weakening tax base and social turmoil. By 1990 it will be viewed within the metropolitan area as an exciting and attractive place to be and a secure place to live and work. Primarily because of enduring private commitment, Minneapolis has been a leader among the nation's cities. By the end of the '80s, cities throughout the country could again be attracting rather than losing population. With its head start, Minneapolis can lead that trend.

People

The vision — population stability. At least 370,000 people will live in Minneapolis in 1990, which implies population stability through the 1980s. And that means reversing the population decline of the last quarter century. Population stability can be achieved if the City retains the people who live here now, and their offspring.

The composition of the city's population will be more balanced than it is now. It will include a greater proportion of middle income individuals and families than today, and will include a smaller proportion of lower income individuals. Adults between the ages of 30 and 49 will be the largest single age group.

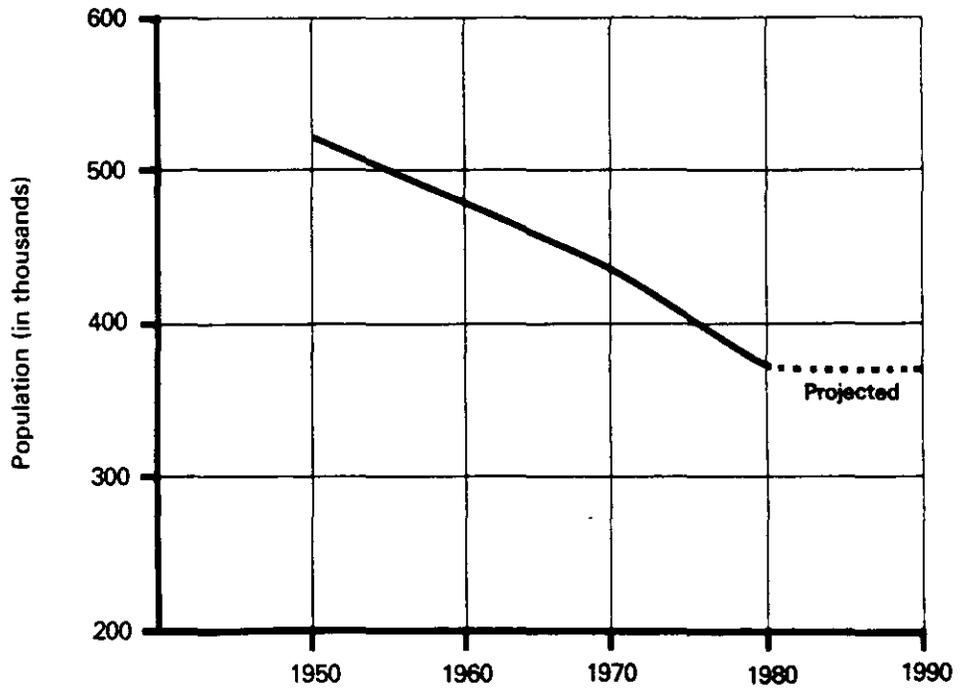
Diverse, productive and committed people make a vital city. With that understanding, Minneapolis will be continuing its commitment in 1990 to eradicate poverty, increase economic self-sufficiency, and actively promote a feeling of community



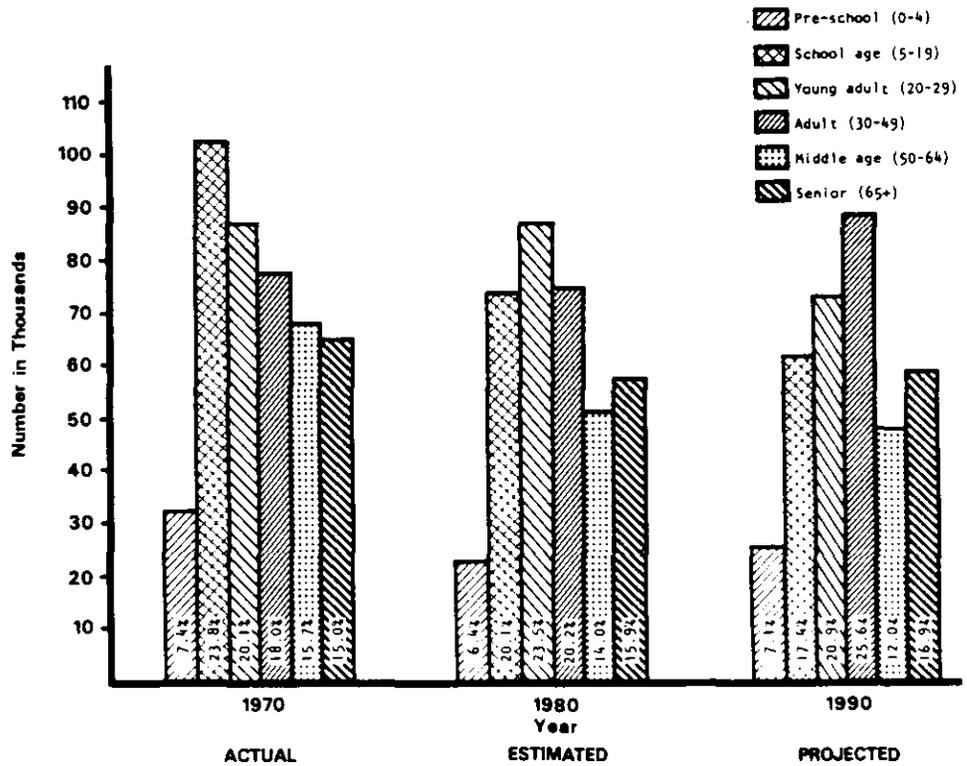
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membership and pride among low income people, minorities, and women.

Minneapolis Population, 1950-1990



COMPARATIVE POPULATION PROFILES



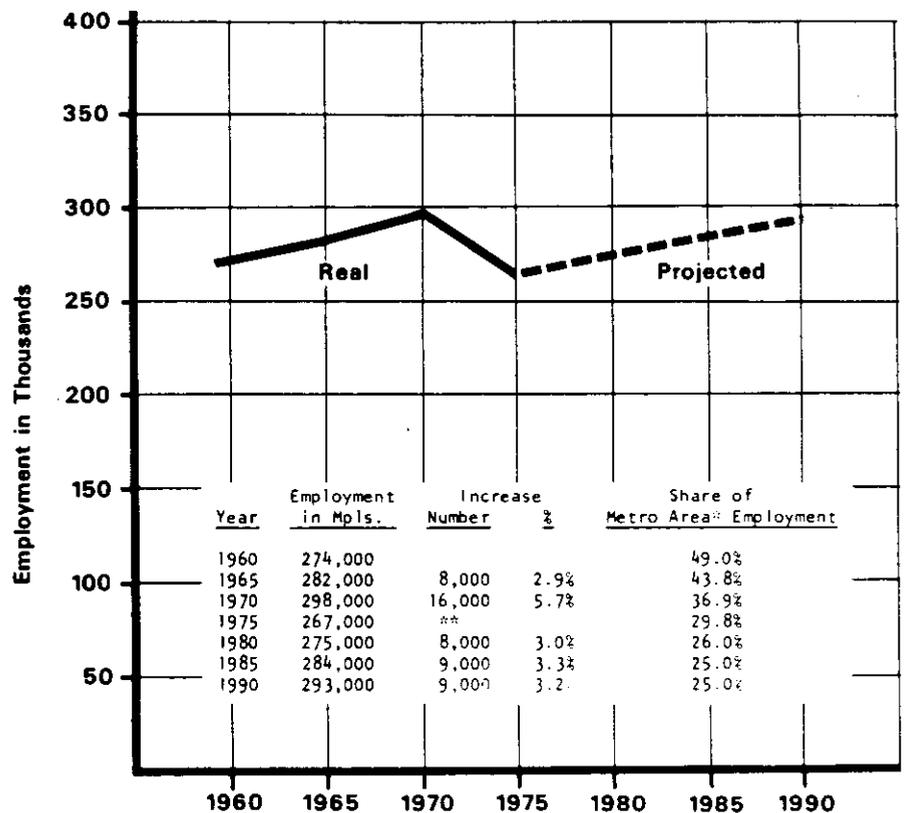


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People and Jobs

The vision — full employment. The City will provide at least 293,000 jobs for the metropolitan area labor force. There is little doubt, given present expansion plans, that the jobs which make full employment possible will be there. The task is to make sure, by coordinating economic development with vocational training and job placement, that City residents are able to successfully compete for the available job opportunities. The Minneapolis Community Development Agency will coordinate new growth with the educational programs offered by the City's post-high facilities, including the Minneapolis Area Vocational Technical Institute, to match skills with jobs.

Work Force Employment in Minneapolis, 1960–1990



¹The Metropolitan Area for 1960 and 1965 data is a 5-county area, while later data is for a 9-county area.

**Beginning in 1975, the Minnesota Manpower Services Department made changes in their calculation methods, preventing comparisons with past data.

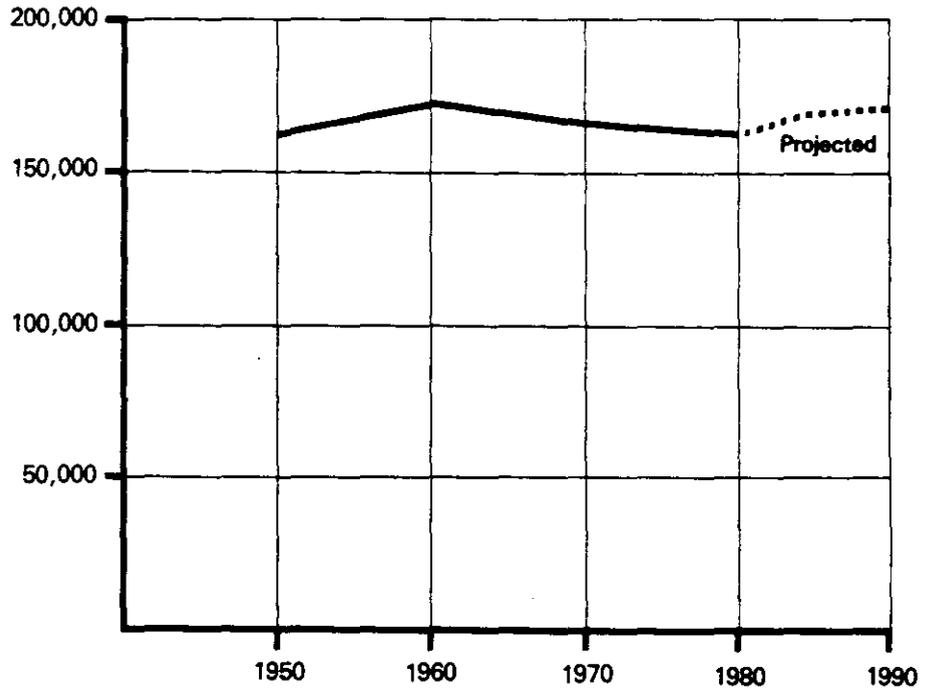
People and Housing

The vision — improved housing choices. At least 171,000 housing units which meet basic criteria for decent housing will be available for City residents. This means adding 9,000 new units to those now in Minneapolis, most of them condominiums. It also means improving the condition of 16,000 existing units to provide safe and adequate shelter, and finding ways to make the most efficient use of the varied kinds of existing housing.

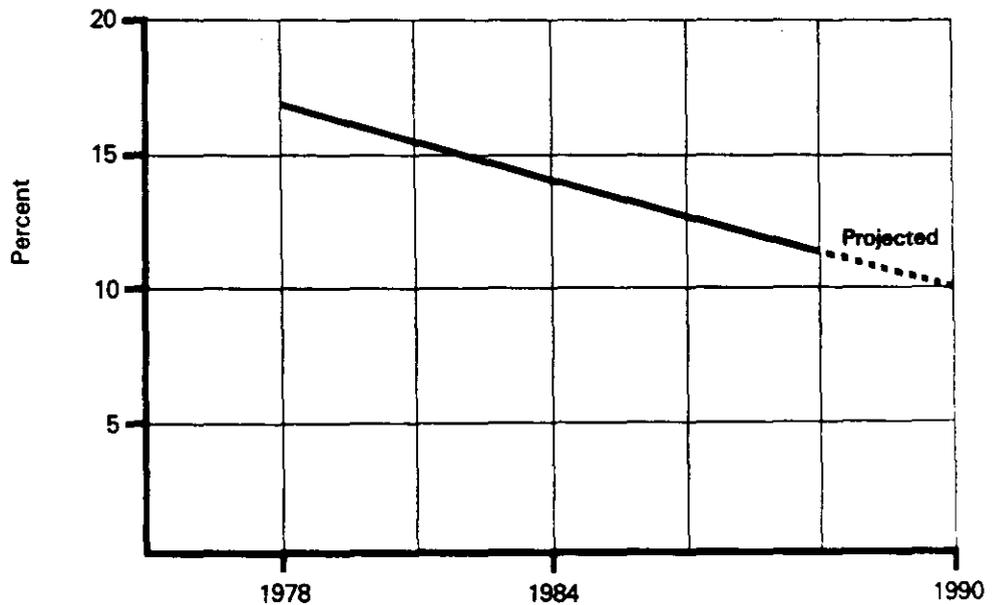


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Minneapolis Housing Units: 1950-1990



Percent of Housing in Substandard Condition. 1978-1990



Neighborhoods

The vision — strong, attractive and well-served neighborhoods. Minneapolis is and will be strong at its grass roots. The City's capital (streets, sewers, schools, fire stations etc.) is in its diverse residential neighborhoods. The task is to strengthen the identity and integrity of the 84 existing neighborhoods...and to foster neighborhood feeling within new residential complexes such



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as those in the Loring Development District and along the central riverfront. Neighborhood integrity demands a stable school system, visible and accessible community services, maintenance of public facilities, and a sense of security. In 1990, citizen participation will continue to be important allowing neighborhood representatives through their community organizations to have an active role in community development and government decisions.

Downtown

The vision — the economic and cultural center of the Upper Midwest. An additional 3½ million square feet of office space, 450,000 square feet of retail space, and 2,300 hotel rooms will be available Downtown by 1990. The role of Downtown as the regional finance and trade center will be expanded by its role as national conference center and center for communications industries. The Hennepin Avenue entertainment center and the Hennepin-North Loop Arts And Cultural District will attract not only Minneapolis residents but visitors from the entire metropolitan region. Downtown development will offer an expanded skyway system, and transportation and parking changes to improve accessibility. Riverfront development adjacent to Downtown will provide as many as 3,000 units of new housing plus a new Nicollet Island Park, connected by pedestrian walkways in the Central Riverfront Area.

Human Development

The vision — more choices for people to take advantage of in 1990. Existing educational opportunities will be increased by individualized learning programs guided by computer through cable TV, by lifelong learning programs offered through the libraries and community education programs. Child care programs and resources will be expanded for working parents. Arts programs will be offered throughout the neighborhoods as well as by major arts institutions.

Caring is an important characteristic in Minneapolis. The City will take the lead in identifying needs and advocating before the bodies responsible for providing service. And the City's outstanding park and recreation system will continue to offer opportunities for enjoying nature as well as recreation program. A regional trail system will allow pedestrians and bicyclists to wander along the full length of the Mississippi Riverfront.

Taxes

The vision — tax rates on homes in the City will no longer be significantly higher than those in suburban communities. Partly because the suburban rates will go up, partly because the Minneapolis tax base will expand, and partly because the scope of services provided by the City will not increase. The current disparity between Minneapolis and many suburbs will narrow. The



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City's first order of business is to provide basic, traditional services such as streets, police and fire protection, and trash collection. Beyond that, the City can make strategic investments to stimulate investment by the private sector in capital improvements, or investment by residents in community development. Developmental leadership should be the responsibility of private entrepreneurs rather than of City government. It is the role of government, however, to support and stimulate private development. That is the City's primary task to achieve its vision for 1990.

CHANGES DURING THE 1980s

The vision is there. Minneapolis will be a place that is good for people in 1990. The vision may not seem to differ from the image of Minneapolis presented in "quality of life" studies during recent years. It is the case, however, that sustaining a high quality of life requires constant attention. Extending that quality of life to all who live in Minneapolis will test our ingenuity and resourcefulness.

Numerous changes in the physical character of the City are directed in the Plan For The 1980s.

Downtown

The most striking changes will be in and close to Downtown, which will also be the principal location for new employment opportunities.

- Within the compact core of Downtown, at least three new hotels and six million square feet of new office and commercial space, connected by an expanded skyway system.
- A Hennepin Avenue Entertainment Center active 24-hours-a-day, connected to the North Loop Arts District where galleries and artists' studios are accommodated in the historic warehouse district.
- Extension of the Nicollet Mall from which the Loring Greenway leads pedestrians past commercial and residential development to Loring Park.
- Three thousand units of housing along the Central Riverfront, varied in character from reused mills to medium and high density condominium and apartment units — fronted by river trails, observatories, a new park on Nicollet Island — backed on the Downtown side by offices — on the East Minneapolis side by commerce and housing — sharing space next to a rejuvenated historic Main Street district.
- Industry Square, a breeding place for entrepreneurs surrounding the Hubert H. Humphrey Metrodome, with new opportunities for job training in technical industries,



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adjacent on the one hand to modern health centers and rehabilitated multi-unit housing in Elliot Park, on the other to new riverfront housing in Cedar-Riverside.

- New parking ramps constructed with public support on the fringe of Downtown to help to relieve congestion and improve air quality, connected by skyways to the Downtown retail and office core.
- Transportation improvements, with a new Third Avenue Distributor and an extended Great River Road.

Commercial Centers

Seven community-level commercial centers will be developed outside of the Downtown. Each will have medium or high-density housing adjacent to or part of the Center.

- West Broadway - a community-level center based on a discount store.
- Central and Lowry - a community-level center emphasizing specialties.
- Nicollet and Lake - a center based on a discount store and new mixed housing and commercial uses.
- Hiawatha and Lake - a community-level center with both pedestrian and parking facilities.
- Hennepin and Lake - a community center focused on new stores on a vacated school site.
- Chicago and Lake - another community-level center accessible to neighborhoods both north and south of Lake Street.
- East Hennepin - a close to downtown center that is expanded into new riverfront housing and commercial users.

Neighborhood retail centers will provide for most needs within walking distance of residents. They will be more attractive and compatible with their surrounding neighborhoods. Obsolete commercial sites will be changing to housing.

Rehabilitation Areas

In the communities surrounding Downtown, where housing is old, income tends to be low and land uses are mixed:

- Major rehabilitation programs using loans and grants will bring most houses from substandard to standard condition.
- New recreation facilities will be constructed.



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- Job-based industrial development will occur on sites in or near the Phillips, Longfellow, Powderhorn and Near North Communities, with commitments to hiring and training the structurally unemployed and under-skilled.
- Residential neighborhoods will be more clearly separated from industrial and commercial establishments...especially through reduction of strip commercial uses.

Protection Areas

A number of actions will not change so much as protect the City's natural resources and the stability of residential neighborhoods.

- Protection of elementary schools in residential neighborhoods.
- Protection of residential areas from localized flooding.
- Protection of scenic views.
- Protection for the Mississippi River and its banks.
- Protection of the urban forest, requiring an extensive reforestation program.
- Protection of neighborhood commercial centers.
- Protection of neighborhoods by removing through-traffic to arterials.
- Protection of structures in historic preservation districts.
- Protection of the parks and open space system.

Other Change Areas

- New technological industry adjacent to the University of Minnesota at Kasota and in Seward South, in the Broadway-35W area, in the Humboldt Yards and the Shoreham-Marshall Area.
- Reduction of aircraft noise in south Minneapolis.
- Improvement of water quality, particularly in Lake Nokomis.
- New transitways on Highway 12 and on Hiawatha/55, projects long in the planning. Another transitway going southeast from Downtown is a possibility.
- Relocation of fire stations 27 and 28 to reduce response time to emergencies.



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- New residential housing, primarily medium-density, on vacant school sites and at major project sites.
- Improved park facilities in Lowell, Cleveland, Elliot Park and other neighborhoods.

THE GOALS:

.RETAINING PEOPLE

Plans provide visions, but they also provide management tools. The Plan For The 1980s outlines a strategy for the City to make or stimulate the changes which will achieve the vision in 1990.

To this end the Plan establishes three goals.

.PRESERVING QUALITY OF LIFE

1) Retaining the people who live here now to achieve population stability.

- this means retaining those middle and upper income persons living in the city now or in the future who have the choice of leaving, particularly young families.
- it also means, to a lesser extent, attracting present and potential middle and upper income persons to the city.

2) Preserving and preferably, enhancing the City's quality of life.

3) Helping the City's poor people so that they too can share in and contribute to the City's quality of life.

- this means helping those low and moderate income persons who choose to or must live in the City to obtain jobs.
- this means reducing or eliminating the barriers which prohibit participation in community life.

The Population Goal

During the time this plan was under review one goal was used as the basis for the discussion of the city's development strategies. That goal was — retaining the people who live here now, and their offspring. This came to be known as the population stability goal. In other words, the city would develop strategies to retain people who live in the city, halt population losses, and thereby achieve a stable population level of approximately 370,000.

Why This Goal?

First, people provide the vitality of Minneapolis. Diversity is the strength of the urban environment. Minneapolis has all sorts of people; keeping a diverse population throughout the City's



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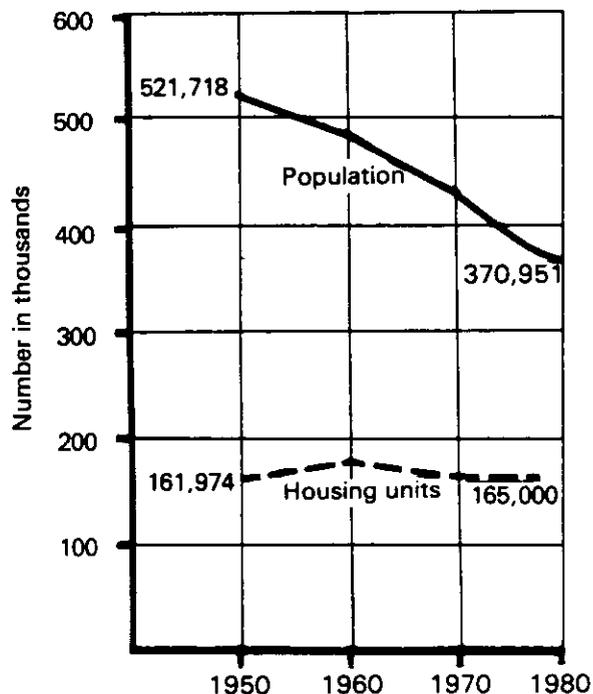
neighborhoods is important. Young people rejuvenate the leadership structure which is important to social and political vitality. From an economic point of view, stable housing values, efficient use of public services and facilities, school stability, and an adequate market for retail commerce depend on keeping people in the City.

Second, population stability becomes a very active goal when placed in the perspective of the last quarter century's loss of over one fourth of the City's population. It means reversing population decline.

In 1980, the population of Minneapolis was 370,951 persons. This reflects the loss of 28 percent of the 1950 population of 521,000 persons, and the loss of nearly 60,000 since 1970.

Most of the loss reflects a decline in family population (largely middle income) due to both outmigration (approximately 75,000 since 1970) and changing attitudes toward family formation and family size which have affected the level of replacement population.

PEOPLE AND HOUSING UNITS, 1950-1980



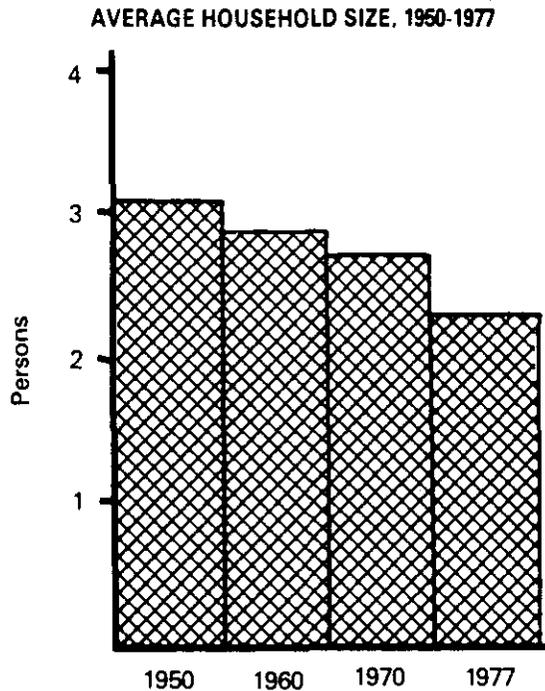
Loss of family population has affected more than simply the number of people living in Minneapolis. Although Minneapolis's population has declined significantly over the past 25 years, the City is home to more households now than in 1950...approximately 165,000. As a result, average household size declined from over three persons per household in 1950 to approximately two-and-one-fourth in 1978. Much of this change reflects a growing



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underutilization of larger housing units originally intended for occupancy by families with children.

Decreasing household size is related to the changing mix of family to non-family population. In 1950, approximately 87 percent of the City's population lived in families (two or more persons related by blood or marriage) while 13 percent was considered non-family. By 1978, the City's family population was estimated to have declined to 70 percent of the total, while the non-family population was estimated to comprise a full 30 percent.



Change in the proportion of family to non-family population has affected the City in ways other than simply decreased average household size and underutilization of housing. As a result of loss of family population, Minneapolis has experienced significant alteration of the age profile of its present population.

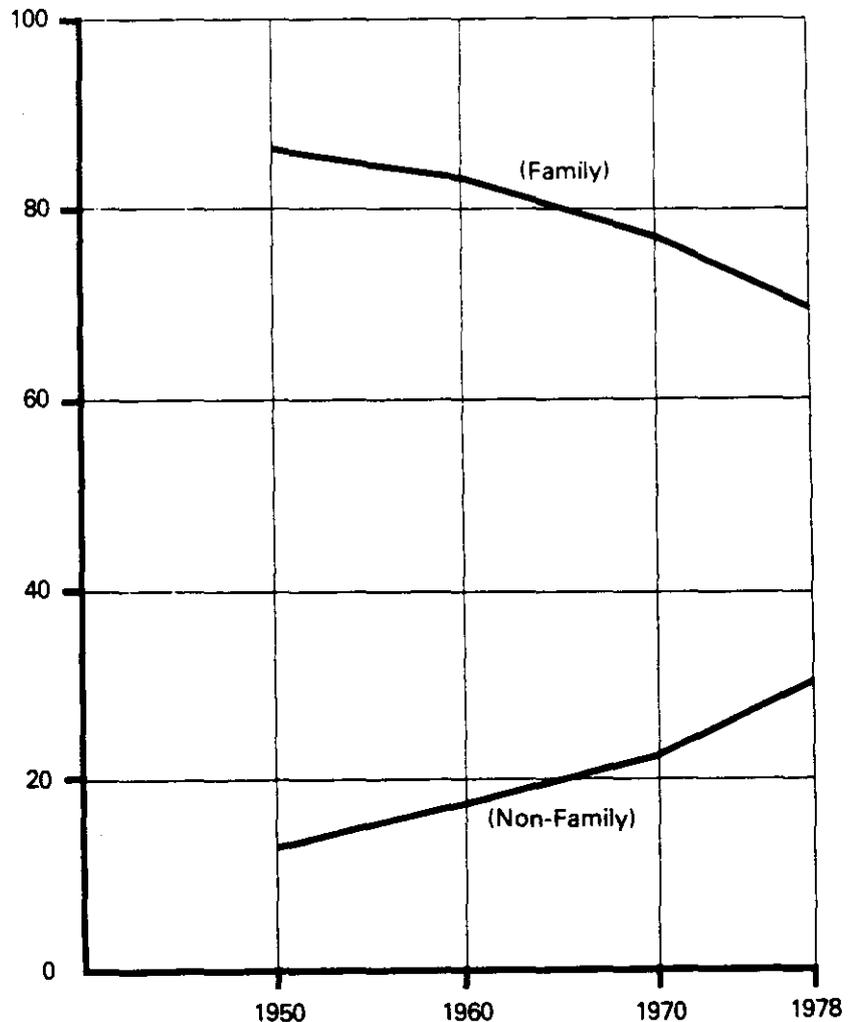
The most substantial changes have appeared in the pre-school, school-age and middle-age (50-64) age groups, which have all undergone numerical and proportional decline.

Third, population stability is a goal uniquely attainable during the next decade, because of the immigration of young adults during the 1970s. As 18-29 year-old singles, they have come from all over the Upper Midwest to enjoy the City's education and employment opportunities and to share in the urban lifestyle. They are the product of the "baby boom" which ran from 1950-1960, and peaked in 1959. The young adult age group has undergone numeric (over 17,000) and proportional growth since 1970.



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Percent of Family/Non-Family Population, 1950-1978



The young adult group constitutes a large potential replacement population to partially counter the effect of those families lost during the 1960s and 1970s. More specifically, the young adults of the late '70s and early '80s are the adults of the 1990s. If they do not follow the precedent of their elders—if they stay in the City rather than moving to the suburbs when they form families and have children—the goal of stability will be achieved. If they follow the old pattern and move out of the City, there will be no similar size group of young adults to move in after them, because of the rapid decline in birth rates since 1961. A rapid reduction in population, even less efficient use of the family-sized houses that characterize the City's neighborhoods, and a widening high/low income gap would follow unless there were a substantial "Back to the City" movement of older adults — of which there have, to date, been few reliable signs.

The population stability goal was thoroughly discussed and accepted. However, this one goal did not fully state the City's



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main intent nor did it allow for the weighing of other needs in the city against the population stability goal. Therefore, two more goals evolved from the planning process.

The Quality of Life Goal

The first of these is that the city's quality of life must at least be preserved and preferably enhanced. During the development of this plan, it became obvious that preserving the city's quality of life was central to retaining the people who currently live in the City. Without the city's natural, cultural, and social amenities, it is likely that population losses between 1950 and 1980 would have been far greater than they were. Furthermore, there would be little chance of establishing an equilibrium of upper, middle, and lower income people because the amenities tend to retain or attract middle and upper income people who are most able to live in some other place.

Another reason for this goal is to establish some limits to the strategies that are employed to implement population stability. Preserving and enhancing the city's quality of life means that the City should not spoil its amenities merely for the sake of carrying out the retention - stability goal. For example, it is alright to use some parts of selected rivers and lakes to act as an amenity for new housing that accomplishes the retention-stability goal. It is not acceptable to use all the city's lakes and rivers for that purpose.

The Caring Goal

The second goal that was added as a result of discussion of the plan gives a third perspective in looking at City priorities. This goal is—helping the City's poor people so that they too can share in and contribute to the City's quality of life.

There is a sizeable portion of Minneapolis' population which is poor and does not derive much benefit from the city's quality of life. Nor can they focus beyond survival to contribute to the community.

A family with no car may not be able to get to the City's regional parks. Plays at the Guthrie and dinner downtown are just too expensive. Reduced cost health care may be only a rumor. A chance to get some of the new jobs being created Downtown may only be a dream. On the other hand a cold, unsafe, expensive, small and poorly maintained apartment or severely rundown home is too often a reality.

Another reason for this goal is that helping the poor also provides a check on the population stability goal. Efforts to achieve population stability should not ignore the need to provide low and moderate income housing opportunities. Neither should these efforts cause undue hardships, such as residential displacement, for the City's poor people.



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The City accepts the responsibility of helping poor people to improve these situations in housing, economic development, social services, and education.

Achievement of these goals would yield a 1990 Minneapolis population of over 370,000 people. The internal composition of that population would be more balanced than the present profile in that it would include a greater proportion of middle income families and individuals than today, and would include a smaller proportion of low income individual households.

Successful implementation of the goals would mean increasing the buying power of City residents for retail goods and services, for housing, and general improvement of the tax base. It means increasing use of existing facilities and adding to neighborhood vitality. It also means improving the image of Minneapolis as a central city reflecting social stability coupled with commercial and cultural growth...Minneapolis as a good place to live.

THE STRATEGY FOR THE 80's

Policies in each chapter of the Plan For The 1980s are directed toward achieving these three goals. They are summarized, by chapter, in another section of this Overview. The question is, which comes first? What's most important to achieving the goals?

Housing

First and foremost to the goal of population stability is providing decent and affordable housing for everyone who wants to live in Minneapolis. New and improved housing opportunities are needed to shelter existing residents and attract new ones, to protect the investment of present owners, to expand the tax base, to match housing to new lifestyles, to capture some of the new employees who will be hired by expanding Downtown business, to offer the tax and equity benefits of home ownership —to promote the City's image of vitality.

A City's population and its housing stock are mutually dependent. It does not matter how many more people want to live in the City if there aren't any vacancies to accommodate them. In a 1978 survey of realtors in Minneapolis conducted by the League of Women Voters, one realtor said: "There is no such thing as a non-saleable home in Minneapolis right now." The 2.9% vacancy rate in the first quarter of 1979 bears him out. A higher percentage of Minneapolis listings sold in 1978 than did listings in markets such as Edina, West Bloomington, Lake Minnetonka and Anoka-Coon Rapids. Why? Because Minneapolis offers more square feet for the money, fits the nostalgia for older homes and fits the transportation needs of working couples. Given the demographic trends, intense pressure on the Minneapolis housing market is expected through the early 80's.

The question is whether the City can accommodate the demand



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while it is here. The problem lies not just in the number of housing units but in the lack of an efficient match between people and units. One- and two-person senior citizen households now own 27 percent of the single family homes in the City and younger singles are purchasing an increasing number of two and three bedroom single family homes. Home ownership, with the equity and tax benefits which it offers, is seen as advantageous. There are not enough home ownership alternatives for seniors and singles within neighborhoods. Condominiums and townhouses which are affordable and efficient must be added in neighborhoods to free up family-sized housing for families with children.

Another problem lies in the substandard condition of 15 percent of the City's housing. These units tend to be concentrated in the older neighborhoods close to Downtown. Given the demand for housing, keeping existing units livable is a necessary part of the housing plan, as is accommodation of all of the City's low and moderate income people who choose to live or must live in the City.

The Plan For The 1980s describes a number of housing objectives. New housing can be constructed on major project sites, such as the Central Riverfront, on neighborhood project sites, such as vacant school lots, and on infill sites, as around commercial centers or on the few remaining vacant lots in the City. New housing should provide alternatives for singles, for "empty nesters", and for the elderly. New home ownership opportunities should be provided for all income groups through conversion and construction of condominiums and cooperatives. Additional rehabilitation programs are needed. Additional units of subsidized housing are needed for low and moderate income people in the face of inflation in housing costs.

Specifically, the City needs to promote construction of at least 500 market-rate and 200 subsidized housing units per year in Minneapolis, to increase the number of owner-occupied units by 10 percent by 1990, and to reduce the proportion of substandard units from 15 percent to 10 percent by 1990.

Jobs and Economic Development

Full employment for residents is crucial to the strategy for the 80's. Jobs provide the income for residents to buy or maintain the City's housing stock, to support commercial centers, to pay the taxes for City services, to keep up the neighborhoods. More than that, jobs build pride for participating citizens who have a stake in the future of Minneapolis.

Overall economic development, on the other hand, is also crucial to the strategy. Development increases job opportunities. It puts money into the pockets of both residents and City business people. And it also increases the tax base and enhances the City's image of vitality.

During the 1980's the City should add 1,800 jobs per year to the Minneapolis labor market. Economic activity should increase at the rate of two percent per year. Downtown development will increase economic activity. The housing construction which has been described will increase economic activity. The development of shopping centers will increase economic activity. Location of new technology-oriented, or administrative facilities in industrial opportunity areas is also proposed in the Plan For The 1980s in:

- the North Loop
- Industry Square
- Kasota Industrial Park
- Seward South
- Mid-City Industrial Park
- Broadway-35W
- Humboldt Yards
- Shoreham Marshall
- Hiawatha Corridor

The problem is to maximize the return from economic development to City residents. A better match between job training and placement, on the one hand, and new economic development, on the other, is the objective for the 80's. Actions will be directed to coordinate economic development plans with vocational training and placement. Specifically, attention will be paid to reducing the higher than average unemployment rate of minority group members, the protected classes and younger entry-level workers. With its public employment and training programs and the new MAVTI, the City will be on the right track toward improving skills and job placement. To be productive and self-sufficient, people need to have job skills which match up with employment opportunities, and access to those opportunities. Jobs, in turn, need to be developed so that they are accessible to the people who need them.

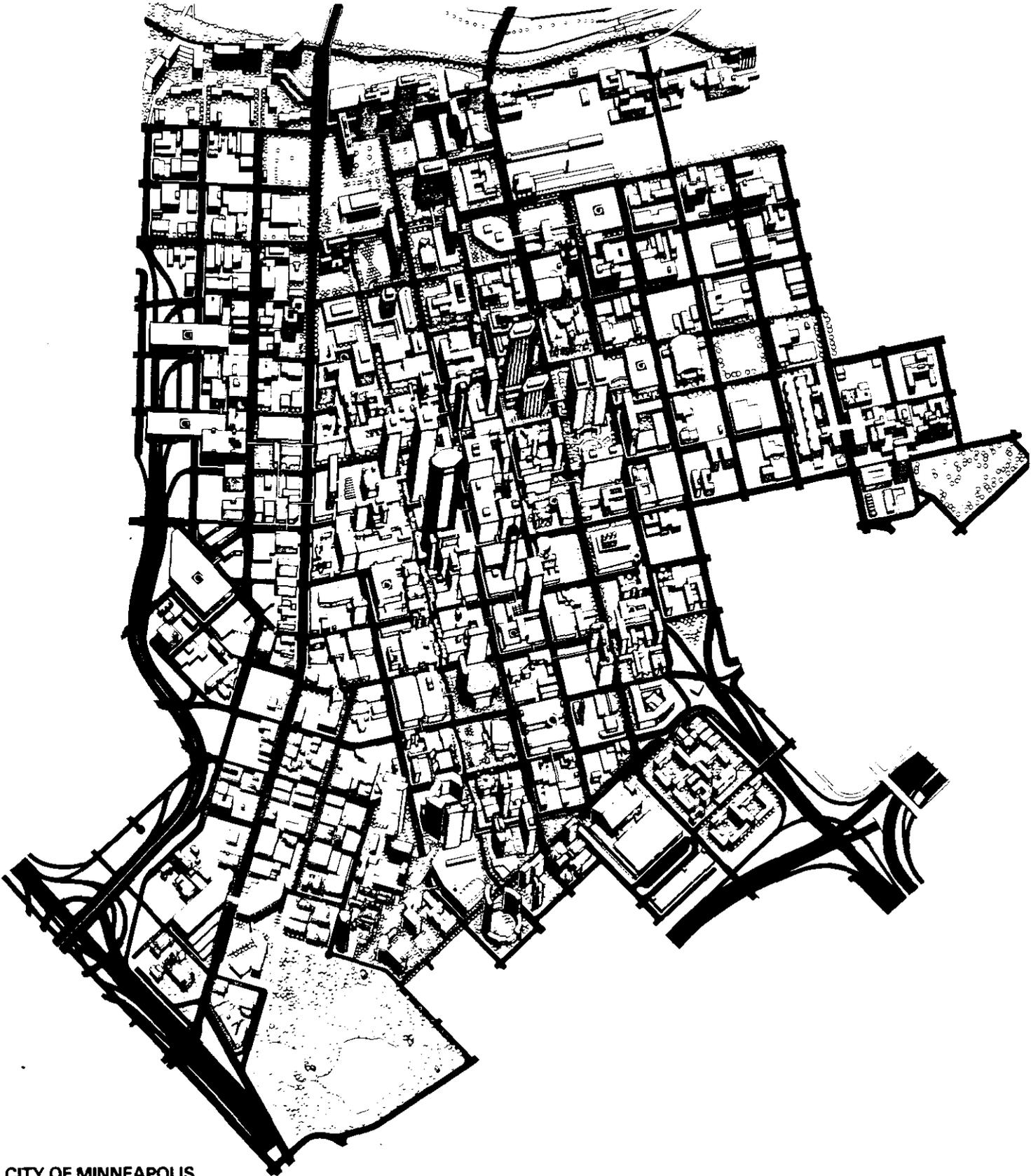
The Role of Downtown

The strength of Downtown is also crucial to the strategy for the 80's. Not only will it provide most new job opportunities, but its vitality feeds the vitality of the City's neighborhoods — as well as much of the region.

During the 1980's, the City must actively support the economic center of the Upper Midwest, Downtown Minneapolis. Thanks to the commitment of private investors, and assisted by public facilities and services, Downtown development will add \$22,000,000 to the Minneapolis tax base during the 1980's. During the 1980s the City will lend a helping hand by seeing that the Third Avenue Distributor and Great River Road are completed, that new parking ramps are located around the fringe of Downtown, that the skyway system is extended, that Hennepin Avenue becomes the entertainment center for the whole region, that the North Loop Arts District becomes a reality, that



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substantial amounts of new housing are constructed along the riverfront, that a Nicollet Island Park provides the focus for riverfront activity. With the revitalized Elliot Park and Loring Park Neighborhoods, residents will see a Downtown surrounded — not by slums, as in so many cities — but by good homes for renters and owners who work in the City and keep it alive 24 hours a day.

Neighborhoods

A decision to live in a given dwelling unit takes much more into account than just the unit itself. The decision also takes into account the condition of the surrounding area and what it has to offer. Neighborhoods are uniquely strong in Minneapolis. They offer many services within walking distance. They offer residents a sense of security and identity. To many residents it is this concept of neighborhoods which makes Minneapolis special. This concept can not be duplicated in the suburbs since being able to locate schools, parks, and shopping facilities to serve most of the everyday needs of a family within walking distance depends upon the density of an urban population.

There are 84 neighborhoods in Minneapolis. A few are arbitrarily defined or encompass primarily industrial or commercial uses, but most are residential neighborhoods which have developed naturally and historically, with clearly perceived boundaries. They are grouped within 11 communities, as shown on the accompanying Community and Neighborhoods map.

Planning has been tied to the framework of neighborhoods joined together in communities for at least 20 years. They have been used as standard units for research, analysis, plan preparation and citizen participation. The Plan For The 1980s emphasizes the crucial importance of protecting neighborhood identity, stability and security. What do the residential neighborhoods need to keep and attract residents? Because they are so diverse, it is difficult to generalize. There are some repeated themes of need, however, which apply citywide.

Neighborhoods: The Role of Services

On the one hand, the City must provide basic services to residents, like keeping the streets repaired and clean, providing an adequate water supply, maintaining the sewer system and protecting neighborhoods from the flooding which is caused by sewer backup in heavy storms. The Plan For The 1980s has policies to deal with all of these concerns. On the other hand, it also deals with other kinds of services, not as basic perhaps, but important to the quality of community life. Every chapter of the Plan looks at ways to make neighborhoods more attractive for the least public cost. Recreation programs sponsored by the park system, information programs sponsored by the community libraries — these should be geared to meet community needs, and particularly the needs of families with young children.



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Neighborhoods: Their Appearance

In a 1979 survey of all of the City's homeowners, "neighborhood appearance" was mentioned most frequently as a matter for concern. That term can and does mean a lot of things...to name a few: rundown houses, unkept yards, loss of trees, confusion of land uses, litter, clutter of parked cars.

The City's housing and commercial rehabilitation programs will affect neighborhood appearance. So will pursuing the City's active building inspection program, and maintenance of the City's trash collection and disposal services, now the best in the metropolitan area. The Land Use Plan stresses the need to buffer residential neighborhoods from other land uses, and to maintain the integrity of residential use with the neighborhood. The Transportation Plan suggests ways of reducing parking problems within neighborhoods.

Commercial Services

Commercial and neighborhood centers must provide services that appeal to the residents whom the City wants to keep and attract. That means neighborhood services which take care of everyday needs within walking distance of everyone's home, plus retail centers where office and commercial services are grouped in an attractive and well-ordered way, accessible by public transit.

Safety

There is no stronger safeguard than involved neighbors who will report unusual occurrences, bolstered by police patrols within neighborhoods. While both crime and fire prevention go far beyond manpower, the safety plan directs its attention to the need for locating police and fire to shorten the time for response to emergency calls.

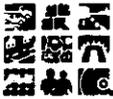
Relocation of fire stations will be required to meet the standards outlined in the Safety Chapter.

Transit

The Transportation Plan focuses much of its attention on getting through-traffic out of neighborhoods, another measure for improving their integrity. Local streets should be returned to local traffic by shifting through-traffic to the arterials. Traffic is a particular hazard for families with young children and must be alleviated if neighborhoods are to be attractive.

Open Space

Greater density in the City encourages the neighborhood feeling, but the relief of open space is needed to balance the density which is part of the urban environment. The Minneapolis Park system is an extraordinary asset to the City. Conceived with



Overview

the "Grand Round" in the late 1800's, capitalizing on the natural resource of the Chain of Lakes, the system has gradually added neighborhood and community space, facilities and recreational programs. A few neighborhoods still lack facilities and are scheduled to receive them in the Plan For The 1980s; trails and a regional park are scheduled for the Mississippi Riverfront; but, in the main, the park and open space system is completed and proper maintenance along with recreation programs will be the order of the day during the 1980's. Maintenance must include programs to deal with water level and water purity problems in the City lakes.

Amenities

"Quality of Life" may be an over-used term, but it is the only term which describes the range of amenities uniquely available in Minneapolis. That collection of amenities is also crucial to the strategy for the 80's.

Heritage Preservation programs, described in the Preservation Plan, are keeping significant and historic buildings and sites visible and available for appropriate reuse.

The City's library system provides a valuable, community-oriented service to aid individual self-development as well as to provide an organizational communication and information system. The City's parks system, including the lakes and parkways, is an invaluable asset. These facilities will be adequately maintained so they continue to be an asset.

CHAPTER SUMMARIES

The Plan For The 1980s consists of 8 chapters.

PLAN FOR THE 1980s

1. Overview
2. Housing
3. Physical Environment
 - Land Use
 - Natural Resources
 - Preservation
4. Transportation
5. Property Services
 - Water Treatment and Supply
 - Sewers
 - Solid Waste Collection and Disposal
6. Human Development
 - Libraries
 - Parks and Recreation
7. Health and Safety
 - Safety
8. Government Management
 - General Management
 - Implementation



Overview

Several other chapters were recommended by the City Planning Commission but not acted on by the City Council. These are the Economic Development Chapter; the Visual Quality Section of Physical Environment; Education, Arts, and Social Services sections of Human Development; and the Health section in Health and Safety. It was determined that these chapters did not contain plans required by the Metropolitan Land Planning Act. These chapters may be added to the plan.

Eleven community plans, also not required by the MLPA, were prepared and reviewed by the City Council. These plans were accepted for local use only and have not been adopted as part of the Plan For The 1980s.

A synopsis of the content for each chapter adopted by the City Council follows.

Chapter 1. Overview

This document describes the Plan For The 1980s, its vision and goals for Minneapolis in 1990, its directions for how to achieve the vision, highlights of each chapter of the plan, and a description of the process used to develop the plan.

Chapter 2. Housing

The central theme of the Housing Chapter is that the City must, through appropriate public actions to stimulate private activity, offer a wider range of housing choices through the 1980s than those now available to Minneapolis residents. Alternative forms of owner-occupied housing should be offered in all of the City's neighborhoods to accommodate the increasing population of one-and-two-person households — young and middle-aged adults and senior citizens. These choices must be available if the City is to retain larger families in its substantial stock of detached, single-family houses. Retaining young adults as they choose to form families or to expand their families is essential to one of the goals of the Plan For The 1980s — population stability.

A second theme is that the City must continue its substantial efforts to improve the condition of the existing housing stock. In this case, Minneapolis can proceed from a position of strength. Although substandard living conditions continue to exist and should remain a primary concern of public policy, the vast majority of Minneapolis residents live in decent, safe housing.

A third theme is that the City must tap available resources to assist Minneapolis residents who cannot afford decent shelter in the face of rapid inflation in housing costs.

The five objectives of the Housing Chapter are:



Overview

1. Continuous improvement in the quality of Minneapolis housing.

In 1980, 16 percent of the City's housing was substandard. Continuously improve the overall condition of the housing stock until by 1990, ten percent or less of the City's housing is substandard. After 1990 maintain a "steady state" by insuring that the rate of improvement equals or exceeds the rate of deterioration.

Improve housing conditions by maintaining housing now in standard condition to prevent its deterioration to substandard condition and by rehabilitating to standard condition a proportion of housing in substandard condition.

Demolish only small amounts of substandard housing through the early 1980s, a period of intense housing demand. Increase the demolition of substandard housing in the late 1980s when vacancies are likely to increase, due to demographic changes. Construct new, standard condition housing.

Use housing maintenance codes and make essential repairs to substandard housing to insure that no resident of Minneapolis lives in unsafe housing.

2. Construction of new market-rate housing—at least 800 units annually through the mid 1980s and at least 400 units annually thereafter.
3. A ten percent increase in the proportion of owner-occupied units during the 1980's while minimizing the displacement of present occupants.
4. Equal housing opportunity for all Minneapolis residents.
5. Affordable housing opportunities for low, moderate and middle income Minneapolis residents.

Chapter 3. Physical Environment

Chapter three includes three plans: for Land Use, Natural Resources, and Heritage Preservation. They are held together by a common goal, to assure an attractive environment by encouraging appropriate use of the City's natural, visual and man-made resources while protecting those resources from incompatible uses and preserving their quality.

Land Use. The Land Use plan provides a framework for public and private development in the City and strives to create a harmonious and efficient pattern of land use areas. It contains twelve objectives to achieve the following:

1. A physical framework of neighborhoods and communities



Overview

2. Appropriate and efficient use of land
3. Residential variety within each community
4. Appropriate locations for commercial activities
5. A diversified and compact Downtown
6. Strong and appropriately located industrial areas
7. A broad range of social and cultural facilities
8. A controlled mixture of uses in special riverfront areas
9. Controlled land use for the vicinity of airport areas
10. Stability of land use areas through confidence, maintenance, and reinvestment
11. Controlled mixing of land uses
12. Direction for change in those areas where change is desirable.

Natural Resources. The City's natural resources greatly enhance the man-made environment. Because they are also of generally healthy quality, emphasis in the Natural Resources Plan is on management — persistent preventative maintenance, monitoring resource quality, developing the capacity to respond to crisis when pollution or damage endangers the resource, and increasing opportunity for appreciation and enjoyment of resources.

Objectives deal with each of the natural resources:

1. Protecting natural features like native plant communities, geological features and wildlife habitats from development or neglect.
2. Maintaining the urban forest which requires an extensive program of disease control including detection, removal, public education and reforestation.
3. Protecting shorelands, particularly the vegetated shorelands along the Mississippi River gorge.
4. Keeping the lakes ecologically healthy and attractive, as well as considering ways to stabilize lake levels.
5. Reducing the adverse impact of persistent flooding of the City's creeks and rivers.
6. Reducing the likelihood of pollution of river and creek waters and underlying groundwater.
7. Reducing air pollution problems caused by vehicular emissions to conform with the standards of the state and federal governments.
8. Reducing the number of vehicles in the city which exceed local, state, or federal noise standards.
9. Reducing the area of Southwest Minneapolis subject to violation of aircraft noise standards.

Heritage Preservation. The Preservation plan discusses the



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process by which the City's architectural and historic heritage can best be saved. The thrust of the plan is covered by two objectives:

1. Designation for preservation of appropriate structures, lands, areas, or districts that represent elements of the City's cultural, social, economic, religious, political, architectural, and aesthetic heritage.
2. Encouraging efficient and appropriate reuse of designated buildings and districts.

Chapter 4. Transportation

The Transportation plan is a conservative statement, focusing on better management of traffic, transit and freight movement rather than on making physical changes in the system to accommodate higher volumes of vehicles. The plan advocates low-cost, management-oriented solutions to the City's traffic problems and calls on regional and state authorities to assist in ways appropriate to their jurisdictions.

Traffic tieups on some of the major highways leading into and through Downtown (Hwy. 12, I-94, I-35 and the 62nd Street Crosstown) have caused suburban commuters to take to the City streets and parkways to find better ways to get to work. This diversion has begun to threaten neighborhoods.

The Transportation plan contains 8 objectives:

1. Maintain the City's physical transportation facilities in year-round hazard free condition.
2. Continue to schedule repair, management and replacement activities to extend the useful life of the City's essential street system.
3. Increased attention to the transportation needs of special groups: handicapped, seniors and the poor, bicyclists, and recreation tourists whether in vehicles, on foot or riding bicycles.
4. Remove non-local parking and through traffic from the City's neighborhood streets to make residential areas more attractive to family residents.
5. Encourage more people to ride in fewer vehicles, thereby conserving fuel, reducing congestion, shortening trip times and reducing pollution.
6. Provide good transportation services and facilities to and within the City's Central Business District.



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7. Follow parking policies which promote cleaner air, encourage higher occupancy per vehicle, conserve energy, increase traffic safety and reduce congestion.
8. Accommodate the movement of goods in the most efficient and least disruptive manner possible.

Chapter 5. Property Services

The Property Services chapter comprises three plans: for Water Treatment and Supply; for Sewers (including sanitary sewers, storm drains and flood control); and for Solid Waste Collection and Disposal. Each of the three plans share the goal of providing basic City services in the safest, most cost-effective manner possible.

Water Treatment and Supply. The Water Treatment and Supply Plan has three objectives:

1. Improving drinking water quality — a matter largely of continuing cooperative efforts with state and metropolitan authorities to reduce pollutants from upstream sources which affect the City's intake from the Mississippi River.
2. Maintaining an efficient and adequate water supply system. Replacement of defective mains in coordination with the street paving program and elimination of "stub-ends" to mains is implied by this objective.
3. Maintaining an adequate water supply which will involve water conservation programs as well as development of an auxiliary water supply or periods of droughts or emergencies.

Sewers. The Sewers Plan would continue the program of separating sanitary sewers and storm drains while holding capital expenditures relatively constant. The plan has three objectives:

1. Maintaining sanitary sewers in good condition, which requires a continuous inspection and maintenance program.
2. Eliminating or reducing storm water runoff into the sanitary sewer system, which would disconnect roof leaders from the sanitary system by the year 2,000, in addition to continuing the existing sewer separation program.
3. Reducing flooding resulting from storms in the City's residential neighborhoods. Priority is assigned to flood control/storm drain projects and flood plain controls in those areas of the City which have experienced flooding.

Solid Waste Collection and Disposal. The City's refuse collection and disposal system, which uses the services of both public and



Overview

private vendors, appears to be highly efficient. The Plan sets out four objectives:

1. Collecting and disposing of solid waste.
2. Maintaining cost-effective techniques of collection and disposal, which could be assisted by considering cost-recovery of recyclable materials.
3. Using solid waste to supplement other types of fuel.
4. Reducing the solid waste "stream," through recycling and waste recovery efforts.

Chapter 6. Human Development

The goal of the Human Development chapter is to assure adequate opportunity for every City resident to develop his/her individual potential and to contribute to community life. Policies are directed to increasing choices for intellectual, aesthetic, physical, vocational, and social development. Two plans make up the chapter: Libraries and Parks and Recreation.

Libraries - The Minneapolis Public Library and Information Center is a community resource which enhances the City's viability and quality of life. The Central Library and 14 community libraries are basically sound and of adequate size. The single theme of the Library Plan is to protect the City's investment in its Library system and maximize each library's maintenance and operating efficiency.

Parks and Recreation - The Minneapolis Park system, operated by the Park and Recreation Board, totals over 5,500 acres and is unique in the nation. It includes facilities and services at several levels, with neighborhood, community, citywide and regional facilities. The goal of the Parks and Recreation Plan developed with the assistance of Park and Recreation Board staff is to maintain the system's existing assets while providing a recreation program which best meets the needs of City residents. There are two objectives to achieve this goal:

1. Providing a balanced system of Local Recreational Facilities, which implies construction of four new recreational facilities to complete the basic system.
2. Provide guidance for the acquisition and development of the Regional Recreational Facilities, which implies protection of our natural resources while providing maximum public recreational opportunities, and equitable distribution of funding between Minneapolis and other users.



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Chapter 7. Health and Safety

The City's Health, Fire, and Police Departments are responsible for assuring protection against threats to health and safety. Although the three departments are concerned with different aspects of personal security, they have similar functions, including prevention, response to emergencies, and investigations. The chapter includes only a Safety (Fire and Police) plan.

Safety (Fire and Police)

The Safety Plan has two objectives:

1. Assuring that response to fires and emergencies by the Fire Department is based on need (density, building age, and past fire and emergency calls).
2. A police department that is able to provide quicker response, make more arrests, and prevent crimes in the priority areas of street crime and traffic safety.

Chapter 8. Government Management

The final chapter of the Plan For The 1980s attempts to describe a management system for the City which will efficiently and sensitively work to implement the plan's objectives. The chapter is divided into two parts - General Management and Implementation.

General Management. The General Management Plan poses three objectives:

1. Making optimum use of the City's human resources. Policies stress the need for affirmative action policies and involvement of protected class groups.
2. Using public buildings cost-effectively. City-owned buildings and sites should be analyzed for cost-effective use and alternative space allocations should be considered.
3. Reducing property taxes by eliminating costs unrelated to the efficient delivery of basic services and prudent long-term investments.

Implementation. The Implementation section describes key processes for implementing the Plan For The 1980s: the budget process; the redevelopment process; City controls and regulations for land use; and intergovernmental relations. Guidelines are offered for conducting each process in order to achieve consistency of programs and actions with the policies of the Plan. Use of a Priority Framework is crucial to implementation of the plan. The Priority Framework establishes 10 spending priorities and 8 cost and effectiveness considerations that will



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be used by the City to develop short and long range budgets to implement the plan.

The Implementation section concludes, as does this summary of the chapters of the Plan For The 1980s, by stating the crucial fact that the plan must be kept current through a systematic updating procedure. All sections should be updated at least every five years. More frequent reviews and amendments should occur when warranted by the nature of the topic area or by changing conditions. Implementation should be supported by a healthy evaluation and monitoring system which measures accomplishment and need.

THE PROCESS FOR DEVELOPMENT OF THE PLAN

This Overview focuses primarily on the content of the Plan For The 1980s. There has been no mention of the "How" or "Why" of the plan.

Why the Plan?

Urban planning in Minneapolis dates back to the 1800s and has passed through phases typical of other American cities, with a grand architectural scheme in the early 1900s which would create a Paris in the Midwest giving way to layers of zoning amendments following World War II.

In 1971, the City set out to frame a new City plan. The Planning Commission passed Goals, Objectives and Policies as a guiding instrument through which functional elements and development guides would be passed. But the project wasn't completed. The elements and guides, except for a few community-scale plans, were not developed. There was no legal impetus for completing the task; planning time was diverted by a series of specific studies from the task of making the comprehensive plan a clear, concise and workable document.

The legal impetus was provided by the Metropolitan Land Planning Act, passed by the Legislature in 1976, which required all 189 communities in the Twin Cities Metropolitan Area to prepare and adopt a comprehensive plan consistent with regional plans. The 1976 law required a Land Use Plan (concerning overall development, environmental protection, housing, airport noise, and potential land use conflicts near regional airports), a Public Facilities Plan (concerning transportation, parks and open space, and sewers), and an Implementation Program to show how policies would be carried out.

The City's objective, in initiating the process of developing a comprehensive plan, was to do more than respond to the law and to prepare a plan which took neighborhood and community concerns into consideration, which was readable, and which was useful for influencing day-to-day decisions about City development. The content of the Plan For The 1980s has been shaped and supplemented by local concerns about economic development, fiscal conditions, health, social services and other needs — the concerns of Minneapolis residents.



Overview

The Process

The first step was to identify the issues to be addressed by the plan. The task of listening began in February 1978, with a series of meetings sponsored by the Mayor and the Planning Commission in each of the City's planning districts. Five hundred people attended and voiced their concerns, summarized in a report called Community Needs. Community meetings were supplemented by meetings with Citywide organizations during April and May 1978.

Planning Department staff members began compiling data relevant to the issues being raised and put the data and the issues together in a series of ten Profiles: Trends and Issues which dealt with citywide topics such as Population, Transportation and Housing. The Profiles were published in June 1978. At the same time, all of the issues which had been raised were collected in a document called Planning for the '80s: Issues for Community Discussion. Another round of meetings in each of the communities was held to provoke discussion about which were most pertinent in each community and which must be dealt with in community or City plans.

The second step was to formulate goals and policies for both the community plans and the City plans. The process was aided by the July publication of a Population Forecast for the 1980s, which defined the overall goal for the plan — keeping people in the City and reversing the trend of population decline.

Community planners worked with the Planning District Citizen Advisory Committees (PDCACs) to develop goals and policies for the community plans. In the meantime, Planning Department staff prepared Discussion Statements on the Citywide topics. The community plans were drafted and printed for a third round of meetings in November, when criticism of the drafts was heard by the PDCACs. The Discussion Statements were printed and distributed between December 1978 and February 1979. Planning Commission forums were held to hear comments on the drafted policies. City Council committees reviewed and commented on both the community plans and the City plans.

A fourth round of meetings in the communities was held during February, to discuss inconsistencies between the City and community policies. Discussions about inconsistencies continued at Planning Commission meetings through April 1979; during the same period, representatives from protected class groups reported their concerns about the Discussion Statements.

The third step was to prepare a Public hearing document putting together all of the parts in a readable format. Five public hearings were held during the third week of June 1979. Changes on the basis of those hearings were incorporated in the documents and the Planning Commission adopted the Plan For The 1980s in July 1979.



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The fourth step was the review and revision of the plan by the City Council. The Council spent two years carefully considering the implications of each policy in the plan and finally accepted the plan for the purposes of transmitting to the Metropolitan Council for their review. After the Metropolitan Council review, the City Council adopted the Plan For The 1980s on December 23, 1982.

What does all of this say?

- That a lot of people have spent volunteer time thinking and talking about the plan. Between eight and nine thousand citizens attended over 500 meetings during the planning period.
- That it is an ongoing process. Even when the Plan For The 1980s has been reviewed by the Metropolitan Council and adopted by the City Council, it will never be a finished product, because it will be subjected to amendment based on changing conditions and new information.
- That some people think that the Plan For The 1980s will make a difference to the City of Minneapolis. The people who worked on it hope that you are among them.

**City of Minneapolis
Plan for the 1980s**



Housing



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Housing

Introduction

At the least, housing is shelter — single protection from the elements for essential human activities. In all cases housing is expenditure — for many households the largest budget allocation. Fortunately, for nearly all households, housing is much more than mere shelter. Housing is home — a place for commitment to family, a place where friends are guests. Housing is also expression — of all we are likely to possess, the largest, most complex and thus most powerful means of expressing our personalities through selection of physical things. Additionally, for the large proportion of households who own, housing is investment — the principal source (through increases in equity) of savings.

Housing is also of great importance to the City as a whole. Housing is the largest user of land, the principal consumer of municipal services and the most significant base for local taxes. The housing stock determines, in large measure, the characteristics of the City's resident population. Thus the Housing plan adopted by the City will have profound effects upon the City's future — the quality of life that Minneapolis will achieve in the 1980s.

A central theme of this plan is that the City must, through appropriate public actions to stimulate private activity, offer a wider range of housing choices through the 1980s than those now available to Minneapolis residents. Alternative forms of owner-occupied housing should be offered in all of the City's neighborhoods to accommodate the increasing population of one-and-two-person households — young and middle-aged adults and senior citizens. These choices must be available if the City is to retain larger families in its substantial stock of detached, single-family houses. Retaining young adults as they choose to form families or to expand their families is essential to the overall goal of the Plan for the '80s — population stability.

A second theme is that the City must continue its substantial efforts to improve the condition of the existing housing stock. In this case, Minneapolis can proceed from a position of strength. Although substandard living conditions continue to exist and should remain a primary concern of public policy, the vast majority of Minneapolis residents live in decent, safe housing.

A third theme is that the City must tap available resources to assist Minneapolis residents who cannot afford decent shelter in the face of rapid inflation in housing costs.

These three themes are apparent in the goal for this Housing plan.

Goal

The goal for the Housing plan is to assure that the residents of Minneapolis, and particularly the young adults entering the household formation age during the 1980s, have the opportunity to secure decent shelter in a diverse, increasingly owner-occupied, high quality and affordable housing stock.



Housing

Background

The subject of housing is highly complex. First, it should be recognized that people are attracted to housing because of both the structures themselves and the environment in which they are located. Any strategy for the improvement of housing must also be a strategy for the improvement of its neighborhood context. Second, there is great variety among housing units on the one hand and household needs on the other. That variety is accentuated in a City which recognizes diversity as its strength. Third, there are many ways in which public policy can affect housing: through regulation, financial incentives, influences upon the use of private resources.

No document can fully describe the complexity of any of these factors, let alone the complexity of their interactions. Two of the interactions between household size and household type, and between household income and housing costs, require some consideration, however.

Household Size/Housing Type

There is a general pattern of housing choices made by American households. Young households entering the housing market tend to rent, whether they be single or in couples or groups. According to the patterns of the past, family formation marks a transition from rental to purchase. The first purchase is most often a relatively small, inexpensive "starter home." Increased earnings and, in today's market, inflation of the value of a family's first home, leads to "trading up" — the purchase of a more expensive, larger structure.

This sequence, although it describes the actions of a large number of traditional households, fails to capture the full complexity of the demands placed upon Minneapolis' housing supply. The needs of those who do not form families must be addressed. They have in the past tended to remain renters but in recent years many have shifted to home-ownership. Families in which both parents work are an increasing, and apparently permanent, part of American life. The number of single parent households has increased significantly. Many low and moderate income households lack the resources to provide themselves with adequate and affordable housing.

The central theme of this housing strategy is that the City must actively promote alternative ownership housing opportunities for one-and-two-person households in order to stabilize (or increase) the City's population by retaining young adults as they enter family formation age. Alternative opportunities particularly include the construction of multi-unit owner-occupied buildings and the conversion of existing rental units to cooperatives and condominiums. If these alternatives are provided, the demand being placed upon the City's detached housing stock by one-and-two-person households would be reduced and the use of detached housing by three-and-more-person households would be reduced



Housing

and the use of detached housing by three-and-more-person households could be accommodated. To the degree that the construction of multi-unit developments exceeds the market of those smaller households that now occupy detached housing in the City, the City will be able to attract and house additional one-and-two-person households. Population would thus be increased both by the retention of families and by the addition of young adults or of middle-aged and elderly households.

"One-and-two-person households" include singles, couples who have chosen to remain childless, middle-aged people whose children have established their own households ("empty nesters") and the elderly. It should be stressed that most of these people have strong incentives to be homeowners rather than renters. This proposed strategy consequently emphasizes ownership.

Present demand for ownership is a well established fact. National surveys indicate that in the next few years one out of five purchasers will be a young unmarried person as opposed to one out of twenty ten years ago. A 1978 Minneapolis Planning Department publication notes that 19,000, or approximately 28 percent of owner-occupied single unit dwellings, are owned by senior citizens. The strength of sales of condominium units constructed in City during the last several years also suggests a high demand for owner-occupied multi-unit housing. This strategy supports condominiums and cooperatives not simply for the purpose of freeing detached housing for larger households, but also to provide new housing choices which are energy-efficient, free of maintenance responsibilities and attractive to small households.

Nevertheless, regarding the retention of young adults as they enter the family formation age and the retention of families now living in the City, a housing strategy can strive only to provide a reasonable supply of housing appropriate to their needs and financial resources. Other considerations — for example, the quality of the schools, the availability of employment, the quality of City amenities on housing location. Other chapters of the Plan for the 1980s describe policies in these areas.

A strategy to retain family population could have favored the construction of detached housing attractive to families over the construction of multi-unit housing. This strategy does recognize that on certain sites—for example, vacant lots, lots cleared of substandard structures and larger sites surrounded by detached housing—this type of construction is preferable. Yet it must be emphasized that potential residential development sites in the City are scarce, limited in area, and expensive. Even if all of them were to be used for the construction of low density family housing, the resulting increase in the supply of detached housing would be minimal. Consequently the strategy argues that the more effective means of providing detached family housing is to provide it in the existing housing stock.



Housing

Costs

The rapid inflation of housing costs—both in Minneapolis and nationally—affects all households. Housing costs, particularly costs of purchase, are rising faster than household income.

On the other hand, Minneapolis compares favorably to the remainder of the Metropolitan Area in providing affordable housing opportunities. The Metropolitan Council estimates that, using 1970 figures, 51 percent of the Minneapolis housing stock is affordable to low and moderate income families as opposed to 33 percent in the Metropolitan Area. It is important to note, however, that the City's housing stock is relatively affordable partly because it is in relatively poorer condition than the housing stock of the Metropolitan Area.

It must be recognized that the basic factors influencing housing costs—including intense demand for housing and high interest rates—are outside the control of the City of Minneapolis. However, the City has made and will continue to make contributions towards increased housing affordability for those households generally unable to participate in the market by providing below market rate rehabilitation loans, mortgage financing and rental assistance. These programs are described in the Action Program section.

The composition of a city's housing stock strongly influences, but does not determine, the composition of a City's population. A comparison of the two accompanying tables shows clearly that a Minneapolis housing inventory which has not significantly changed since 1970 houses a considerably different population.

In 1978, approximately the same number and type of housing units housed a population almost 60,000 persons smaller than the 1970 population. This loss of population was caused by a loss of 10,500 larger households and by a gain of approximately 8,400 smaller households. Average household size decreased from 2.69 persons in 1970 to 2.34 persons in 1978. A comparison of tables H-1 and H-2 show that more and more single and duplex detached housing units are being occupied by one-and-two-person households.

Characteristics of Minneapolis Housing

The total housing supply within the City is in a continual state of change. It can change in number, condition, size, type, and value. The number can be increased through new construction or conversion from other uses, or decreased through demolition and accidental loss such as fire. Condition can be altered positively through maintenance and rehabilitation, or negatively when these efforts are deferred. Changes in value can be attributed to indirect influences such as inflation and market factors, or to direct actions such as new construction and rehabilitation.



Housing

DISTRIBUTION OF HOUSEHOLD SIZES BY HOUSING TYPE

Table H-1

1970 Census
(161,200 (97%) units occupied out of 167,200 total units)

PEOPLE		HOUSING				PEOPLE	
HOUSEHOLD SIZE	DETACHED		MULTI-UNIT		TOTALS	AVERAGE HOUSEHOLD SIZE	POPULATION
	RENT	OWN	RENT	OWN			
One and Two Person	12,800	39,700	46,900	Negligible	99,400	1.52	151,300
Three or More Persons	12,800	40,000	9,000	Negligible	61,800	4.58	283,100
Totals	25,600	79,700	55,900	Negligible	161,200	2.69	434,400

Table H-2

1978 Estimate
(159,100 (97%) Units Occupied Out of 164,900 Total Units)

PEOPLE		HOUSING				PEOPLE	
HOUSEHOLD SIZE	DETACHED		MULTI-UNIT		TOTALS	AVERAGE HOUSEHOLD SIZE	POPULATION
	RENT	OWN	RENT	OWN			
One and Two Person	12,200	47,000	47,600	1,000	107,800	1.48	159,600
Three or More Persons	12,400	30,800	8,900	Negligible	51,300	4.20	215,200
Totals	24,600	77,000	56,500	1,000	159,100	2.34	374,800

Although since 1960 there has been considerable demolition of residential structures both to provide land for freeway construction and to remove seriously substandard housing, the total number of dwelling units has been stabilized by new construction—for the most part, construction of apartment buildings. This changing composition of the Minneapolis housing inventory is shown in table H-3. The most significant change in the 20-year period has been the increased number and proportion of units in five-and-more-unit buildings: 40,566 units, 23 percent of all units in 1960; 54,096, 32 percent of all units in 1980. To a large extent, this construction has been responsive to the demand generated by the increasing numbers of young adults who moved to the City during the period to take advantage of its employment and educational opportunities.

Table H-4 summarizes the number, condition, age and occupant ownership status of the City's 1980 inventory of 167,151 dwelling units. The City's Property Management System (PMS) inventories all housing units by structure type, ownership, condition, age, construction class, and estimated value.



Housing

TABLE H-3
COMPOSITION OF HOUSING INVENTORY: 1960 - 1980

Number of Units In Structure	1960 Census		1970 Census		1980 P.M.S.	
	Total Units	Percentage of Units	Total Units	Percentage of Units	Total Units	Percentage of Units
One Unit	84,273	49%	77,077	46%	77,811**	47%
Two Units	30,616	18%	27,793	17%	27,006	16%
Three and Four Units	15,384	9%	10,906	6%	8,238	5%
Five and More Units	40,566	23%	51,403	31%	54,096	32%
Totals	170,803*	99%	167,179	100%	167,151	100%

*The 1960 Census did not classify 2,352 units, 1.3% of Minneapolis Inventory.

**This number includes 2,604 units in condominiums, cooperative and owner-occupied townhouses.

***Property Management System

Table H-4
CHARACTERISTICS OF MINNEAPOLIS HOUSING: 1980

	One Unit Structures and Single Units ²		Two Unit Structures		Three and Four Unit Structures		Five and More Unit Structures		All Structures	
	#	%	#	%	#	%	#	%	#	%
Condition ¹										
Standard	68,599	88%	18,324	68%	5,332	65%	44,786	83%	137,041	82%
Substandard	8,298	11%	8,078	30%	2,600	32%	5,629	10%	24,523	15%
Seriously Substandard	405	*	586	2%	167	2%	274	1%	1,432	1%
Condition Unknown	509	*	100	*	139	1%	3,407	6%	4,155	2%
Total Dwelling Units	77,811	100%	27,088	100%	8,238	100%	54,096	100%	167,151	100%
Number of Structures	77,811		13,503		2,231		2,879		96,424	
Structures Built Before 1982	51,816	67%	11,217	83%	1,962	88%	1,518	53%	66,514	69%
Structures Containing at least one Owner Occupied Unit	71,050	91%	7,644	57%	604	27%	226	8%	79,524	82%

*Less than 1 percent

¹ Standard: Condition Classes 1, 2 and 3; Substandard: Class 4; Seriously Substandard; Class 5

² Single units are units in cooperatives and condominiums, which in 1980 numbered 2,604 in the City Assessor's records. All but four are in standard condition.



Housing

Definitions

The definitions which follow are used consistently throughout the plan and are central to an understanding of it.

Condition Rating

1. Excellent

A well-built house, with no observable maintenance requirements. Everything is in perfect condition.

2. Good

No observable defects in structure and only minor maintenance requirements such as small plaster or stucco cracks. Minor wear and tear on woodwork and cabinets may be noticeable. May need some paint or shingles, but no maintenance items have yet been deferred to the point where permanent damage exists.

3. Average

This is the midway range in the condition category and represents the largest grouping. The average structure is in satisfactory condition and is a desirable property as living quarters. The maintenance requirements are being satisfactorily covered, and the buildings are perfectly salable as is. No major defects or maintenance requirements are observable, but a considerable number of minor items can be seen. Many items such as roof, plumbing, heating, indows, cabinet work and exterior are showing some deterioration but are still reliable and not in need of immediate replacement.

4. Fair

Considerable deferred maintenance with permanent damage to structure items beginning to show. Windows, window frames, and sills may have some sag. Plaster may have some water stains or damage. Foundation has cracks but no major settling. Considerable wear and tear on woodwork and cabinets. Cabinets probably should be replaced. Heating and plumbing beginning to show considerable wear may be unreliable.

5. Poor

Considerable damage to major structural items. Foundation has large cracks and settling may be substantial. Substantial settling may be noticeable in floors with doors and windows no longer square. Rotting wood observable in several places. Large plaster and stucco cracks. Heating and plumbing unreliable. House is still habitable but probably beyond the present occupants capability to restore it or even maintain it.

Standard Condition Housing: Housing classified as either Condition 1, 2 or 3 in the City's Property Management System. This



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system makes a general appraisal of a structure's condition. It should not be inferred that a standard condition structure is not without defects or that it would meet housing maintenance code standards.

Substandard Condition Housing: Housing classified as either Condition 4 or Condition 5 (Seriously Substandard) in the City's Property Management System.

Conversion: The term is used in two ways. First is conversion in use—that is, the conversion of a structure from industrial or commercial use to residential. An example is the conversion of warehouses to housing. Second is conversion of tenure—as in "condominium conversion"—that is, the conversion of a residential structure from rental to owner-occupancy (condominium or cooperative.)

Improvement: Any action that improves the condition of a structure.

Maintenance: Improvement activity that takes place in standard condition structures.

Rehabilitation: Rehabilitation is used in a limited sense in this plan to refer to improvement sufficient to change a structure from substandard to standard condition as defined by the City's Property Management System.

Low and Moderate Income Households: Low income households have incomes less than 50 percent of the metropolitan area's median income for that household's size. Moderate income households have incomes between 51 and 80 percent of the median. Taken together, these households are the same as those who are "Section 8 eligible."

Middle and Upper Income Households: Middle income households are those defined as those having between 81 and 120 percent of the metropolitan area's median income for that household's size. Upper income households are defined as those having more than 120 percent.

Subsidized Housing: Nearly all housing is financially assisted by government in some fashion; for example, the income tax deductions to all owners (including middle and upper income owners) for real estate taxes and interest paid on mortgage and improvement loans.

The term "Subsidized Housing" is used in this plan to refer only to programs in which the federal government provides assistance to low and moderate income households: (1) "Deep" subsidy programs in which the government provides the difference between a proportion (generally 25 percent) or a household's income and the cost of producing and operating housing. The two major types of deep subsidy programs are public housing,



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which is owned and operated by Public Housing Authorities, and the Section 8 rental assistance program, which provides tenants with rental assistance in privately-owned structures. (2) "Shallow" subsidy programs in which nonprofit or limited-dividend developers receive federally guaranteed long-term, low-interest-rate mortgages so that rents can be kept low. Deep subsidy programs have generally aided moderate income households. Federal shallow subsidy programs are (with a few exceptions) no longer active.

However, both state and city governments have provided shallow home ownership subsidies through the sale of tax-exempt housing mortgage revenue bonds. Mortgages made from bond proceeds are several percentage points below the prevailing market rate. For the most part these programs serve middle income households, although a share of mortgages have gone to low and moderate income households. To encourage development in certain "target areas" mortgages have also been provided to upper income buyers.

Housing revenue bonds are also used to assist rental developments. In many cases these developments are also assisted through the Section 8 deep subsidy program.

Plan

Objective 1 HOUSING CONDITION

Continuous improvement in the quality of Minneapolis housing.

In 1980, 16 percent of the City's housing was substandard. Continuously improve the overall condition of the housing stock until by 1990, ten percent or less of the City's housing is substandard. After 1990 maintain a "steady state" by insuring that the rate of improvement equals or exceeds the rate of deterioration.

Improve housing conditions by maintaining housing now in standard condition to prevent its deterioration to substandard condition and by rehabilitating to standard condition a proportion of housing in substandard condition.

Demolish only small amounts of substandard housing through the early 1980s, a period of intense housing demand. Increase the demolition of substandard housing in the late 1980s when vacancies are likely to increase, due to demographic changes. Construct new, standard condition housing.

Use housing maintenance codes and make essential repairs to substandard housing to insure that no resident of Minneapolis lives in unsafe housing.

More than two-thirds of the City's housing stock was built before



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1929. Deterioration is a process natural to all housing. The rate of deterioration is related to the age of the structure, to the quality of original construction, and to the level of maintenance. The effect of these and other factors on the condition of a structure is both complex and unique. However, untreated deterioration ultimately results in hazardous living conditions, and may make necessary the demolition of a structure. Negative forces of deterioration are countered by positive private and public actions. A healthy housing system is one in which the net outcome of negative and positive forces is to increase the quality and, in a fully developed city, to stabilize the size of the housing inventory.

The Role of Private Investment

Even though a large proportion of the City's housing is old, four out of five housing units are in standard condition. This fact can be attributed to Minneapolis citizens having committed their time, energy and money to the maintenance and improvement of their homes and neighborhoods. The public sector must reinforce this private commitment to meet the City's housing goal. Adequate public services—police and fire protection, transportation systems, schools, parks—must be provided. Citizens must be guaranteed the opportunity to seek housing in every part of the City. Influences that detract from neighborhood quality must be eliminated.

Table H-5 adapted from data presented in Housing Rehabilitation in Minneapolis: 1973-1977 (published by the Minneapolis Planning Department in July 1978), illustrates the essential role of private investment for one-and-two-unit structures. In standard condition housing, the ratio of permits generated by private activity to those generated by public investment is better than nine to one. In substandard housing the ratio is more than four to one. The table also indicates a healthy ratio of permit activity to total number of structures: approximately one out of eight (13 percent) structures — both standard and substandard—receive permit activity annually.

Table H-5

ANNUAL RATES OF PERMIT ACTIVITY IN ONE-AND-TWO-UNIT STRUCTURES BY CONDITION

Condition	Private Activity (Structures/year)	Public Activity (Structures/year)	Ratio of Private Activity to Public Activity	Number of Structures	All Activity (Structures/year)	Percentage of Structures with Activity
Standard	8,870	930	9.5 : 1	76,080	9,800	13%
Substandard	1,590	340	4.6 : 1	15,120	1,930	13%
Totals	10,460	1,270	8.2 : 1	91,200	11,730	12%



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The dollar volume of private and public investment required to achieve this objective will be considerable. One estimate, suggested in Developing the City's Economy Through the 1980s, a discussion statement published by the Mayor's office in November 1978, is that approximately \$91 million must be spent annually to maintain that proportion of all Minneapolis housing that is already in standard condition. (Seventy-six million of this sum is for one-and-two-unit structures, based upon two-and-one-half percent of their estimated market value; 15 million is for multi-unit structures, based upon an annual expenditure of \$250 per unit.) This estimate does not include the investment required to rehabilitate substandard housing.

Policy 1

Given a limited supply of public resources, private investment must absorb most of the financial burden to increase the quality and supply of Minneapolis housing. Scarce public resources should be used, first, to create a climate that will continue and further stimulate private investment, and, second, to aid City residents whose resources are not sufficient to provide adequate housing for themselves.

Blighting Influences

To maintain and increase the private investment required to meet this objective, the City must eliminate or decrease the adverse effects of both non-residential and residential blighting influences. Specific examples of non-residential blighting influences include poorly maintained commercial structures, inadequate maintenance of parks, and traffic through neighborhood streets.

This policy is related to other elements of the Plan for the '80s—for example, the land use element as it deals with the compatibility of commercial and residential uses, or the environmental protection element as it is concerned with the abatement of air, noise, and water pollution.

Policy 2

The City should insure continued private commitment to the improvement of standard and substandard housing by using public resources to remove or abate NON-RESIDENTIAL blighting influences within or adjacent to residential areas.

2a. The City should supplement code compliance in commercial and industrial areas by expanding City/private cooperative efforts to improve their visual quality.

2b. The City should correct deficient operation and maintenance of public amenities.

2c. The City should undertake the fundamental improvements necessary to divert through traffic from local streets to efficient arterial routes.



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Substandard residential structures can have a strong adverse effect on the willingness of neighboring owners to make necessary improvements to their better condition structures. Thus, even in areas of the City where a large proportion of the housing is in good condition, the removal of residential blighting influences is required. Sale of such structures to new owners willing to make the required investment often resolves this problem. Numerous financial aids for rehabilitation also serve to improve isolated poor condition structures. Yet these means are not effective in all cases; stronger remedies are code compliance and spot renewal.

A housing cost of particular concern is the cost of operation, including the rising costs of electricity and fossil fuels. State and national policies are more important in mitigating effects upon the consumer than are present or possible City actions. Building codes, uniform throughout the state of Minnesota, set standards for energy efficiency for newly constructed residential structures. Federal tax regulations allow deductions and/or credits for the installation of insulation in previously uninsulated structures (and for solar heating systems.) Nevertheless, local rehabilitation loan programs can provide financing for improvements that conserve energy. Several programs provide grants to low income households for similar improvements.

Policy 3

The City should insure continued private commitment to the improvement of standard and substandard housing by continuing public investment in the removal or abatement of RESIDENTIAL blighting influences.

3a. The City could use code compliance to systematically reduce the rate of deterioration of residential structures from standard to substandard condition. Use inspections to identify the rehabilitation needs of, and hazardous conditions in, substandard structures. Review existing housing codes to insure that they are reasonable, particularly as applied to older structures.

3b. The City should consider the creation of a program to require at time of sale the correction of hazardous conditions and/or of substantial deferred exterior maintenance.

3c. The City should identify and remove individual residential structures that are not feasible for rehabilitation.

3d. The City should emphasize in all improvement activities actions that increase energy efficiency.

Improving Substandard Structures

There are three possible approaches to the improvement of substandard structures: rehabilitation, demolition, and essential repair. A substandard structure can be rehabilitated to standard condition. A substandard structure can be demolished and, if



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the site cleared is suitable for residential use, replaced with a newly constructed (and by definition standard) structure. Or, as a third possible approach, essential repairs can be made to a substandard structure that insure the basic safety and comfort of the structure's residents and extend the structure's useful life, although not accomplishing rehabilitation to standard condition. Each of these approaches plays an important role in this housing strategy.

Population forecasts for both Minneapolis and the Metropolitan Area indicate an intense demand for housing in the early 1980s. This demand is the result of the entry into the housing market of the young adults born during the "baby boom" of the late 1950s. The retention of a large share of these younger households who now live in the City is critical to the stabilization of the City's population. Consequently, in order to provide an adequate supply of housing, this strategy recommends both intensive construction of new housing for the early 1980s and limited demolition of substandard housing.

In the later 1980s, however, an anticipated reduction in the demand for housing—the result of a declining supply of young adults—may allow for a more extensive program of demolition of substandard housing.

Rehabilitation should be undertaken only when economically feasible. With the exception of structures designated as having historical significance, rehabilitation with public funds of substandard structures should not be considered in cases where rehabilitation costs exceed the cost of newly constructed housing of equal size.

Fifteen percent of the City's dwelling units are now substandard. As stated in the objective, the City first must insure that the volume of private and public improvement activity is sufficient to balance the deterioration of an aging housing stock, thus preventing any increase in the proportion of the City's housing that is substandard. The objective further recommends that efforts be made to decrease the proportion that is substandard. Nevertheless, it is recognized that private and public financial resources will not be sufficient to eliminate all of the City's substandard housing. Consequently, for that proportion that will remain substandard, a substantial expansion of programs that provide financial assistance for essential repairs is recommended. Essential repair programs are also important to "buy time" or substandard structures which may be demolished in the later 1980s or after.

Policy 4

When public financial resources are committed to the improvement of substandard residential structures, the City should select means that are cost-effective.

4a. The City should seek to rehabilitate substandard structures when the cost of rehabilitation does not exceed the cost of



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replacement construction of equal size, (Housing that has been designated as having historical significance must be seen as a special case.)

- 4b. The City may demolish structures having excessive rehabilitation costs and, where site conditions are appropriate, replace the demolished structures with new housing.
- 4c. Where feasible, structures should be moved to new sites rather than demolished.
- 4d. The City would like to expand loan and grant programs if financial resources can be created.

Need Areas

The characteristics of Minneapolis housing—type, age, condition, degree of owner-occupancy—vary widely from one part of the City to another. To assist in identifying areas of need, the City has been analyzed at the census tract level.

Since multi-unit structures have distinctly different improvement needs from smaller structures, and since substandard multi-unit structures are located in all parts of the City, need areas have been established for one-and-two-unit structures only.

The graph below shows that three distinct groups of census tracts are evident for one-and-two-unit structures: first are census tracts having low proportions of substandard units (Protection Areas), second are tracts having significant proportions of substandard units (Reinforcement Areas), and third are those having high proportions of substandard units (Redirection Areas). These areas are shown on the map entitled, "One and Two Unit Structure Need Areas, 1980."

In all three Need Areas there is a direct relationship between condition and owner-occupancy in one-and-two-unit structures. Protection Areas have high levels of owner-occupancy (92 percent) and low levels of substandard condition (8 percent). In Reinforcement Areas, the percentage of substandard units is higher (32 percent), but owner-occupancy is also relatively high (76 percent). Policy 6 consequently suggests that these areas should receive public attention that reinforces a commitment already made by private owners. Redirection Areas, on the other hand, have low levels of owner-occupancy and high levels of substandard condition housing. Moreover, data indicates that an absentee-owned one-or-two-unit structure is four times as likely to be in substandard condition than an owner-occupied structure.

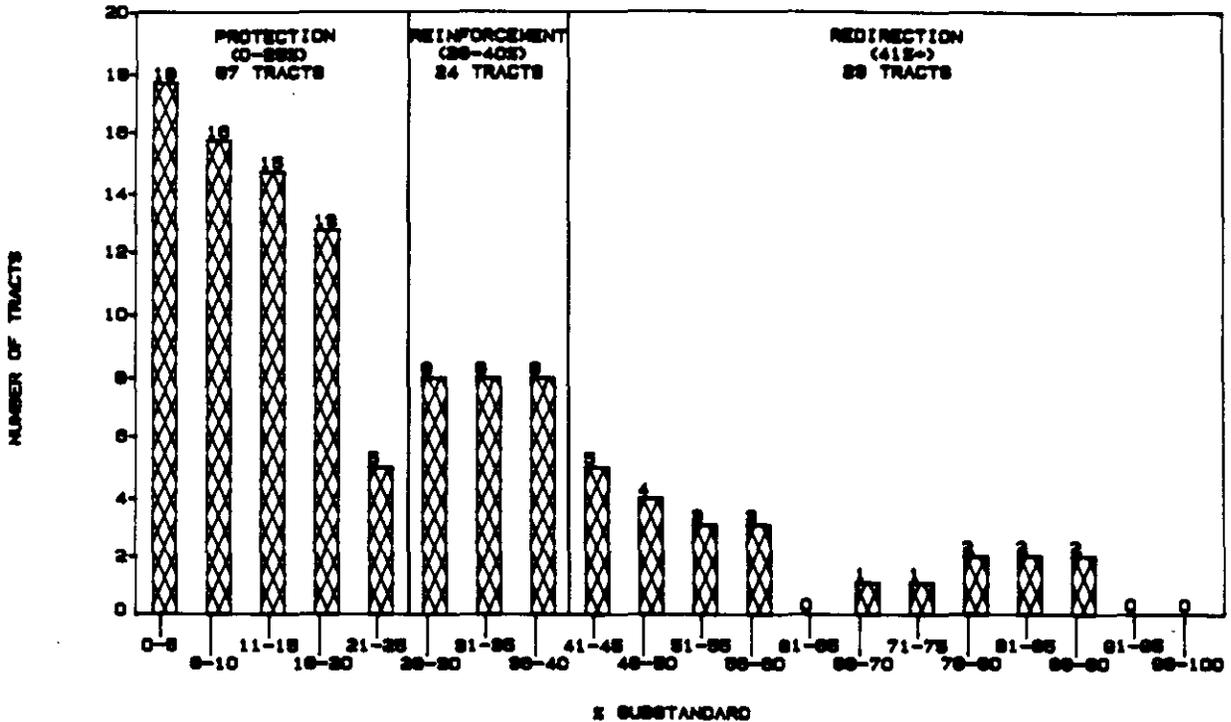
Several other important relationships are also noted:

First is the close relationship between the Reinforcement and



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DISTRIBUTION OF CENSUS TRACTS BY PERCENTAGE OF SUBSTANDARD UNITS IN ONE-AND-TWO UNIT STRUCTURES, 1980



Redirection Areas and the low and moderate income areas.

Second is a similar relationship between the Reinforcement and Redirection Areas and the age of the housing inventory. These areas closely correspond to parts of the City in which the average year of housing construction is 1920 and before.

Third is that 74 percent of the City's one-and-two unit housing stock is in areas requiring protection, not extensive treatment.

Fourth is that Reinforcement and Redirection Areas generally contain existing emphasis areas for City housing improvement programs.

Public actions appropriate to each Need Area are suggested by the three following policies.

Protection Areas. Protection Areas either have had a history of sufficient private investment or have had previous public action sufficient to give the area a positive direction. Private investment will maintain standard condition housing and rehabilitate substandard housing if aided by limited public involvement. Public activity should be limited to expenditures for the improvement of public services and for the removal of blighting influences.

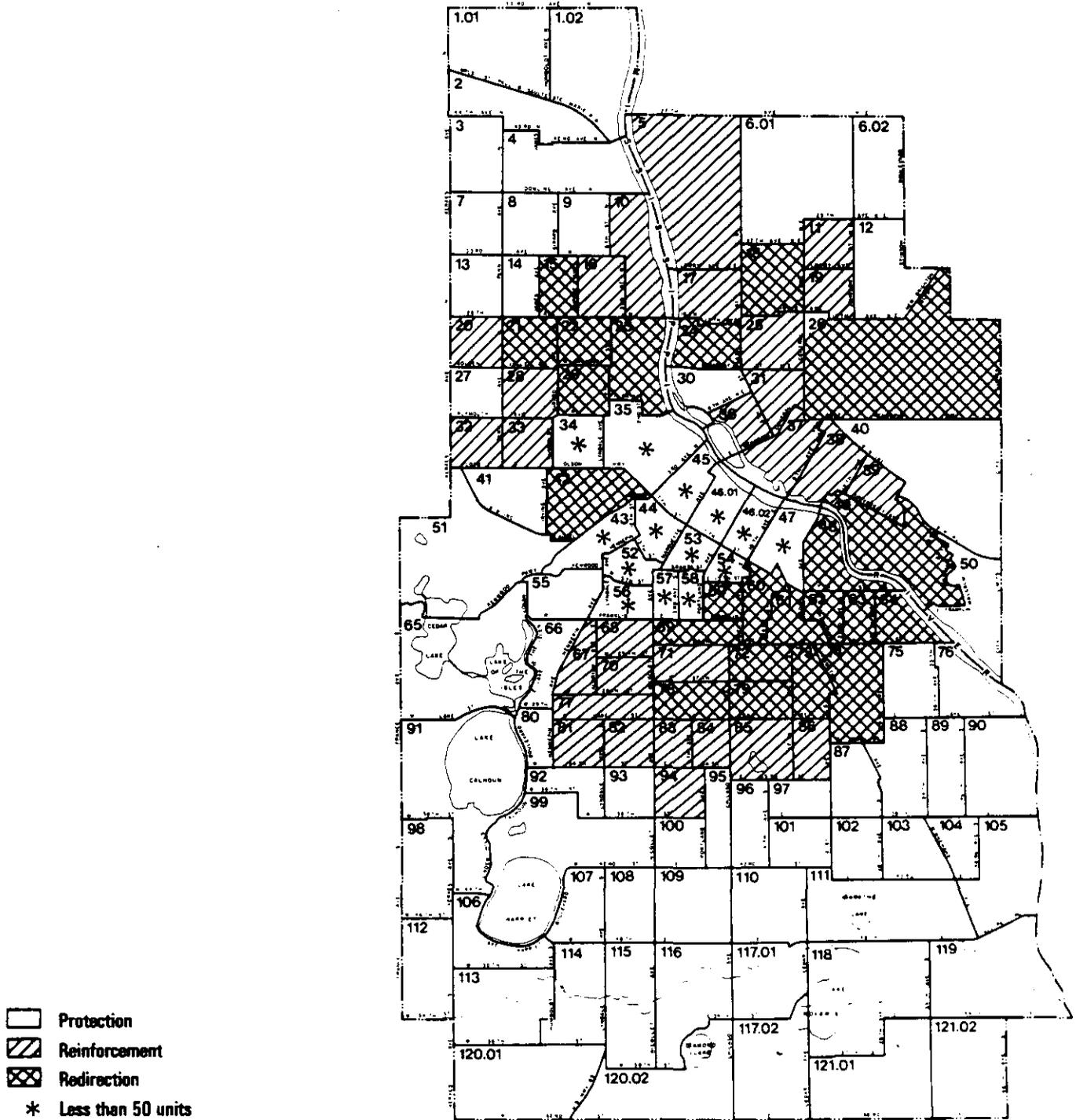
Policy 5

In Protection Areas, where private resources are generally



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One-and-Two Unit Structure Need Areas, 1980





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sufficient to maintain and rehabilitate housing, the City should emphasize the removal of blighting influences.

Reinforcement Areas. The remainder of the City has greater needs and is divided into Reinforcement and Redirection Areas. The difference between these two areas is the concentration in the latter of substandard housing that will require either rehabilitation or demolition and the magnitude of public investment that will be required. Reinforcement Areas are characterized, however, by a relatively high level of owner-occupancy. It is therefore suggested that significant improvement of housing conditions in Reinforcement Areas is both feasible, given limited public funds, and critical to the City's future as a whole.

Policy 6

In Reinforcement Areas, where private resources are to a large extent sufficient to maintain and rehabilitate housing, the City should emphasize public programs that aid households in the maintenance of standard housing and in the rehabilitation of substandard housing.

Redirection Areas. Redirection Areas show an extreme need for improvement of housing conditions, distinctly low relative owner-occupancy rates, and a tendency to be low income neighborhoods. Consequently, considerable public investment will be required on a concentrated basis to improve housing conditions and provide for the needs of lower income residents.

Policy 7

In Redirection Areas, where private resources are generally insufficient to either maintain housing in standard condition or to rehabilitate substandard housing, the City should use all available public support activities.

- 7a. The City should encourage the maintenance of housing which is in standard condition.
- 7b. The City should encourage the rehabilitation of substandard housing.
- 7c. When it is not feasible to rehabilitate substandard housing, it should be demolished.

Multi-Unit Rehabilitation Needs

More than 80 percent of the 58,600 units in the City's multi-unit (three-and-more-units in a structure) category are in standard condition. The rehabilitation of the 10,100 units that are substandard is very costly. Stimulating private investment is difficult since ownership turnover tends to be frequent. Maintenance is often difficult since owners often lack the equity in the structure to secure additional financing. The demonstrated need quickly exceeds the limits of public resources.

The City must provide programs for the rehabilitation of



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substandard multi-unit structures that match the variety and effectiveness of those now existing for smaller structures. Rental assistance in the form of the federal Section 8 Substantial Rehabilitation program is one source of aid. Whatever the form of City assistance, it should be limited to relatively small amounts in proportion to total project costs, given the large sums required to bring multi-unit housing to standard condition. Leveraging private investment must be the primary thrust of these programs. (The involuntary displacement of low and moderate income households is a real danger in the rehabilitation and/or conversion of multi-unit structures. See Policy 18 for further discussion.)

Policy 8

The City should increase its financial assistance for the rehabilitation of multi-unit structures in substandard condition if funding sources are available.

- 8a. In the rehabilitation of multi-unit structures, the City should attempt to leverage large amounts of private investment with small amounts of public monies.
- 8b. In giving public assistance, the City should give preference to projects that keep the cost of housing down.
- 8c. The City should emphasize energy conservation in all multi-unit improvement activities.

Implementation Direction

Quantified Implications

To achieve Objective 1—the reduction in the proportion of the City's housing units that are substandard from 16 percent in 1980 to 10 percent by 1990—private and public actions combined will have to:

- . Achieve Objective 2—the construction of at least 800 new market rate units annually through the mid-1980s and at least 400 units annually thereafter.
- . Limit the number of units demolished to 250 units annually or less.
- . Result in a net annual increase of at least 400 standard condition units from the existing 1980 inventory. This increase will be made up of the total number of units rehabilitated from substandard to standard condition less units which deteriorate from standard condition to substandard condition.

Investment Implications

Achievement of Objective 1 will rely primarily upon private



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investment supported by the City programs.

Public expenditures, both operating and capital, in other program areas—transportation and parks, for example—are essential to creating the confidence needed to assure private investment in housing. Achievement of the City's economic development objectives will also have an important positive effect on the achievement of housing objectives. Increasing the earnings of Minneapolis residents increases their ability to provide themselves with adequate housing.

During the 1970's the City devised a comprehensive "tool box" of housing programs. These programs have been funded with either state or federal monies or City-issued bonds, for most part revenue bonds. As the City enters the 1980's, the prospects for levels of state and federal assistance—stable with the rate of inflation—are far less than encouraging. Moreover, the City's ability to issue net debt bonds to support housing programs appears to have ended; its ability to issue tax increment bonds to provide sites for new housing, limited; and its ability to issue tax-exempt mortgage revenue bonds, substantially reduced by recent Congressional restrictions.

As a consequence, the City will need to carefully budget available public monies. This is carried out through the capital improvement program process, both annually and as a five-year projection. The City will also need to urge federal and state governments to maintain reasonable levels of assistance, be prepared to apply for new forms of financial assistance from the private sector and foundations.

Many of the City's housing programs serve more than one objective of this plan. Consistent with Policy 1, for example, many programs are restricted to households of low, moderate or middle incomes—thus serving Objective 5: Affordability—while primarily serving either Objective 1: Improving Housing Conditions or Objective 2: Construction of New Housing. A list of City programs whose primary purpose is improving the condition of existing housing follows. (More extensive program descriptions can be found in the document: Accepted 5 Year Capital Improvement Program.)

Neighborhood Strategy Areas — The City concentrates its housing improvement activities in Neighborhood Strategy Areas. By the end of an area's funding period, a standard of completion will be achieved. This completion standard is defined as bringing the neighborhood condition mix near the City average for each type of building. For example, if the proportion of substandard single family structures in an NSA were 30 percent at the beginning of the program, that proportion would need to be reduced to approximately 13 percent in order to achieve the completion standard. NSA activities include Stabilization Grants, the



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targeting of loans and grants available from other programs, the demolition of seriously substandard structures and replacement with new construction, and a program to convert existing tenants and contract for deed holders to owners of their housing in combination with home improvement assistance.

- . Citywide Rehabilitation Loan and Grant Program — This program operates throughout the City and provides for the administration of the federal Section 312 loan and the Minnesota Housing Finance Agency loan and grant programs, and for a limited number of improvement grants. The program has also provided monies to write-down the interest rates on improvement loans made by the City.
- . Multi-Unit Leveraging Fund — This program provides three forms of assistance for the rehabilitation of multi-unit structures: (1) mortgage insurance, (2) interest reduction grants, (3) contingency funds to cover unforeseen costs which threaten project feasibility. Rehabilitated units have in many instances been affordable to low and moderate income households.
- . Assistance to Non-City Agencies — The City provides funding to a number of non-profit, community-based entities who combine these monies with other resources to rehabilitate existing housing, or in a few cases to build new housing, on a project-by-project basis. This assistance reflects the City's commitment to the participation of community organizations in all aspects of its revitalization, as well as their demonstrated ability to implement programs.

An example of innovative proposals to use City funding for the improvement of existing structures is a Revolving Fund for Tenant Remedies and Hazardous Building Acts. This fund could provide monies to make basic repairs to seriously substandard structures brought to the City's attention through the enforcement of either the Tenant Remedies or Hazardous Buildings acts. The program could create an alternative to the condemnation of seriously substandard structures and the displacement of households which results from condemnation.

New programs to increase the energy efficiency of existing housing will be of great importance during the 1980's, given the prospect of rapidly increasing energy costs.

Regulatory Implications

The City will need to continue to apply, and to modify as required, its wide range of regulations affecting housing



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condition. These regulatory powers include land use planning and zoning as they affect the long-term quality of residential neighborhoods, and consequently the willingness of residents to invest in their homes. Code enforcement is of particular importance to the condition of multi-unit structures. The City's Truth-in-Sale ordinance provides a comprehensive evaluation of housing condition to new buyers. The condition requirements of FHA mortgage insurance and of the City's mortgage programs also have a significant effect in improving housing condition.

The City should also consider new regulatory directions, including—as suggested in Policy 3b—a program to require at the time of sale the correction of hazardous conditions and/or of substantial deferred exterior maintenance.

Planning Implications

The City Planning Department will need to continue to monitor the condition of the City's housing and to analyze the effect upon condition of numerous factors including structure age and ownership patterns. This activity will take place in cooperation with other departments and agencies.

Program effectiveness will require the continual attention of all participants in the City's capital budgeting process.

Objective 2 NEW CONSTRUCTION

Construction of new market-rate housing—at least 800 units annually through the mid 1980s and at least 400 units annually thereafter.

The construction of market-rate housing benefits the City in several ways. New construction compensates for units lost through demolition and accident, improves the quality of the housing stock, and increases the City's tax base. Most important, however, construction stimulates the circulation of the housing stock. Construction of new housing, whose occupants have "traded up" from less expensive housing, frees existing housing affordable to households having relatively smaller incomes. In a similar fashion, construction of new multi-unit housing for one-and-two-person households—including couples ("empty nesters") whose children have formed their own households—free larger housing units for family use.

Construction to foster this form of circulation can make a significant contribution toward meeting the City's population objective. Available sites should be used for the production of multi-unit housing at densities as high as are compatible with their surroundings to provide alternative opportunities for "empty nesters" to remain in their neighborhoods. This construction will make available an increased supply of existing detached housing for young families and thus tend, at both the neighborhood and City level, to stabilize the population.



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Market rate construction is defined to include, in addition to construction financed at prevailing market interest rates, modest cost construction financed by state and City agencies at reduced interest rates made possible through the sale of tax-exempt bonds. New construction that incorporates rental assistance subsidies is considered under Objective 5.

Minneapolis as a fully developed City has a limited amount of land available for redevelopment. Scarce land resources must be effectively utilized and choices made among possible uses for economic development, recreation, transportation, and housing. The land required for residential new construction may be available on vacant residentially zoned parcels, through the redevelopment of presently under-utilized non-residential sites, or the removal of substandard residential structures. The number of units that could be built on this inventory varies according to the individual parcel size and the structure's design. Three types of construction sites are distinguishable. They are Major Project Sites, Neighborhood Development sites, and Infill Sites.

Major Project Sites

Primarily near the Central Business District these sites are presently zoned for higher densities, or have under-utilized commercial or industrial uses. Anticipated construction in the Loring Park Development District, within the Gateway Urban Renewal Area, and on the east bank of the central riverfront is included within this category. Further development of these sites can take place without significant displacement of existing residents. Completion of development in these areas is anticipated by the mid-1980s. As soon as possible, development of additional Major Project Sites should begin. Potential Major Sites include the west bank of the Mississippi from Plymouth Avenue south to include the Cedar Riverside area, and an area northwest of Lake Calhoun. To take advantage of strong housing demand in the early 1980s, the City should give high priority to the development of these sites.

Policy 9

On Major Project Sites, located for the most part near the Central Business District, the City should stimulate the construction of high density housing, primarily for one-and-two-person households, that is predominantly market-rate.

Neighborhood Development Sites

Located throughout the City, these sites are either vacated school sites, sites to be cleared of substandard housing, sites near neighborhood or community commercial centers, or land underused by commerce or industry.

Policy 10

On Neighborhood Development Sites, significant areas of vacant land, of land cleared of substandard housing or of obsolescent non-residential uses, or sites near neighborhood or community commercial centers, stimulate the construction of housing at



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various densities, both for family and for one-and-two-person households, that is predominantly market-rate but could also incorporate a supply of modest cost and subsidized housing.

- 10a. In Neighborhood Development Sites assisted by the City, the City should establish a goal of at least 20 percent of the units being made available to low-and-moderate-income households.
- 10b. Prior to commitment by the City to a type of reuse of a Neighborhood Development Site, innovative design options should be developed and debated by the neighborhood and the City.

Infill Sites

Located throughout the City, these sites are generally single parcels which are either presently vacant or cleared of substandard housing as part of the overall treatment of the neighborhood. Structures would be one or two units, conforming to the surrounding uses.

Policy 11

On Infill Sites, lots either now vacant or cleared of substandard housing, the City should encourage the construction of housing that is compatible with surrounding development.

Other Housing Types

Although not specifically related to new construction, the following policy furthers this objective.

Policy 12

The City should promote innovative types of housing.

- 12a. The City should encourage construction and conversion of existing households to serve people with special needs, such as the elderly and the physically handicapped.
- 12b. The City should encourage the conversion to residential use of underutilized, non-residential structures that are feasible for conversion.
- 12c. The City should encourage energy conservation in all new construction and conversion activities.

Implementation Direction

Quantified Implications

To achieve Objective 2, at least 6,000 new market rate units will need to be constructed in Minneapolis during the 1980s. The benefits of adding new units to the inventory—increased tax



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base, population stability, increased purchasing power—suggest that the City should welcome the construction of a number of units exceeding this objective.

The majority of this new construction will likely take place along the Mississippi riverfront. Of equal importance, even if of lesser quantity, is the construction throughout the City of housing for "empty nesters" and for families.

Investment Implications

The entrepreneurial role of private developers, and the investment decisions of consumers, are the key ingredients in the achievement of this objective.

The City's primary contribution to the construction of new market rate housing will continue to be the provision of land, at a cost assuring project feasibility, and the provision of public services and amenities. Another important City role will be the provision of mortgage financing through the sale of tax-exempt revenue bonds. (See Objective 5 for further discussion.)

The riverfront and sites elsewhere in the City should receive equal attention.

The process of new development is extremely complex. A large number of coordinated actions are required of both the public and private sectors. The establishment of a new Community Development Agency will facilitate this process, particularly with regard to the central riverfront.

The City should begin a comprehensive process of identification, analysis, and marketing of Neighborhood Development Sites in all parts of the City. The Planning District Citizen Advisory Committees should be involved throughout this process, as should be prospective developers. Sites should include those occupied by obsolete commercial use. Some sites to be cleared of substandard housing could also be included, particularly for the later 1980s. Public land assembly (for example, through tax increment financing) should not be assumed for all of these sites; City involvement can be limited to the less expensive, but perhaps equally effective, actions of identification, changes in zoning and marketing. Innovative forms of financial assistance to developers could be considered.

Sites made available by the closing of public schools constitute a land resource already in public ownership. The City should support procedures developed by the Board of Education to decide school site reuse issues. Community participation is essential. Policies in this chapter and in the Land Use element clearly state residential development as the priority for school site reuse.

Tax increment financing is the program used by the City to provide sites for new market rate construction. (Other programs



that primarily support new construction for low, moderate and middle income households are discussed in Objective 5.) Taxes derived from the difference in value of new development over previous uses (the "increment") are used to retire City general obligation bonds sold to acquire property, relocate residents and businesses, demolish structures, provide public services and amenities and pay other project costs.

Regulatory Implications

Building codes assure the quality of new construction. The City will need to continue to apply, and to modify if necessary, its land use controls—zoning, concept review, site-specific urban design guidelines—to assure a high degree of quality in new residential development.

Objective 3 TENURE

A ten percent increase in the proportion of owner-occupied units during the 1980's while minimizing the displacement of present occupants.

Owner occupancy is a widely accepted indicator of stability. The percentage of owner occupancy (homestead classification) varies greatly by structure type.

Forty-eight percent of the City's housing units are owner-occupied, well below the Metropolitan Area's proportion (66 percent) and slightly less than the City's 1960 proportion (52 percent). This shift is largely due to the demolition of one-and-two-unit structures and their replacement by apartment buildings.

One-to-Four-Unit Structures

The first policy relates to increasing home ownership in one-to-four-unit structures. Although the ownership rate is high in single-unit structures, absentee ownership of one-unit structures can lead to deterioration and should be discouraged.

Although it is difficult to attain owner occupancy for more than one unit in two-to-four-unit structures, large benefits would be derived from encouraging ownership of at least one unit in these structures.

Policy 13

For one-to-four-unit structures, the City should expand current public efforts to increase owner occupancy.

13a. The City should direct public efforts to discourage absentee ownership, while encouraging occupant ownership of single-unit structures.

13b. The City should encourage expansion of current activities directed toward owner-occupancy of at least one unit in two-to-four-unit structures.



- 13c. The City should encourage expanded opportunities for owner-occupancy by low and moderate income households.

Multi-Unit Structures

The second policy recognizes that alternative forms of ownership become cost effective for multi-unit structures. With multiple owner occupancy in a five-plus-unit structure, the overall commitment to the structure will be intensified. Stability and improved condition can be obtained without costly public investment. The benefits of home ownership may be gained by people desiring the alternative lifestyle offered by multi-unit housing.

In addition to increasing housing and neighborhood quality, the expansion of opportunities for ownership in existing multi-unit structures increases the availability of affordable owner-occupied housing to moderate income households. It will also, like new construction, lessen the demand of one-and-two-person households for ownership of detached housing, thereby increasing the housing supply for families.

Policy 14

The City should encourage the expansion of occupant ownership opportunities through construction of cooperatives and condominiums, and through the conversion to condominiums and cooperatives of multi-unit structures presently renter-occupied.

- 14a. The City should provide technical support and advice to all who request it.
- 14b. The City should provide modest cost mortgage financing in a large number of cases.
- 14c. The City should provide full public financial support—including rehabilitation loans—in a number of selected cases.
- 14d. When public assistance is given, the City should insure that sales prices are not greater than amounts necessary to cover actual costs and reasonable profit.
- 14e. The City should encourage the set-aside of Section 8 rental assistance for low-and-moderate-income members of housing cooperatives.

Consumer Protection and Education

Even though conversion of rental structures to owner occupancy can benefit both the City and the occupants of the housing, conversion at the scale set by this objective and the complexities of the conversion process require that the rights and interests of the consumer be protected.



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Policy 15

The City should expand existing City consumer protection efforts. The City should encourage state legislation to require that buildings converted to cooperatives or to condominiums be properly zoned and brought into standard condition.

Rental Housing

Even a 10 percent increase in the proportion of the City's dwellings that are owner occupied would leave a large proportion rented. Rental housing will remain in demand by residents either who live in rental housing as young adults until they buy or who choose renting as a life-long form of tenure. It is further likely that increasing home purchase prices combined with historically high mortgage interest rates will tend to prevent lower income households from buying, thus requiring them to remain renters.

Policy 16

The City should regularly monitor the adequacy of its supply of rental housing.

Policy 17

The City should protect the interests of renters. The City should monitor the affordability of rental housing in Minneapolis.

Displacement

A HUD report to Congress defines involuntary displacement as follows:

"Displacement occurs when any household is forced to move from its residence by conditions which affect the dwelling or its immediate surroundings, and which:

- 1) are beyond the household's reasonable ability to control or prevent.
- 2) occur despite the household having met all previously imposed conditions of occupancy; and
- 3) make continued occupancy by that household impossible, hazardous, or unaffordable".

Involuntary displacement can harm low and moderate households in particular. It can result in substantial increases in housing costs. It can also force them to leave familiar neighborhoods and housing where they have established relationships to work, services, and friends.

Displacement can result from both public and private actions. Although demolition and rehabilitation can cause displacement, the greatest potential is from privately financed conversions of rental buildings to condominiums.

Any strategy to improve the condition of housing, and to increase



owner-occupancy, can result in displacement. Many policies throughout this plan, however, seek to minimize displacement while supporting the City's housing objectives. Objective 1 (Improve Housing Condition) and its policies favor rehabilitation and maintenance over demolition, for example. Policies 13 and 14, which support Objective 2 (Increase Owner Occupancy), encourage the participation of low and moderate income households. Policies in Objective 5 (Affordable Housing Opportunities) seek to increase the City's supply of subsidized housing, particularly for families.

When displacement is unavoidable, assistance can be given to displaced households to ease their move. Public acquisitions for demolition or rehabilitation are covered by the Uniform Relocation Act which provides both the identification of replacement housing and the provision of financial assistance to cover increased housing costs. In cases where the City funds non-public organizations, the City's Relocation Policy is applicable.

Policy 18

The City must recognize the potential for displacement of low-and-moderate-income households as a result of public and private demolition and rehabilitation activities and particularly as the result of public and private activities that convert multi-unit rental structures to owner occupancy.

- 18a. The City should continue to research and monitor displacement due to public and private activities affecting low-and-moderate-income people.
- 18b. The City should mitigate the effect of displacement by obtaining a share of the Section 8 rental assistance certificates for existing housing that is proportional to the number of "inadequately housed" households residing in the City. (See Policy 25c).
- 18c. The City should consider means to provide a Central Relocation Services Office for persons displaced by public projects.
- 18d. The City should follow the Minneapolis Relocation Policy when displacement is unavoidable.

Implementation Direction

Quantified Implications

In 1980 approximately 80,000 (48 percent) of the City's 167,000 housing units were owner-occupied. To achieve a ten percent increase in the proportion of units that are owner-occupied, approximately 100,000 of a 1990 projected inventory of 173,000 units would need to be owner occupied. (167,000 units in 1980 plus 6,000 new market rate units, plus 1,000 new subsidized units, less 1,000 lost through fire and demolition).



Housing

Assuming that nearly all market rate new construction will be owner occupied condominiums, and that many new subsidized units will be cooperatives, an increase of 20,000 owner occupied units nevertheless implies the conversion of approximately 13,500 units from their present rental status to owner occupancy. Since large proportions of detached structures are already owner occupied—single family, 92 percent; duplex, 57 percent—the bulk of this conversion would need to take place in the 3 and 4 unit and 5 and more unit categories. If this number of conversions were approximately 12,000, about 20 percent of the City's 1980 stock of rental units in larger structures would be converted.

This volume of conversion, a direct implication of the objective, leads to an emphasis on minimizing the displacement of present residents, and to an emphasis on conversions that benefit low, moderate and middle income households.

Investment Implications

Tenure concerns the "who" as opposed to the "what" and "how much" aspects of investment decisions.

To achieve this objective while minimizing the displacement of present residents, the City will need to emphasize cooperative conversions in many of its programs whose primary purpose is improving existing housing. Conversions without displacement for detached housing could follow the pattern of the NSA Tenant Owner Conversion (TOC) and Deed Owner Conversion (DOC) programs on a City-wide scale.

Regulatory Implications

The City will need to assess the adequacy of law regulating the conversion of housing to owner occupancy.

Planning Implications

The Planning Department, in cooperation with others, will need to pay close attention to rental housing issues (Policies 16 and 17) and to displacement (Policy 18a).

Objective 4 EQUAL OPPORTUNITY

Equal housing opportunity for all Minneapolis residents.

Equal Opportunity

As established by federal, state and local legislation, the characteristics of a household—for example, its racial or age composition or its source of housing resources—should not limit its choice of housing.

Policy 19

Minneapolis should assure equal housing opportunities for all City residents. The City should insure adequate enforcement in both



rental and sale housing of City and state laws that prohibit discrimination.

Minority Households

Minority households constitute a significant share of all City households. Of a 1978 total of approximately 160,000 households, between 11,000 and 14,000 were headed by a member of a racial minority. In 1978, approximately 30 percent of all the City's units housing families with children were headed by women.

Since minority households tend to have incomes lower than non-minority households, increasing housing opportunities for minority households can be accomplished by increasing housing opportunities for low and moderate income households. Consequently, many of the policies in other sections of this plan assist minority households. One specific example is the assistance received by single parent, low income families through the Section 8 rehabilitation program. This plan views favorably the rehabilitation of substandard structures in areas of the City convenient to public transportation and the provision of social services for this group. Thus, assistance to minority households is less a question of creating new programs than it is of directing existing-and-expanded programs - to eligible minority households.

Policy 20

The City should increase housing opportunities for minority households.

20a. The City should increase the participation of minority households in existing housing programs with the particular aim of reducing the disparity between the proportion of minority households and the proportion of all households who are owner occupied.

20b. The City should support programs that provide special assistance to minorities.

Emergency Housing and Group Homes

Both types of housing provide social services appropriate to the needs of residents in addition to shelter. Emergency housing is, by definition short term, accommodations for families or individuals who lack the resources to obtain any other form of shelter. One group of particular importance is women and children of recently dissolved families, often cases involving violence. Financial assistance for emergency housing is the responsibility of Hennepin County.

Group housing provides shelter and supportive social services for persons, including the mentally handicapped, who require assistance in adjusting to accepted social norms. Excepting in some instances the mentally handicapped, this form of housing is not intended as permanent.



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Policy 21 The City should support the county's efforts to provide emergency housing for needy City residents.

Policy 22 The City should limit the concentration of group homes.

22a. The City should encourage other governmental jurisdictions to take group homes.

22b. The City should continue its policy of geographically dispersing group homes.

Implementation Direction

This objective has no quantified or direct investment implications, with the exception that the City could support county efforts to provide emergency housing through its housing improvement programs. However, an expenditure implication is the City's continuing financial support of organizations which provide housing information and assistance to residents in the resolution of housing disputes—Legal Services, for example. An emphasis on minority participation in City housing programs is an administrative matter. The City will continue to encourage the creation of programs that serve the needs of particular minorities. A recent example has been the Minnesota Housing Finance Agency Indian Housing Program.

The City will continue its responsibilities for granting conditional use permits for group homes and for regulating their location. An important planning responsibility is the measurement of the effect of group homes on their neighbors.

Objective 5 AFFORDABILITY

Affordable housing opportunities for low, moderate and middle income Minneapolis residents.

Housing affordability concerns the relationship between household incomes and housing costs. At its most general level, affordability is a function of economic conditions as affected by national policy. Key factors are mortgage interest rates and availability of mortgage funds, increases in household income, and relative increases in the cost of both existing and newly constructed housing. These factors can be influenced at the federal, but not the city, level.

A subset of public actions affecting affordability are those that increase the supply of housing affordable to low, moderate and middle income households through a great variety of assistance mechanisms. Although these are primarily actions of federal and state government, it has an important role.

Policy 23

The City should actively encourage the federal government to provide a high level of funding for the Section 8 rental assistance program, as well as for other programs that address the need for affordable housing for low, moderate and middle income



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households, especially in the area of new construction.

Additional policies in this objective are divided into five groups:

- . Policies pertaining to additional subsidized housing
- . Policies for the City's public housing
- . A policy regarding the use of tax exempt mortgage revenue bonds
- . Policies on innovative approaches to housing finance and production
- . A policy regarding the provision of additional units of modest cost housing.

Subsidized Housing

Additional Affordable Housing Needed Through 1980. The Metropolitan Land Planning Act requires the inclusion of a housing element "containing standards, plans and programs for providing adequate housing opportunities to meet existing and projected local and regional housing needs." This general requirement, which includes market rate housing for middle and upper income households, is particularly directed to the City's policies regarding the provision of additional housing subsidized sufficiently to assure affordability to low and moderate income households. (Note the definitions of these terms provided in an earlier section.)

In August 1979 the Metropolitan Council completed a metropolitan-wide estimate of the number of households in need of subsidized housing. These households are defined as being low or moderate income and "inadequately housed," defined as follows:

Renter Households - Households paying more than 25 percent of income for rent; or living in a unit lacking some or all plumbing facilities; or with more than 1.25 persons per room.

Owner Households - Households lacking plumbing; or with more than 1.25 persons per room, or built before 1939 and valued at less than \$10,000 in 1970.

Table H-6
1979 HOUSING ASSISTANCE NEEDS

	<u>Elderly</u>	<u>Family</u>	<u>Large Family</u>	<u>Total</u>	<u>Percent of Total</u>
Minneapolis	8,874 (38%)	9,552 (37%)	1,870 (25%)	20,266	35%
St. Paul	6,051 (26%)	4,315 (17%)	1,408 (19%)	11,774	21%
Suburbs	8,670 (36%)	12,195 (46%)	4,214 (56%)	25,079	44%
Total	23,595(100%)	26,062(100%)	7,492(100%)	57,119	100%



Table H-6 indicates the number of households needing assistance. Households already served by an assistance program are not included. Since assistance reduces their housing costs, they do not fit the "inadequately housed" criteria. In addition, single person, non-elderly or handicapped households are not included in the needs estimate because there are no housing assistance programs to serve them. There are, however, approximately 15,000 such lower income households living in Minneapolis.

Ten Year Fair Share Plan for Low and Moderate Income Housing Opportunities

This needs estimate has been used by the Metropolitan Council to develop a Ten Year (1980-1990) Fair Share Plan for Low and Moderate Income Housing Opportunities. This plan takes into account both the housing needs of inadequately housed households currently living in the metropolitan area and the projected needs of new households entering the housing market during the 1980s.

The total of 99,850 low and moderate income households is distributed among metropolitan municipalities using a formula based upon each community's relative share of three capacities:

- . Its capacity to build new affordable housing, as measured by its projected household growth and land capacity.
- . Its capacity to absorb leased housing subsidy programs, as measured by the number of existing apartment units.
- . Its capacity to rehabilitate housing with subsidy programs, as measured by apartment units built before 1940.

The Metropolitan Council's Fair Share Plan also states:

"Because the communities of the Metropolitan Area represent such a variety of housing and land use patterns, the fair share that has now been developed is expressed as a range rather than a goal. This range contains a minimum and maximum number of low-and-moderate-income housing opportunities that would constitute each community's fair share of the areawide need for low-and-moderate-income housing. The maximum number would be considered a community's full share of the Areawide need. Any lesser number, down to and including the minimum number, would be an acceptable fair share. When the Council reviews local housing plans, it will want to know if each community has provided opportunity for low-and-moderate-income households within the fair share range."

The following table (H-7) summarizes the 1980-1990 Fair Share Plan.



Table H-7.

TEN YEAR FAIR SHARE PLAN

	<u>Community Capacity</u>	<u>Range of Areawide Need</u>	
	<u>Percent</u>	<u>Minimum</u>	<u>Maximum</u>
Minneapolis	25%	9,880	24,700
St. Paul	12%	4,960	12,400
Suburbs	63%	25,100	62,750
Metropolitan Total	100%	39,940	99,850

It should be observed that Minneapolis' capacity to provide additional affordable housing (25 percent) is less than its share of households currently in need of affordable housing (35 percent). This reflects, in part, the fact that the City has limited amounts of land available for the construction of new housing and that much of this land is appropriate only to the construction of higher density housing, as opposed to the lower density housing suitable to lower income families.

In addition, it has been a central objective of federal and Metropolitan Council policy to create a wider locational choice of affordable housing, including in particular subsidized housing. In 1971, when the Metropolitan Council adopted its first allocation plan, only ten percent of the area's 18,700 subsidized housing units were located in the suburbs. By the end of 1979, suburban communities had approximately 14,700 subsidized housing units—39 percent of the metropolitan total. This objective has been, and continues to be, supported by the City.

Many of the policies and implementation mechanisms of this housing strategy support substantial additions to the City's supply of affordable housing for low and moderate income households. The creation of an affordable dwelling often requires the use of a number of techniques. Much of the City's ability to provide affordable housing, however, will depend upon the volume of federal resources available through the Section 8 rental assistance or similar programs. In most instances, meeting an affordability test requires substantial annual transfer payments to the dwelling's occupants (or developer) of a magnitude possible only to the federal government.

Some of the policies and mechanisms are:

- . Rehabilitation programs as described in the Implementation Direction for Objectives 1 and 2.
- . Provision of land for new residential development, and particularly Policy 10a which sets a goal of at least 20



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percent of units in Neighborhood Development Sites being made available to low-and-moderate-income households.

- . Several of the programs for the redevelopment of Infill Sites described in the Implementation Direction for Objectives 1 and 2.
- . Efforts to increase owner-occupancy in multi-unit structures.
- . Obtaining a larger share of all metropolitan area subsidized housing resources as called for in Policy 25.
- . Expanding its supply of public housing as called for in Policy 34.
- . Providing mortgages to low-and-moderate-income households as described in the Implementation Direction for Objective 5.

An important metropolitan concern is the extent to which zoning and other land use controls impede the provision of affordable housing opportunities. This is not the case with Minneapolis.

Policy 24

The City should continue to encourage the Metropolitan Council to create an equitable Metropolitan Fair Share Plan for Low-and-Moderate-Income Housing Opportunities. The City should support the central objective of the plan—the creation of wider geographical choice of housing for low-and-moderate-income households.

1980-1983 Subsidized Housing Allocation Plan

The Metropolitan Council also adopts three-year allocation plans for the area. The plan is used as a guide to Metropolitan Council review of local Housing Assistance Plans (HAP), required as part of each city's Community Development Block Grant application, and as part of its Policy 39 review criteria. Policy 39 rates local efforts to increase affordable housing opportunities and is used to recommend local applications for several kinds of non-housing financial assistance—open space funding and highway funding are examples. The allocation plan applies to federal and state subsidized housing, including the Section 8 Existing, New Construction, Moderate Rehabilitation, and Substantial Rehabilitation programs, Public Housing, subsidized homeownership programs, and to certain rehabilitation programs.

The 1980-1983 plan was adopted in April 1980 following extensive review and modification of the Council's method of determining equitable allocations of resources among communities. The plan sets three different goals:

- . A percentage allocation of dollar resources among communities for each of three household types: family,



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large family, elderly

- . Housing tenure goals—that is, the division between rental and owner-occupied housing
- . Program mix goals—the division among assistance to existing housing, rehabilitation and new construction.

The plan's household type allocation gives Minneapolis 24.76 percent of areawide family housing resources, 20.86 percent of large family resources, and 26.3 percent of elderly resources. Overall Minneapolis could receive approximately 25 percent of metropolitan resources, which—assuming an areawide funding level of \$24 million over the three years—could result in between 1303 and 1743 additional subsidized units. (The range of possible additional units is based upon whether relatively less costly assistance is given to existing units as opposed to more expensive assistance to new or rehabilitated units.)

The 25 percent share is an increase from the approximate 18 percent share allocated to the City in previous plans. This modification is responsible to the City's concerns as expressed in Policy 25a.

However, for reasons explained in the next section, the City will need to deviate from the Council's division of resources among household types: 50 percent family, 10 percent large family, 40 percent elderly housing.

The City's tenure goals outlined in the 1980-1983 plan are 89.2 percent of assistance for renters and 10.8 percent for homeowners. The rental housing allocation includes, however, assistance that converts renters into homeowners—a major objective of this housing strategy. The City's rehabilitation programs for owner occupants will tend to increase the proportion of assistance given homeowners.

The program mix goals are 11 percent of resources expended on existing housing, 23 percent on rehabilitation, and 66 percent on new construction. The City, however, has a limited supply of land available for new construction and will likely produce a larger share of subsidized housing through rehabilitation than is recommended by the Metropolitan Council plan.

Note should be made that Policies 25b and 25c suggest further alterations in future Council three-year plans. The first suggests a targeting of resources to households in immediate need due to their displacement by either public or private actions. The second suggests that the more cost effective means of subsidizing housing—the Section 8 existing ("certificate")—being expanded in relation to rehabilitation and new construction, and that resources be distributed among municipalities in direct proportion to need.

Policy 25

The City should continue to encourage the Metropolitan Council



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to create equitable Three-Year Subsidized Housing Allocation Plans.

- 25a. The City should seek to obtain for Minneapolis a larger share of all metropolitan area subsidized housing resources than it has been allocated in previous Three-Year Subsidized Housing Allocation Plans. Specifically, the City should encourage the Metropolitan Council to give significant weight to the location of eligible households in any formulas used to structure the allocation plan.
- 25b. The City should encourage the Metropolitan Council to set aside units to serve displaced households.
- 25c. The City should encourage the Metropolitan Council to set aside a significant share of Section 8 rental assistance resources for the Section 8 existing housing ("certificate") subprogram. The Metropolitan Council should allocate these monies in direct proportion to the number of eligible households in each municipality. Recipients of Section 8 existing housing assistance should be assured of an unrestricted choice of housing located in either the City or the suburbs.

Division Between Housing for Families and Housing for the Elderly

In past years the City has provided more subsidized housing, in relation to need, for the elderly than it has for families. As a consequence, HUD has required the City to correct this family housing "shortfall" by emphasizing the production of subsidized housing for families (and the handicapped) until a balance is achieved.

Policy 26

In the area of subsidized housing, the City should emphasize the production of family and handicapped housing until such time as HUD guidelines in relation to the balance between housing for families and the handicapped and housing for the elderly are satisfied.

Policy 27

After the City achieves a balance between housing for families and the handicapped and housing for the elderly, additional units produced in the City should be in proportion to the relative numbers of eligible households.

Innovative Forms of Subsidized Housing

Policy 28

The City should encourage innovative forms of subsidized housing for low, moderate and middle income households.

- 28a. The City should encourage both new construction and rehabilitation of alternative forms of subsidized elderly housing, including congregate housing.



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28b. The City should aid its physically handicapped residents by providing specifically designed subsidized housing for those who are eligible and by encouraging that other developments under review by the City are accessible to the handicapped.

Location of Additional Subsidized Housing

As shown in the Table H-8 taken from the 1980 State of the City report, most of the City's subsidized housing is located in Near North, Central, University and Phillips Planning Districts.

Table H-8

PUBLICLY-ASSISTED RENTAL HOUSING 1982

	Public Housing			Subsidized Housing				
	Family	Elderly	Scattered Site (Family)	Section 236: General Occupancy	Section 202 and 221d.3 General Occupancy	Rehabilitated General Occupancy	New Const. General Occupancy	New Construction Elderly and Handicapped
Camden	0	220	72	0	0	0	0	6
Northeast	0	946	44	0	0	19	0	0
Near North	619	1,166	235	525	260	88	0	4
Central	0	981	0	898	0	11	286	185
University	158	564	4	655	0	0	56	166
Calhoun-Isles	0	0	11	0	0	15	0	0
Phillips	0	461	35	319	255	25	24	206
Powderhorn	0	755	141	61	0	21	124	16
Longfellow	0	317	36	12	640	0	0	201
Southwest	0	0	36	0	0	2	0	0
Nokomis	0	0	56	0	0	0	0	0
City Wide Aggregated Sums	777	5,410	670	2,470	1,155	181	490	784
		6,857					6,643 (includes 1,563 Section 8 certificates)	

Policy 29

The City should make efforts to obtain a greater locational choice within the City of units subsidized for low and moderate income households.

Policy 30

Proposals to locate additional units of subsidized housing in Planning Districts having less than two percent of their total housing stock subsidized for low and moderate income households (including Section 8 certificates and Section 8 substantial rehabilitation units) should receive the City's highest ranking.

Policy 31

The City should locate additional subsidized housing for the elderly in neighborhoods in which eligible households already live.

31a. The City should formulate a process involving the participation of the Planning District Citizen Advisory Committees to consider a plan which suggests the location,



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subsidy/market rate mix, project size and building type of elderly housing developments within the Planning Districts.

31b. The City should give preference to locating elderly housing in neighborhoods which do not already have alternative housing opportunities for the elderly.

31c. The City should expand rental assistance opportunities for elderly households in existing housing.

Policy 32

The City should locate additional subsidized housing for families in places which will provide wider locational choice.

32a. The City should formulate a process involving the participation of the Planning District Citizen Advisory Committees to consider a plan which suggests the location, subsidy/market rate mix, project size and building type of family housing developments within the Planning District.

32b. The City should expand rental assistance opportunities for family households, particularly small families, in existing housing.

Public Housing

Public housing will remain an important resource serving low income City residents. The inventory includes approximately 5,400 units for the elderly, 800 units in multi-unit developments for families, and 700 units of scattered site single family and duplex housing for families. A substantial portion of units are of an age requiring modernization.

Policy 33

The City should actively seek funding for the maintenance and rehabilitation of its inventory of public housing.

Policy 34

The City should seek funding for the construction of additional public housing.

34a. The City should consider the construction of additional units of public housing for families in small, neighborhood scale structures.

34b. The City should continue to use federal funding for the acquisition, rehabilitation, construction and maintenance of scattered site one-and-two-unit public housing, emphasizing the use of existing structures.

34c. The City should avoid geographical concentrations of scattered site public housing.

34d. The City should consider selling some of its scattered site public housing in order to reduce concentrations, providing that these units are replaced.



Tax Exempt Housing Revenue Bonds

The exemption from income taxes of interest earning by buyers of housing revenue bonds allows bond proceeds to be lent at below-market interest rates to purchasers of homes, households desiring to improve their homes, and developers of new or rehabilitated rental housing. Beneficiaries of single family mortgage and home improvement revenue bond programs are for the most part middle income, although some low and moderate income households are also served. Tax exempt revenue bond-based mortgages are essential to projects using Section 8 new construction or rehabilitation assistance. These (by definition) serve low and moderate income households.

Policy 35

Within the constraints imposed by state and federal regulations, the City should continue to sell tax-exempt revenue bonds to provide below market rate mortgage and housing improvement financing. The City should actively encourage state and federal legislatures to enact reasonable laws pertaining to this activity. The central tests of reasonableness are benefit to low, moderate and middle income households, the contribution made to specific renewal areas, and the provision of financing in cases where the market rate financing is not available.

Innovative Approaches to Assisting Low, Moderate and Middle Income Residents

Policy 36

The City should actively pursue new sources of housing finance, including the resources of foundations and labor union pension funds. The City should encourage innovative mechanisms of housing finance—such as, graduated mortgage payment plans.

Policy 37

The City should encourage the creation of non-profit neighborhood-based development corporations and land trusts, whose objectives are both the improvement and expansion of the housing inventory.

Modest Cost Housing

The Metropolitan Council—in addition to setting a Fair Share Plan for Low-and-Moderate-Income Housing Opportunities—has issued a set of advisory fair share goals for new modest cost housing to serve middle income households. As noted earlier, the City already provides a large proportion of the area's modest cost housing from its existing housing stock. Consequently, objectives of this housing plan emphasize the better utilization of existing resources to serve the needs of middle income households, as opposed to the construction of substantial amounts of new modest cost housing. One means of better utilizing the City's existing housing is the provision of alternative housing opportunities for older residents. Nevertheless, state imposed restrictions on City revenue bond programs will result in a number of new modest cost dwellings available to middle income



Housing

households. Modest cost housing can be defined as units for sale in range up to \$65,000.

The City's fair share allocation of new modest cost housing for the 1980s is 1,790 units—approximately five percent of the area's total projected need of 35,000 new modest cost units. Allocations are based on a percentage for each municipality equal to their proportion of future metropolitan household growth.

Policy 38

The City should seek to provide the financial resources assuring affordability of housing for middle income households. One means is encouraging the construction of new modest cost housing.

Implementation Direction

Quantified Implications

Although the City intends by this objective and its policies to make substantial efforts to increase the supply of housing affordable to low, moderate and middle income households, the objective is not quantified.

Investment Implications

The City will continue to invest a substantial proportion of its annual housing capital budget through programs that assist low, moderate and middle income households. These programs achieve both this objective and the improvement of existing housing conditions and the construction of new housing affordable to lower income residents.

Programs include:

- . New Housing Program — This program purchases substandard structures, vacant lots and other small sites. Some properties are sold for rehabilitation; most are demolished for new construction. Since Community Development Block Grants are used, half or more of the units produced must be for low and moderate income households.
- . Urban Homesteading Program — The City acquires deteriorated dwellings and leases, for \$1.00, the structures to lower income residents chosen by lottery. Participants become owners upon completion of required rehabilitation.
- . Homeownership Program — This program operates through community-based non-profit development corporations. Existing buildings are rehabilitated and new homes built on vacant land. Homes are then sold at a price determined by the market for similar structures. Since total development costs exceed the market-determined sales price, a public write-down is required to make up the difference.



Housing

- . Large Family Housing Program — The program provides three forms of assistance directed to meeting the City's need for large family (three or more bedroom) housing for low and moderate income households. (1) Acquisition of land and structures, costs of which are written-down to a level that makes the project financially feasible. (2) Payments of site improvement costs on publicly owned land. (3) For both publicly and privately acquired sites, the payment of certain pre-construction costs—for example, loan application and processing fees.
- . Improvements to Public Housing — The City regularly improves public housing with revenues derived from federal modernization funds and operating revenues. Minneapolis received a federal grant of \$18.4 million in 1980 for extensive rehabilitation of public housing in its Northside projects.
- . Scattered Site Public Housing — The City continues to obtain federal funding for the expansion of its inventory of scattered site public housing.
- . Accessibility Construction Fund — This fund provides the additional monies required to make some new scattered site public housing units assessible to the handicapped.
- . Federal Section 312 Loans — Rehabilitation loans available to eligible households at three percent interest. Use is generally restricted to NSAs and to provide rehabilitation loans for structures treated by the Urban Homestead Program.

This program, which has provided City residents with better than \$2 million annually in loans in recent years, has been terminated by the federal government. It will be difficult—within a shrinking City budget for assistance to housing—to find a substitute.

- . Minnesota Housing Finance Agency Loan and Grants — Rehabilitation loans at interest rates ranging from one to eight percent available to eligible households in all parts of the City. Limited number of grants available to low income households.

In 1980, Minneapolis received more than \$5 million in loans and approximately \$1.2 million in grants. The state is reducing the scale of this program, with obvious negative effects on the City's ability to meet its housing objectives.

A critical resource is the provision of federal rental assistance payments to low and moderate income households through the Section 8 program. The program assists new construction, moderate and substantial rehabilitation, and provides "certificates" to lower income residents which they can use to pay a substantial proportion of their rent in privately owned existing housing. As pointed out in the policies of this objective.



Housing

the City will work for high levels of federal funding and for an equitable distribution of this resource.

Two forms of assistance are of particular importance in serving middle income households:

- . Tax-exempt Mortgage Revenue Bonds — As indicated by Policy 35, the City will need to make considerable efforts to maintain its ability to sell mortgage revenue bonds in face of increasingly restrictive federal and state legislation.
- . Urban Development Action Grants — These monies come to the City as federal grants. The City in turn makes the funds available to developers at low interest rates. The City has to date received several UDAGs for housing developments, including two to support substantial rehabilitation projects, one for the construction of new moderate income rental housing, and one to provide equity participation loans to moderate and middle income homebuyers. A central criteria for the award of a UDAG is the degree to which it leverages private investment. The last mentioned UDAG, for example, will leverage McKnight Foundation, labor pension fund, and tax-exempt mortgage monies.

As noted under Objective 1, the City will need to aggressively pursue all available resources within a probable context of reduced federal and state assistance to housing.

Regulatory Implications

The City will assure the quality of new and improved affordable housing through the application of regulations noted under earlier objectives.

The City will need to regularly evaluate and comment on regulations of federal and state programs as they affect the provision of housing assistance by the City.

Planning Implications

A major planning implication is the implementation of Policies 29 through 32 which call for achieving a wider locational choice of affordable housing.

**City of Minneapolis
Plan for the 1980s**



Physical Environment



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Land Use

Introduction

Land use planning is concerned with creating a proper environment for the basic human activities of living, working and recreating. These activities require space, and as society has evolved, they have become more segregated and competitive for land. Without some guidance, land uses would tend to mix indiscriminately, often resulting in serious conflicts. This can cause premature deterioration of a community or neighborhood, often accompanied by loss of property value. The Land Use Plan tries to recognize the unique requirements of each major land use (residential, commercial and industrial) and generally seeks to segregate them in easily recognizable geographic areas. The transition from one major land use to another becomes a major issue.

Goal

The goal of the Land Use Plan is to assure an attractive environment by encouraging appropriate use of the City's physical resources while protecting those resources from incompatible uses and preserving their quality.

The accompanying table shows how various uses make up the City's total area of 58.7 square miles.

LAND USE, 1978

<u>Land Use</u>	<u>Acres</u>	<u>Percent</u>
Residential	13,119	35.0
Commercial	3,092	8.2
Industrial	2,949	7.8
Railroads	1,429	3.8
Streets and Alleys	9,090	24.2
Public Facilities	4,492	12.0
Vacant	1,074	2.8
Water Bodies	2,323	6.2
Total	37,568	100.0

The largest single type of land use in Minneapolis is residential, representing 64 percent of the City's assessed valuation. The fact that two-thirds of all housing is in single or two-family homes has definite ramifications for the Plan for the '80s. Multiple dwellings account for the other third, most of which are concentrated within a two mile radius of Downtown.

Commercial activities are widely scattered around the City. It operates less efficiently in an auto-oriented society than if it were clustered. Uses that are unsuitable together and lack off-street parking characterize much of Minneapolis' commercial development outside of Downtown.

Industrial activity occupies approximately eight percent of the total land area, and varies considerably in its character and intensity of operation. Some rather extensive portions of the industrial districts are underutilized and offer great potential



Physical Environment

for more intensive redevelopment. In some areas, unsightly open storage acts as a deterrent to new development. Nine major industrial areas have been identified within three geographic portions of the City: the Humboldt Yards, North River and Shoreham-Marshall areas within the Northern Triangle; the North Loop, Central Business District and Industry Square within the Central Community; and the Kasota, Seward South and Hiawatha Corridor areas within southeastern Minneapolis. The 29th Street corridor contains some industry, but the residential character of the area will limit its use for industrial purposes.

Plan

The following objectives and policies are intended to provide guidelines for City officials and private developers in making rational and consistent decisions relating to the development and use of land.

The Land Use Plan contains twelve objectives which concern the designation of land uses, confidence in the integrity of land uses, and direction for change in Opportunity Areas.

Objective 1 PLANNING FRAMEWORK

Provide a physical framework for decision making based on neighborhoods, communities and the City as a whole.

Communities

In a large central city like Minneapolis, development in one area of the City does not necessarily affect living conditions in other parts of the City. It is, therefore, unnecessary to review each single development proposal in the context of the entire City. Rather what is needed is a more local framework within which development decisions can be made.

In Minneapolis this has been accomplished by creating 11 planning districts in the City called communities. They have been used as standard units for research, analysis, plan preparation and citizen participation. Communities have also provided the frame of reference for large recreation open spaces and schools. These geographic areas of the City continue to provide this frame of reference for most public decision-making functions.

Policy 1

Communities should be recognized as the basic unit for general planning and citizen participation.

Presently recognized communities and their boundaries are shown in the first map. They are, however, subject to change through use and experience.

Neighborhoods

It is useful to further sub-divide the communities into neighborhoods because this level of decision-making is where the lives of most individual citizens are affected.



Physical Environment

Like the community, the neighborhood unit has also served as a framework for providing various everyday needs and public facilities such as parks and schools.

Policy 2 Neighborhoods should be the basic unit for detailed planning.

Objective 2
APPROPRIATE
AND EFFICIENT
USE OF LAND **Develop policies which encourage the appropriate and efficient use of our limited land resource.**

Policy 3 Contiguous land uses should be complementary in function and design.

Policy 4 The location of land uses should reflect their relative needs for amenities, services and access.

Policy 5 The City should encourage more job-intensive and land efficient commercial and industrial development; more planned unit developments to retain natural physical features; and more joint use of space and facilities, such as off-street parking.

Objective 3
RESIDENTIAL
VARIETY **Provide a variety of residential densities (dwelling types and living styles) within each community.**

Policy 6 Low Density Areas

The City should establish a Low Density residential category of 0-15 dwelling units per acre, appropriate to maintain and encourage rehabilitation of existing homes, and construction of new one-and-two-family homes.

6a. Townhouses are appropriate within the Low Density category.

Policy 7 Medium Density Areas

The City should establish a Medium Density category of residential land use which would allow up to 50 dwelling units per acre.

7a. Medium Density residential development may be appropriation the fringe of Low Density neighborhoods and around neighborhood retail nodes.

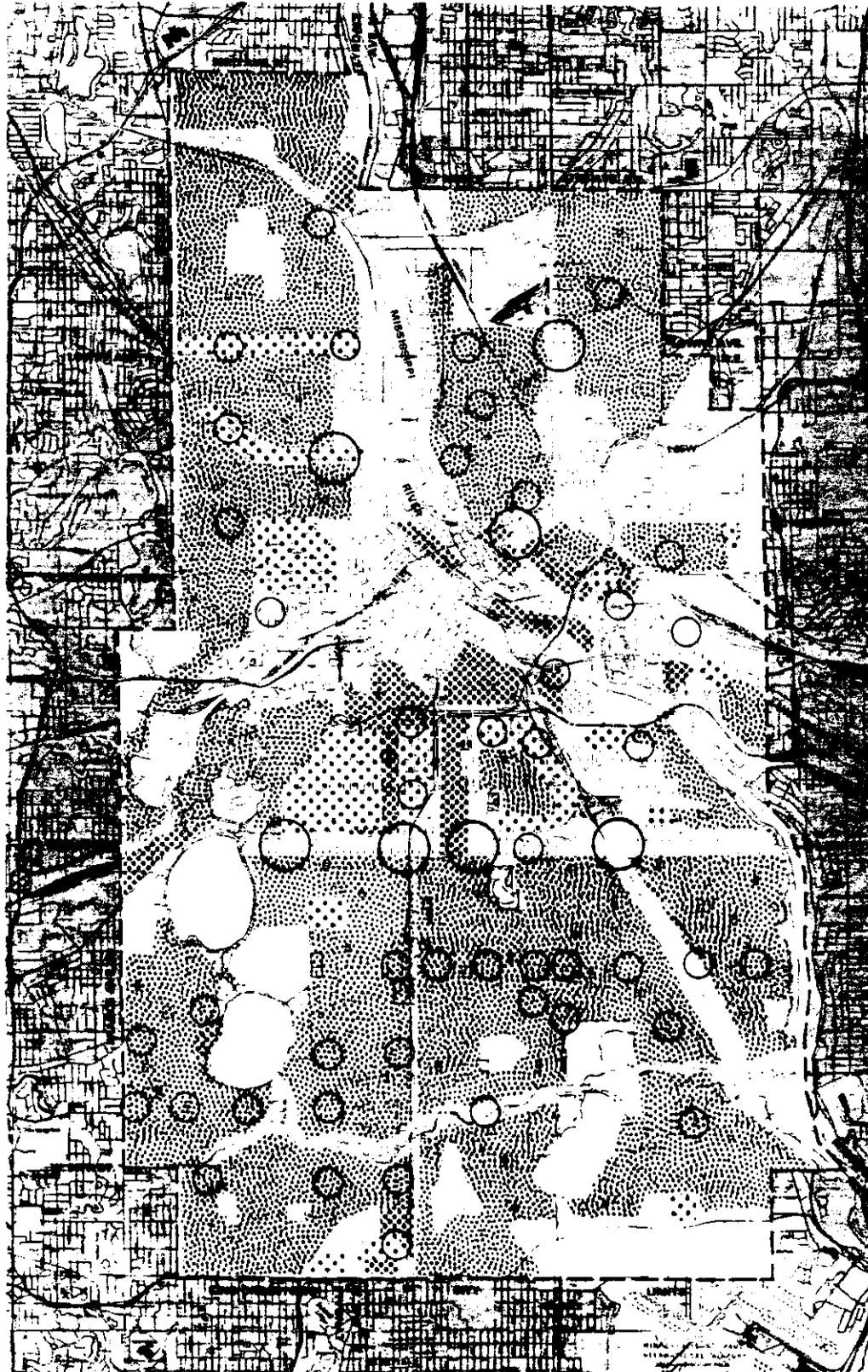
7b. Medium Density residential development may be appropriate as infill in commercial strips if separate access is possible or obsolete commercial areas.

7c. Medium Density residential development may be appropriate around major employment centers such as Downtown, the University of Minnesota and the hospitals.



Physical Environment

Residential Land Use Plan



-  Low density 0-15 DU/acre
-  Medium density 15-50 DU/acre
-  High density, over 50 DU/acre
-  Neighborhood commercial nodes
-  Community commercial nodes



Physical Environment

- 7d. Medium Density development may be appropriate along major streets or at intersections of major streets.

High Density Areas

Many high-activity and high-employment areas around the City provide unique opportunities for higher density housing. Land values around these activity centers further lead to more use of the land.

High density does not necessarily mean high-rise structures. Building height is a separate issue. Locational factors such as land values, amenities, proximity to recreational and employment opportunities, good access, and property tax return are some prime determinants of successful high density developments. Historic and aesthetic considerations may be prime deterrents of high density development.

The City should establish a High Density residential category of land use (50+ units/acre) which may be appropriate in and around Downtown, the central riverfront area, high employment areas, along major transportation corridors, in selected high amenity areas, as a transitional use between residential and commercial/industrial land use, and around commercial centers.

- 8a. Residential density around commercial centers should relate to the level of commercial development: that is, medium density is appropriate around a neighborhood center in a low density residential area; whereas high density is appropriate around a community shopping center surrounded by medium density residential development.
- 8b. High amenity areas may be appropriate locations for higher residential densities subject to the Land Use Plan and those policies relating to higher densities.

"In and around Downtown" is defined as the area bounded on the north by Plymouth Avenue and the Mississippi River, on the east by I-35W, and on the south and west by I-94.

"High amenity" areas are defined as those sites which are situated near large parks, water bodies, cultural facilities or a combination of these.

Building Height Limits

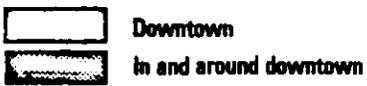
Building height limitations are appropriate in all parts of the city except in and around Downtown.

- 9a. Near high amenity areas, building heights should be allowed to increase in proportion to the distance away from the amenity.



Physical Environment

Minneapolis Downtown District





Physical Environment

Objective 4 APPROPRIATE COMMERCIAL LOCATIONS

Indicate the most appropriate locations for potential expansion of office, retail and general commercial activity.

Three commercial land use categories are established based on their primary function which are defined as follows:

Office: General or professional offices which conduct business by mail or provide professional services i.e. medical, legal, insurance, etc.

Retail: The retail sale of a product or business services such as repair. (Pedestrian oriented)

General: Retail sales and services which are auto-oriented, i.e. service stations, car washes, drive-in restaurants, etc. (Uses which would conflict with pedestrian traffic)

Policy 10

Office Areas

"Office" uses of a limited nature may be allowed adjacent to residential areas or as a transitional use between two uses.

Retail Areas

Retail sales and services are grouped by function: convenience buying (food, drugs and hardware) or comparison shopping (furniture, clothes, and appliances). These two basic functions have evolved into different forms or levels of shopping facilities. Not counting Downtown, four retail forms can be identified in Minneapolis: spot development, the sub-neighborhood cluster, the neighborhood center, and the community center.

Policy 11

The City should recognize a hierarchy of retail facilities to meet shopper's needs, including neighborhood, community, regional and downtown facilities.

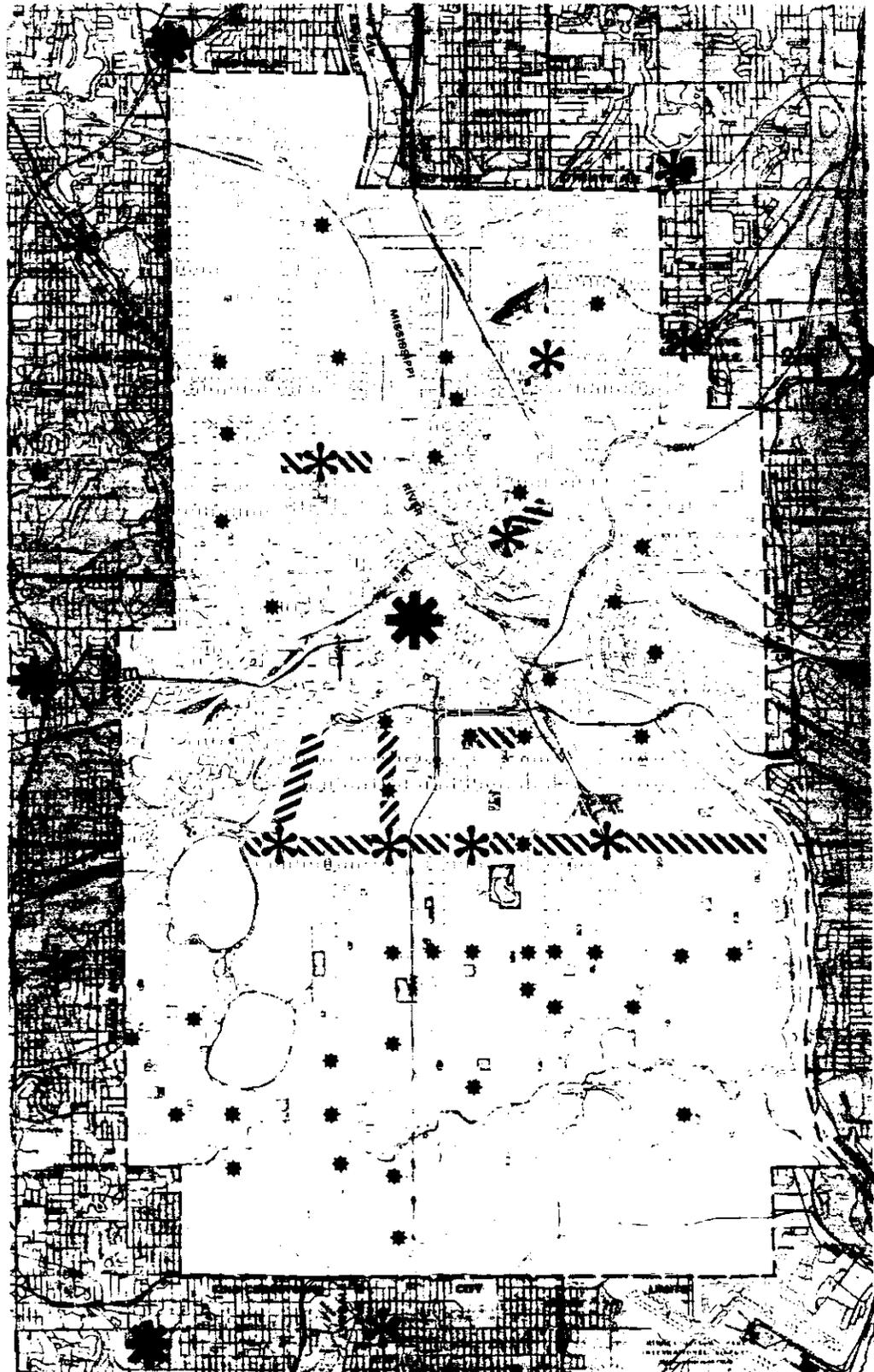
In most cases, successful retail facilities are those which have consciously or unconsciously used the principle of retail compatibility. Simply stated, this principle says that there is a direct relationship between the rate of customer interchange and business volume. A high degree of compatibility exists between two businesses which, due to their proximity sell more together than they would if separated. This is brought about by increased patronage through cumulative attraction in locations that have a trade area adequate to support two stores.

The following policies not only recognize the compatibility factor, but also enable functional classification which can be related to other land uses including residential, industrial, and major transportation routes.



Physical Environment

Commercial Land Use Plan



-  Office commercial
-  Retail commercial
-  Neighborhood
-  Community
-  Regional
-  Downtown
-  General commercial



Physical Environment

The spot commercial development is generally a single lot in size and surrounded by a more restrictive land use, usually residential. Spot uses can function by themselves but their presence within a residential neighborhood can conflict with adjacent property use.

Policy 12

The City should not permit spot development except in Planned Unit Developments. Existing spot development should not be recognized on the Land Use Plan map.

A sub-neighborhood commercial area is usually composed of two to four retail sales or service establishments. They may or may not be accessible or near their service area. They often experience considerable turnover of tenants as a result. They suffer primarily from the lack of other compatible businesses in their grouping. With proper zoning, these existing businesses may continue to function unimpeded, but any new business requiring rezoning would not conform to the Land Use Plan.

The effect of Policy 13 is to prevent any further expansion of these small commercial areas and encourage new growth at the neighborhood level of retail facility.

Policy 13

The City should not recognize sub-neighborhood retail nodes on the Land Use Plan map, although they may be appropriately zoned. No new sub-neighborhood commercial development should occur.

A neighborhood shopping facility provides convenience goods and services for day-to-day consumption. The core elements include a market, drugstore, hardware, barber and beauty shops, gifts, laundromat, dry cleaning pickup, restaurant, etc. This type of center may have from six to 15 stores, requires at least 2,000 families to support it, and should be within one mile distance from the homes served by it. These facilities should be concentrated in one area for maximum customer interchange. Adequate off-street parking is essential. A commercial node lacking these features will generate less business, property values will be less and there will tend to be a higher turnover of occupants.

Policy 14

Neighborhood Retail Nodes should, at a minimum, contain such core elements as a supermarket, drugstore and hardware store.

14a. If a designated node lacks a core element, there should be expansion space available to provide the missing element.

14b. Removal of residential property for purposes of expanding a commercial node is acceptable if justified by the trade area and supported by the neighborhood.

The intent of the plan, however, is not to suddenly displace existing businesses but rather to encourage alternate uses for the property which net greater economic return.



Physical Environment

A community shopping center offers comparison shopping for major items such as clothing, furniture and appliances. Leading tenants might include a department store, a supermarket, bank facilities, professional offices, furniture, clothing, bakeries, theater, post office, and similar activities. The potential trade area covers two miles and should contain a minimum 35,000 population. The number of stores will range from about 20 to 40.

Policy 15

Community level shopping centers should be developed in seven designated areas of the City. (See map on page 4/10A)

General Commercial Areas

General commercial, the third category of commercial land use, would offer a wide variety of services and goods which might otherwise be incompatible with the uses permitted in the retail commercial areas.

Typical uses would be auto and entertainment-oriented, i.e. drive-in establishments, auto repair and sales, car washes, bowling alleys, night clubs and taverns, hotels and motels. Most of the present strip commercial development would fall into this category, except for those identified retail nodes.

Policy 16

General commercial areas should be located adjacent to retail centers or as free-standing clusters on essential streets.

Policy 17

Some strip commercial developments are not economically viable. Alternative land uses should be considered for those sites.

17a. Higher density residential is an appropriate alternative land use for portions of strip commercial development if an adequate living environment can be achieved.

17b. Light industrial use may be an appropriate land use if environmental concerns can be met.

Objective 5 DOWNTOWN METRO CENTER

Sustain the Downtown as a diversified and compact metro center of the region.

Regional shopping constitutes only one of several major functions carried on in Downtown Minneapolis. The retail district serves the City, the Metropolitan Area and the Upper Midwest region as a specialized and comparison shopping center. Major redevelopment is expected in the core area during the planning period, but the net increase in retail space will be slight. Employment in Downtown is projected to be approximately 135,000 by the year 1990.

Policy 18

Downtown activities should include retailing, offices, entertainment, hospitality, and government as major activities. Worship, health services, residences and transportation should be



Physical Environment

supportive activities. Manufacturing and distribution activities should be phased out.

The overall pattern of Downtown should be compact, with activity centers identifiable by their primary use (retail, office, etc.) tied together by pedestrian routes and with a well-defined edge.

19a. The foremost principle for Downtown Minneapolis as the metro center is to continue to emphasize compactness with major long-term parking facilities on the periphery.

19b. Activities generally should be grouped with mixed uses encouraged where there is a high degree of mutual enhancement or compatibility.

19c. Major uses should adjoin each other, with no detracting gaps.

19d. All major buildings should be inside a circumference whose outer boundaries are within a reasonable walking distance from the center point of the area.

Additional development policies relating to Downtown are contained in the Central Community Plan and Metro 1990.

Objective 6 INDUSTRIAL LAND USE

Provide industrial areas which strengthen the City's economy but protect neighboring land uses.

Protection From Other Uses

Policy 20

The City should make sure that industrial land is reserved primarily for industrial uses.

20a. Non-industrial uses should be encouraged in industrial areas only when they provide necessary support for the industry.

20b. Supportive commercial uses should be grouped together when located within an industrial district.

20c. Non-industrial uses should require a conditional use permit in industrial areas.

Industrial activities vary considerably in their intensity of operation. Some may be compatible with residential use while others may be very offensive. Allowance for both types in the Land Use Plan is appropriate, and they are designated as light and general.

Light industrial is envisioned as small in size, contained within a single structure with little or no outside storage. It would not require major transportation facilities close by, would employ



Physical Environment

Industrial Land Use Plan



-  Light industry
-  Heavy industry



Physical Environment

a small labor force, would create minimal heavy truck traffic, and would be architecturally compatible with surrounding non-industrial uses.

Light Industrial Areas

Policy 21

The City should establish a "Light Industrial" land use category which would be appropriate adjacent to residential property.

General Industrial Areas

General industrial uses would typically require large sites, perhaps several structures, considerable open storage; close proximity to major transportation facilities; would employ a large work force generating substantial traffic including heavy trucks; and may be visually unattractive.

Policy 22

The City should establish a "General Industrial" land use category.

22a. General industrial should be located in areas which have appropriate natural or man-made buffer areas between it and other uses.

22b. Conflicting heavy industrial use should be relocated as more appropriate sites become available. The City should selectively control industrial use along the River.

Policy 23

The City should selectively control industrial use along the River.

23a. Industry that uses the river directly for barging should have the highest priority for river frontage in those areas designated for industry.

Objective 7 SOCIAL CULTURAL FACILITIES

Provide a range of social and cultural facilities which are consistent with Minneapolis' role as a major central city.

Social and cultural facilities constitute a major category of land use in the City of Minneapolis. Occupying approximately 4,500 acres (excluding water bodies), this use is exceeded only by residential (13,100 acres) and streets and alleys (9,100 acres). Included are such facilities as schools, parks, hospitals, churches and cultural facilities.

Three sub-categories of Social/Cultural use are recognized for planning purposes: Parks and Open Space, Health and Health-Related, and Other Public Facilities.

Location Criteria

Major public facilities attract large number of people and automobiles. Therefore:



Physical Environment

Policy 24

In locating and developing public facilities the City should give careful thought to their impact on adjacent residential neighborhoods.

24a. Public facilities should be served by the "essential" street system (collector or arterial) as described in the Transportation chapter.

24b. The City should combine public facilities and services whenever possible for greater cost effectiveness and convenience to the public.

As the concept of shared facilities is adopted more and more by educational, social, and cultural institutions, their operating hours are also increased. Community education programs and community use of church facilities are prime examples of this trend. It becomes increasingly important, therefore, that:

Policy 25

Public facilities that are capable of accommodating and supporting a shared facilities program should be assigned priority for continued existence.

25a. Facilities that perform an expanded use function should have locations and sites capable of providing adequate access and parking and residential use should be considered first.

25b. When facilities are closed, the City of Minneapolis and community residents should be involved in considering appropriate reuse of the site.

Extensive site expansion by major institutions is addressed later in this plan.

Parks and Open Space Areas

POLICY 26

The City should establish a "Parks and Open Space" land use category.

26a. The City of Minneapolis, the Minneapolis Park Board & Recreation Board and neighboring residents should be involved in determining the location, design, and function of individual parks and open space areas.

Health Service Areas

Health care facilities are grouped into three general categories based on the level of service provided. Community health services include family practice physicians, dentists and public health services. This level of service can be integrated with the neighborhood or community commercial nodes. Also, it is one of the uses envisioned in the office category of land use. Secondary health services are those provided by general hospitals and nursing homes. Special health services are needed by



Physical Environment

relatively few people, are the most expensive and require the most sophisticated equipment. These last two types of health services tend to be large in size and attract related uses such as doctor's offices, pharmacies, florists, and gift shops. Grouping of these related uses is appropriate, although it may periodically be necessary to interpret the term "related."

Policy 27

The City should establish a Health and Health-Related land use category to allow for controlled mixing of medical and retail uses.

27a. An existing commercial area adjacent to the medical facility should be considered as compatible with the Health-Related use category.

Other Public Facilities

The term "Other Public Facilities" includes schools, libraries, churches, museums, social service centers, cultural centers, and government facilities. Most of these facilities are already in place and little if any expansion is anticipated within the planning period to 1990. In fact, certain public facilities such as schools are being phased out due to population changes.

Objective 8 SPECIAL RIVERFRONT AREAS

Provide for a controlled mixture of land uses in special riverfront areas.

Policy 28

The City should establish a "Special Riverfront" land use category.

28a. Activities which would be appropriate within the special Riverfront land use category are as follows:

- Recreation which is based on water use and which capitalizes on an aesthetically stimulating setting (including viewing of the river and its uses).
- Industry which provides a large amount of tax dollars, enhances the riverfront amenities, and requires riverwater for its industrial processes.
- Housing which, subject to other conditions, makes the river amenity available to the most people.
- Open space for passive and unprogrammed recreational activities or preservation of natural resources.
- Commercial uses which relate directly to other river uses or which complement the riverfront or historic atmosphere.
- Entertainment and cultural facilities which would benefit from the river views or uses related to the river.
- Educational facilities related to studying the river, the natural environment, or river-related history.



Physical Environment

28b. Activities which have no need for river locations and which would have detrimental effects on a high quality river environment should not be allowed to locate within the Special Riverfront areas:

- Industry - non-river related
- Warehousing - non-river related
- Wholesaling - non-river related
- Railroads, unless important for an intermodal transportaton system, e.g. the Upper Harbor terminal
- Outdoor storage - non-river related
- Public facilities - non-river related
- Commercial - types not related to river, river history, and not directly related to other river uses.

Objective 9 AIRPORT AREAS

Control land use in the City of Minneapolis affected by Crystal and International Airports.

Policy 29

New high density residential development and new places of public assembly should not be authorized in Safety Zone B of the airport approach zone. (See map.) Such existing uses should be subject to the "restoration" and "discontinuance" clauses of the zoning ordinance dealing with non-conforming uses.

Policy 30

New high density residential development should be discouraged within noise zones of 75 LEQ* or more surrounding the airport, as described in the Natural Resources plan.

*A noise level of 75 decibels or above for a period of 6 minutes or more out of an hour. 55 decibels is a usual daytime noise level in Minneapolis.

Policy 31

Land in the City of Minneapolis in the vicinity of Crystal and International airports shall be subject to special zoning powers and the Joint Zoning Board process for both land use safety zones and airport height hazards set forth by the Minnesota State Legislature in MS. 360.01-360.076.

Policy 32

Land use safety zones and permitted uses in those zones shall be as set forth in Mn/DOT rule 14 MCAR 1.3016.

Policy 33

Proposed construction or alterations that exceed the height limits established in Mn/DOT rule 14 MCAR 1.3015 c. and d. 1-4 shall be subject to the notification requirements contained therein.

Objective 10 STABILITY OF LAND USES

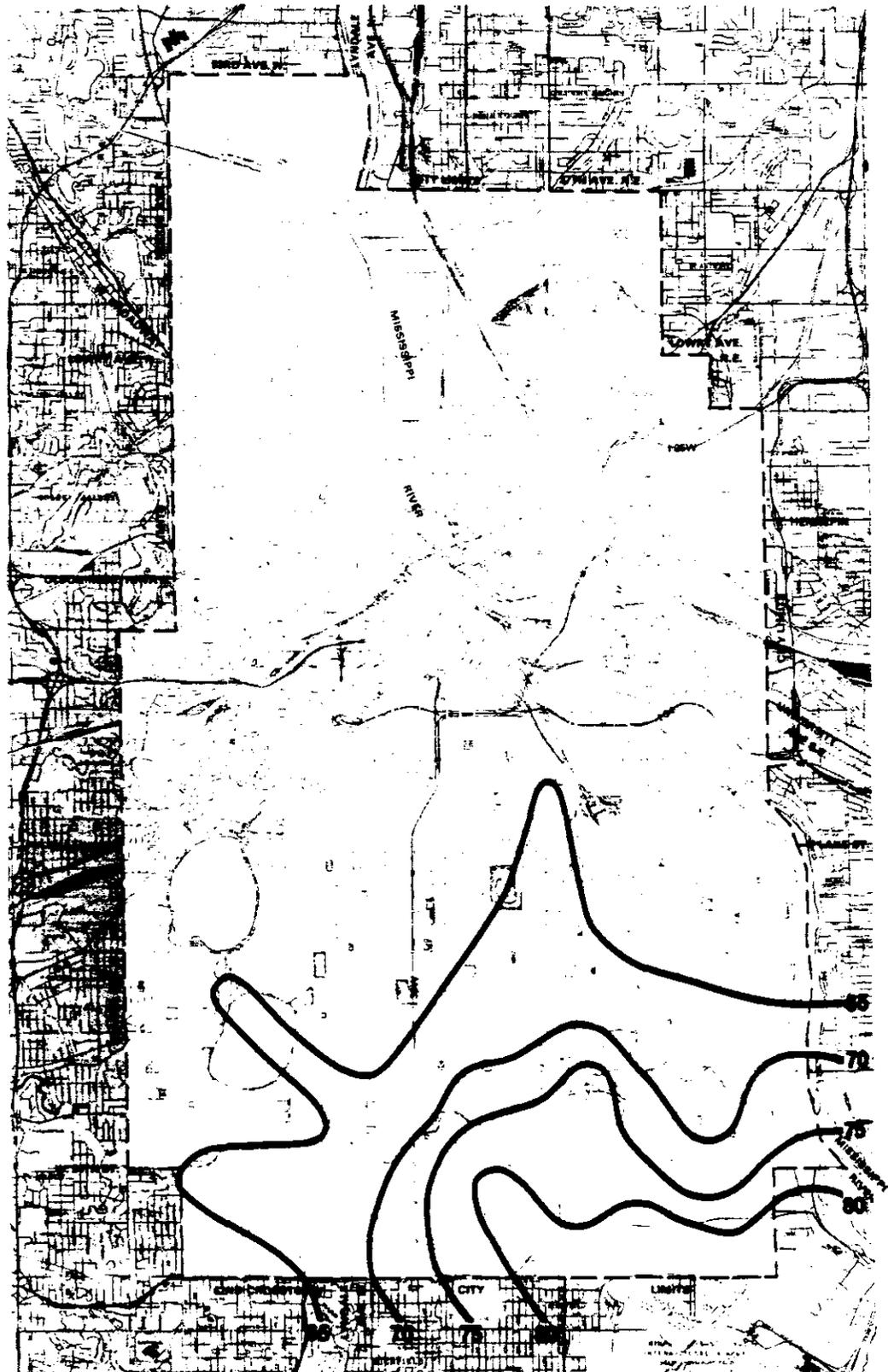
Stabilize land uses within the major land use areas which will build confidence and encourage maintenance and reinvestment.

Stabilizing the City's population and encouraging economic investment demands that homeowners and businessmen feel



Physical Environment

Airport Noise Impact Zones



Areas of the city subject to violations of state noise standards because of airport noise – cumulative LEQ above 70



Physical Environment

confident that their particular neighborhood, business or industry is secure from blighting influences.

Policy 34 Except when there is a very clear need, as defined by the City Council, expansion of major institutions (such as colleges and hospitals) should not be allowed at the expense of taking additional residential properties.

Policy 35 The City should encourage appropriate transitions between major land use areas.

35a. Where possible, the City should encourage a landscaped buffer between conflicting land uses.

35b. Boundaries between land uses should conform where possible to natural or man-made features such as water bodies, changes in elevation, streets, alleys or rear property lines.

Objective 11
MIXED LAND USES **Provide for the mixing of land uses when the needs of each use can be reasonably met.**

Policy 36 The City should control mixing of land uses to ensure an adequate environment for each use.

36a. In existing mixed land use areas, the principal use should be recognized on the land use plan map.

Objective 12
DIRECTION FOR
CHANGE IN
OPPORTUNITY
AREAS **Provide direction for change in Opportunity Areas.**

Commercial Area Directions

Policy 37 The City should encourage the improved efficiency of strip commercial areas.

Policy 38 The City should assist business groups to plan for their futures.

Policy 39 The City should work for the redevelopment of underutilized land. Obsolete commercial and industrial land should be reused according to the land use plan.

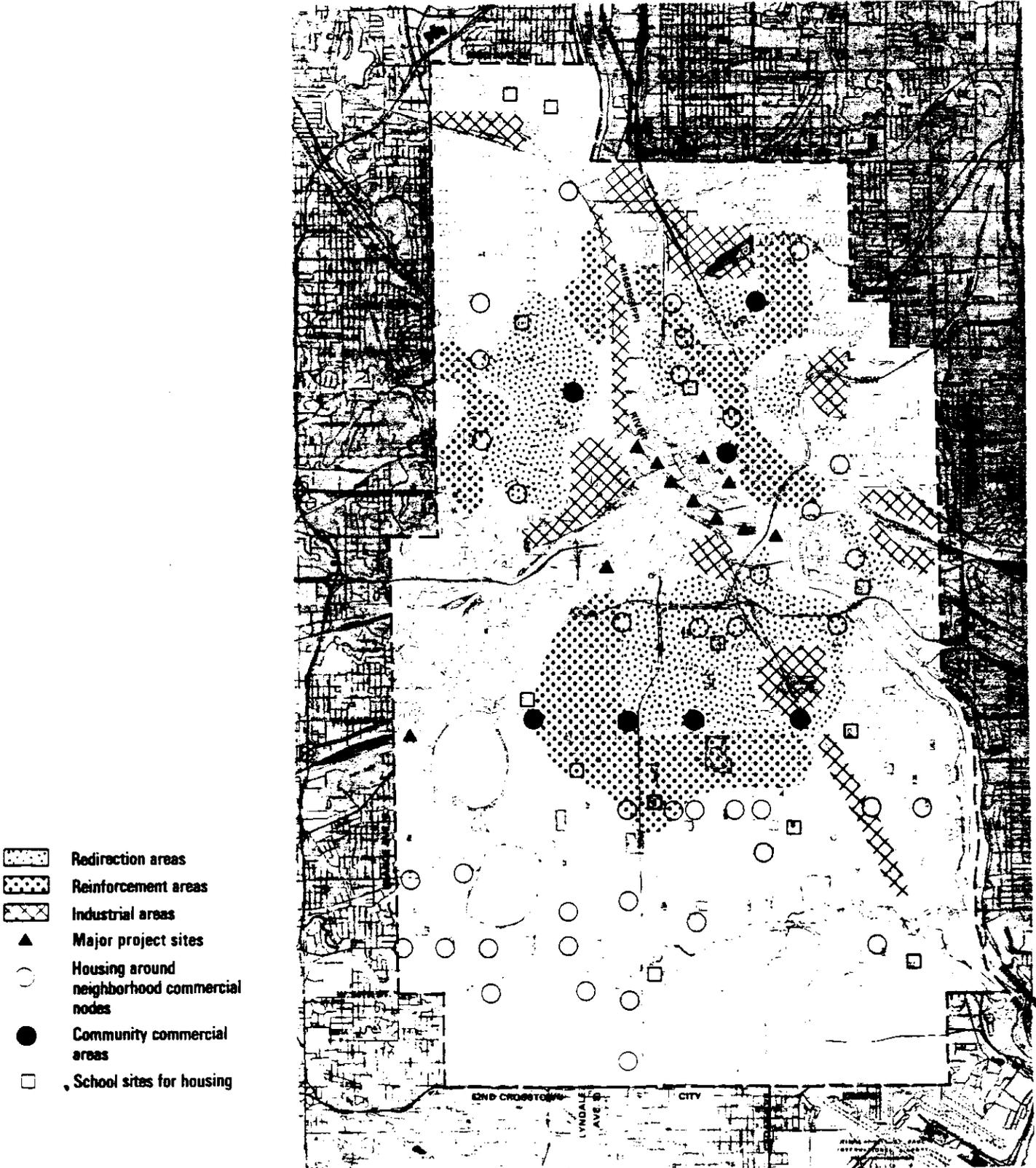
The areas of the City that are undergoing change or where change is desirable present opportunities to alter the type, intensity, and quality of the land use. These areas are, therefore, called opportunity areas. They are defined as distinct geographic areas where:

a. There is a significant potential for change in the type, intensity, and/or quality of land use; and where



Physical Environment

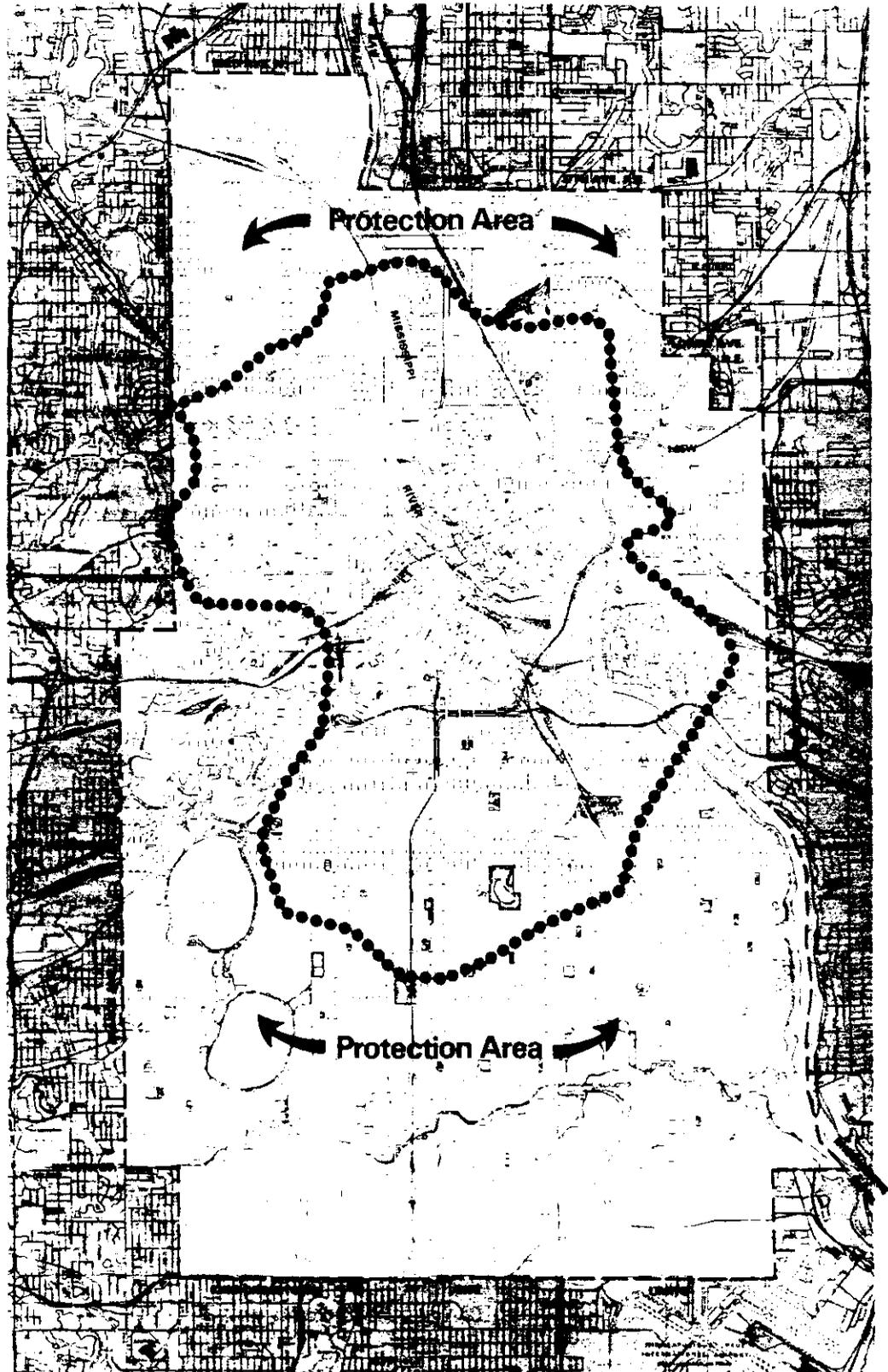
Development Opportunity Areas





Physical Environment

Protection Area





Physical Environment

- b. City action can be used to stimulate or otherwise guide development and affect the future physical character and land use mix of the area.

This section of the plan provides policies for guiding or directing change in the following areas:

Protection areas
Reinforcement areas
Redirection areas
Major Project Sites
Vacated School sites

Protection Areas

The Housing chapter defines three different geographic housing policy areas. They are the protection, reinforcement, redirection areas. The protection area is the most stable part of the City. Over 90 percent of the one-and-two-family housing units are owner-occupied and in standard condition. Thirty-eight percent of the City's substandard one-and-two-family homes which are in the protection area are scattered.

The housing policies state that most of the maintenance and rehabilitation in the protection area should be privately financed, and that City action is limited to improving public services and removing blighting influences.

While the protection area is not considered an opportunity area where significant changes should occur, some scattered or isolated changes should take place.

The following policies establish guidelines for managing change in the type, intensity, and quality of the land use in this area.

- Policy 40** The type of land use in the protection area should not change.
- Policy 41** The intensity of residential use in the protection area may be increased at major project sites, around commercial areas, and on neighborhood sites pursuant to the policies under Objective Three of this Land Use plan.
- Policy 42** The quality of land use in the protection area should be improved by following the housing and visual policies outlined in the Plan for the '80s.

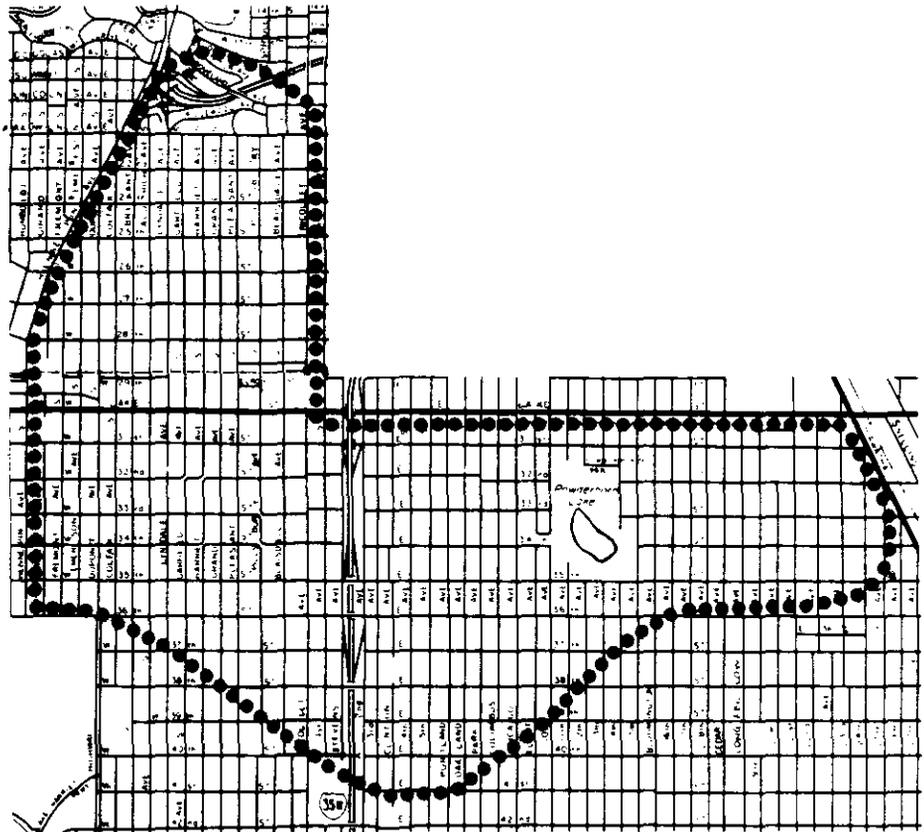
Reinforcement Areas

Reinforcement areas consist of areas of the City that have between 26 percent and 40 percent of the one-and-two-family units in substandard condition.



Physical Environment

Southside Reinforcement Area



Southside - The following policies establish guidelines for managing change in the type, intensity, and quality of the land use in the Southside area.

Policy 43

Only minor changes should be made to the land use pattern that affect the type of land use in this Southside Reinforcement Area.

43a. Residential land use in the 1980s should be primarily as it was in the 1970s.

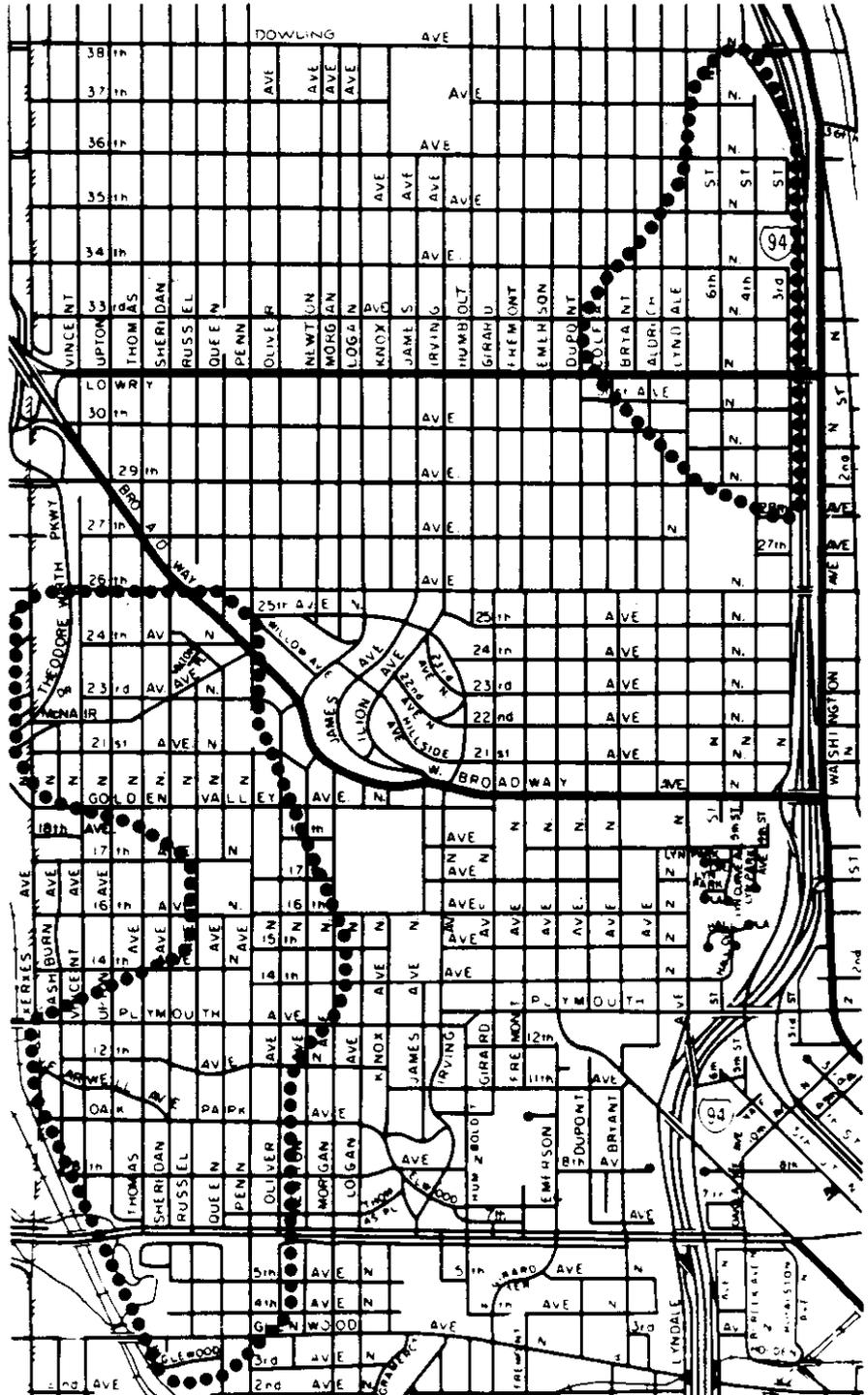
1. Maintenance and rehabilitation activities should prolong the life of one-and-two-unit structures.
2. Apartments should be allowed along the major streets and around the commercial nodes.
3. There are certain areas designated "medium density", an obvious example being the "Wedge" or Lowry Hill East Neighborhood, that are on the low end of the medium density category. These areas consist of predominately single family homes with occasional apartment buildings. It is the intention of the City



Physical Environment

that even though these areas are defined as medium density, they should remain in the lowest zoning density category consistent with their use and with the medium density land use classification primarily at the nodes along Lake Street. (Land use in the 29th Street corridor should be updated after a study is completed).

Northside Reinforcement Area





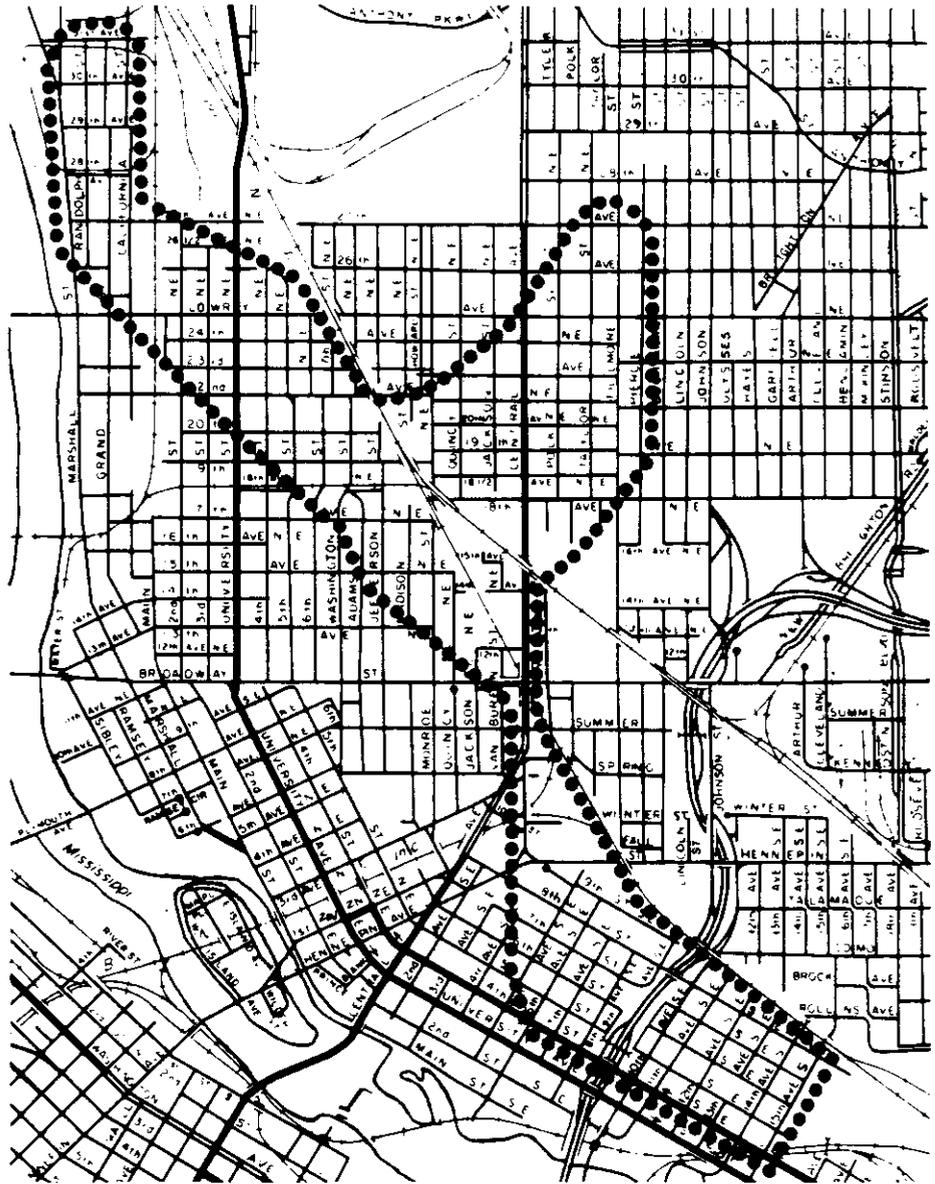
Physical Environment

- Policy 44** The intensity of land use in this reinforcement area should be increased at the commercial nodes and remain about the same in the residential areas.
- Policy 45** The quality of the land use should be improved throughout this Southside Reinforcement Area by maintenance and rehabilitation activities directed toward improving the class four and five, one-and-two-unit structures.
- Northside - The following policies set forth guidelines for managing change in the type, intensity, and quality of the land use in this area.
- Policy 46** The type of land use in the Northside Reinforcement Area should be retained in the 1980s. Maintenance and rehabilitation activities should prolong the life of one-and-two-family structures.
- Policy 47** The intensity of use in the Willard-Homewood and Hawthorne-McKinley areas should correspond to the land use type. It should remain low density.
- Policy 48** The quality of commercial and residential uses in the Northside Reinforcement Area should be improved.
- 48a. Maintenance and rehabilitation activities should be directed toward improving the physical condition of the Northside's class four and five, one-and-two-family structures.
- 48b. Private and publicly assisted efforts to improve the condition and visual quality of commercial areas along Broadway and the industrial area across I-94 from Hawthorne should also be continued during the 1980s.
- Eastside - The following policies set forth guidelines for managing change in the type, intensity, and quality of the land use in the Eastside Reinforcement Area.
- Policy 49** The type of land use in the Eastside Reinforcement Area should not change substantially during the 1980s, but should reflect the historical pattern and address the large number of incompatible uses throughout this area.
- 49a. Along the edges of residential districts, land use buffers, or transition zones should be established.
- 49b. Incompatible uses, such as spot commercial and industrial activities, should be encouraged to relocate to appropriate areas.
- 49c. Small or spot residential uses should be discouraged in established commercial and industrial areas.



Physical Environment

Eastside Reinforcement Area



49d. Central Avenue and Lowry commercial areas should be encouraged to provide needed community level commercial activities.

Policy 50

The intensity of use should continue to be greater near the University of Minnesota.

50a. Any other increases in intensity should occur on the fringes of neighborhoods and near the neighborhood and community level commercial facilities.

Policy 51

The physical quality of the Eastside Reinforcement Area should be improved by rehabilitation activities which improve the condition of the Eastside's substandard one-and-two-family homes.

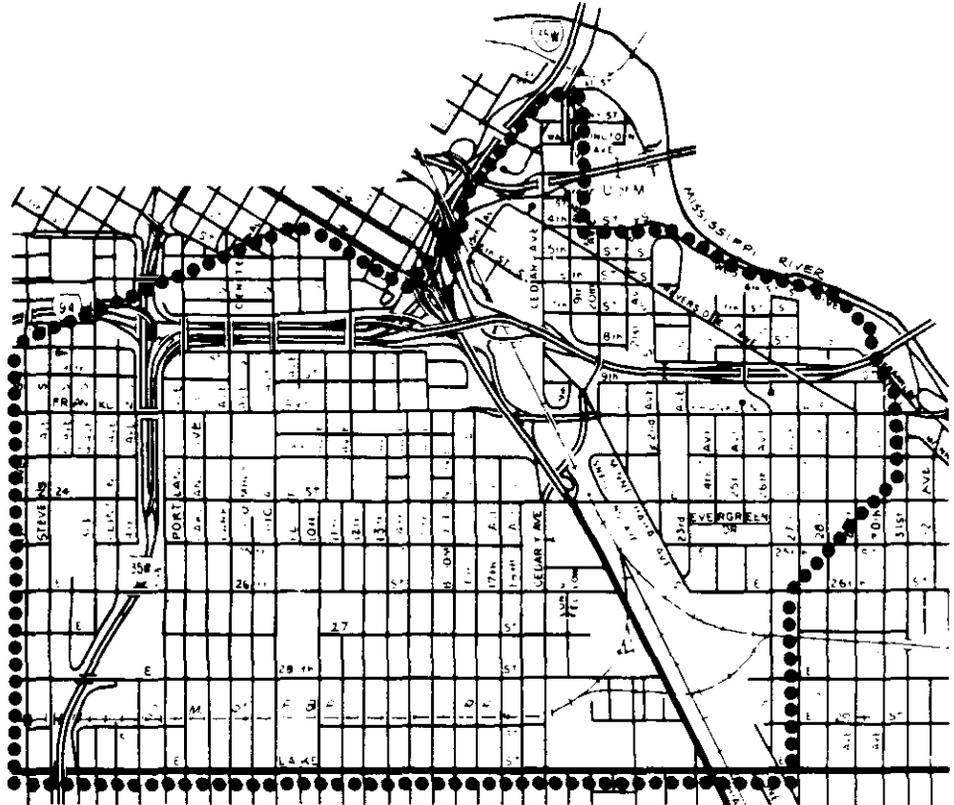


Physical Environment

Redirection Areas

The Redirection area includes those areas of the City that have more than 40 percent of their one-and-two-family homes in substandard condition. The south, north, and east areas all have Redirection areas.

Southside Redirection Area



Policy 52

Southside - Changes in the type of land use in the Southside Redirection Area should occur by expansion or contraction of the existing land use types rather than by an introduction of a completely different type of use.

- 52a. All of Phillips neighborhood and Seward neighborhood south of Franklin Avenue should remain primarily one-and-two-family in character. Rehabilitation programs should reinforce this character in order to minimize the displacement of existing people currently living in these neighborhoods.
- 52b. Elliot Park, West Phillips, and East Whittier should continue to have a variety of residential units.
- 52c. Cedar-Riverside should continue to change during the 1980s. The University of Minnesota, Augsburg College, and



Physical Environment

Fairview-St. Mary's Hospital will expand to their ultimate limit by 1990. The land that remains will be divided between commercial uses and residential.

1. The Commercial uses should remain approximately where they are now.
2. Multiple family housing should gradually replace the aging one-and-two-family homes in the area. (See the Housing chapter for a more detailed description of Cedar-Riverside.)

Policy 53

It is acceptable for the intensity of use to gradually increase to the levels shown on the land use map in the entire Southside Redirection Area except in East Phillips and Seward (south of Franklin).

- 53a. East Phillips and Seward should remain low density.
- 53b. The retail nodes along Lake Street at Nicollet, Chicago, and Hiawatha should increase intensity by adding retail, office, or medium to high density housing.
- 53c. Vacant and underutilized industrial properties should also be developed or redeveloped.

Policy 54

The physical quality of the Southside Redirection Area should be improved by rehabilitation and redevelopment of residential units in substandard condition.

- 54a. The neighborhood level shopping areas should be improved substantially. Special emphasis should be placed on improving the quality of Franklin Avenue between Park Avenue and 16th Avenue and Bloomington and Lake.

Northside - The changes in this area will be primarily in its physical quality. The types and intensity of land use will change very little during the 1980s. The policies that follow provide guidance for the expected change.

Policy 55

Retain the existing pattern in the Northside Redirection Area of residential and commercial uses, except for the development of a community-level commercial node along W. Broadway between Emerson and I-94.

Policy 56

Increase the intensity of use only for commercial development at the W. Broadway commercial node.

Policy 57

Improve the quality of housing by rehabilitating the Northside Redirection Area's fair share of the substandard housing units.



Physical Environment

Northside Redirection Area



Eastside - The policies below give more definition to the kind of changes that will occur.

Policy 58

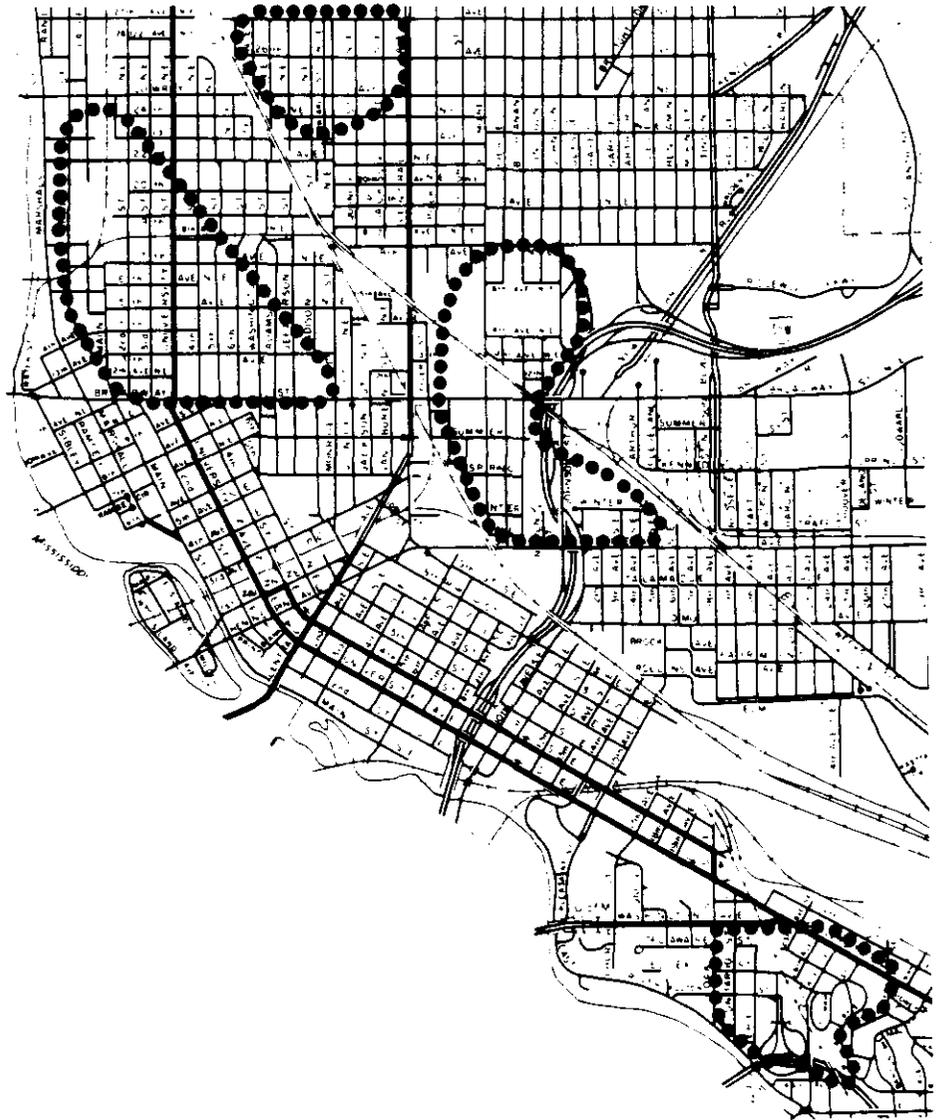
The type of land use in the Eastside Redirection Area should not change substantially during th 1980s, however:

58a. Along the edges of residential districts, land use buffers or transition zones should be established.



Physical Environment

Eastside Redirection Area



58b. Incompatible uses should be discouraged from major residential, industrial, or commercial districts; and

58c. Multiple family uses should be allowed to replace substandard one-and-two-family homes in the Motley area.

Policy 59

The intensity of use should be increased only in the Motley area.

Policy 60

Improvements to substandard housing should be made.



Physical Environment

Major Project Sites

Major project sites are those that have a potential for at least 1,500 dwelling units. Because Minneapolis is fully developed there are only five of these sites in the entire City. Four of these are in or near Downtown. They are: the Loring Park Development District, the Downtown Riverfront between Plymouth Avenue and I-35W, the Eastside Riverfront between 3rd Avenue N.E. and 5th Avenue S.E. and that part of the Cedar Riverside area north of Washington Avenue.

The one area outside of Downtown is the area northwest of Lake Calhoun. It was developed with several hundred apartment units during the 1970s.

All of these areas are expected to change during the 1980s. There will be changes in the type, intensity, and physical quality of land uses. The following policies are intended to guide and quantify that change.

Policy 61

The type of land use in the major project sites should change to multiple family residential as the predominant use. However:

61a. Multiple use within a single structure or the total site should be allowed provided it does not detract from the predominant use - residential.

Policy 62

High quality in the major project sites should be encouraged.

Vacated School Sites

Vacated school sites are much smaller than the major project sites but are more numerous. The following policies are intended to guide the change that will result from construction of these new housing units.

The following policies establish the direction for reuse of these sites.

Policy 63

The first choice for reuse of vacated school sites should be for residential with publicly assisted housing being given priority.

Policy 64

The intensity of use should be increased to either a medium or high density use if the school site is near a community or neighborhood level shopping area, or if it is on a major street. Otherwise it should be developed as a townhouse development.



Physical Environment

Natural Resources

Introduction

The "natural" resources in a developed city like Minneapolis are natural only to a limited degree. Most of the City's water bodies and vegetation have been shaped by man. For purposes of this Natural Resources plan, "natural" elements will be assumed to include: natural geologic or vegetative features, the urban forest, lakes and shoreland, river and creek and ground waters, air, and some degree of quiet. The definitions included in the following sections are not universal nor even regional but define the resource as it exists in Minneapolis.

Goal

The goal of the Natural Resources plan is to preserve the City's natural areas and urban forest and to reduce the impact of pollution, while providing the opportunity for public appreciation and understanding of the natural environment.

Objective 1 NATURAL FEATURES

Protect environmentally sensitive sites and natural features from ecologically adverse development, use, or neglect and promote their appreciation by the public.

Natural features within Minneapolis are those geological and vegetative features as described here:

- bluff - steep rock outcropping generally along the river.
- erodible slope - undeveloped land whose slope exceeds 18 percent and whose soil is susceptible to erosion or slippage.
- groundwater recharge area - land whose soil, geography and development allow a regionally significant amount of percolation of storm water into the aquifer below or into City lakes.
- natural area - refers only to woodlands, prairie, or wetlands and not areas of urban forest.
- prairie - isolated remnants of undisturbed native prairie grasses and herbs.
- unstable soil - undeveloped land which requires special foundations, pilings, or excavation and fill to compensate for deep organic soil and whose soil or grade might require special public services to provide access roads or storm drainage.
- wetland - a seasonally flooded meadow, marsh, shallow reedy pond or shoreline, swamp, or bog.
- wildlife habitat - a woodland, prairie, or wetland which could support breeding populations of game birds, waterfowl, songbirds, and other animals which are not normally found in urbanized areas.



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- woodland - a forest stand with three layers of vegetation: a canopy of native trees, a middle story of native understory trees, shrubs and/or vines, and a floor of decaying organic matter and native herbs and grasses.

No rare or endangered animal species are known to exist in Minneapolis. Nearly all areas with significant undisturbed vegetation (virgin prairie, sphagnum-tamarack bog, climax oak savannah, and later succession river gorge forest) exist on park land. The most significant geological feature yet undeveloped in Minneapolis are the river bluffs, which are under Minneapolis Park and Recreation Board (MPRB) protection.

In addition to the MPRB, other public agencies own or maintain some natural areas.

Park Board Responsibilities

- Policy 1** The MPRB should protect all City-owned natural areas, particularly prairie, wetlands, stands of significant vegetation and the river bluffs.
- Policy 2** The MPRB should incorporate preservation and reforestation of native plant communities within the natural areas into its horticulture and forestry programs. Native plant communities should receive high priority within these programs where natural succession is endangered by invasion of undesirable plants.
- Policy 3** The MPRB should identify and program projects aimed at improving the wildlife habitat. The overall objective should be to establish and retain uninterrupted vegetated corridors and to provide nesting habitat where appropriate.
- Policy 4** The MPRB should program nature interpretation improvements on selected sites with emphasis on trails and interpretive signs for use primarily without a guide.

Controls and Review

- Policy 5** The City should use existing control and review mechanisms to protect and enhance natural areas, bluffs, wildlife habitat and corridors which are privately owned.

A few parcels of private property exist in Minneapolis which contain wetlands, woodlands, steep slopes, and/or possibly ground water recharge areas. Some of these wetlands and woodlands are part of wildlife habitat corridors.

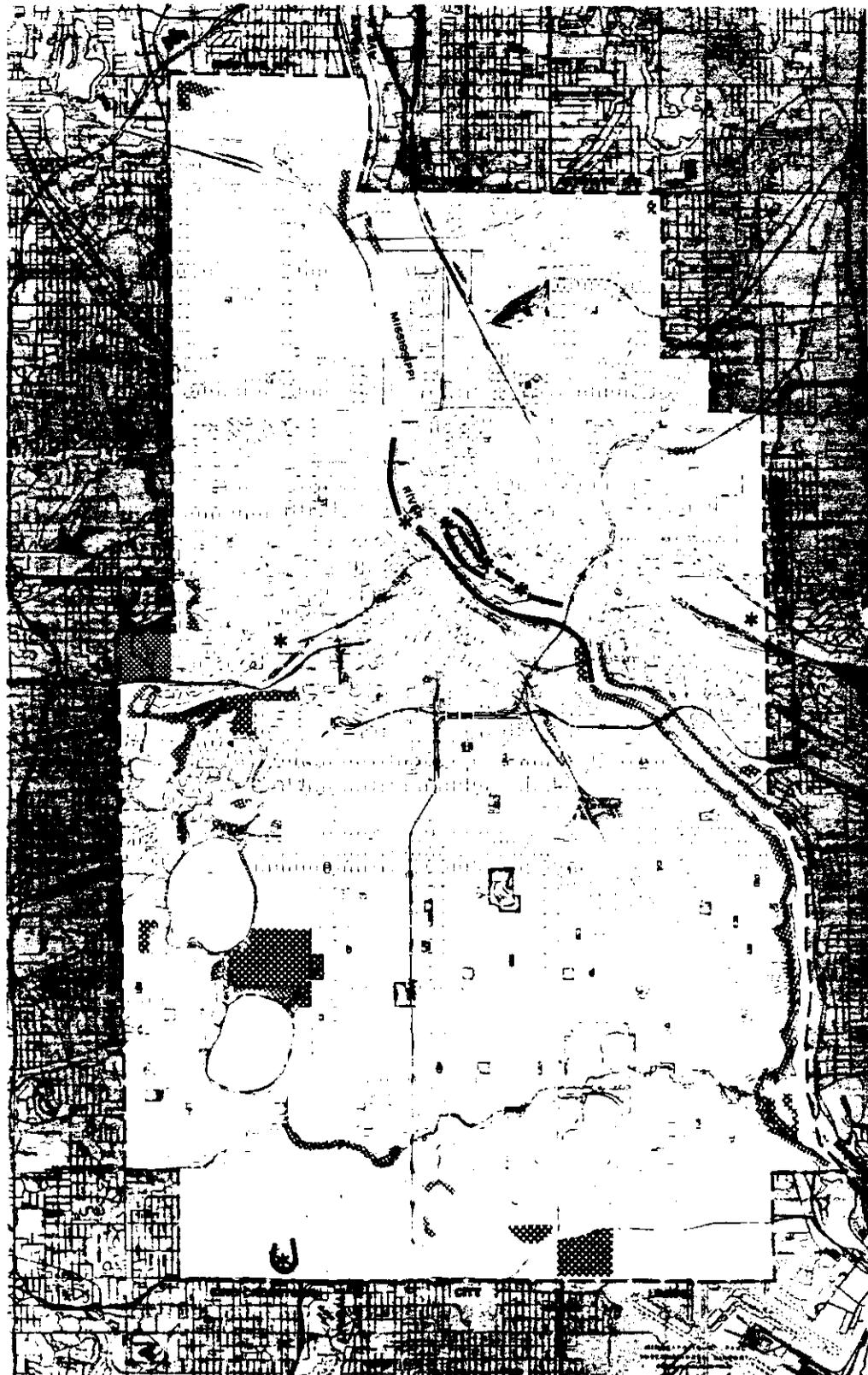
Implementation Direction

Two forms of implementation are necessary to sufficiently protect existing environmentally sensitive sites and provide reasonable public access or use of them. The City should extend MPRB protective management to all City-owned natural areas



Physical Environment

Natural Area Management



-  Existing natural areas under MPRB management
-  Proposed additional sites for MPRB management
-  Potential areas for special attention to development impact



Physical Environment

in order to preserve native plant communities, provide a wildlife habitat, and offer nature interpretation described above.

The City should add whatever guidelines or considerations are needed to make existing control and review mechanisms more responsive to needs for protection of natural areas, bluffs, and wildlife habitat.

Objective 2 THE URBAN FOREST

Assure that trees will continue to be planted and to thrive throughout the City.

The urban forest consists of those trees planted on street boulevards, on private property, and in parks or other public places, usually with sod beneath them. Dutch elm disease (and to a lesser extent oak wilt) will eventually kill three-fourths of the trees in Minneapolis. To counter this threat state law requires prompt detection, removal, and disposal of dead elm wood and diseased trees and other disease control measures, together called "sanitation." The intent of sanitation is to slow the inevitable loss of trees and thus to spread out the expense over time and allow time for new trees to become established.

Boulevard Trees

Policy 6 The MPRB should continue its effective Dutch elm disease sanitation program and a three-year cycle for trimming dead wood from boulevard elms.

Policy 7 The MPRB should constantly evaluate promising techniques for preventing or curing Dutch elm disease with the hope that a successful technique will be found which can save the remainder of the City's elm trees.

Policy 8 The MPRB should continue the boulevard reforestation program at about 15,000 trees per year so that by the late 1980s tree replacement will take place within about two years of removal. In addition, the MPRB should encourage adjacent residents to aid in providing appropriate new trees.

Parkland Reforestation

Policy 9 Reforestation of parklands, including natural areas if appropriate (see Natural Features), should be increased or rescheduled to achieve about a 10-year reforestation cycle.

Policy 10 Reforestation should follow physical plans, such as the completed Neighborhood Boulevard Reforestation Plan, denoting the most appropriate tree for each location.

10a. MPRB should take measures to assure an adequate supply of species and size of stock needed for future reforestation.



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10b. Plans should receive citizen and professional review before implementation.

Other Efforts

Policy 11

The City should continue to strongly support legislative appropriations for shade tree disease control, reforestation, and educational programs.

Policy 12

Public education on Dutch Elm disease and oak wilt problems and controls, and appropriate urban landscaping care should be pursued by MPRB in cooperation with the state, citizens groups, businesses, schools and the media.

Policy 13

Adequate maintenance of public landscaping on City property should be assured.

13a. The MPRB should maintain public landscaping on public property and street right-of-ways. All public projects affecting existing plantings or proposed landscaping within the street right-of-way or on public property (including parks, schools, and libraries) should be coordinated with the Forestry Division of MPRB.

13b. The Adopt-A-Tree program and other publicity techniques to encourage adjacent residents/owners to care for new boulevard trees should be used.

13c. The MPRB should develop a public planting monitoring system which provides an adequate data base to facilitate evaluation of public planting survival and maintenance.

Policy 14

The City Planning Commission's review of capital improvement projects and any other site plan reviews should encourage selection and siting of plants whenever possible to provide summer shade and winter wind protection and to collect particulate air pollution as well as for visual screening and beautification.

Implementation Direction

Three forms of implementation are necessary to assure the continued well-being of the Minneapolis urban forest. The City should continue the MPRB forestry program with current attention to sanitation and boulevard reforestation and with increased attention to the care of public landscaping and to the reforestation of parks. In order to achieve these forestry programs, the City must continue to secure state matching funds for sanitation and reforestation. In order to assure appropriate landscaping, the City should review site plans of any projects already subject to City review and should pay particular attention to landscaping suitability.



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Objective 3 SHORELANDS

Protect and properly manage the shorelands, particularly the vegetated shorelands, within the City.

Management, Erosion, and Dredge Spoils

Policy 15

The City should use existing control and review mechanisms to protect vegetated shorelands within the City from erosion or disruption of vegetation, and to protect their hydrological function.

Policy 16

The MPRB should protect, manage, and maintain all City-owned vegetated shorelands.

16a. Publicly-owned embankments (other than in industrial locations) and their vegetation should be maintained and managed by the MPRB, in particular to prevent erosion, but also to encourage wildlife and to restore self-sustaining native plant communities.

16b. The MPRB should formalize its maintenance cycle for all City-owned recreational or landscaped shorelands to include a regular check for overuse.

Policy 17

The MPRB should monitor whether erosion is endangering Mississippi River sand beaches planned for recreational use. If erosion is occurring, the MPRB, in cooperation with the U.S. Corps of Engineers, should undertake erosion prevention measures. The measures should include, if necessary, beach enrichment with a minimal amount of dredge materials.

Policy 18

The City should provide a permanent dredge spoils transfer site within the Upper Harbor Industrial Area. No other local use or deposit of dredge spoils should occur, unless supported for the interim by ecological and cost studies and agreed upon by City, state, and federal agencies.

Implementation Direction

Several forms of implementation are necessary to protect the City's shorelands. The City should extend MPRB protective management to all City-owned vegetated shorelands. The City should place additional controls limiting disruption of shoreland vegetation or erosion along the Mississippi. The City should enter into agreements with other owners of lakes and ponds within the City to protect them. The City should provide a new site for dredge spoils transfer. The City should seek and support studies which would resolve long term use of dredge spoils.

Objective 4 LAKE WATERS

Manage City lakes so they are ecologically healthy and attractive.

The water quality of the City lakes has become generally worse



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over the past decades due to nutrient-rich, unfiltered runoff. Recently, lake levels have also widely fluctuated. The problems are definitely not ones of health or safety but rather of aesthetics and ecological balance.

Management Responsibilities

Policy 19

The MPRB should manage all City-owned lakes and ponds. Where deemed necessary, the MPRB should enter agreements with private or other governmental owners of lakes and ponds to ensure preservation of the areawide hydrological system.

Quality

Policy 20

The City should identify the specific water quality problems of each lake in the City and define the standard towards which water quality control should be aimed for each lake.

20a. The quality of water in each City lake or pond should be monitored.

20b. The standard for lake water quality should be different for lakes with different functions. At least three classification of lakes should be recognized and differentiated in water quality and lake level programs: major recreational lakes, reflecting ponds, and conservation lakes.

Policy 21

The MPRB and other City agencies should continue studies and implement programs to maintain recreational lakes and reflecting ponds at 1978 transparency levels and to achieve the water quality standard set for each lake.

Natural Hydrologic Functions

Policy 22

The MPRB and Public Works should cooperate to assure that city water bodies continue to provide needed hydrological functions including, in some cases, storm drainage impoundment.

Water Levels

Policy 23

The MPRB should conduct studies and initiate programs aimed at stabilizing the surface level of each recreational lake.

23a. The MPRB should immediately undertake a technical study to determine whether lowering or maintaining higher recreational lake levels will affect lake water quality, visual quality, recreational use and the impact on neighborhoods. Also, a long term cost-benefit analysis of stabilizing these lakes near the groundwater level compared with stabilizing them at current levels should be undertaken. Both the Public Works Department and citizen groups should be involved.

23b. Special care should be taken that the staging and design



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of shoreline rehabilitation and dredging optimize the aesthetic, recreational, and wildlife habitat uses of the shorelands and not harm existing vegetation.

Policy 24

The reflecting ponds should be maintained at expected high levels with use of well water.

Implementation Direction

Two forms of implementation are needed to address lake water problems. First, the City should continue studies, experiments, monitoring, and agency and citizen input to determine the best solutions to lake water quality and lake level problems. Second, the City should secure funding and, as sufficient funds are found, implement the successful alternatives, perhaps including lake and storm drain reconstruction and proper management.

Objective 5 CREEK AND RIVER FLOODING

Reduce persistent, adverse impacts of creek and river flooding.

Policy 25

The City should continue to implement its floodplain ordinance to guide development and redevelopment in areas prone to flooding by the river or creeks.

Policy 26

The City should install cost-effective flood control measures to protect existing residences from flooding along creeks.

Policy 27

The City should support efforts to install flood-control facilities to help moderate seasonal water flow along Bassett, Minnehaha Creeks and Ryan Shingle Creek.

Policy 28

The City should identify flood prone sites where hazardous materials are being stored and develop programs to protect the sites or require relocation of the hazardous materials.

Policy 29

Creek bridges which restrict flow and aggravate flooding should be raised when reconstruction is programmed.

Implementation Direction

Studies should be undertaken to identify those areas which are subject to the adverse impacts of creek and river flooding. The studies should also identify the causes of the flooding for each area identified and outline possible measures to mitigate adverse impacts. Based upon these studies the areas should be prioritized in terms of the severity of the problem and the threat to health and safety. All sources of funding should be investigated based upon this priority rating. For further implementation measures, also see the implementation direction for Objective Three (Flood Control) of the Sewers Section of the Property Services chapter.



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Objective 6 RIVER, CREEK AND GROUNDWATER QUALITY

Reduce the likelihood of pollution of river and creek waters or of underlying groundwater.

Treatment and Sewer Facilities

Policy 30

The City should protect the quality of river water by supporting better treatment of existing upstream effluent and maximum treatment at new upstream facilities prior to discharge into the river.

Policy 31

The City should continue to separate sanitary sewers and storm drains to reduce sanitary sewer overflows into the Mississippi River.

Policy 32

The Metropolitan Control Commission and the City should regularly inspect and maintain aging sanitary sewers to prevent breaks and emergency diversion of sewage into the Mississippi river.

Contamination Prevention

Policy 33

The City should continue to license underground oil and chemical tanks and develop a program for identifying and neutralizing tanks abandoned prior to 1978.

Policy 34

The City should continue to require the reporting of oil and chemical spills and to clean up spills and assist with the disposal of waste which might pollute ground and surface waters.

Policy 35

The City should use existing control and review mechanisms to prevent contamination of public waters and erosion by surface runoff.

Policy 36

The City should support efforts to limit the impact of deleterious creek water on City lakes.

Implementation Direction

Several forms of implementation are needed to reduce the negative impact of development on river, creek, and groundwaters—and vice versa. The City should see to it that studies are undertaken or completed to map floodplains and address creek/lake water quality interrelationships. The City should invest in capital expenditures for the Bassett Creek holding pond, and, if critical and coordinated with other improvements, or creek flooding and water quality improvement. Implementation and management of such improvements should be coordinated among the MPRB, Public Works, and other agencies. The City should continue its local role in water pollution prevention including more thorough control over



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development adjacent to the river. The City should seek metropolitan and state action on upstream water quality.

Objective 7 AIR QUALITY STANDARDS

Reduce air pollution to meet federal standards by 1987 and control local order problems. Support metropolitan pollution control plans which permit economic growth in Minneapolis.

Although air quality is good in Minneapolis compared with other metropolitan regions under the Clean Air Act standards, the Twin Cities area is classified as "non-attainment" with respect to sulfur dioxide, particulates, carbon monoxide, and photochemical oxidants. The state, as mandated by the Clean Air Act has completed a State Implementation Plan and a Transportation Control Plan which set forth strategies to meet the federal deadlines. Standards are to be met by 1982, unless the state institutes mandatory vehicle inspection and maintenance for the metropolitan area in which case the deadline is 1987.

Of the four pollutant problems, carbon monoxide is a specific problem for Minneapolis. Eight-hour standards are exceeded several times a year in one or more locations in Downtown Minneapolis.

Policy 37

The City should continue to actively support state and federal laws and standards which limit or reduce vehicle and stationary source emissions.

Policy 38

The City should actively participate in further development and amendment of the State Implementation Plan for Air Quality and the companion Metropolitan Air Quality Control Plan for Transportation. In particular the City should:

38a. Seek provisions on these plans which reduce regional pollutants below the standards to allow a "cushion" for future expansion of commerce and industry in the City.

38b. Seek provisions and legislation which require inspection and maintenance of all vehicles registered within the Metropolitan Area.

Policy 39

The City should continue to implement those strategies of the State Implementation Plan and the Transportation Control Plan which apply to Minneapolis.

These strategies are:

- a. I-35W Bus Metered Freeway
- b. Computerized Signals
- c. Fringe Parking
- d. Transit Strategies
- e. Stricter Enforcement of Traffic Ordinances
- f. 1st and Hennepin One-Way Pair*

*Air Quality Control Plan for Transportation, Metropolitan Council, January 1980, page 57, Table 28.



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Policy 40

The City should continue to monitor and enforce air quality standards including efforts to curb bad odors. Monitoring and enforcement should be in response to complaints and should focus primarily on problems affecting residential areas where the Minnesota Pollution Control Agency is unable to respond.

Implementation Direction

Three forms of implementation are needed to sufficiently reduce Downtown air pollution. The City should continue its operations for traffic control. The City should build or stimulate construction of peripheral parking ramps and skyways. The City should seek state and metropolitan action to provide inspection/maintenance of vehicles in the Metropolitan Area and to increase mass transit service. Further recommendations are contained in the Transportation chapter and the Central Community Plan.

Objective 8 VEHICLE NOISE REDUCTION

Reduce the number of vehicles in the City which exceed local, state or federal noise standards.

Policy 41

The City should continue to support state and federal laws and standards which limit or reduce vehicle noise emissions. In particular the City should:

- 41a. Seek stricter new product noise standards for motorcycles and buses.
- 41b. Seek provisions and legislation which incorporates noise standards into a vehicle maintenance and inspections program for the Metropolitan Area.

Policy 42

The City should develop a more effective vehicle noise enforcement program which makes better use of the City's police force in noise enforcement activities.

Policy 43

The City should seek state action to control noise along existing or planned limited access highways commensurate with state noise regulations for the adjoining land uses.

Policy 44

The City may seek methods of noise control for state and county-aid roads, arterial streets and residential streets. Consideration should be given to coordinating any comprehensive noise reduction/buffering projects with regular City capital improvement programs.

Implementation Direction

The feasibility of equipping all police squads assigned to traffic control with mobile noise monitoring devices should be



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investigated. A study should be undertaken to identify those areas where and when excessive vehicular noise is a problem. Based upon this study, a program of targeting noise enforcements efforts should be developed. The principal of saturation patrols should be examined in connection with this targeting program.

In conjunction with the development of an enforcement program, a public information program should be examined. Such a program would be oriented to increasing compliance with noise standards based upon the knowledge of an active enforcement program.

Objective 9 AIRCRAFT NOISE REDUCTION

Reduce the land area in the City subject to violations of state noise standards by aircraft and airport noise to protect those persons and noise sensitive land uses remaining subject to violations to the extent reasonably possible.

The accompanying map shows the areas of Minneapolis which are and will be subject to violations of state noise standards because of aircraft and airport noise.

Policy 45

The City should continue to support federal laws and standards to limit or reduce aircraft noise. In particular the City should:

- 45a. Oppose any exceptions to or rollback of the fleet retrofit and replacement deadlines.
- 45b. Seek a new regulation cutting off the production of commercial jet aircraft which do not meet the strictest federal aircraft noise emission standards.

Policy 46

The City should continue to participate in the development and implementation of a comprehensive operational noise abatement plan for Minneapolis - St. Paul International Airport (hereinafter MSP). In particular the City should pursue strategies which:

- 46a. Force all airlines to use the Northwest quiet take-off procedure.
- 46b. Maximize the use of the preferential runway system, including a ceiling on total flight operations and the number of flights per hour in order to avoid any breakdowns in the preferential runway system other than for weather.
- 46c. Give preferential landing fees for quieter aircraft and aircraft using quiet take-off procedures.
- 46d. Limit the number of general aviation aircraft based at MSP.
- 46e. Place a curfew on all but emergency flight operations between the hours of 11:00 p.m. and 7:00 a.m.
- 46f. The funding for and permission to construct major capital



Physical Environment

improvements at MSP to proven noise reduction in areas surrounding the airport subject to violation of state noise standards.

Policy 47

The City should continue to participate in the development and implementation of a comprehensive land use plan for MSP based on state noise standards. In particular the City should:

- 47a. Seek to prevent incompatible development of undeveloped land to the southeast of MSP to prevent interference with the preferential runway system.
- 47b. Develop a zoning overlay for noise impacted areas in the City which would establish standards for interior noise levels in new construction or major rehabilitation.
- 47c. Join with the Metropolitan Airports Commission (hereafter MAC) and other fully developed municipalities around MSP to seek appropriate variances from the state noise standards.

Policy 48

The City should urge the MAC to develop and implement a noise insulation program for those areas around MSP where state noise standards will be violated for the foreseeable future. In particular the City should:

- 48a. Seek a program which focuses first on protecting noise sensitive land uses such as schools, hospitals, and nursing homes.
- 48b. Seek a program which permits voluntary insulation of residences beginning in those high noise contours closest to the airport and working outward in a staged approach.

Policy 49

Through "Truth-In-Housing," the City should require disclosure of severity of aircraft noise to all potential home buyers within the area exceeding state standards.

Implementation Direction

Two forms of implementation are necessary to reduce the impact of airport noise. The City should lobby MAC, Metropolitan Council and the federal government for the actions, controls, and funds specified above. The City should use existing local controls and funding discretion whenever possible to assure awareness and solutions to aircraft noise problems.

Objective 10 NEIGHBORHOOD QUIETUDE

Reduce complaints about noise in residential areas.

Policy 50

The City should continue to monitor and enforce noise standards



Physical Environment

in response to complaints. These efforts should focus primarily on problems affecting residential neighborhoods.

Policy 51

The City should cooperate with other public agencies, businesses, and neighborhood groups who initiate projects to buffer or reduce to acceptable levels the noise from industry, railroads, and traffic which are in or adjacent to residential areas.

Implementation Direction

Three forms of implementation are needed to maintain and improve neighborhood quiet and clean air. The City should continue its pollution inspections program including support of other agency, neighborhood, and private efforts. The City should include noise and odor abatement components in capital improvement projects in areas where such pollution is unreasonable. (For instance, this might include construction of noise buffers in coordination with repaving if appropriate.) The City should seek state action in solving noise problems along freeways and highways.



Physical Environment

Heritage Preservation

Introduction

Heritage Preservation is an aspect of environmental protection that has become increasingly important during the 1970s. It has become an attractive development alternative for many private developers. It is the subject of federal and state legislation through environmental protection laws and the Tax Reform Act of 1976. The City of Minneapolis has become involved in preservation through the creation of the Minneapolis Heritage Preservation Commission, through programs of the Minneapolis Housing and Redevelopment Authority, and through disbursements of Community Development Block Grant funds.

Historic buildings and districts provide a story of the growth and change in the City's past. They offer a sense of permanence in the urban environment. They also provide desirable structures for housing and commerce, cornerstones for neighborhood character.

Goal

The goal of the Heritage Preservation plan is to preserve historic and significant buildings and districts, allowing modifications for contemporary use.

Background

In 1962 a famous landmark was lost to the wrecker's ball, and with its loss came the beginnings of interest in historic preservation in Minneapolis. A decade later, state enabling legislation was enacted which allowed the creation of City heritage preservation commissions, and a City ordinance passed in 1972 created the Heritage Preservation Commission of Minneapolis.

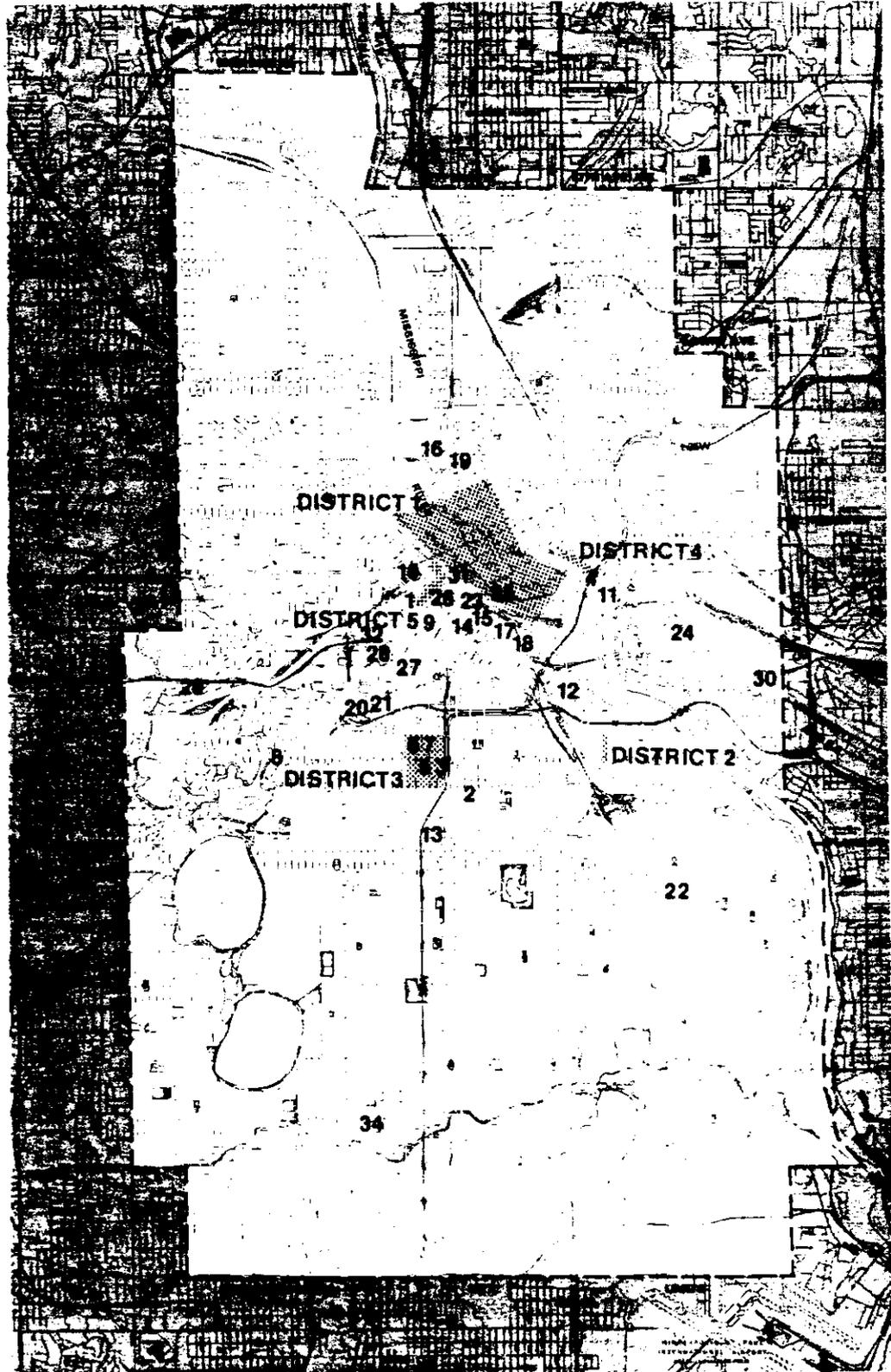
The primary duties of the commission outlined in this creating ordinance are: a) to identify, catalogue and recommend buildings, lands, areas, or districts for heritage preservation designation to the City Council; and (b) to review permit requests for alterations to designated properties. The Planning Commission has the responsibility in the designation process for review of Heritage Preservation Commission proposals to see that they conform with the Plan for the '80s.

Designation by the City of Minneapolis is a method of protecting buildings, lands, areas or districts for heritage preservation. After such action, the Heritage Preservation Commission reviews and approves or disapproves the issuing of City permits to do any of the following in a building or district designated for heritage preservation: remodel or repair in any manner that will change the exterior appearance and/or interior where designated; move a building; destroy a building in whole or in part; or change the nature of appearance of a preserved area. Commission decisions can be appealed to the City Council.

The significance of a building, land or district is determined by comparing the architecture and history of a building or district to a set of guidelines that were adopted by the Heritage Preservation Commission in 1972. Significance is a "quality



Historical Preservation Districts



Numbers refer to items listed in accompanying table



Physical Environment

conveyed to buildings, lands, areas or districts by virtue of their possessing historical or architectural value, that will promote the educational, cultural and general welfare of the public".

The general approach of the Minneapolis Heritage Preservation Commission has been to: (1) begin its survey efforts in the older areas of the City, (2) consider need (is the building endangered?), (3) emphasize architectural criteria in recommending designations, and (4) recommend only a select number for designation. As of April 1979, the City had designated 22 buildings and 5 districts. These are:

Heritage Preservation Districts (date designated)

1. St. Anthony Falls (1971)
2. Milwaukee Avenue (1975)
3. Washburn-Fair Oaks (1976)
4. Fifth Street Southeast (1976)
5. North Loop Warehouse Plan (1978)

Heritage Preservation Buildings (date designated)

1. Butler Brothers Building, now Butler Square, 100 North 6th Street (1973)
2. Swan Turnblad residence, now American Swedish Institute, 2600 Park Avenue (1974)
3. Frederick or Cupola residence, 2402 South Fourth Avenue (1974)
4. First Congregational Church, 500 S.E. Eighth Avenue (1974)
5. Minneapolis Institute of Arts, 201 East 24th Street (1975)
6. Chas. S. Pillsbury residence (now Carmichael, Lynch Advertising), 100 East 22nd Street (1975)
7. Alfred F. Pillsbury residence, now Hodne-Stageberg Partners, 116 East 22nd Street (1975)
8. William Grey Purcell, now A.B. Cutts residence, 2328 Lake Place (1975)
9. Forum Cafeteria, interior only, 36 South Seventh Street (1975)
10. National Biscuit Company, now Appliance Parts Company, 256 Third Avenue North (1975)
11. B.O. Cutter residence, now Theta Delta Chi, 400 S.E. Tenth Avenue (1976)
12. Dania Hall, 427-429 Cedar Avenue (1976)



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Heritage Preservation Buildings (date designated) - continued

13. Bennett-McBride residence, 3116 Third Avenue South (1976)
14. Municipal Building, City Hall/County Courthouse, 400 South Fourth Avenue (1977)
15. Grain Exchange, 400 South 4th Street (1977)
16. Grain Belt Brewery, Marshall Street N.E. at Broadway (1977)
17. Pittsburgh Plate Glass, 616 South Third Street (1977)
18. Advance-Thresher and Emerson-Newton Plow Company, 700-704 South Third Street (1977)
19. Little Sisters of the Poor Home for the Aged (Saint Joseph's) buildings, 215 Broadway Street N.E. (1978)
20. Elbert L. Carpenter house, 314 Clifton Avenue (1978)
21. Eugene J. Carpenter house, 300 Clifton Avenue (1978)
22. Christ Lutheran Church, 3244 - 34th Avenue South (1978)
23. Milwaukee Depot, 201 Third Av. S. (1979)
24. Fire Station #19, 2001 University Ave. S.E. (1979)
25. Flour Exchange Building, 310 Fourth Avenue South (1980)
26. Masonic Temple, now Hennepin Center for the Arts, 528 Hennepin Ave. (1980)
27. Security Life Building, 1200-1208 Second Avenue South (1980)
28. H. Alden Smith House, 1408 Harmon Place (1980)
29. Kenwood Water Tower, Kenwood Water Tower at Kenwood (1980)
30. Prospect Park Water Tower, Seymour Avenue and Malcolm S.E. (1980)
31. Farmers and Mechanics Building (now Schieks), 111-119 South Fourth Street (1980)
32. Swinford Apartments and Townhouses, 1225, 1221-1213 Hawthorne Avenue (1980)
33. Lake Harriet Park Picnic Pavillion and Women's and Men's Rest Buildings (1980)



Physical Environment

Heritage Preservation Buildings (date designated) - continued

- 34. Washburn Park Water Tower, Vicinity of Prospect Avenue and Highview Place (1980)

Official recognition of an area or a building's significance by the City through heritage preservation designation may assist in its preservation, but it is dependent in large part upon private initiative and private action. Such private enterprise, on the other hand, may not preserve the significant historical aspects of a structure but instead alter its design so that the historic and architectural significance is no longer discernible.

The objectives in this plan address concerns for applying official preservation measures, encouraging financial support for preservation and improving coordination between the City and the state in preservation efforts.

**Objective 1
DESIGNATION
PROCESS**

Designation for preservation of appropriate structures, lands, areas, or districts that represent and reflect elements of the City's cultural, social, economic, religious, political, architectural and aesthetic heritage.

Policy 1

Significant historic and architectural structures and districts that meet the adopted guidelines of the Heritage Preservation Commission shall be considered by the City for designation for heritage preservation.

Other structures may contribute to their neighborhoods; however, preservation efforts for them will be pursued through housing rehabilitation and other programs rather than designation for heritage preservation.

Policy 2

Requests for permits that would affect the physical condition of designated properties shall continue to be reviewed by the Historic Preservation Commission as provided in City Ordinance 34.060-.070.

Policy 3

The City should base its designations for heritage preservation on a comprehensive survey of all its historical and architectural resources.

Policy 4

The City should participate in the review process employed by the State Preservation Office (Minnesota Historical Society) for submitting nominations to the National Register of Historic Places.

- 4a. Comments from City officials and agencies relative to the state's nominations should be registered with the State Preservation Office and with the Keeper of the National Trust and the director of Heritage Conservation and Recreation Services, U.S. Department of the Interiors.



Physical Environment

- 4b. The City and the Minnesota Historical Society should coordinate preservation efforts that affect Minneapolis.

Implementation Direction

The designation procedure involves the Heritage Preservation Commission, the City Planning Commission, the Minnesota Historical Society and the City Council. The current guidelines utilized by the Heritage Preservation Commission for review are:

A. Primary Considerations

Structures, lands, areas or districts selected for heritage designation shall be of historic or aesthetic merit and shall satisfy at least one of the following general guidelines.

1. Structures, lands, areas or districts considered for preservation shall exemplify the broad trends of cultural, political, economic or social history; however, they may also represent an unusual counter development to such broad trends.
2. Structures, lands, areas or districts considered for preservation may be those associated with the lives of historic personages, with important events or with strong ethnic, community, or City identity.
3. Structures, lands, areas or districts considered for preservation may display the distinguishing characteristics of an architectural type inherently valuable for study or method of construction.
4. Structures, lands, areas or districts considered for preservation may be notable works of master builders, engineers, designers, artists, craftsmen or architects.

B. Secondary Considerations

In addition to the guidelines of primary consideration the following guidelines shall be considered.

1. The setting of structures and areas shall be considered in light of appropriateness, visibility and accessibility. There shall be assurance that the structure or area shall not be hazardous to the health and safety of the community.
2. The economic and physical soundness of a candidate for heritage preservation shall be appraised after discussion of the candidate's significance.
 - a. Economic Soundness



Physical Environment

- (1) The expenses of restoration and continued maintenance shall be considered before designation.
- (2) Alternate reuses for structures shall be considered if the continuance of the present use is doubtful.
- (3) Reuses of designated structures or lands shall not destroy the integrity of the structure, land or area.

b. Physical Soundness

- (1) Consideration shall be given to the maintained integrity of original design materials and workmanship of structures, lands, areas or districts.
 - (2) Modifications needed to bring structures and areas in conformance with health and safety standards and with building codes and standards shall be considered.
3. When structures as a whole are not worthy, parts of structures, which meet other guidelines of the Heritage Preservation Commission, may be considered for designation and retention. Such parts as balustrades, windows, cornices, lighting fixtures and others deemed worthy may be considered.
- a. The Heritage Preservation Commission may, when necessary, locate private or public buyers for such designated parts of structures if no other means for retaining the designated parts are possible.
 - b. The Commission may, when necessary, locate funds for purchasing and retaining designated parts until a permanent "home" can be found.

C. District Primary Considerations

Districts designated for heritage preservation shall satisfy at least one of the following guidelines.

1. An area may be considered for district designation if it consists of a linkage of buildings, structures, lands and space, a majority of which continue to exist in their original location and are distinguished by past historical or cultural events, by architectural or engineering quality or by aesthetic appeal.
2. An area may be considered for district designation if the historical value of the structures and lands arouses



Physical Environment

a sense of time (history) or space (attractive spacial quality).

3. An area may be considered for district designation if the area:
 - a. Contains a concentration of structures of superior workmanship or of superior or typically regional materials;
 - b. Contains a number of structures which display the distinguishing characteristics of an architectural type reflective of a style or method of construction or be works of master builders, engineers, designers, artists, architects or craftsmen;
 - c. Has a unique or distinctive characteristic that cannot be attributed solely to a collection of buildings of the same or related periods.
4. An area may be considered for district designation if the area relates nationally, regionally or locally to the lives of historic persons or if it relates to visual (aesthetic) qualities which reflect the feeling of time and place (history).
5. An area shall be considered for district designation if the area has a sense of visual cohesion expressed through a harmony of related details, architectural or otherwise, based upon such elements of quality (aesthetic) as:
 - a. Continuity of architectural factors (style, proportion, color, size, scale and materials).
 - b. Concentration or clustering of structures.
 - c. Harmony of the physical setting (landscaping, street and sidewalk material, street furniture, etc.).
6. An area may be considered for district designation if the area is readily definable by man-made or natural elements or by a major focal point or points within the given area (setting).
7. An area shall be considered for district designation if the area represents an unusual plan, development or natural phenomenon which is atypical of the locality, state or nation.

D. District Secondary Considerations

In addition to the primary criteria for district designation the following guidelines shall also be considered.



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1. Economic feasibility
 - a. The expense of restoration or of modifications to bring buildings up to code should be considered.
 - b. Alternate reuses should be considered, provided the integrity of the area is maintained.
2. Physical feasibility
 - a. Modifications in standards required to enhance the livability of the area shall be considered:
 - (1) Requests for variances from applicable City codes and ordinances may be considered.
 - (2) Revisions in applicable City codes and ordinances which would result in more or less stringent requirements should be considered where desirable.
 - b. The introduction of new or improved facilities or the successful blending of contemporary designs with existing structures may be permitted, provided the traditional atmosphere is maintained.

A comprehensive study to identify architectural and historic resources should be conducted. It should tap the combined disciplines of architectural history, urban history and graphic arts to produce a comprehensive guide.

Preliminary research should include an analysis of existing materials, consultation with the City's architectural and historical groups and a detailed work program for the survey. The survey itself should include research of the City's development history, field surveys and cataloging of architectural and historical resources. The guide publication should take the form of a traveler's guide and should be prepared in a graphic and literary style aimed at the broadest possible audiences.

The product will be used as an agenda for consideration of City heritage preservation designations, for nominations for placement on the National Register and as a guide for the public in understanding its heritage as seen in the City's physical environment.

Objective 2 FACILITY REUSE

Efficient and appropriate reuse of designated buildings that because of their age, design, site or method of construction contribute to the character and stability of a neighborhood or of the City.

Policy 5

The City should facilitate local, state or federal funding for



Physical Environment

projects enhancing historical or architectural value related to buildings or districts which have been identified for heritage preservation designation.

Policy 6

The City should pursue measures for tax relief (such as tax abatements and rebates) for costs incurred to preserve architecturally or historically significant features of designated structures which exceed the cost of mere functional rehabilitation.

6a. The City should continue its practice of approving housing rehabilitation projects which cost more than 100 percent of the replacement cost for buildings designated as having historic or architectural significance.

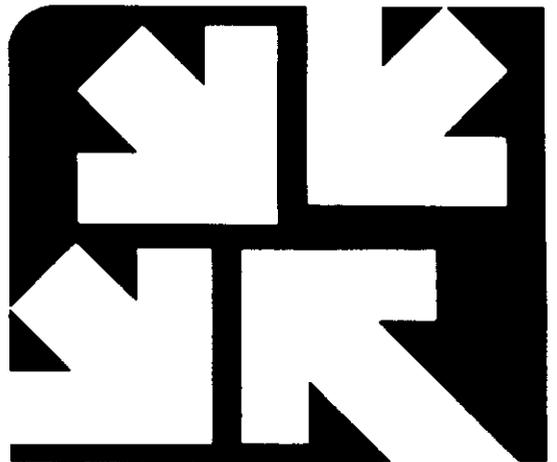
Policy 7

The City should encourage the use of existing preservation tools such as the use of variances from the Uniform State Building Code for locally designated structures and the tax benefits for preservation offered in the Tax Reform Act of 1976.

Implementation Direction

The City should encourage the reuse of significant buildings through support of State Legislation that would create a property tax credit for restoration and preservation expenses incurred in maintaining property which is deemed historically and architecturally significant. Existing tools to encourage preservation should continue to be used.

**City of Minneapolis
Plan for the 1980s**



Transportation



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Transportation

Introduction

The City's roadway system is its primary transportation network: Autos, trucks of all descriptions, buses, bicycles, motorcycles and pedestrians use the City's streets, roads and sidewalks.

The challenge to face in transportation planning is to establish the proper place for each network user in this urban environment and to balance transportation objectives with those for maintaining stable and effective residential neighborhoods in Minneapolis.

The plan's priorities focus on improving the effectiveness of the City's transportation facilities and transit service. Opportunities are available to:

- Make regional commuter traffic use regional facilities (freeways and major highways); design and size these important facilities to handle peak hour demands without reaching serious levels of congestion.
- Open up the City's essential streets to handle peak flows of City employees and residents without making major changes in street widths.
- Concentrate on holding down the volume of traffic on the City's essential street system by urging more transit ridership and greater ride-sharing. The target for this emphasis will be the single-occupant auto.

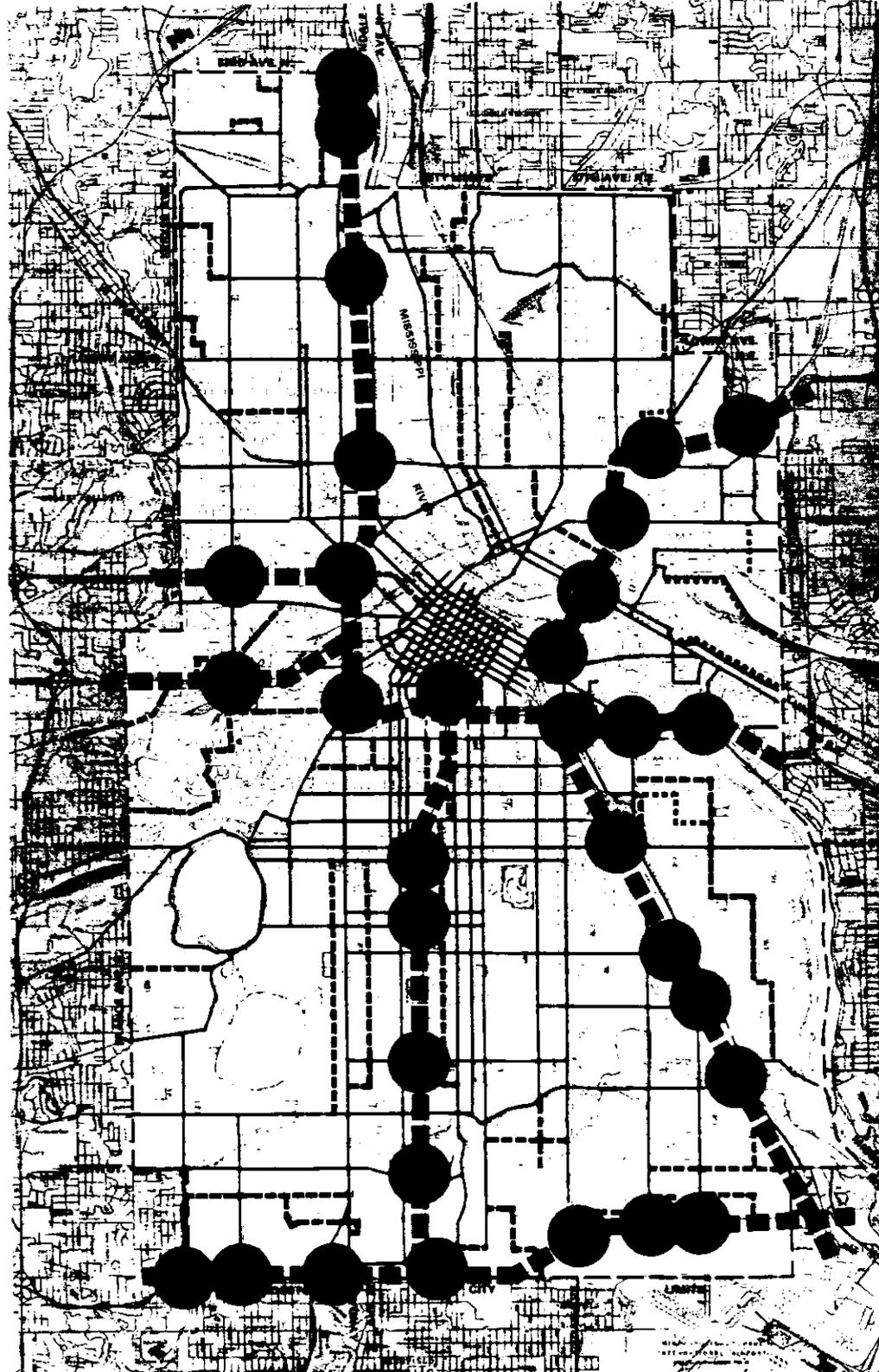
The goal of the transportation plan is to provide efficient and effective personal and commercial transportation throughout the City: By balancing the demands made by the motorist against those made by transit users, truckers, bicyclists, pedestrians, rail and barge operators and by minimizing the negative effects of all these forms of transportation on families living in the neighborhoods—so that Minneapolis is a stable and attractive place to raise a family.

Objectives have been defined to support this goal:

- Maintain the City's physical transportation facilities in year-round hazard-free condition.
- Continue to schedule repair, management and replacement activities to extend the useful life of the City's essential street system.
- Give increased attention to the transportation needs of special groups: Handicapped, seniors and the poor; bicyclists; and recreation tourists whether in vehicles, on foot or riding bicycles.
- Remove non-local parking and through traffic from the City's neighborhood streets to make residential areas more attractive to family residents.



1990 Transportation Plan





Transportation

- Encourage more people to ride in fewer vehicles, thereby conserving fuel, reducing congestion, shortening trip times and reducing pollution.
- Provide good transportation services and facilities to and within the City's Central Business District.
- Follow parking policies which promote cleaner air, encourage higher occupancy per vehicle, conserve energy, increase traffic safety and reduce congestion.
- Accommodate the movement of goods in the most efficient and least disruptive manner possible.

Background

The street system in the City contains over 980 miles of paved streets (290 miles of which are oil-treated dirt), and 455 miles of alleys (40 miles of which are unpaved).

In addition to local streets, the City's roadway system consists of county roads and highways, state highways and federally supported interstate highways inside the City's boundaries.

Railroads and the river form the spines of two major goods movement systems and comprise two additional elements in the City's transportation network.

There are almost 390 bridges in the City. About one-third are associated with freeways, one-third are related to railways and the remaining third cross other obstructions. Twenty-seven of the bridges are pedestrian bridges.

Nineteen hundred miles of City sidewalks and special pedestrian facilities, such as the downtown skyways, shopping malls and recreational paths, constitute the City's pedestrian system. In City parks, parkways and around City lakes there are paved walkways and bicycle paths; these paths have been, for the most part, separated from each other and from vehicular traffic. In certain parts of the City, notably the University area, portions of city streets (bicycle lanes) have been set aside for bicyclists.

Certain other City streets and parkways have been identified as recreational bike routes with special signs.

Finally, area airports, including Minneapolis-St. Paul International (Wold-Chamberlain), afford area residents and businesses quick access to any part of the nation and most parts of the world in a matter of hours.

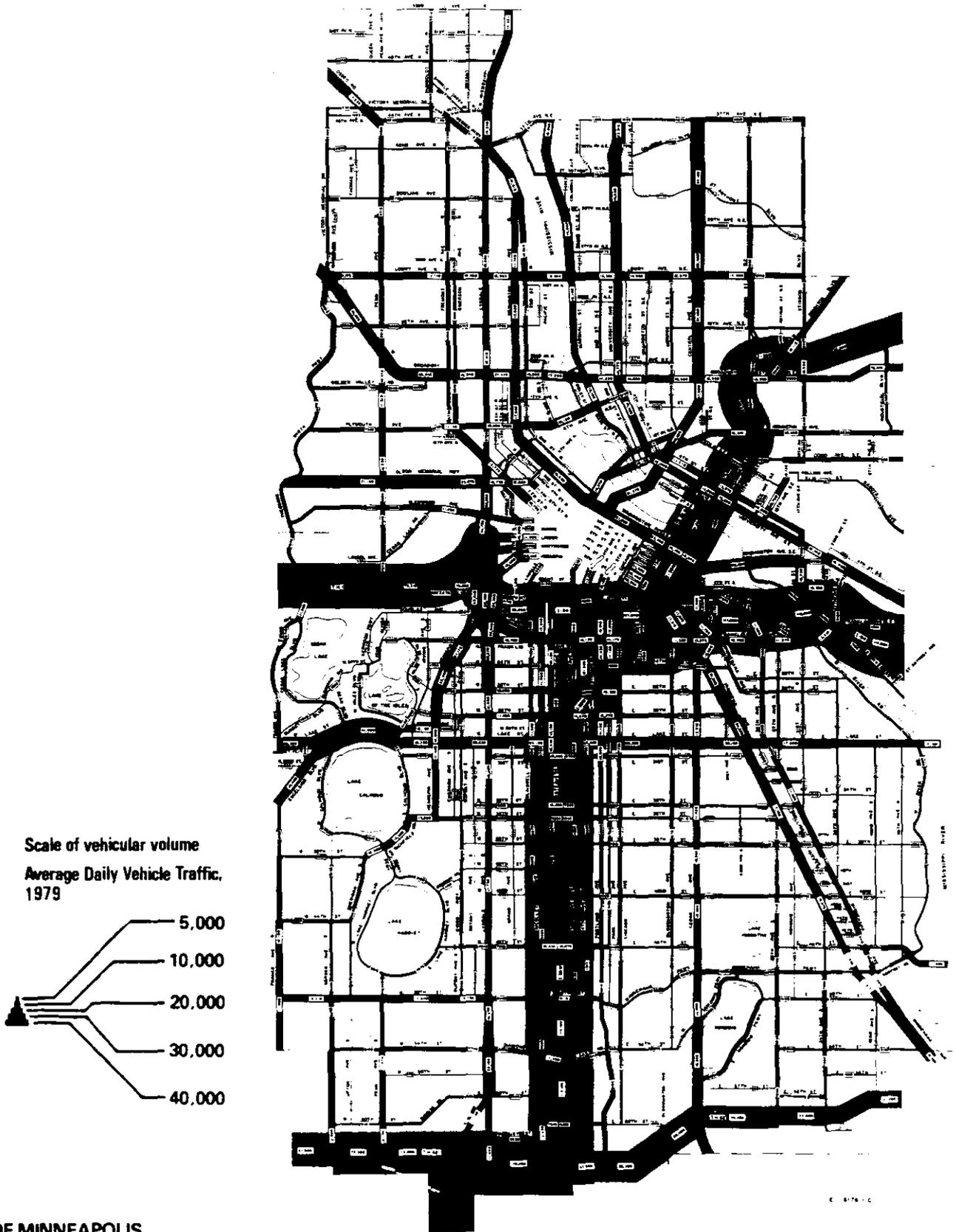
Taken together, these elements comprise Minneapolis' transportation system.

The maps on the following pages display background information needed for the understanding of transportation plan recommendations.



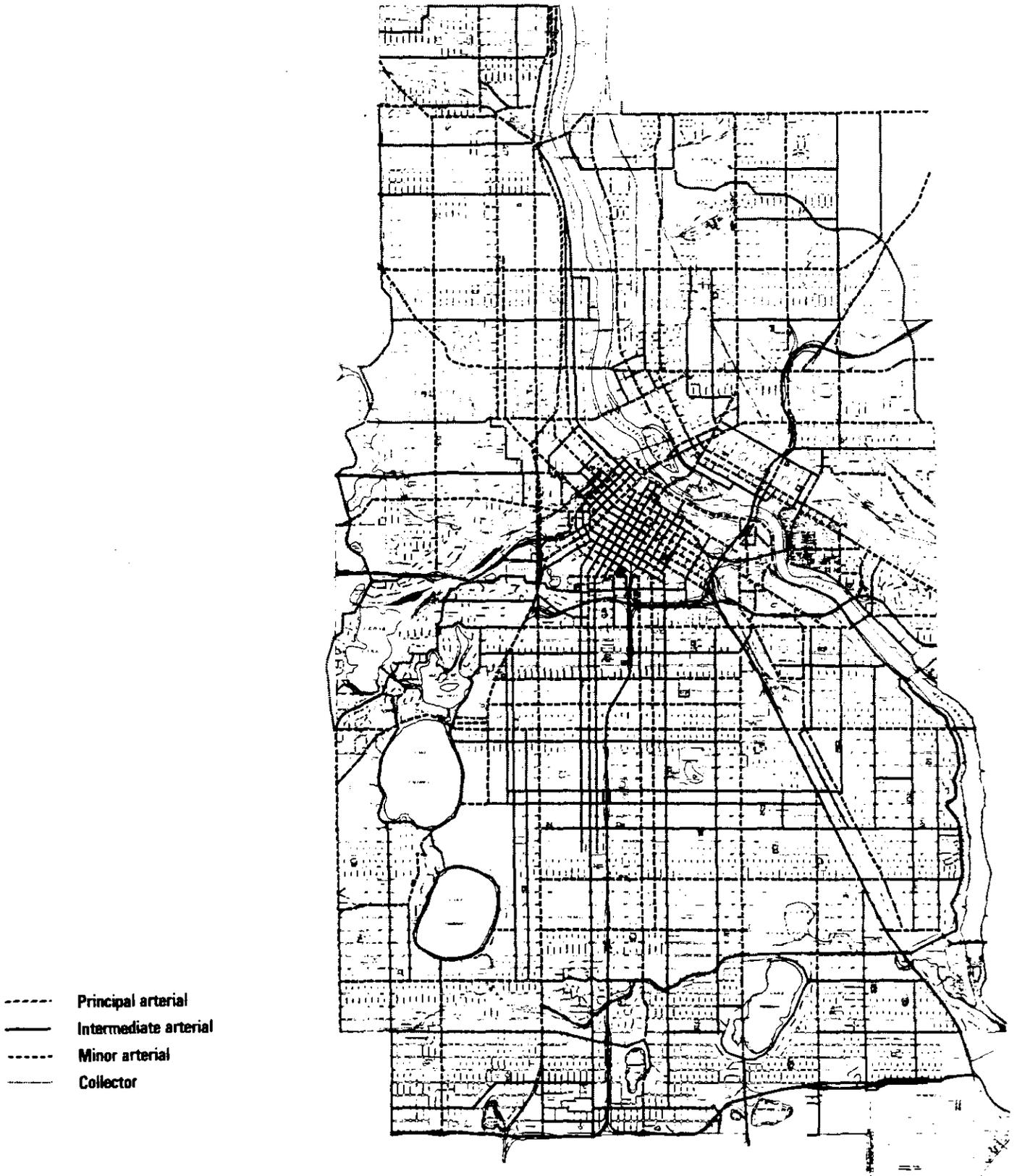
Transportation

Traffic Volumes, Average Daily Vehicle Traffic, 1979



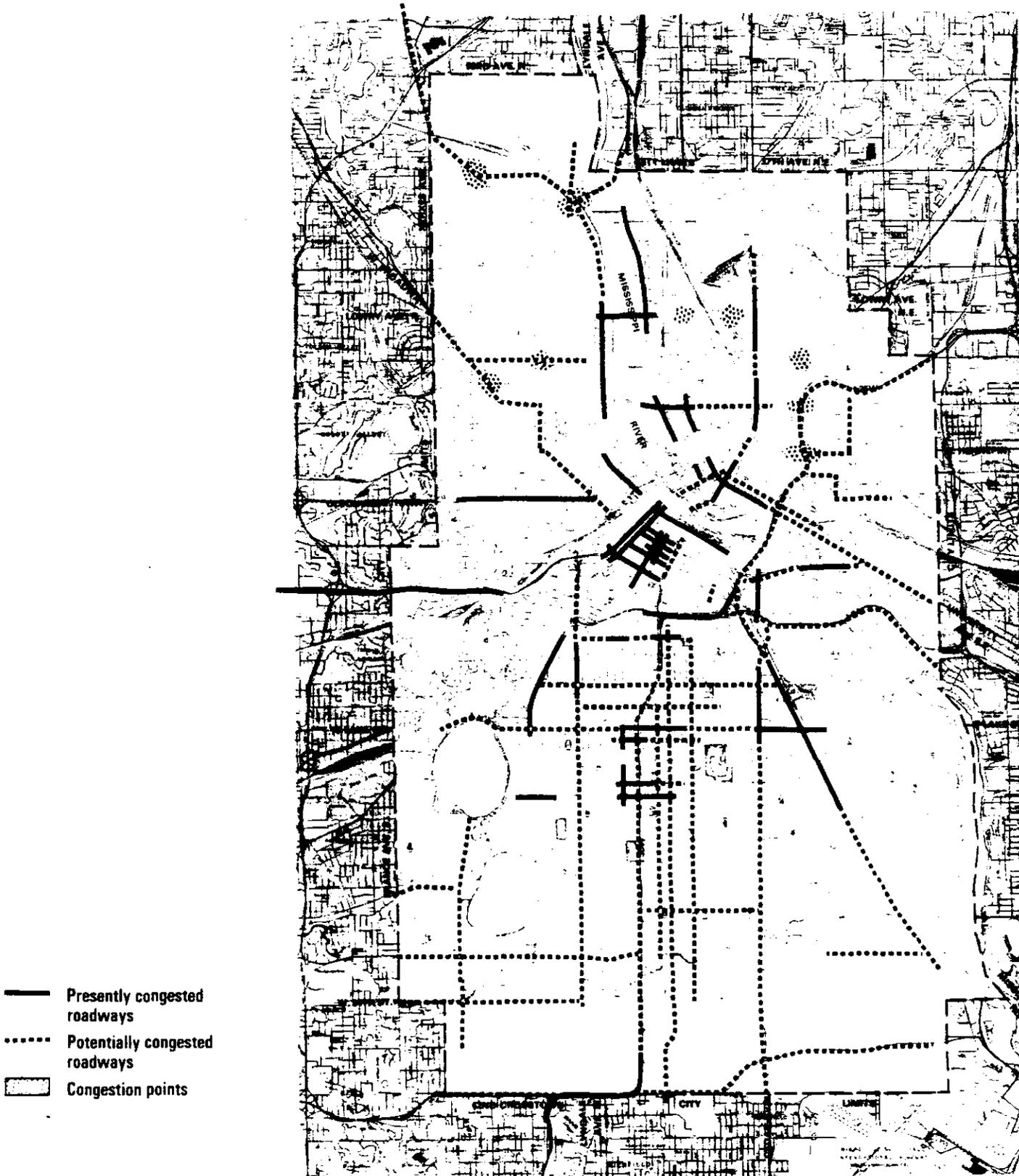


Roadway Network by Functional Classification



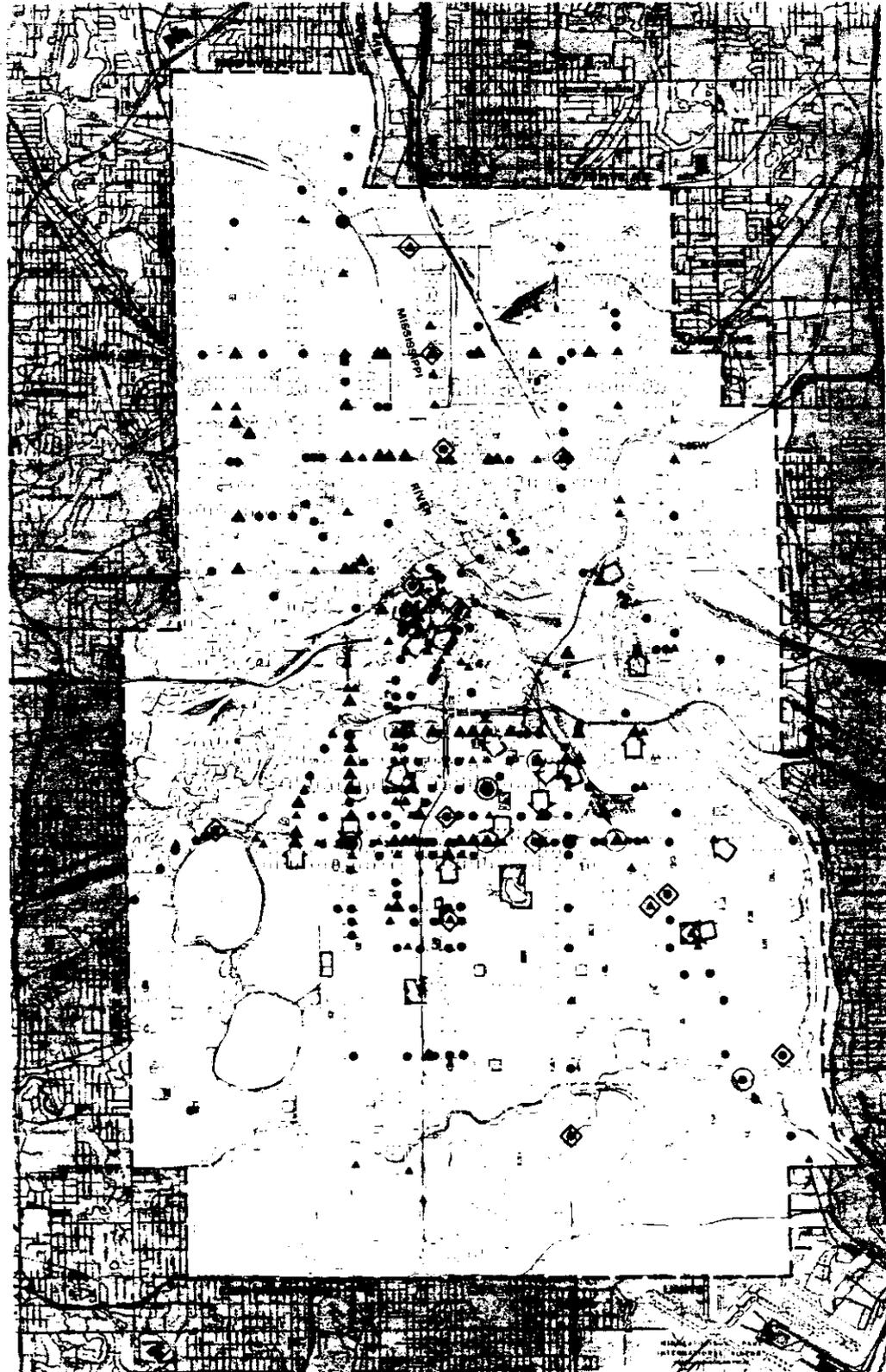


Congested Roadways in Minneapolis, 1976





Traffic Accidents, 1979

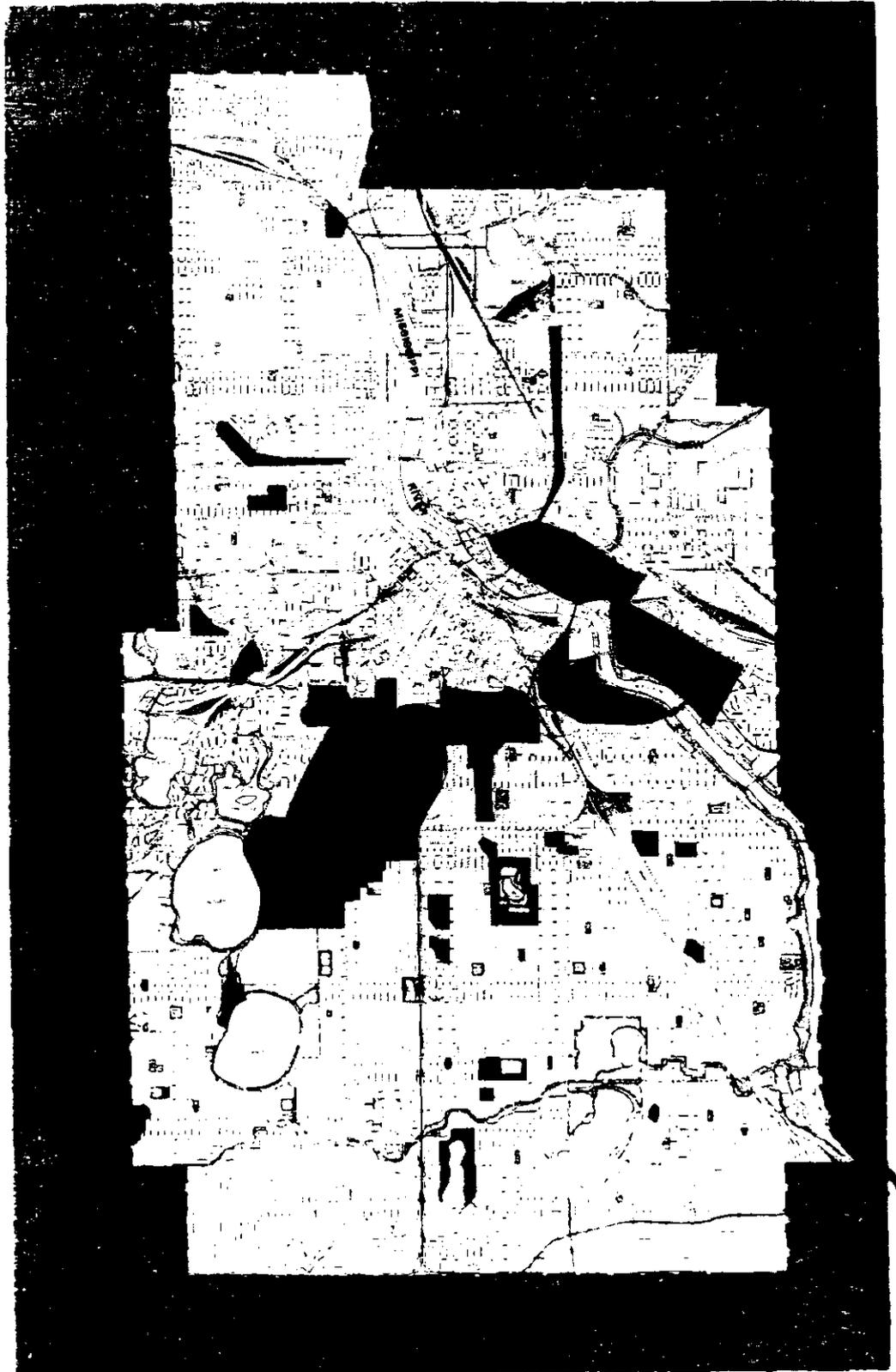


Number of accidents

- 5-7
- ▲ 8-10
- ▲ 11-20
- 21 and over
- ◇ Fatality
- ◻ 3 or more pedestrian accidents
- ◻ Pedestrian fatalities
- 2 or more bicycle accidents



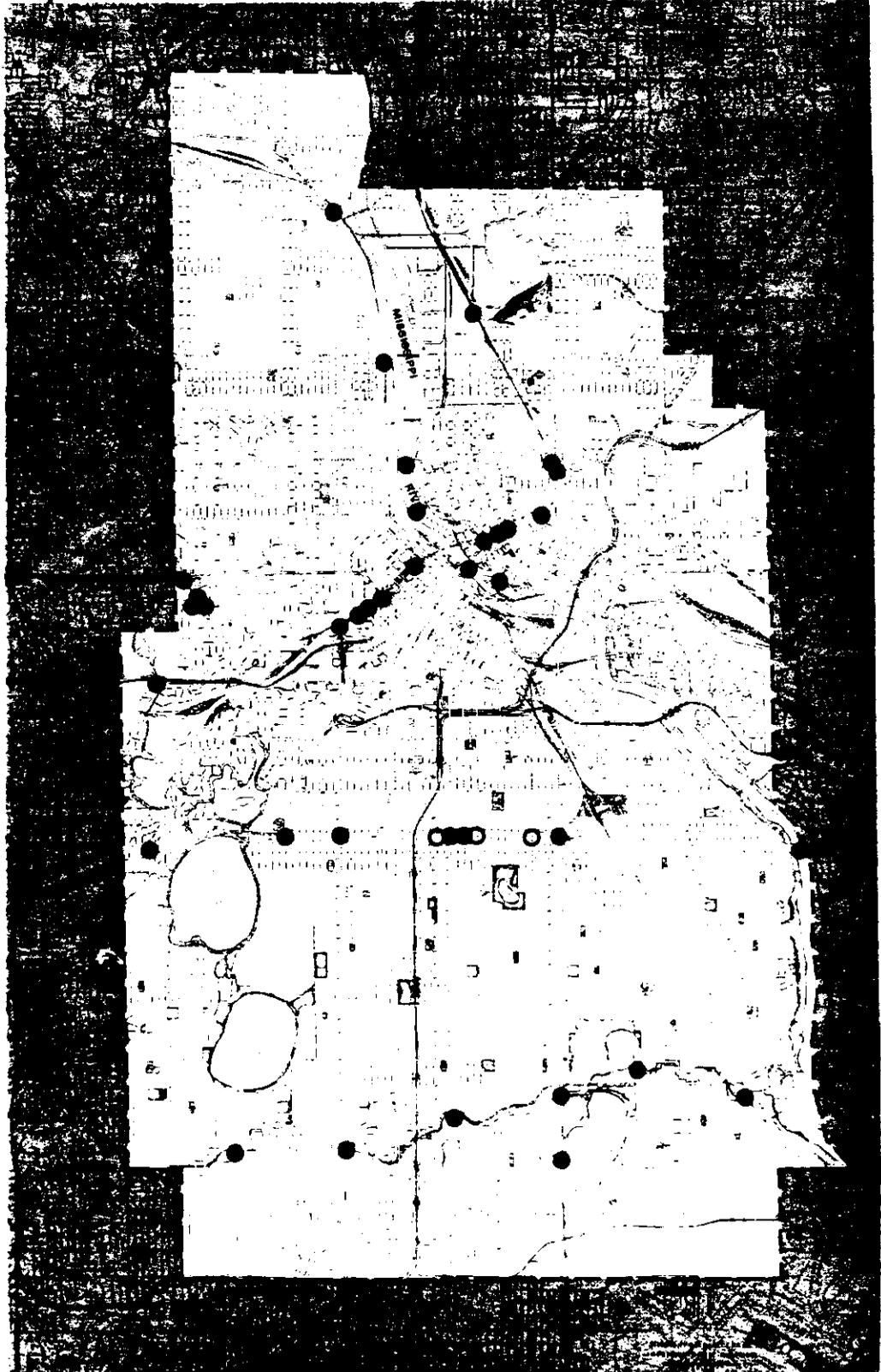
Projected Parking Problem Areas, 1990





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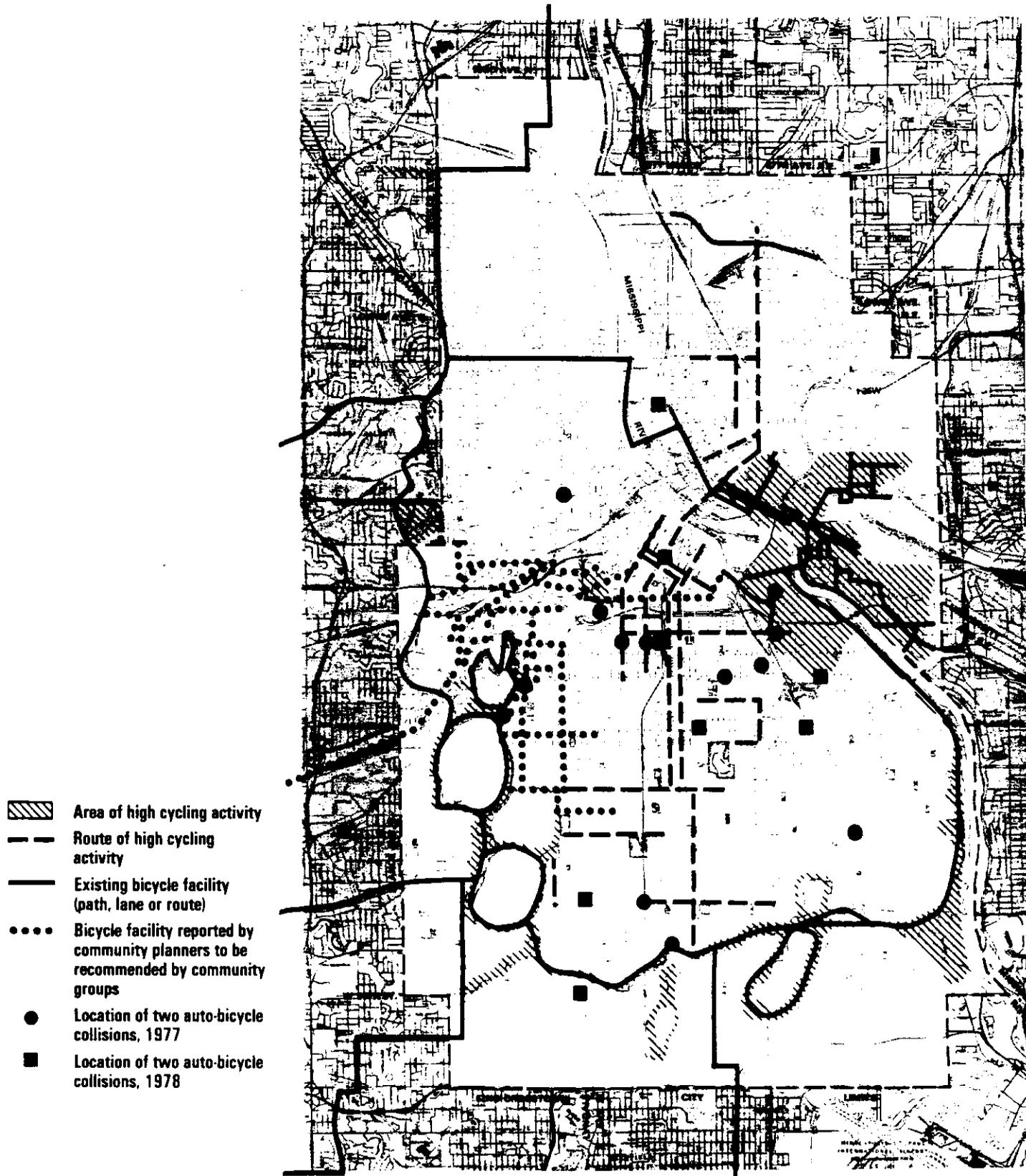
Projected Need for Major Bridge Repair and Replacement on Arterial Street System Prior to 1990



- Identified need
- Probable need

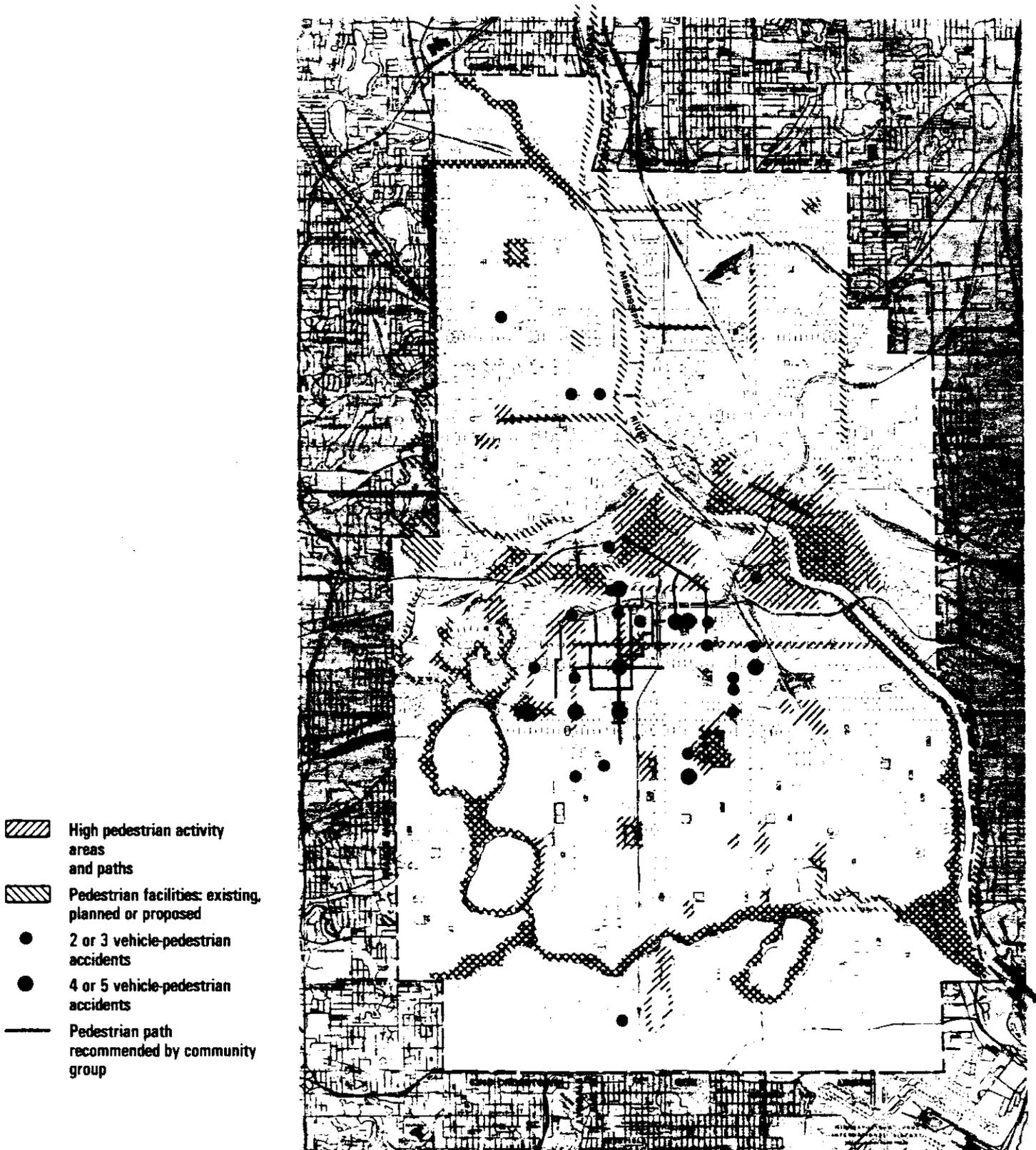


Bicycling Activity, 1977





Pedestrian Activity, 1977





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- 1979 Average Daily Traffic Volumes — This map displays the most up-to-date traffic counts, seasonably adjusted, which are available.
- Metropolitan Council Functional Classification of City Streets — In 1976 the Metropolitan Council and City Public Works Department classified all City streets according to the criteria defined by the Metropolitan Council.
- Congested Roadways in Minneapolis — A federally funded study conducted in 1977 identified congestion on City streets. The results of that study appear as solid lines.
- Vehicle Accidents — This map shows the pattern of traffic accidents by frequency throughout the City. It has been judged that this pattern has remained fairly stable during the last three years.
- Parking Problem Areas— In early 1978 the City Planning and Public Works Departments, with community input, defined parking problem areas. Results of that effort are projected to the year 1990. The projection assumes no public intervention except the construction of the downtown fringe parking ramps.
- Bridge Repair/Replacement Needs — The Public Works Department has identified 39 bridges on the City's arterial streets needing replacement before 1990.
- Bicycling Activity — Areas of high cycling activity (as observed by community planners and citizen groups), existing bicycle facilities and the locations of vehicle-cyclist accidents are shown.
- Pedestrian Activity — Areas of pedestrian activity, locations of pedestrian facilities and pedestrian-vehicle accidents are shown.

These maps appeared in one or the other of two reports published by the Planning Department in 1978: Transportation Profile: Trends and Issues, and Fitting Transportation to the Urban Environment Through the 1980's. Further background information about transportation problems, issues and alternatives is available in these documents but has been omitted from this policy plan for the sake of brevity.

Objective 1 BASIC MAINTENANCE

Maintain the City's physical transportation facilities in year-round hazard-free condition.

Definitions

"Physical transportation facilities" in this objective includes streets and alleys; skyways, pedestrian paths and sidewalks;



Transportation

bicycle facilities of all sorts; and transshipment facilities for public goods. Operations implied by the words "maintain" and "year-round hazard-free condition" are: vehicle accident reduction as it relates to roadway condition or roadway and intersection design; pothole and cave-in repair; sidewalk repair; snowplowing of emergency routes, parkways and residential streets and alleys; snow removal from bus stops; and repair/replacement of bridges with less than 5 years of useful life remaining.

This objective does not presume flawless maintenance. Its emphasis is, rather, on maintaining a basic level of repair throughout the City and eliminating, as funds are made available, flaws in the transportation system design, condition and management whose presence represents a clear or demonstrable threat to citizen-user well-being, the sense of "hazard-free condition."

- Policy 1** The City should continue to reduce vehicle-related accidents through improvement of unsafe roadways or intersections.
- 1a. The City should continue to undertake immediate, low-cost spot improvements at those locations identified as high accident problem areas.
 - 1b. The City should continue to plan for and schedule major improvements to correct physical deficiencies contributing to the accident picture.
 - 1c. The City should concentrate its resources in high accident areas on City roadways.
- Policy 2** The City should continue to provide for snowplowing of emergency routes, parkways, and residential streets and alleys; maintain essential streets in glare ice-free condition.
- Policy 3** The City should continue to replace, rehabilitate, or remove bridges that are structurally deficient.
- Policy 4** The City should continue to enforce maintenance of sidewalks, pedestrian paths, skyways and bicycle facilities and removal of snow from bus stops.
- Policy 5** The City should continue its street sweeping program.

Implementation Direction

The emphasis in implementing this objective will be on basic maintenance and more effective traffic management. The basic maintenance level will have been reached when obvious physical dangers to life and limb are eliminated as quickly as they are discovered. This would require continuing surveillance of all the City's transportation facilities: roadways and alleys, bridges, sidewalks and other pedestrian facilities, bicycle and transit



Transportation

facilities, and public goods terminals. The management component of this objective requires that certain steps be taken to correct design insufficiencies contributing to high incidence of accidents. Certain other management steps will have to be taken to correct the flow characteristics of some arterial streets in the City. Regulation of traffic and enforcement of safety-related laws is an essential part of effective traffic management.

**Objective 2
MAINTENANCE OF
ESSENTIAL STREET
SYSTEM**

Continue to schedule repair, management and replacement activities to extend the useful life of the City's essential street system.

Definitions

The "essential street system" is composed of those streets in the City absolutely necessary for the conduct of City business and personal livelihood. Access to and through the City is absolutely essential to maintain the vitality of Minneapolis. Consequently, there are certain streets in the City that must be considered essential for the movement of people and vehicles regardless of the actual functional classification assigned to them. When compared with the functional classification of City streets, the "essential streets" are generally comprised of collector-level roadways and above. However, not all collector streets have been judged "essential."

Certain of the "essential streets" are necessary for general (all kinds of) traffic, while others are specifically needed for transit or truck traffic, as the accompanying map points out.

Policy 6 The City should continue to provide timely maintenance and repair to bridges on the City's essential street system.

Policy 7 The City should continue to maintain roadways on the City's essential street system in driveable condition.

Policy 8 The City should enforce regulations aimed at preventing bridge and roadway deterioration.

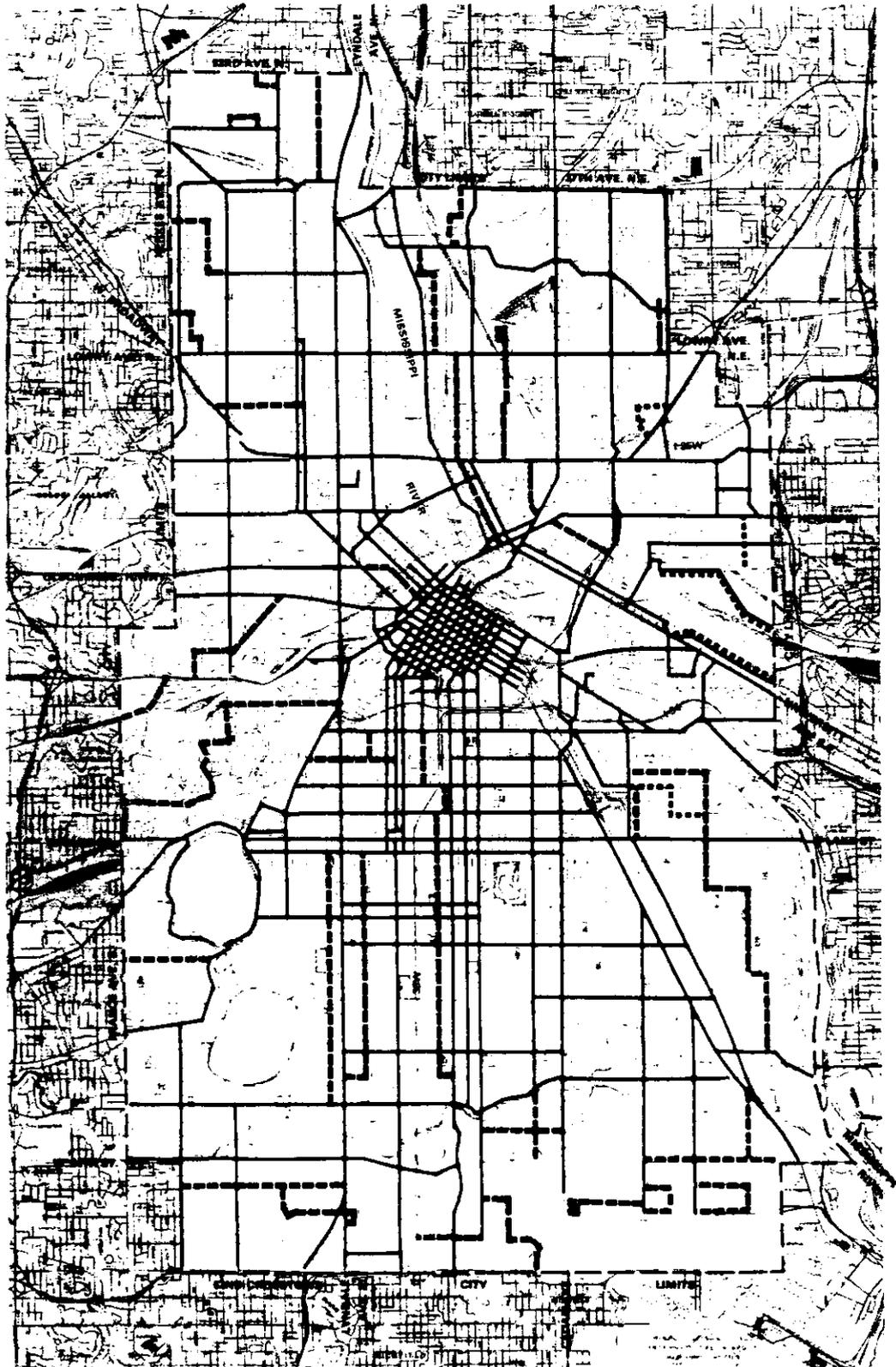
Policy 9 The City should make greater use of the essential street system and parkways to connect a wide variety of points of interest: historic, scenic, entertainment, economic, industrial and recreational.

Implementation Direction

In order to implement this objective, the City will have to undertake preventive maintenance activities on roadways and bridges in the essential street network. Management actions, chiefly in the form of traffic regulation enforcement, will have to be continued to prevent further physical deterioration of the City's essential streets.



Essential Street System, 1978-1990



- Essential for general traffic movement
- - - - Essential for transit
- Essential for truck movement



Transportation

Objective 3 SPECIAL GROUP NEEDS

Increased attention to the transportation needs of special groups: handicapped, seniors and the poor, bicyclists, and recreation tourists whether in vehicles, on foot or riding bicycles.

Seniors, Handicapped, and Poor

Policy 10

The City should support special transit programs tailored to the needs of senior and handicapped persons.

10a. The City should endorse federal objectives to provide for handicapped and elderly persons via public transit. The design and operation of our local transit program and stock of specially equipped vehicles should be tailored to the population to be served.

10b. The City should encourage "Project Mobility" and search for more cost-effective ways of improving this service or search for other transportation alternatives to provide this service.

10c. The City should encourage private service agencies and groups to support transportation aids to seniors and the handicapped.

Policy 11

The City should encourage the Metropolitan Transit Commission to coordinate public transit services to meet the employment needs of low-income persons.

Policy 12

In recognition of the limited transportation alternatives available to poor, handicapped and elderly persons, the City should adopt land use plans and policies that would move convenience shopping and employment opportunities closer to these persons.

Policy 13

The City should encourage the design of parks and parkways to accommodate auto access — the chief means of elderly and handicapped person travel to regional and City-wide recreational facilities.

Bicyclists

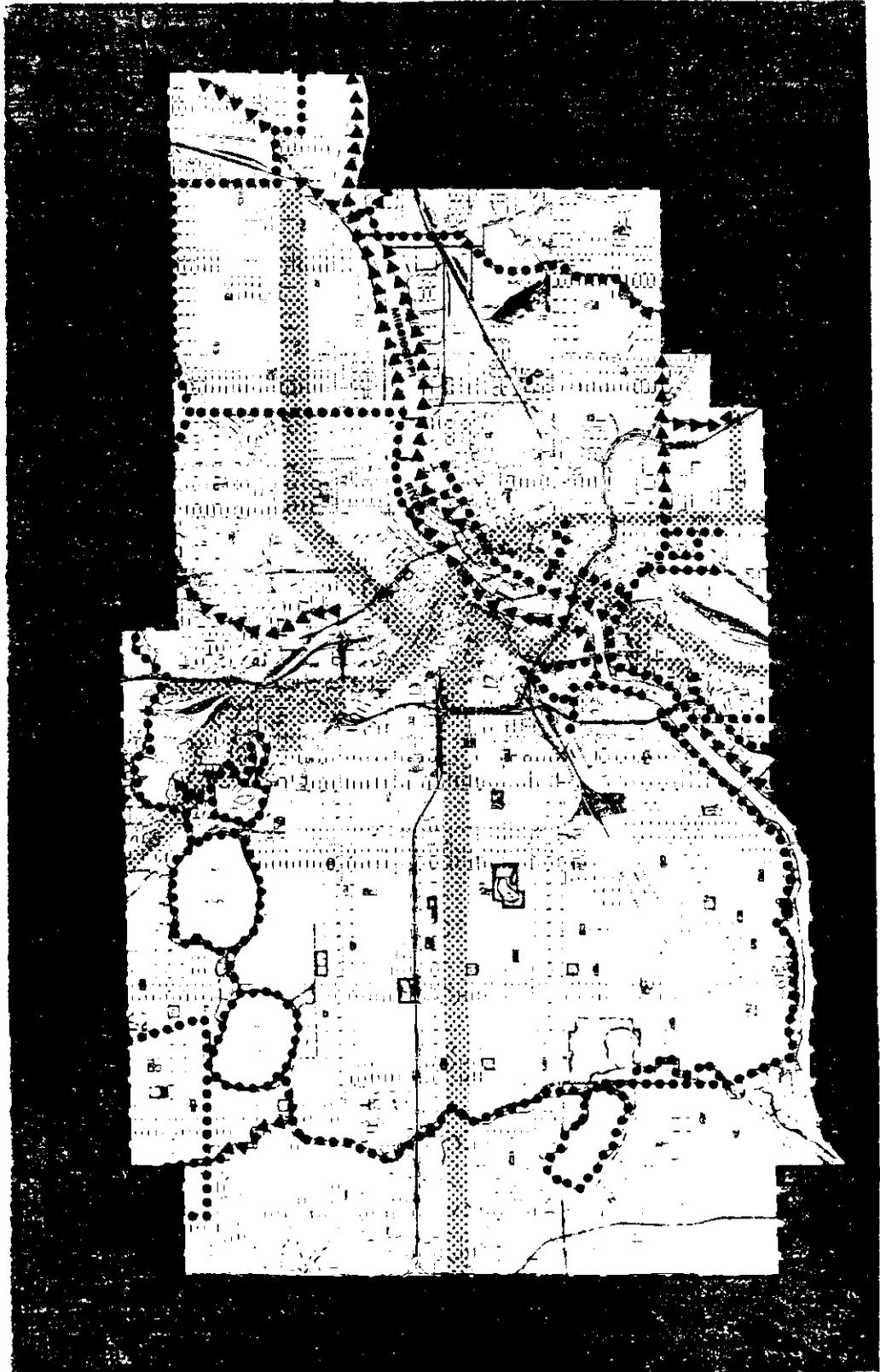
Policy 14

The City should accommodate the bicycle as a means of transportation for both work and recreation trips. (See Bikeway System map)

Compared with autos and buses, bicycles generate a small demand for facilities. Though fuel shortages and rationing would cause more people to use bicycles for a work trip, it is not likely that future bicycle use will constitute a major element in the transportation picture for the City. While a greater number of people could be encouraged to ride their bicycles to and from work by the construction of completely separated bikeways such as are found around City lakes, the low demand would not justify the expenditures involved.



Bikeway System, 1990





Faced with an identifiable, though low, demand and its own fiscal realities, the City should investigate undertaking certain low cost actions to make the curbside roadway portion of selected essential streets a second best alternative to completely separated bicycle paths.

Pedestrians

Policy 15

The City should enhance pedestrian activity in City Neighborhoods and activity centers.

15a. The City should continue to promote and encourage pedestrian movement in the CBD. The skyway system of pedestrian walkways should be maintained and expanded as indicated.

These skyway plans are summarized in the accompanying map.

15b. The City should continue to use transit in the CBD and other high activity centers to reduce traffic volumes on streets and thereby lessen pedestrian-vehicle conflicts.

15c. The City should expand the present pedestrian signal indication program to ultimately include all signals in the City.

15d. The City should continue to install and maintain energy efficient and low maintenance cost street lighting.

15e. Where dangerous at grade crossings exist, all funding sources available should be explored to result in the construction of facilities to separate pedestrian movement from motor vehicles.

15f. The City should continue putting handicapped ramps with adequate definition for the visually handicapped at street crossings.

15g. Pedestrian right-of-way laws should be vigorously promoted and enforced. Public education of the laws should be encouraged through the schools, drivers' license exams, and other City and State advertising campaigns.

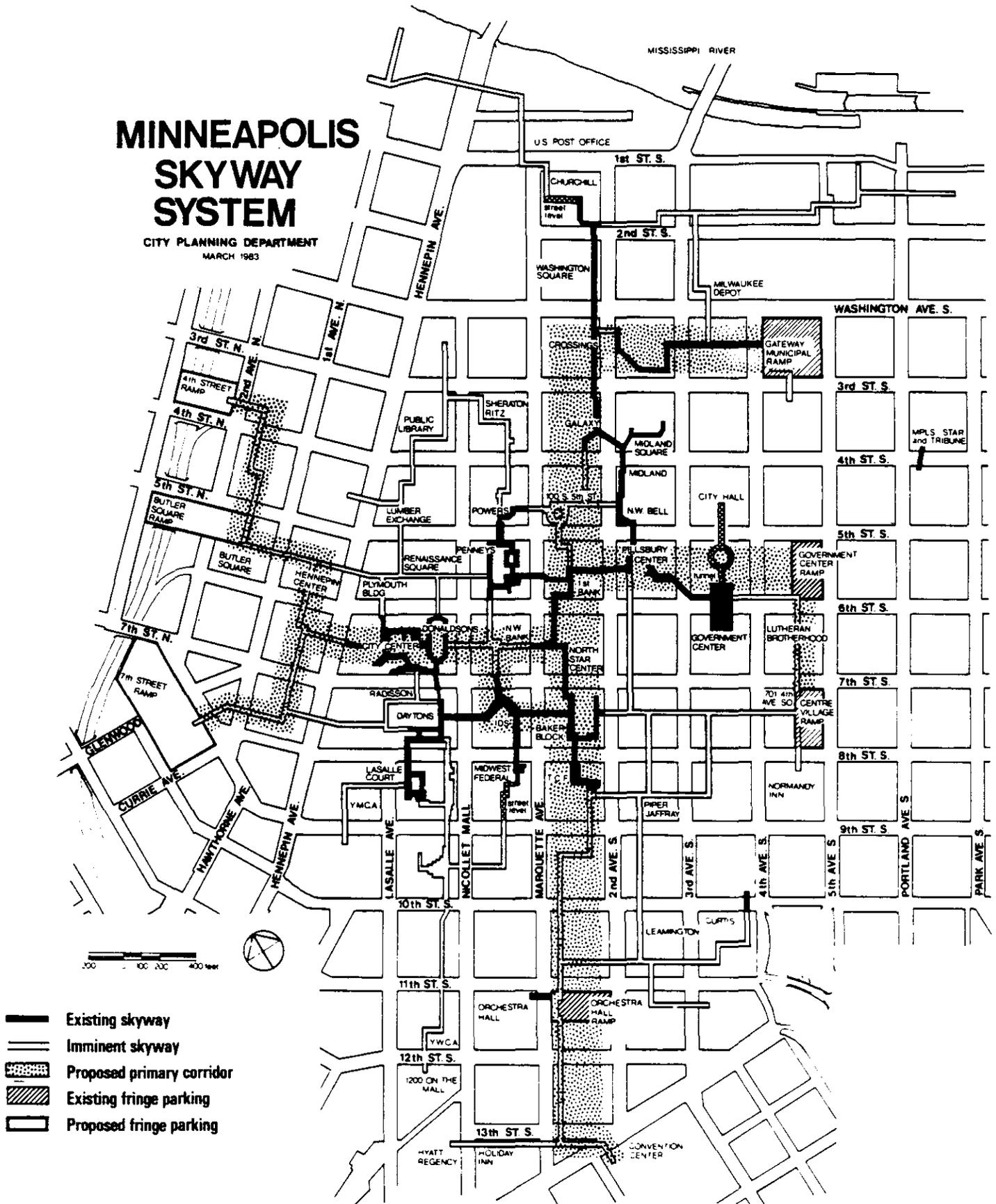
Implementation Direction

In carrying out Objective 3, the City will have to emphasize management (planning, coordination and regulation), maintenance and low-cost capital improvements. Planning transit support services for the handicapped, elderly and poor and facilities for the recreation tourist, bicycle commuter and pedestrian will be critical for orderly implementation of plan recommendations.



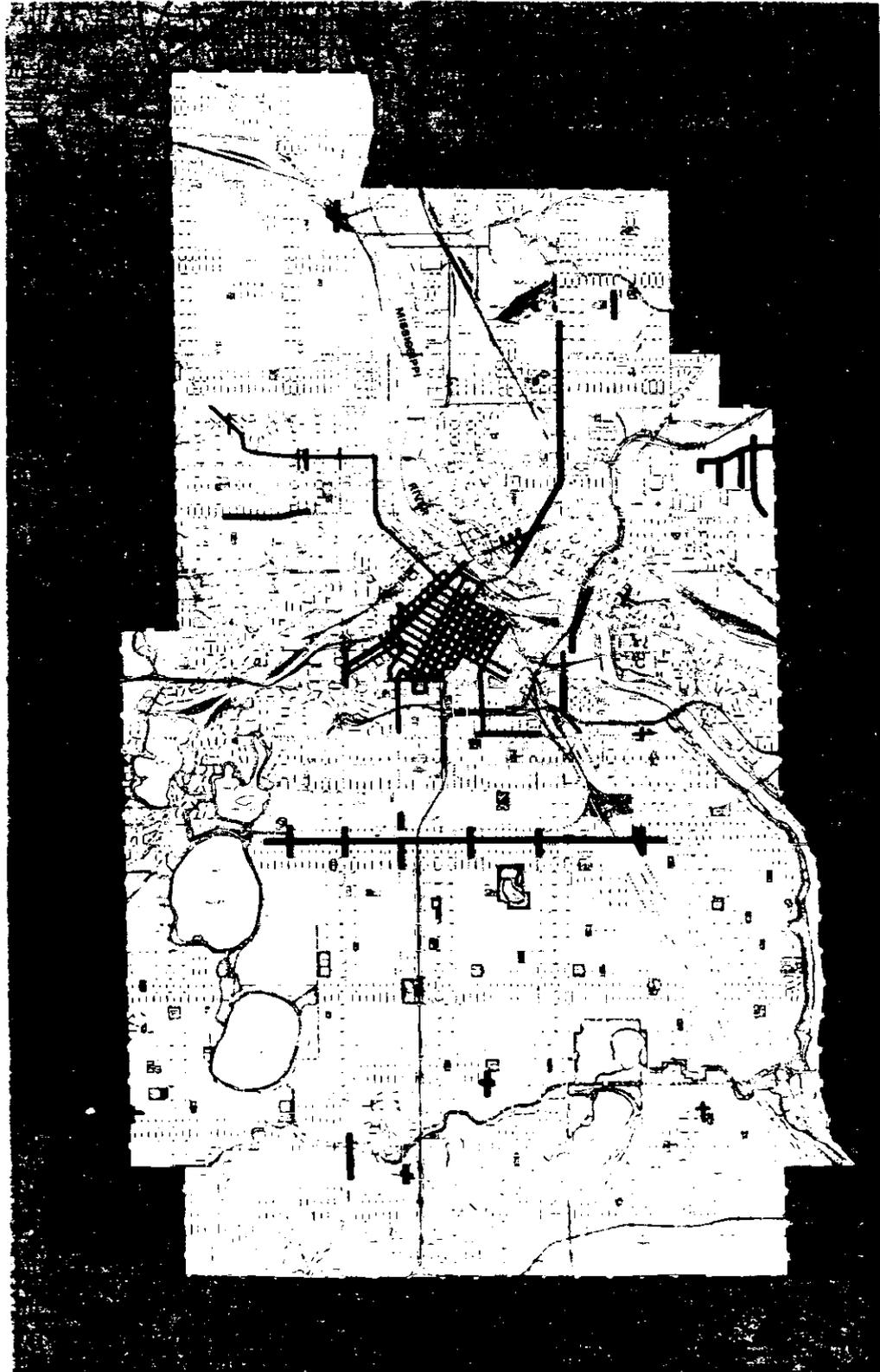
MINNEAPOLIS SKYWAY SYSTEM

CITY PLANNING DEPARTMENT
MARCH 1983





Fluorescent Streetlight Conversion Program, 1978-1988





Transportation

Coordination of employment opportunities and transit service are important for the economic betterment of the City's lower-income residents. Access needs of the City's special groups should find expression in housing development programs. Transportation services afforded by the private and public sectors need to be coordinated for maximum effectiveness.

The regulation of parking on the City's essential streets is necessary to maintain good flow characteristics, prevent congestion build-ups to unmanageable levels and provide for the access needs of cycling Minneapolitans. Pedestrian safety will require enforcement of pedestrian right-of-way laws and more widespread use of pedestrian signals at intersections.

The City should investigate on a few selected streets the application of the following low-cost, six-point management and maintenance program aimed at meeting commuter bicyclist demand:

- Systematically remove rush hour parking from the essential street system throughout the City. As mentioned earlier, this would provide roadway space for bicycle use on an extensive roadway network, thereby allowing the bicyclist the maximum choice of alternative routes.
- Establish a program of low-cost capital improvements such as curb cuts onto sidewalks, onto bridges, signing, striping, pavement restoration, bike ramp facilities at existing pedestrian bridges, etc.
- Provide the necessary connections throughout the City to link up the State and Regional Trailways System through the use of parking restrictions, directional signing, and special maintenance considerations.
- Adopt a City policy to provide safe and convenient bicycle storage facilities at public buildings and to encourage and promote the private development of bicycle storage facilities throughout the City.
- Reduce bicycle/motor vehicle accidents through the development of a comprehensive educational campaign and creation of a bicycle enforcement agency that would enforce bicycle law violations committed by both the bicyclist and the motorist.
- Promote and encourage the further development of the separated bikeways system along existing parkways and proposed park facilities.

Implementation of the local and regional trails plan, completion of the sidewalk system throughout the City, carrying out pedestrian improvements (including the public-private implementation of the downtown skyway system) and improving



Transportation

pedestrian-bicycle ramp facilities at intersections are low-cost capital improvements needed to fully carry out Objective 3.

Objective 4 TRAFFIC DIVERSION

Remove non-local parking and through traffic from the City's neighborhood streets to make residential areas more attractive to family residents.

Regional Facilities

Policy 16

The City should encourage, design and size certain critical regional transportation facilities to accommodate regional traffic demands.

Unless congestion on the regional arterial system is relieved, commuter traffic will increasingly be diverted to arterial and local streets. This effort is a must in relieving the pressures on our local street system.

16a. Specifically, the City should encourage timely completion of Trunk Highway (T.H.) 12 as I-394 (including the Third Avenue North Distributor), upgrading T.H. 100 from West Lake Street (T.H. 7) to Osseo Road (T.H. 152), the improvement of T.H. 55 (Olson Highway, 7th and 8th Streets, Hiawatha Avenue) through the City, and relief of hazardous conditions on portions of I-94 and I-35 in the City.

Essential Street System

Policy 17

The City should continue to optimize traffic capacity on the essential street system to reduce commuter use of neighborhood streets.

17a. The City should rehabilitate or replace bridges on essential City streets that have substandard roadway clearances and weight limitations to provide for safety and improved capacity for all types of vehicles and to maintain a high level of access potential on the City's essential street system.

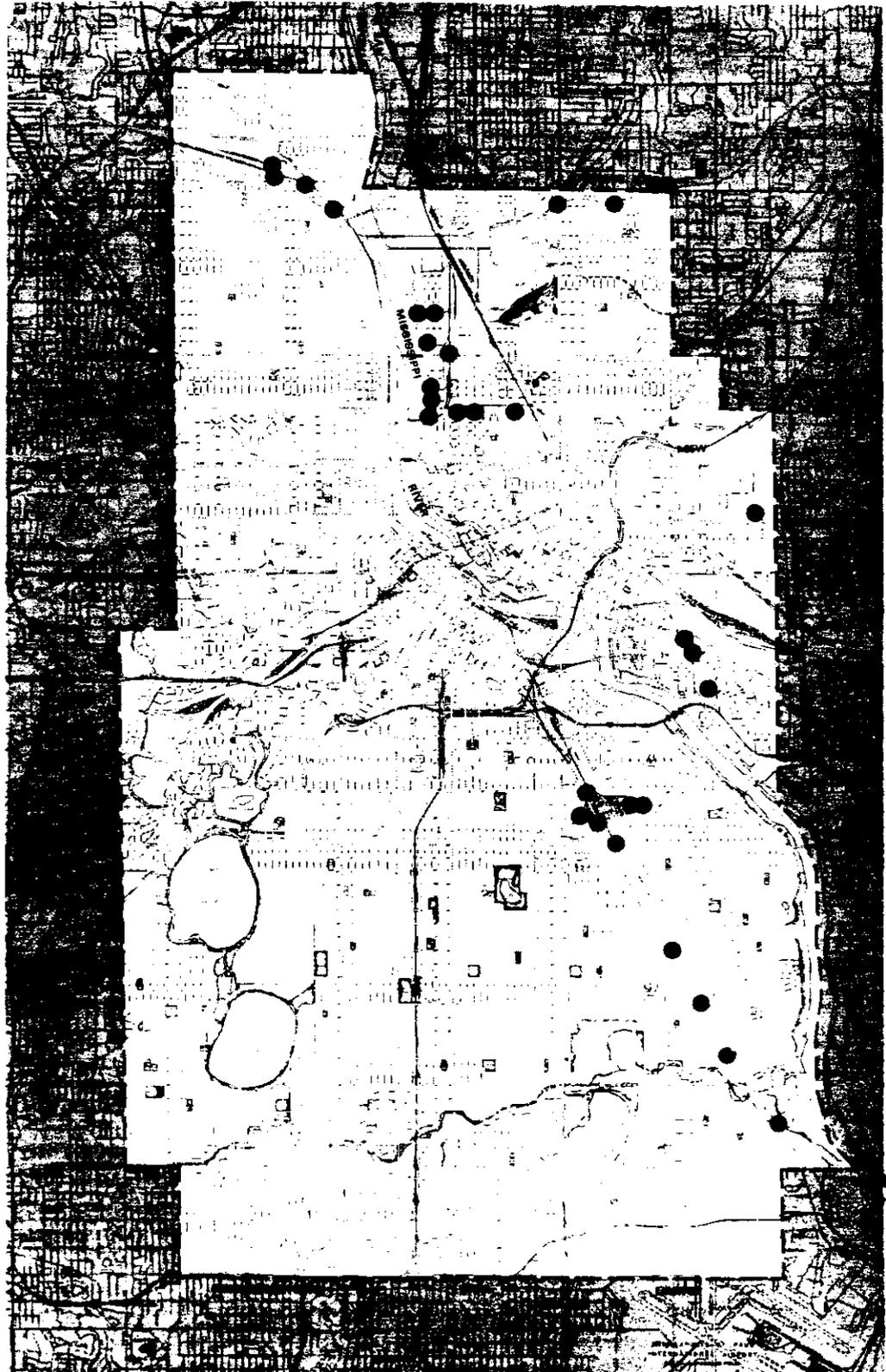
17b. The City should set a goal of removing on-street parking (especially in congested areas and during peak periods) to improve traffic flow on essential streets, to enhance traffic and pedestrian safety and reinforce neighborhood livability.

17c. The City should continue to promote projects which will decrease conflicts between railroads and vehicular traffic on essential streets.

The accompanying map locates railroad at-grade crossings with the City's essential street system.



Rail At-Grade Crossings of Essential Streets





Transportation

- 17d. The City should employ physical traffic controls and enforcement measures to increase safety and capacity on the City's essential street system and improve environmental conditions as well.
- 17e. The City should continue to support measures which encourage a greater number of passengers per vehicle, especially for work-related trips, on the City's essential street system.
- 17f. The City should discourage high levels of commuter traffic on parkways so long as these efforts do not increase traffic problems on nearby residential streets.

In Residential Neighborhoods

Policy 18

The City should continue to reduce the negative impacts of traffic volumes on residential neighborhoods throughout the City.

- 18a. The City should reduce traffic-generated noise in and around neighborhoods.
- 18b. The City should restrict the access of through-traffic to residential neighborhoods.
- 18c. The City should promote traffic safety in residential neighborhoods.

Other Efforts

Policy 19

The City should provide the kind of parking facilities and facility management in high activity centers that encourage workers to ride rather than drive to work. This policy is intended to reduce the number of single-occupant vehicles used for commuting.

Policy 20

The City should continue the residential street paving program to maintain the livability of the City's strong residential neighborhoods.

- 20a. The City should continue to monitor residential street condition and maintain streets in need of basic repair.
- 20b. The City should continue to coordinate roadway improvement projects with utility and flood control capital projects to minimize neighborhood disruption and costly roadway surface repairs due to poor project coordination.

Implementation Direction

In order to make the City's residential neighborhoods more attractive from a transportation point of view, the City will



Transportation

have to actively pursue measures to reduce the volumes of traffic on neighborhood streets. Of primary importance will be the lobbying of state and metro authorities for improved metropolitan roadways to handle regional commuter demand.

To reduce traffic-generated noise in and around neighborhoods the City must investigate:

- Encouraging public-private measures to reduce peak hour loads on the transportation network through cooperative management action such as staggering of work and service hours, loading restrictions, subsidy of employee transit use, etc.
- Emphasizing the use of pedestrian, bicycle and other less disruptive systems in community and neighborhood planning for both leisure and commuter activities.
- Interrelating the development of major street, transit, para-transit and support facilities to reduce the amount of individual auto usage needed specifically for commuting to and within the CBD and other high activity areas.
- Encouraging land use planning that will minimize the need for high capacity transportation corridors.

To restrict access of through traffic to residential neighborhood streets the City should investigate:

- Employing physical and traffic management techniques to discourage commuter traffic through neighborhoods.
- Applying restraints on commuter access to neighborhoods outside or at the edges of those neighborhoods.
- Providing for the free movement of local traffic within neighborhoods.
- Limiting the number of through streets that cut up residential neighborhoods.

To promote traffic safety in residential neighborhoods the following actions should be investigated:

- Reducing existing and potential traffic and safety hazards through good signage and appropriate traffic regulation measures.
- Promoting separation of pedestrian and through vehicular traffic in each community of the City through controls of street use and by providing adequate routes and capacity for each level of roadway.



Transportation

- Providing a safe environment to accommodate bicycle movement on City streets, with special emphasis on the essential street system for bicycle commuting and recreational touring where separated paths are not available.

Actions which will be needed to implement a parking strategy aimed at encouraging workers to ride rather than drive to work include:

- Implementing the City's Downtown Fringe Parking Plan: place long-term employee parking on the outskirts of the downtown as shown on the accompanying map.
- Advocating the implementation of the University's fringe parking plan.
- Supporting construction of adequate parking in the City designated development districts and commercial-institutional nodes.
- Regulating on-street parking (ordinances, enforcement and parking meters) to favor short-term, high-turnover parking in activity centers.
- Providing dime-zone and QT bus connections as well as skyway connections to the fringe parking facilities around the downtown.
- Providing preferential shared-ride (van pools, car pools) rates and spaces at the parking facilities remaining in the heart of the CBD and University areas.

**Objective 5
TRANSIT**

Encourage more people to ride in fewer vehicles, thereby conserving fuel, reducing congestion, shortening trip times and reducing pollution.

Policy 21

The City should encourage greater use of transit and shared ride options for peak hour travel.

The City of Minneapolis can attain improvement in bus service through (1) influencing the MTC to provide more and better service, (2) maximizing availability of the City street system and other City owned facilities for transit and (3) encouraging programs to spread out peak loads.

Policy 22

Improve non-peak hour transit service. This service might use smaller vehicles than the standard bus and might have more crosstown routes.

Implementation Direction

Actions the City can take "by itself" to make transit more desirable to riders are:



Transportation

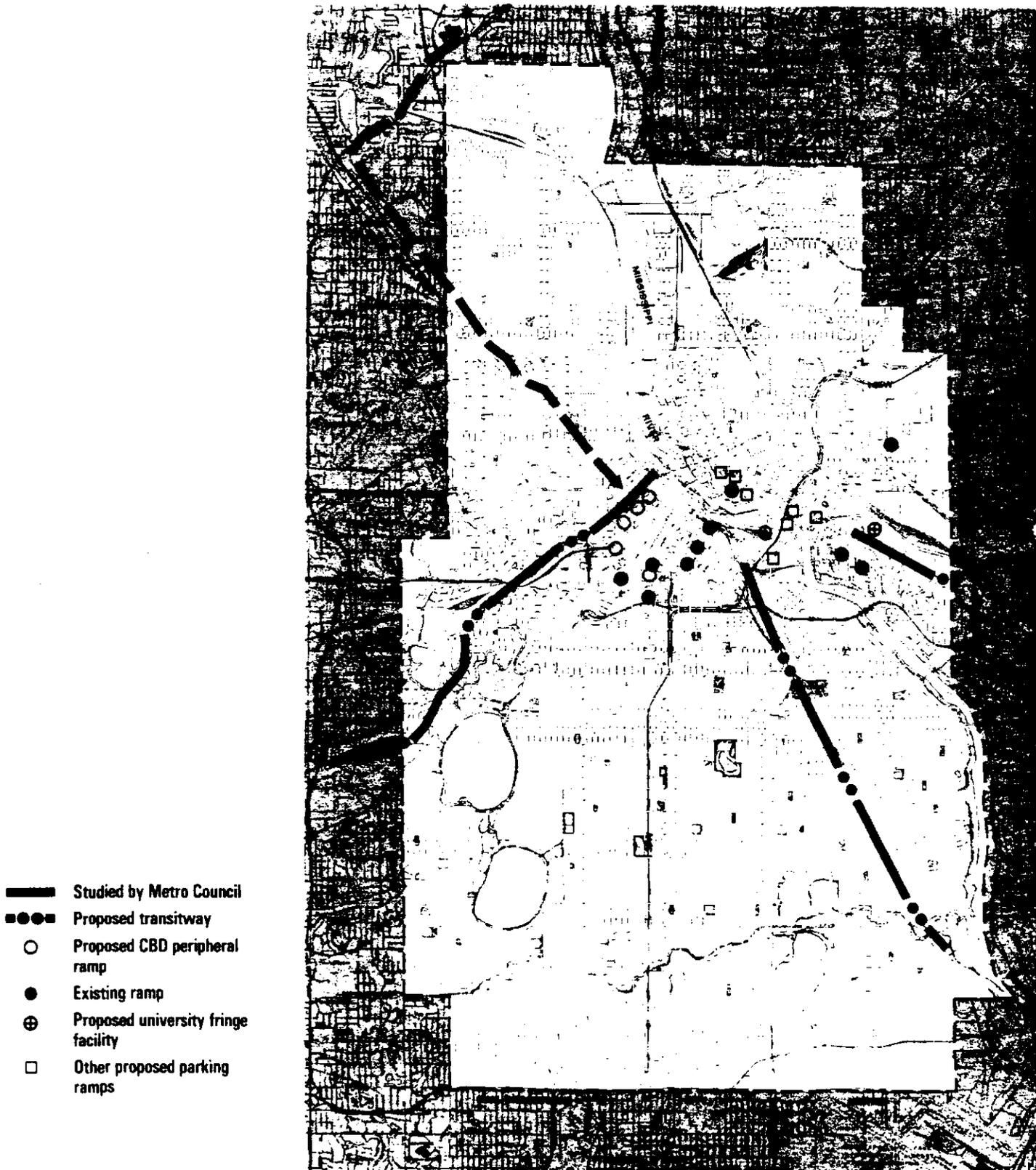
- Endorsing the MTC goal of carrying at least 50 percent of the CBD-bound trips by 1990.
- Eliminating parking on bus routes, either through rush hour or all-day restrictions, to increase bus-operating speed and decrease the likelihood of accidents (less lane changing to avoid parked cars).
- Implementing the bus priority feature on key signalized intersections to increase operating speeds.
- Constructing reverse-flow bus lanes as an extension of I-35W freeway express bus routes to increase operating speeds, and possibly expanding the reverse-flow bus lane concept to other streets.
- Installing a system of skip-stop bus stops to balance walking distance for bus riders and time spent by buses at bus stops.
- Constructing the City's system of fringe Municipal Parking Ramps to provide interface between cars coming downtown, bus layover facilities, and the downtown dime fare zone (including the QT bus route).
- Planning transit corridors: The southwest transitway, Hiawatha Avenue, and downtown Minneapolis to downtown St. Paul via the U of M campus.
- Designing special bus access ramps into our highways.
- Developing a program for companies to install and maintain bus passenger waiting shelters in the City, and coordinating the MTC shelter program.
- Making available the City's engineering staff to the MTC for planning and design of bus layover facilities and park/ride lots.
- Designing the appropriate transit mode into any new highway construction or reconstruction.

The second avenue of action the City can take to improve transit service in the City is to influence the MTC to:

- Place transit service emphasis on increased peak hour efficiency and effectiveness.
- Continue improving transit service through better collection, distribution and internal circulation services.
- Improve crosstown transit to serve non-CBD job centers, since almost two-thirds of all jobs in the City lie outside the downtown core. Consider using more cost-efficient forms of transit.



Peripheral Parking Facilities and Proposed Transitways





Transportation

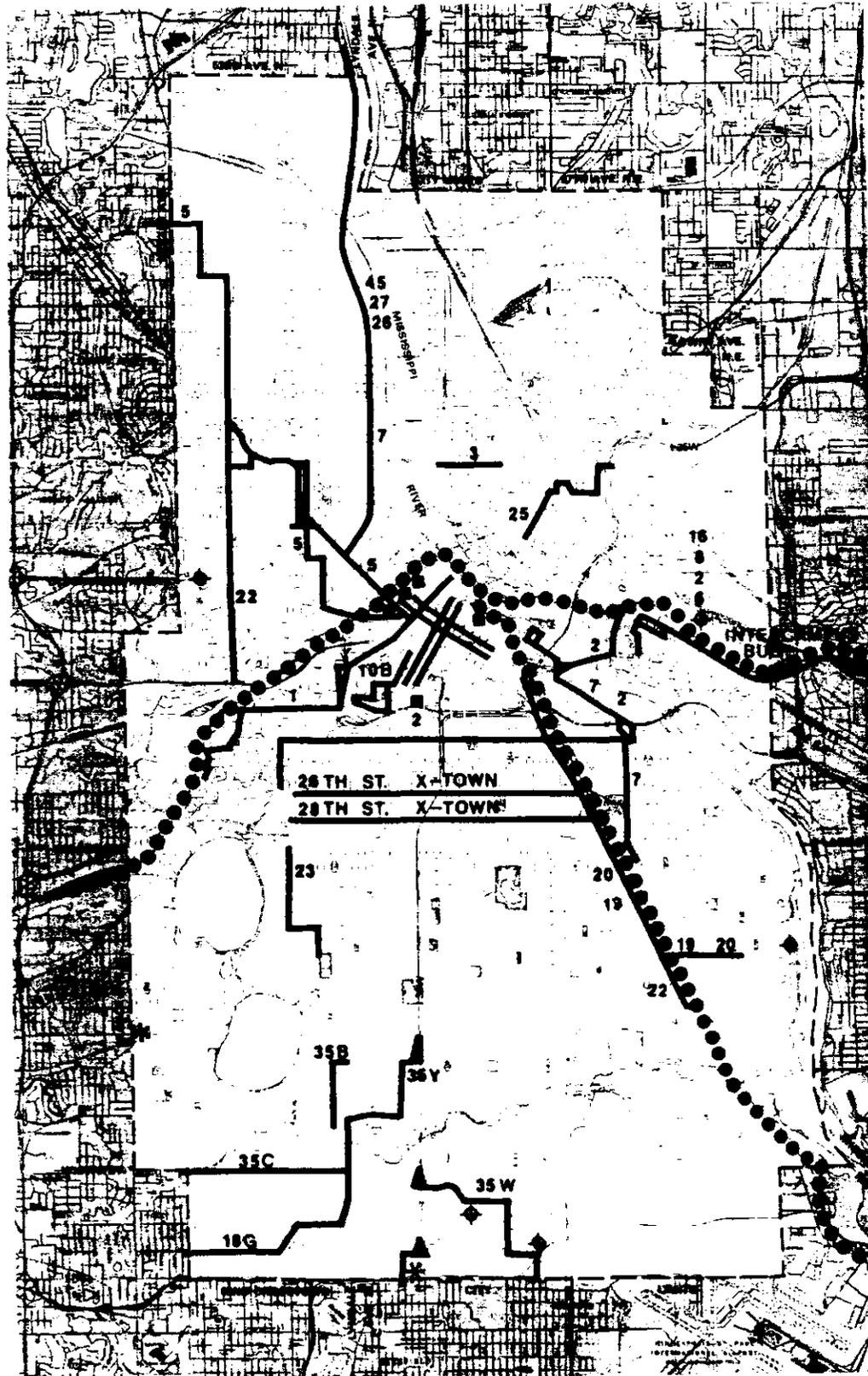
- Improve capabilities for fast, effective, and convenient changes between modes of transportation, especially to encourage total transportation energy conservation, promote desirable land development and advance social service opportunities.
- Integrate transit terminal facilities into the pedestrian traffic patterns of all high-activity centers in the City.
- Improve the quality of transit service in the "extremely heavy transit use" areas of the City: Strive to provide every passenger a seat during rush hour; change MTC bus loading standards for this area.
- Improve transit access times into the CBD from outlying Minneapolis neighborhoods.
- Increase express bus use in the center City and older, first tier suburbs, using fast, radial routes and special transitways to gain access to the CBD.
- Improve other transit-related services in Minneapolis: The bus-on-metered-freeway demonstration project, University express service, downtown dime fare zone, off-peak reduced fares for the handicapped and elderly, project mobility demonstration program, passenger waiting shelter program.
- Emphasize throughout the City and outside the City shared ride, van and car pools and contract ride options for newer, less densely settled suburban areas and major employer concentrations.
- Relate "fast service" fares to a percentage of some visible, out-of-pocket costs for other types of transportation; e.g., 25 percent of the prevailing average rates for "heart-of-downtown" all-day parking.
- Prepare for the 1990's by undertaking a study of light rail transit applications on the proposed transitways through the City as shown on the accompanying map.
- Buy or lease abandoned railroad right-of-ways when they become available for use as transitways.

The following is a list of MTC-proposed changes in transit service in the City, depicted on the map.

<u>Route Number</u>	<u>Service Improvement</u>
#1	Increased off-peak service.



Proposed Transit Service and Route Changes, 1990





Transportation

<u>Route Number</u>	<u>Service Improvement</u>
#2	Extend the western end of the route from Franklin and Hennepin to 26th Street and Irving. Extend the route on the east and through the U of M campus to Dinkytown and Southeast Minneapolis. Increase the number of trips per day.
#5	Change the terminal for the 5-G bus, construction of a new bus layover is expected next year at Bloomington Avenue north of CH 62.
#6	Change the route number so that the #6 buses that run on France Avenue have a different number from the buses that operate on Xerxes Avenue.
#7	Extend service to the airport. Change the route so that buses operate on 26th Avenue between Franklin and 31st Street and reserve the use of Hiawatha Avenue for express bus routes.
#10	Additional trips into the Loring Park area from the 10-B bus lines.
#18	Extend service on the 18-G branch to Southdale. Operate mid-day and Saturday local service on I-35W into downtown Minneapolis, 18-B.
#19	Operate express bus service along Hiawatha Avenue from 38th Street to downtown.
#20	Operate express bus service on Hiawatha Avenue from 38th Street to downtown Minneapolis.
#22	Operate express bus services on Hiawatha Avenue (Trunk Hwy. 55) into downtown Minneapolis from 42nd Street.
#23	Extend the route to Lake Street and Hennepin Avenue from its present west terminal at 38th and Bryant.
#35-B	Change the route from Lyndale Avenue to Bryant Avenue between 46th and 50th Streets.
#35-C	Reroute from 56th Street, Lyndale Avenue and Diamond Lake Road to 54th Street.



Transportation

<u>Route Number</u>	<u>Service Improvement</u>
#35-W	This would be a new route operating on I-35W to Diamond Lake Road, Diamond Lake Road to Portland Avenue to 56th Street to 12th Avenue South to 60th Street and to Bloomington Avenue, then south on Bloomington out of the City. This route would be similar to the route of the 5-G bus.
#35-Y	This is a new bus which would operate on I-35W to 46th Street, 46th Street to Nicollet, Nicollet to 50th Street, 50th Street to Lyndale, Lyndale to 58th Street, 58th Street and Sunrise Drive.
New Route 26th/28th Street Crosstown	A proposed route which would operate on 26th and 28th Streets. This route would provide east-west service between Hennepin Avenue and Hiawatha Avenue via the 26th/28th Street one-way pair.
Paratransit	The City expects several large employers to investigate shared ride, car-pool, or van-pool form of transit. Specifically, Sears on Lake Street and Chicago is investigating ride-sharing.
Trunk Hwy. TH. 55 Corridor	This corridor will be investigated for possible transit improvements.
#3	Change that segment of the route along 13th Avenue N.E. to Broadway to reduce running time and reduce number of turns.
#6	Build new layover area at the University of Minnesota.
#22	Extend service from downtown Minneapolis to North Minneapolis. The #22 busline now terminates downtown. The proposed service would operate along Penn Avenue as far as Hwy. 12 or it would operate south on Penn Avenue to Golden Valley Road and then easterly to Broadway, Broadway to Fremont, Fremont to downtown.
#25	Initiate service along Spring Street between Broadway and Central to improve service to this neighborhood.
#26	Route 26 will operate on I-94 when completed.
#27	Route 27 will operate on I-94 when completed.



Transportation

<u>Route Number</u>	<u>Service Improvement</u>
#45	Route 45 will operate on I-94 when completed.
Downtown Routes	Extend Nicollet Mall from 10th Street to Grant Street.

The University Area Short-Range Transportation Program has proposed the following improvements which agree with the concepts recommended in this plan:

<u>Route Number</u>	<u>Service Improvement</u>
Busway connecting Minneapolis and St. Paul campuses of the U of M	Busway has been proposed to be constructed between the Minneapolis and St. Paul campus along the Burlington Northern tracks.
#16	Modify signals at Church and Union Streets and Washington Avenue to expedite bus movements.
Intercampus bus	Convert Union Street into a bus street with a transit terminal.
#2 #6 Inter-campus #8 Buses #16	Construct a new bus layover on railway right-of-way east of Oak Street and north of University Avenue.
Campus Bus	Extend service on the west to west bank parking lots by the Mississippi River east of Hwy. I-35.

The third action the City can take to encourage transit use is to encourage public-private measures to reduce peak hour loads on buses through cooperative management action such as staggering of work and service hours, loading restrictions and subsidy of employee use.

**Objective 6
DOWNTOWN
ACCESSIBILITY**

Provide good transportation services and facilities to and within the City's Central Business District.

Parking

Policy 23

The City should continue to implement the City's Downtown Fringe Parking Plan.



Transportation

See map on fringe parking plan.

Policy 24 The City should consider preferential rates for van-and car-pools — including reserved spaces — at municipal parking facilities.

Transit

Policy 25 The City should continue to encourage dime-zone and QT bus connections — in addition to skyway connections — from the fringe parking ramps to employment and shopping/entertainment concentrations around the Downtown.

Policy 26 The City should reduce transit travel times from Minneapolis' outlying neighborhoods to the Downtown by encouraging the use of more express buses, and give increased transit circulation emphasis to Downtown streets.

Policy 27 The City should encourage a reduction of the standee problem on regular transit routes.

Bicycles

Policy 28 The City should encourage secure, supervised bicycle parking facilities in or close to major employment concentrations in the Downtown.

Implementation Direction

Regulation of surface lot prices through leasing arrangements with lot operators will be required to implement this objective. Capital investments in peripheral ramps will also be needed. Increased employment of paratransit will save energy, save capital, investment dollars (parking spaces will not have to be built), allow the metropolitan bus fleet to be used to improve service to City residents and reduce air pollutants in the Downtown. Low-cost capital investment and management steps will have to be taken to provide bicycle parking facilities. The City will have to maintain its close working relationship with the MTC as transit recommendations are worked out.

**Objective 7
PARKING** **The City should follow parking policies which promote cleaner air, encourage higher occupancy per vehicle, conserve energy, increase traffic safety and reduce congestion.**

Downtown

Policy 29 Downtown Parking: The City should maintain the existing supply of off-street parking in the downtown by replacing spaces as they are lost to development and adding sufficient spaces to accommodate new developments as they occur with due regard for an anticipated increase in the use of mass transit.



Transportation

- 29a. Auto parking needs should be recognized as generally falling into two categories — long-term parking and short-term parking.

Generally customers have short-term needs while employees have long-term parking needs.

- 29b. Parking facilities within the core area should have as their primary and substantial purpose use by customers. They should be used for customers and clients of businesses and organizations located within the core area.

- 29c. Employees and other long-term parking should be located in the area outside and contiguous to the core and on sites served by surface streets which connect as directly as possible to freeway access routes.

The general area of those sites is labeled the "fringe" area.

- 29d. Long-term and short-term parking for developments located in the fringe area should be provided within those developments.

- 29e. Limited amounts of parking for shoppers, customers and clients doing business in the core area can also be provided in the fringe area ramps.

- 29f. To assure support for use of public transit, fringe parking should be provided at a rate of 85 percent of forecasted demand.

- 29g. Long-term parking needs should be restudied periodically to meet both long-range needs (15 to 20 years) and short-range needs (3 to 5 years).

- 29h. Long-term fringe parking for core area employees should be planned by the City in a manner that secures the greatest possible private participation.

- 29i. Layover sites for public metropolitan area mass transit buses should be removed from core area surface streets and are best incorporated into fringe area downtown parking facilities.

- 29j. Provision should be made for a limited amount of terminal facilities for bicycles and two wheel motorized vehicles. They should usually be located within long-term or short-term auto off-street parking facilities.

- 29k. The City should encourage car pools and van pools by giving preferential access and/or rates in parking facilities within the downtown.

- 29l. The City should encourage open public parking in all parking facilities.



Transportation

In Residential Areas

Policy 30 The City should provide alternative parking solutions in residential areas where on-street parking has become an environmental problem.

Policy 31 Parking for new developments should be provided by the benefiting developer to the greatest extent possible.

This policy, however, is not meant to completely preclude the provision of parking by the City as a development incentive.

Outlying Commercial Areas

Policy 32 The City should install parking meters in outlying strip commercial areas.

Implementation Direction

Downtown Parking — The City is committed to the construction of the fringe parking plan as outlined in Metro '85 and reaffirmed in Metro Center '90. A municipal parking fund will be established to offset deficits between revenues and operating costs/bond debt requirement costs for the fringe ramps, and will provide a possible source of funding for parking development in residential and commercial node areas. This municipal parking fund's main source of revenue will come from parking meters and ramp operations.

Residential Areas -- Actions needed to provide alternative parking solutions in residential areas may include:

- Requiring public facilities (parks, neighborhood and community centers, schools, libraries, ballfields) to provide sufficient parking on-site or in nearby special lots to handle the peak demands generated by that facility.
- Enforcing parking and auto-standing regulations on neighborhood streets, especially in areas affected by major non-residential parking demands.
- Establishing critical parking areas in those City neighborhoods affected by activity center parking spillovers.
- Providing for enforcement of parking restrictions on neighborhood streets.

In residential areas lacking adequate resident parking, but not affected by an activity center, the City should take the following actions:

- Take steps to prevent conversion of single-family, duplex



Transportation

and triplex structures to higher densities or into rooming houses.

- Employ public housing powers to "de-convert" residential structures to the number of units they were originally designed to house (including rooming houses).
- Prevent further expansion of units in existing multi-family structures in impacted areas unless the full quota of parking for the structure is required.
- Give increased emphasis and scope to the City's handicapped parking ordinance and other provisions for the handicapped and elderly.
- Provide off-street parking — based on demonstrated need, supported by the affected neighborhood group and area residents — in those residential areas lacking sufficient on- and off-street parking to cope with the parking demand. This action could involve public acquisition of land, issuance of bonds and/or partial assessment of costs against benefited properties. Present and projected parking problem areas of the City are mapped in the background section of the plan.

Development Districts — The development districts provide the opportunity for the City to provide parking to encourage development; tax-increment financing is used to pay capital and operating deficits should they occur. The Loring Ramp is the first parking facility to be constructed by the City to directly encourage development and is projected to be self-supporting.

Other Developments — Parking for development either existing or proposed can be accomplished through the use of an assessment to the benefited property owners or by the City's use of eminent domain for land acquisition. The City can also seek community development funds, urban development action grants and state or federal sources of funding for providing parking required for or by development. The City recently received an Urban Development Action Grant (UDAG) for construction of a 400-car ramp to be located adjacent to the Pillsbury Research Center. The City is pursuing additional UDAG moneys for construction of parking facilities in the Riverfront Development Area.

The development of parking in commercial node areas such as 50th and France, Hennepin and Lake, Cedar-Riverside, and Dinkytown is a concern of the business and neighboring residents. The City must work in the commercial node area to determine what the parking needs are and what parking strategies — facility construction and/or better parking space management — must be followed. Financing for new facilities is likely to be a major obstacle to the parking development. The Municipal Parking Fund may be a source of some funding but certainly other funding sources as previously described must be pursued.



Transportation

Parking Meters — The City plans installation of meters in outlying strip commercial areas and nodes such as Central Avenue, Broadway, and the Riverfront Development Area. Meters would help relieve on-street parking problems and such a measure is needed even now in these areas. Meters enable on-street parking space for shoppers. Each area must be analyzed for the traffic flow and parking requirements. The expansion of the on-street parking meter program will also provide an additional source of revenue for the Municipal Parking Fund.

Objective 8 GOODS MOVEMENT

Accommodate the movement of goods in the most efficient and least disruptive manner possible.

Policy 33

The City should provide identifiable, convenient routes for the efficient movement of goods throughout the City, and confine major truck movements to the essential street system and those roads necessary for access to industrial and freight terminal areas.

The accompanying map shows the proposed truck route system for the year 1990. It is basically the existing truck route system with a few modifications reflecting anticipated major highway construction. Other additions to the system are based on projected land uses and accompanying truck trip generation projections.

Policy 34

The City should continue to encourage development of major freight transshipment facilities at peripheral/arterial interchanges and highway-rail junctions to reduce conflicts with other activities.

The map suggests areas of the City with good access to regional transportation facilities.

Policy 35

The City should promote the streamlining of obsolete goods movement facilities and reduce the negative impacts of rail facilities on residential areas.

Policy 36

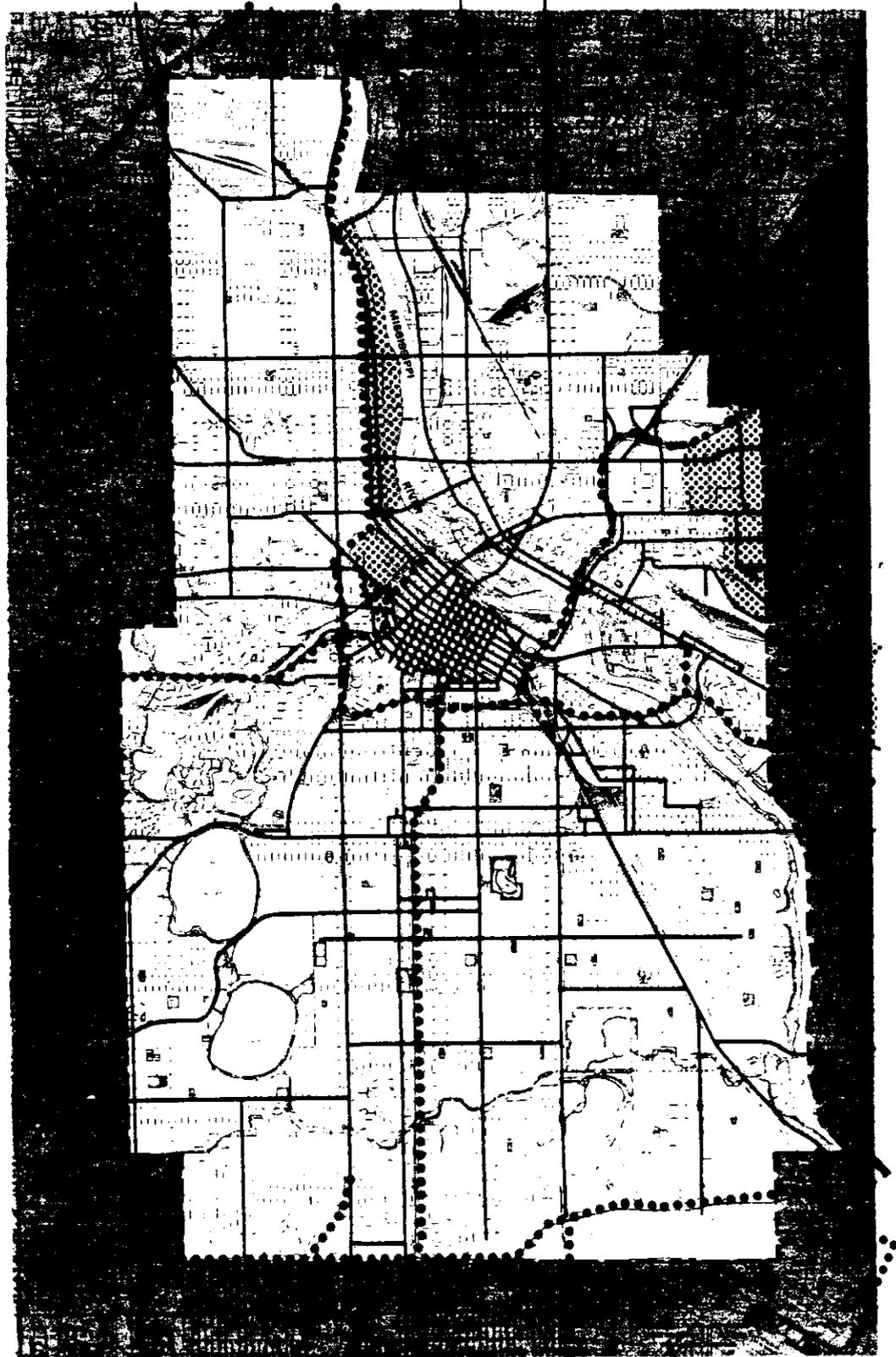
The City should provide heavy duty access roads, close-coupled to the regional (freeway) transportation system, to improve goods transshipment operations on the river.

Implementation Direction

City actions to implement this objective fall into two categories: promotion/liaison, and maintenance. Promotion of business relocation to the areas identified on the Goods Terminal Map should be the responsibility of a City agency like the newly formed Community Development Agency. To keep the roadway and terminal support facilities responding adequately to the needs



Proposed Truck Route System and Goods Terminal Areas, 1990

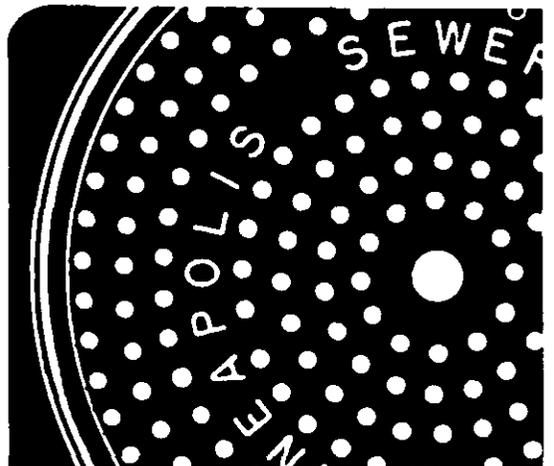




Transportation

of the industry, liaison between the Community Development Agency and the various roadway authorities (MN/DOT, County Public Works Department and City Public Works Department) is critical and should be supported, from a City viewpoint. The roadway and terminal facilities should be maintained in serviceable condition.

**City of Minneapolis
Plan for the 1980s**



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Water Treatment and Supply

Introduction

The City's water treatment and distribution system is directly tied to the health and safety needs of its citizens. With today's treatment techniques, the incidence of water-borne epidemics is a thing of the past. Softening of treated water has reduced mineral accumulation to low levels in the water distribution system. Points of low water pressure, caused by earlier mineral accumulations or by dead-end ("stub-end") lines, are being remedied in conjunction with the residential street paving program. Solutions to area-wide low water pressure conditions are now being studied. In spite of the progress being made in correcting low pressure, there is still concern that a residential fire might overreach the restricted capacities of some mineral-laden water supply lines.

There are other concerns as well:

- Drought conditions may require the provision of auxiliary or backup water supplies.
- Water quality improvements required by possible new federal standards may boost system construction and operation costs markedly.
- Rising costs may mean possible changes in the user rates.

These problems are fairly typical of most already built-up cities. This City's water system is in-place. The City is adequately serving its own population and the populations of several neighboring suburban communities. Most of the water system problems focus on maintenance of the system; replacement of inadequate portions of the system; modernization to meet new performance and treatment standards; and improving operating efficiency to offset inflationary trends. Basically all these problems lie squarely in the area of management (making what we have work better) rather than system development (building a new or markedly expanding the present system).

The City's Water Treatment and Supply plan is a plan for managing the system more effectively. It is geared to making what we have work better. With the possible exceptions of low pressure areas, there are very few hazards in the system and its operation. To have a fully satisfactory system, the City should eliminate points and areas of low water pressure. It should provide a stand-by or contingency water supply sufficient to meet health and safety needs in drought periods.

Goal

The goal of the Water Treatment and Supply Plan is to maintain and operate the drinking water system in the safest, most cost-effective manner possible, to make provisions for possible future water shortages and changing water quality standards, and to maintain adequate pressure and supply for firefighting.

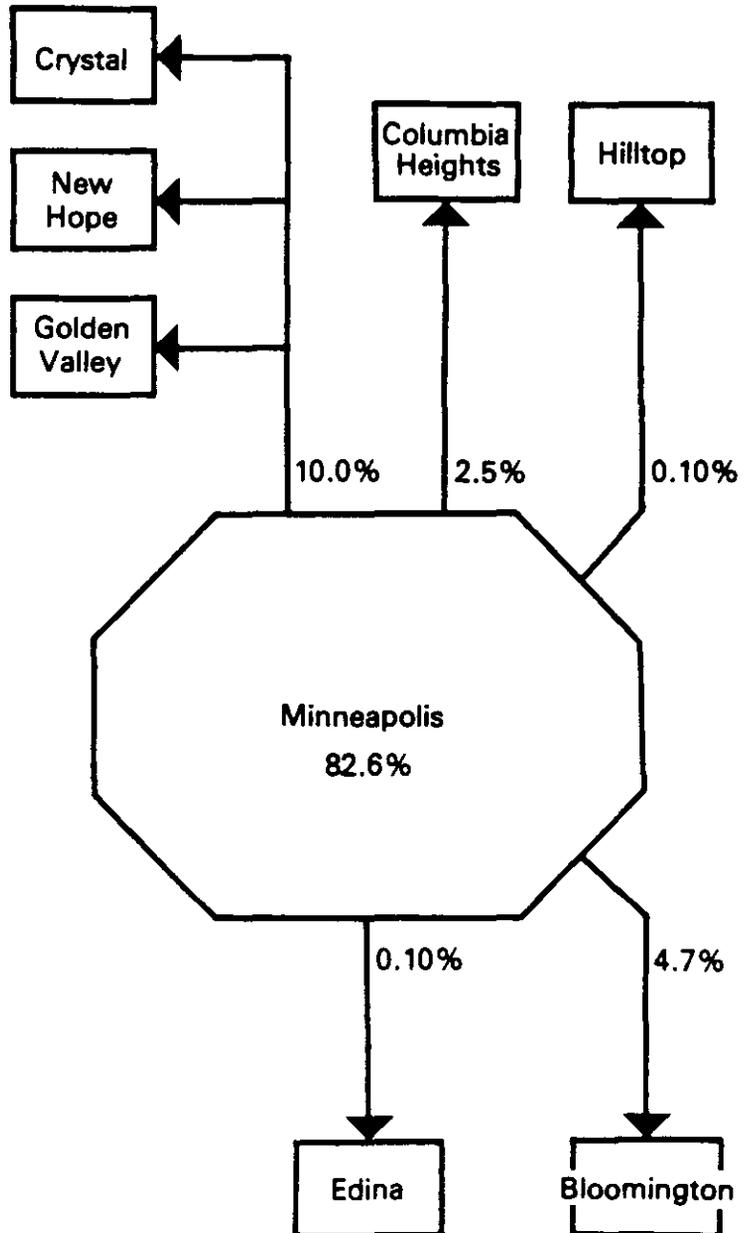
Background

The City of Minneapolis supplies water to its citizens, businesses

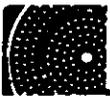
Property Services

and industries as well as to some surrounding suburban communities, as shown in the water distribution diagram. The capacity of the present system is adequate for the existing demands placed on it, but additional demands would strain the system's capability.

Minneapolis Water Distribution

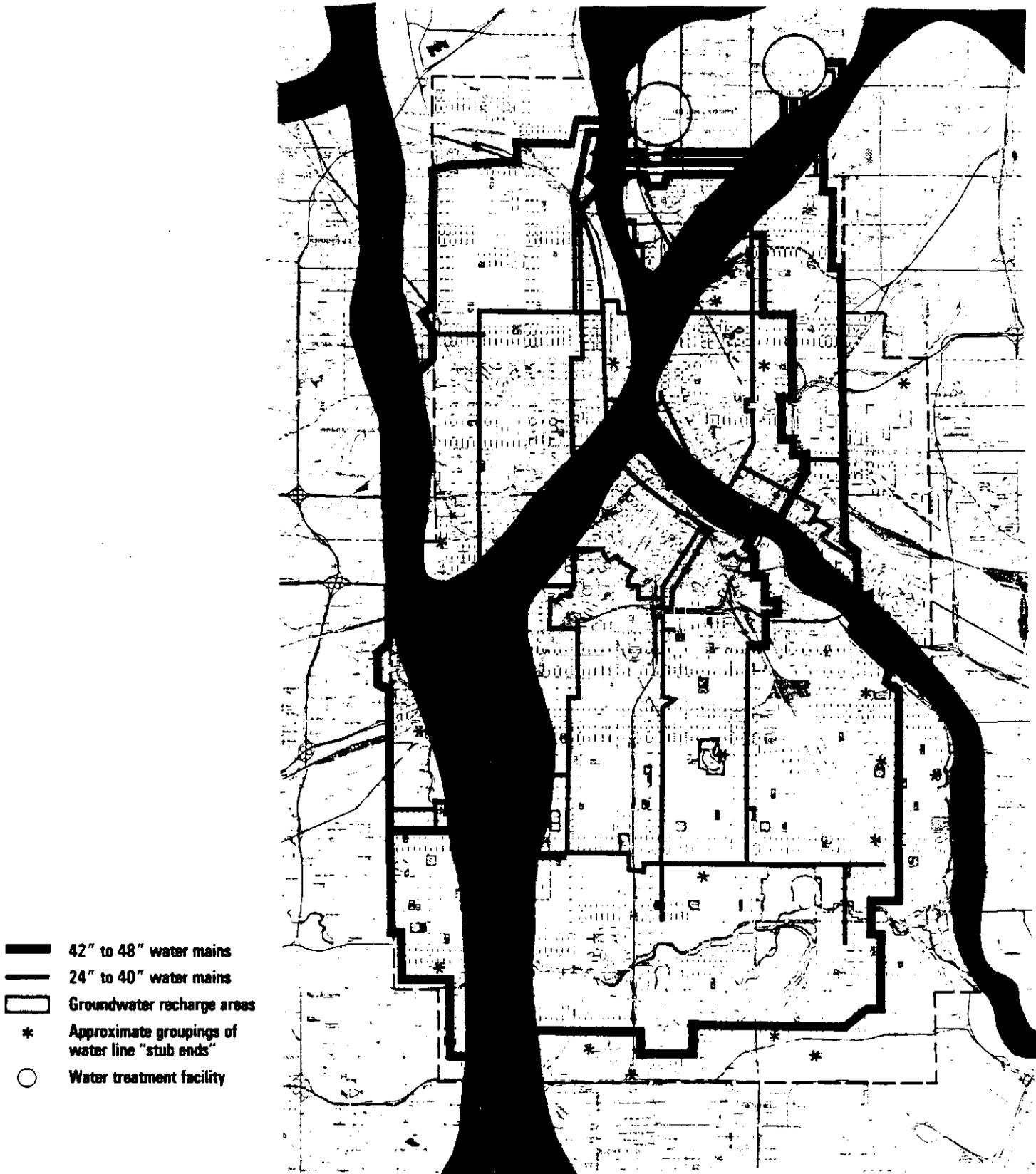


The City's water distribution system — major trunk lines only — is illustrated in the accompanying map. There are about 990 miles of water distribution lines in the City; about three-quarters of these lines are less than eight inches (20.3 centimeters) in diameter.



Property Services

Water Supply System and Groundwater Recharge Areas, 1978





Property Services

The map also shows the areas of the City that filter surface water back into underground water sources; these areas are called "ground water recharge areas". The river is an important source of surface, or run-off, water supply. Water stored up at some depth in the earth is called "groundwater". The underground reservoir of this groundwater is called an "aquifer".

In recent years, the City has pumped between 23 and 24 billion gallons of water annually from the Mississippi River. On a daily basis, this amounts of about 65 million gallons. Close to 63 million gallons a day enter the water distribution system. Of that amount, almost 20 percent is piped to suburban communities, an average of 12.3 million gallons a day in 1975. July is the high-demand month and March the low-demand month.

As the metropolitan area grows and as demands for water increase, the existing surface water supplies will be hard-pressed to meet the needs. Increasingly, municipalities and municipal agencies are looking to groundwater sources to augment the present surface water sources. Though domestic water is supplied primarily from surface water sources — in Minneapolis, the Mississippi River — a number of commercial and industrial firms do tap groundwater supplies.

Recent droughts and other demands for river water have affected the Minneapolis water supply and quality. A City Water Department study estimated that the City has a short-term standby need of 40 to 50 million gallons per day needed for basic supply, water quality, and other environmental purposes.

Whenever possible, changes made to upgrade the system are coordinated with the City's residential street paving program.

Objective 1 DRINKING WATER QUALITY

Improve drinking water quality.

Treatment

In February 1978, the Federal Environmental Protection Agency (EPA) proposed stricter water treatment standards. These standards would require granulated, activated carbon (GAC) filtration of all domestic water. The estimated initial cost of such treatment for the water that enters City mains is \$34.3 million; annual costs for the operation, maintenance and debt retirement of the new system have been estimated at \$8.1 million. Data to support the need for such stringent treatment is not conclusive and thus the justification for spending such large amounts is questionable.

Policy 1

The City should employ the safest and most cost-effective practices to treat water for human consumption and use.

Policy 2

The City should protect the quality of the raw water supply by

Property Services

supporting better treatment of existing effluent (upstream discharges) and treatment at new upstream facilities prior to discharge into the river.

Implementation Direction

Actions needed to carry out Objective One are managerial in nature: continue, for the present, the existing methods of treatment; maintain contact with others interested in improving drinking water quality, including the Environmental Protection Agency (EPA), water quality coalitions and public providers of drinking water around the country.

Objective 2 MAINTENANCE AND OPERATION

Maintain and operate an efficient and adequate water supply system.

Policy 3

The City should maintain its drinking water treatment facilities in a healthy and serviceable condition and should repair or replace supply lines having defects or severely restricted capacities as they become known.

Policy 4

The City should continue to systematically eliminate areas or points of low main pressure.

Policy 5

The City should continue to soften water to prevent tuberculated mains.

Implementation Direction

Planning, monitoring and maintenance activities keynote the implementation program for Objective Two. Water quality as well as health and safety considerations are connected with elimination of water main stub-ends. Replacement or rehabilitation of tuberculated mains, coordinated with the City's residential street paving program, will improve water service to City consumers, as will the elimination of areas of low water pressure throughout the City.

Objective 3 WATER SUPPLY

An adequate normal-time water supply with adequate reserve-water supplies in peak consumption and/or periodic drought-shortage times.

Conservation

Policy 6

The City should develop short- and long-range water conservation programs to reduce the need for treatment plant expansion.



Property Services

- 6a. The City should develop a contingency plan for a short-term, emergency supply of water during droughts. The plan should specifically address large water users and emphasize conservation measures to reduce water use in short supply times.
- 6b. The City should develop a water conservation plan leading to a moderation of water use over the long term. The City should sponsor and promote water conservation practices by individuals, organizations and municipalities.

Sources

Policy 7

The City should continue to use the Mississippi River as the primary drinking water supply source.

Policy 8

The City should develop an auxiliary water supply for periods of shortage in the normal supply.

The potential of deep wells as an auxiliary water supply for the City in droughts or emergency supply situations should be examined. The examination should account for the projected effects of an implemented water conservation program. The City's interest in deep wells ought to be protected.

Implementation Direction

The implementation of this objective will require planning, research and public liaison activities. Management and capital investment activities would be natural correlates of planning and research activities in carrying out this objective.

Property Services

Sewers

Introduction

The sewer system was originally built to carry both sanitary sewage and storm water run-off. As the City grew, the normal volume of sewage also grew. Today, heavy storms cause the metropolitan interceptors to overflow, dumping raw sewage into the river. To avoid these overflows, it is necessary to continue to separate the storm waters from the sanitary sewer system.

Though there are still some areas of the City that have combined sewers, almost 80 percent of the City's sewers have been separated. Nonetheless, periodically heavy rainfalls, captured in the unseparated 20 percent of the sewer system, causes major overflows of raw sewage into the river. These same rainfalls cause flooding in some vulnerable parts of the City.

Goal

The goal for the Sewer System plan is to maintain present sewer and storm drain systems in serviceable condition and to continue sanitary sewer-storm drain separation to minimize flood damage potential throughout the City.

Background

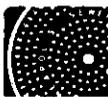
The sanitary sewer system is "in-place"; portions of the system are nearing 100 years in age. Many of the older large sanitary trunk lines were purchased by the Metropolitan Waste Control Commission (MWCC) and appear on the Sanitary System Map as "Metro Tributary Interceptors". The lines classed as "Metro Major Interceptors" were built in the mid-'30s by the then metropolitan authority, the Minneapolis-St. Paul Sanitary District.

The Wastewater Flow diagram shows the number of suburban communities dependent on MWCC interceptors (formerly City sewers) running through Minneapolis to carry their waste water and sewage to treatment facilities.

At the metropolitan level, the push for separation of sanitary sewers and storm drains came in the mid-'30s. By 1978 the City had separated about 80 percent of its combined sanitary and storm drain sewers, coordinating the separation program with the residential street paving program.

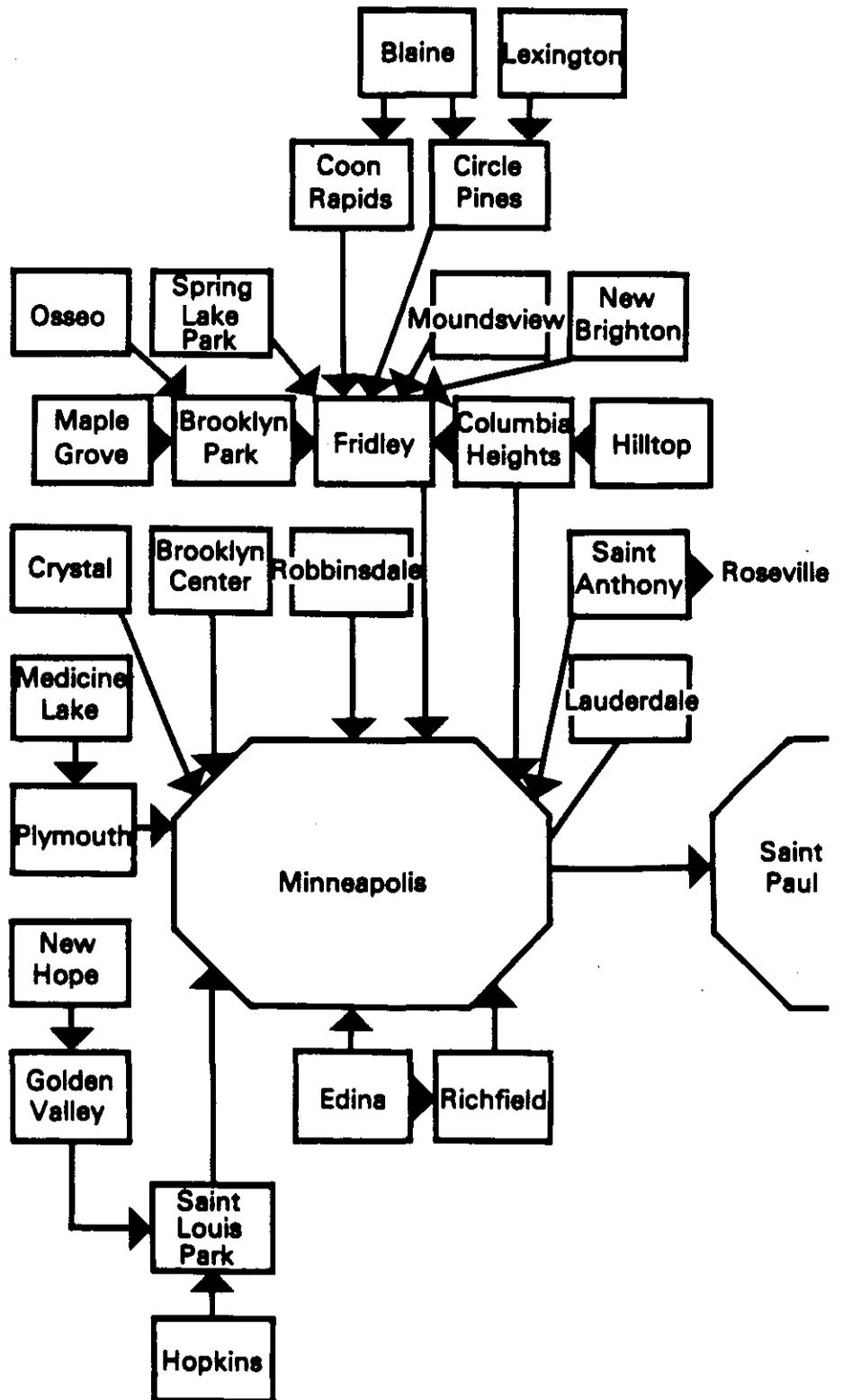
The storm drain system map shows the storm drains in the City which are over 36 inches in diameter. The grey areas on the map shows the parts of the City yet to be tied into the storm drain system. In some of these areas of the City, the surface storm drain system is in place, but not yet connected to a storm tunnel deep in the sandstone base on which the City rests. In most of the latter cases, the storm tunnel is under construction, as in the Phillips Neighborhood and the Como Neighborhood.

A fully satisfactory sewer system would handle storm water and sewage separately. To accomplish this the separation program, currently coordinated with the residential street paving program, would have to be continued. Roof and foundation drains would have to be separated from the sanitary sewer system. Certain



Property Services

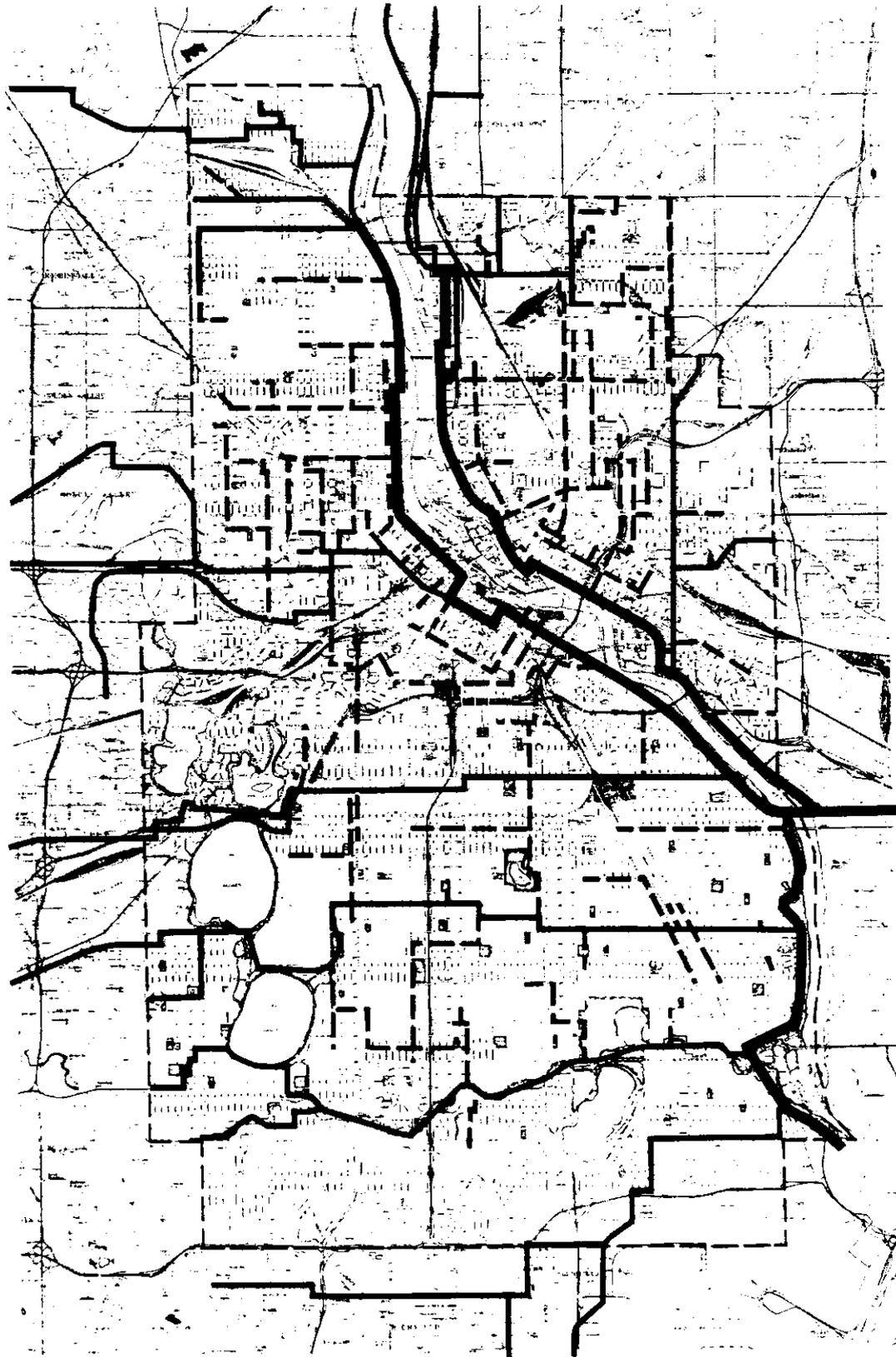
Water Discharge Flow Through Minneapolis



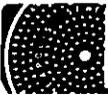


Property Services

Major Sanitary Sewer Lines, 1978

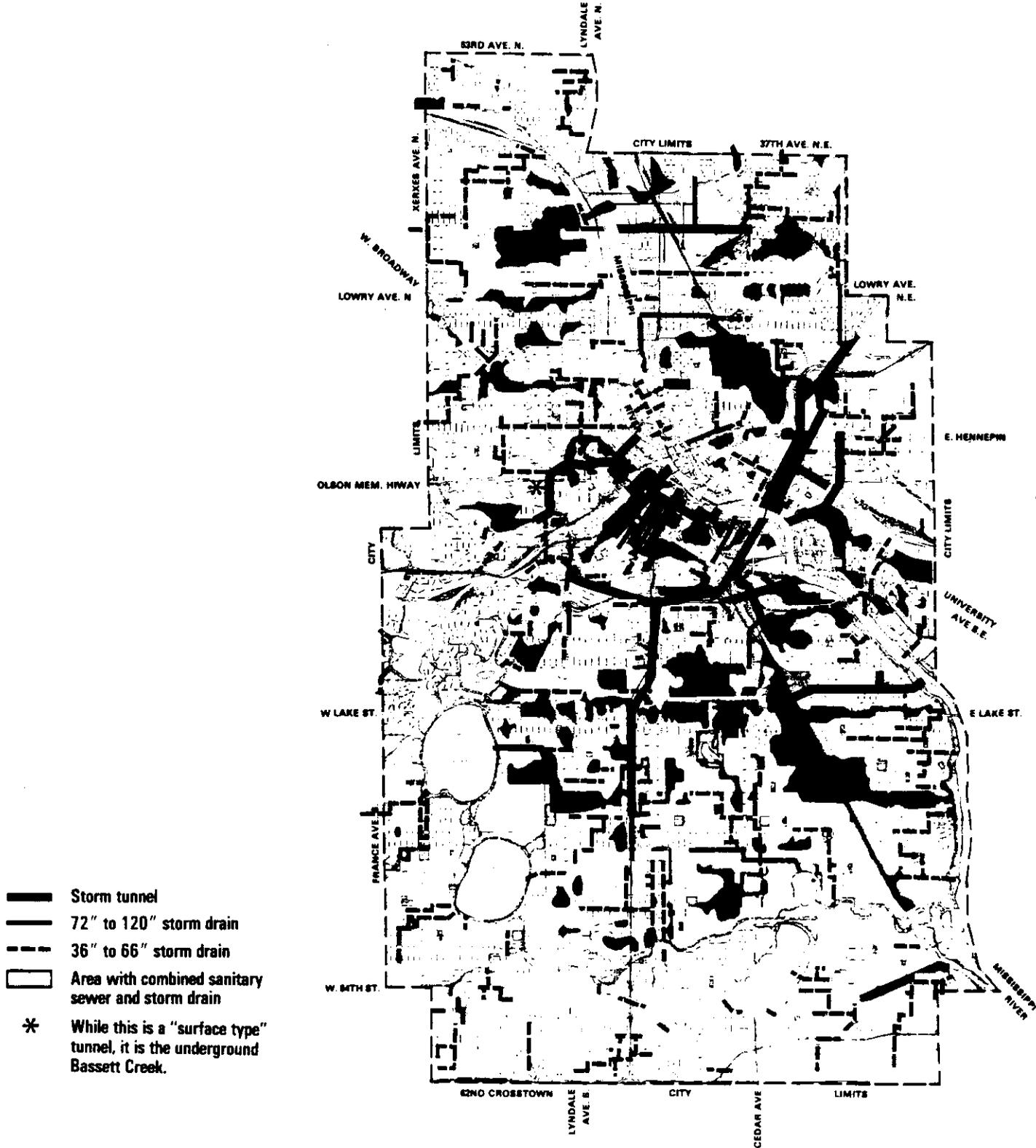


- Metro major interceptors
- Metro tributary interceptors
- - City major sewer lines

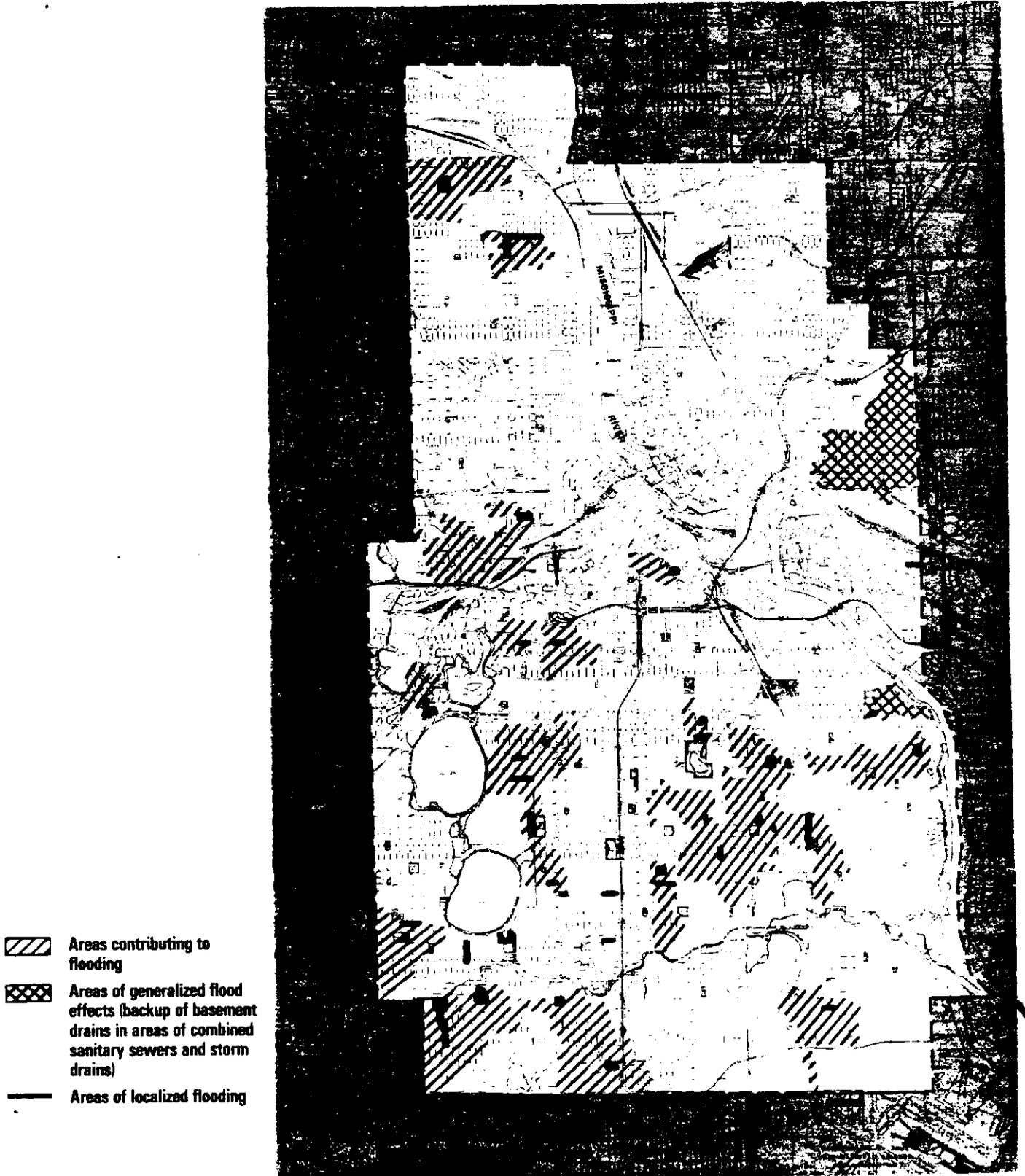


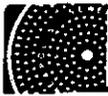
Property Services

Storm Drain System, Areas with Combined Sewers,



Areas of Potential Flooding in Minneapolis





Property Services

of the metropolitan interceptors might have to be resized, or new auxiliary interceptors built.

Recent flooding in Minneapolis pointed up inadequacies in the City's flood control provisions. Certain of the areas shown on the Areas of Potential Flooding Map would be helped by the continuation of the separation program. The Como Neighborhood is a notable example where completion of the storm tunnel would eliminate such generalized flooding effects as sewage backups in basements. Other areas of the City, generally surrounding the lakes and adjacent to Minnehaha, Bassett and Shingle Creeks, require more extensive solutions. Some of the solutions under discussion are water impoundment areas on these creeks, enlarged storm drains, and diversion of storm water into City lakes. Flooding in other areas of the City will only be materially helped by expensive, deep storm tunnels. An example of this latter case would connect the intersections of Columbus Avenue and 44th Street, Bloomington Avenue and 42nd Street, Longfellow Avenue and 39th Street, 28th Avenue South and 39th Street, and then to the river along 39th Street. The estimated cost for such a tunnel exceeds \$7 million.

**Objective 1
SANITARY SEWERS**

Maintain sanitary sewers in good condition.

Policy 1

The City should maintain its sanitary sewers in such a condition so as to minimize infiltration of ground water.

Policy 2

The Metropolitan Waste Control Commission (MWCC) should ensure the adequacy of its interceptors to handle reasonable present and anticipated sewage loads.

Implementation Direction

Actions to implement Objective One are physical maintenance, sewer line inspection and coordination with residential street paving activities. Liaison with the Metropolitan Council and MWCC to encourage adequacy of the metro interceptor system is important.

City staff should develop and submit for consideration a program for the systematic rehabilitation, repair and/or relining of all deteriorating and defective sanitary sewer mains. Routine inspection of all sewer trunk lines in the City should be part of such a program. Results from the sewer inspection program ought to be passed on to the Minnesota Pollution Control Agency and the MWCC when there is reason to believe that an institution, industry or commercial establishment is issuing a substance into the sewer system which may be harmful to the trunk lines or hazardous to human well-being. Where indicated, the City should work with the regulatory agencies (particularly MWCC)

Property Services

to arrive at process changes that will assure the livelihood of the business or institution while removing the noxious element from the sanitary system.

Objective 2 STORM DRAINS

Reduce storm water runoff into the sanitary system to minimize the need to treat storm water.

Policy 3

The City should continue its sanitary sewer/storm drain separation program.

Policy 4

Citywide policies should be established which would lead to the disconnection of roof leaders and foundation drains from the sanitary system as is practical.

Implementation Direction

Actions needed to implement Objective Two are capital improvements (surface storm drains and deep storm tunnels) coordinated with other utility and residential street paving work. Disconnection of roof leaders and foundation drains is more complex and likely to be costly. Research and public discussion of the issue will be required. Policies and a practical implementation program will then have to be developed and passed by the Planning Commission and the City Council.

The City should actively cooperate with the Metropolitan Council and the Waste Control Commission in identifying solutions to problems created by sanitary sewage overflows resulting from storm water in the sanitary system. The City should strive to eliminate or significantly reduce the overloading effects of storm water runoff on the sanitary sewer system. Federal, state or other outside funding ought to be sought in carrying forth this study. The results should be reported to the Mayor and City Council; capital cost implications ought to be reported also.

Objective 3 FLOOD CONTROL

Significantly reduce flooding resulting from storms in the City's residential neighborhoods.

Policy 5

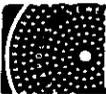
The City should design storm drains and impoundment areas to handle 2.1 inches per hour for one-hour storm duration (approximately 10 year storm) whenever practical.

Policy 6

The City should enact and implement flood plain controls so that new construction does not occur in areas of the City subject to periodic, localized flooding.

Policy 7

The City should give top priority to sanitary sewer/storm drain separation projects in areas of the City where they would alleviate localized flooding.



Property Services

Policy 8

The City should give priority to flood control/storm drain resizing projects that will minimize flooding threats to residential properties.

Policy 9

The City should continue to establish and implement flood control policies in the Minnehaha Creek, Shingle Creek, and Bassett Creek watersheds.

Implementation Direction

Flood control actions needed in the City to implement this objective include research and planning leading to the passage of flood plain and other development restrictions to prevent flood-related property damage in the future. The City must plan and design capital projects — impoundments, resized storm drains and storm tunnels — to minimize flooding effects. Establish priorities to assure funding for needed flood control projects. In designing its storm drains and stormwater impoundment areas, the City ought to accommodate 10 rather than 100-year frequency storms. Potential property damage resulting from storms of less than 10-year frequency should be limited by flood plain controls and/or possible acquisition.

The City should work in concert with watershed authorities to develop and implement flood control policies in the Minnehaha, Shingle and Bassett Creek watersheds. This effort ought to be coordinated with other municipalities and governmental jurisdictions affected by or affecting those watersheds.

New construction proposed for areas of the City subject to periodic, localized flooding ought to be regulated to prevent future liability to the City and/or additional capital expenditures to protect such properties from flood damage.

These activities are low-cost and ought to receive a high priority because they support investments to be made in flood control and storm drain separation programs.



Property Services

Solid Waste Collection and Disposal

Introduction

Improved cost-effectiveness in the present solid waste collection and disposal operation is the key focus of the solid waste plan. Generally, the operation as it is presently constituted is efficient. Some recent comments have suggested competitive bidding on a route-by-route basis with individual haulers as a means for lowering service costs. The plan does not opt for present contracting arrangements nor does it opt for the competitive, route-by-route bidding alternative. It does, however, take a stand favoring the division between City work force and private removal service which the City has found successful in recent years.

Goal

The goal of the Solid Waste plan is to provide for sanitary, cost-effective collection and disposal of the City's solid waste.

Background

The responsibility for solid waste disposal rests with Hennepin County by state legislation. The county also licenses collectors to dispose of solid wastes and licenses municipalities that operate disposal facilities. The City has the responsibility for collecting solid wastes within its boundaries.

Of all the solid wastes collected by the City and its contract haulers in Minneapolis, the City Sanitation Department collects about 45 percent of all residential refuse while private collectors, operating under contract with the City, collect the remaining 55 percent. This division is illustrated in the map of Solid Waste Collection Areas. Commercial, industrial and some high-rise solid wastes are collected by private haulers hired by the respective commercial and industrial firms and building owners.

Hennepin County is responsible for locating sanitary landfills in which solid wastes are to be disposed. Present information indicates that additional landfill space will be required by 1982 or 1983. In addition, there is concern that leaching from existing landfills could pollute some groundwater recharge areas, requiring some landfill sites to be abandoned and others to be acquired sooner than the 1982-1983 date mentioned earlier.

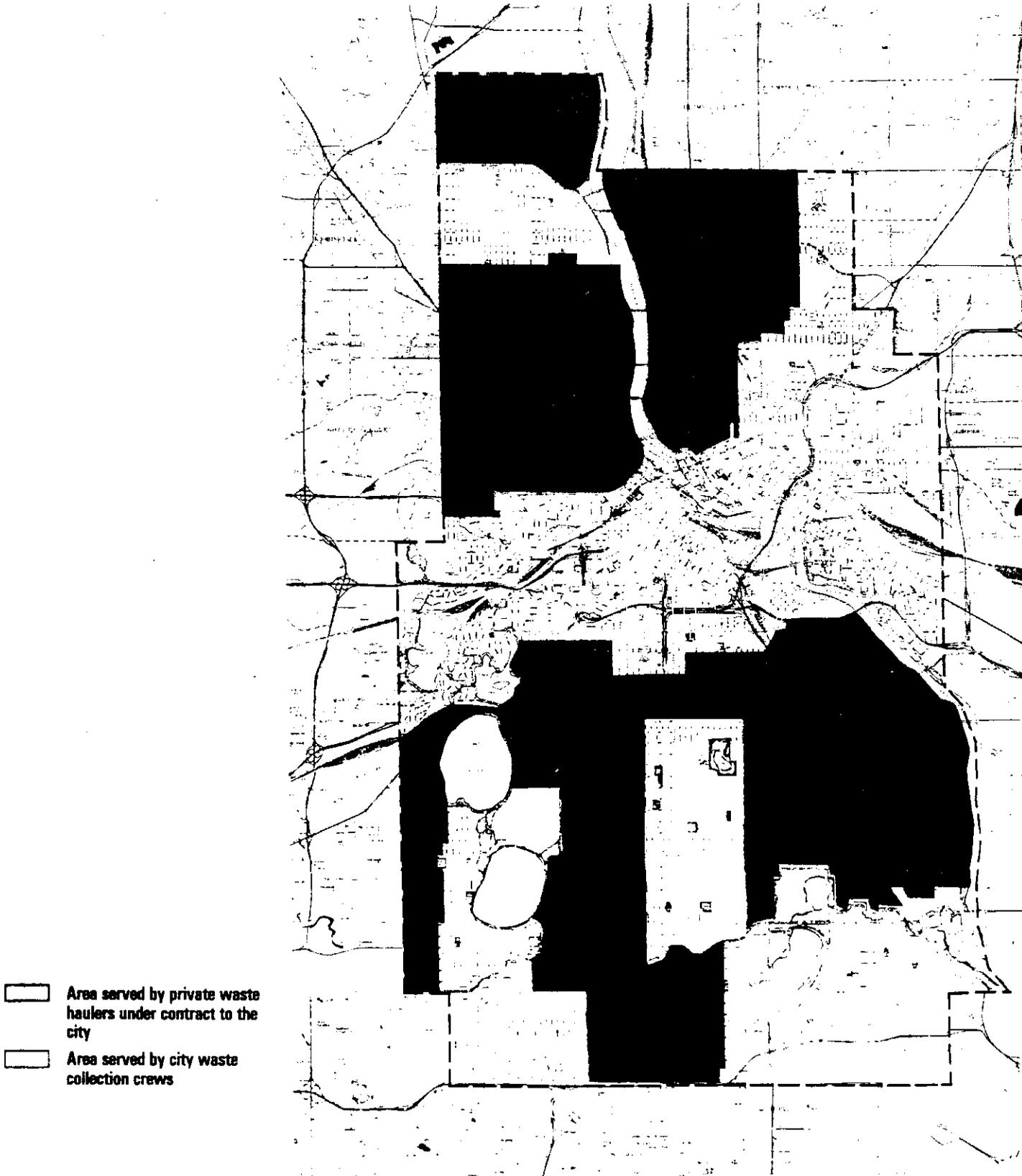
Hazardous Wastes

The disposal of hazardous wastes has become an important issue in the City and in the state. Currently some types of hazardous wastes are being transported to disposal sites outside the state. There are dangers associated with the transport of these wastes as well as with the dangers associated with the wastes themselves. The need to provide hazardous waste disposal sites in Minnesota is becoming acute.

Some waste disposal sites outside the state are being closed. Others are refusing to receive hazardous wastes from across state lines. Still others are refusing to receive certain kinds of hazardous wastes from Minnesota. The options for disposal of hazardous wastes are being eliminated more quickly than they



Residential Solid Waste Collection Areas, 1978



are being created.

A recent study done for the Metropolitan Waste Control Commission (MWCC) has indicated that 25 to 30 percent of all hazardous wastes are improperly disposed of. Whether through ignorance or for economic reasons, many producers of hazardous wastes use the sanitary sewers to dispose of these wastes. This practice can become a public health concern. So that some control can be exercised over these disposal practices, the county is empowered to license firms to remove and dispose of hazardous wastes. Producers of hazardous wastes will be required to dispose of them in a safe manner.

Solid Wastes For Energy

The City has cooperated with Hennepin County in its study of the use of solid wastes to generate heat and power. Potentially, this use of solid wastes could reduce the need for additional landfill acreage.

The County has also been studying the provision of heat to large areas via a hot water grid system. Such an area might be the Downtown area of Minneapolis.

In solid waste collection and disposal the City is asking:

- How should trash collection be paid for? Should trash collection services continue to be charged against a homeowner's taxes or should trash collection charges be removed from the tax statement and charged for in the same manner as sewer and water services?
- Since the County oversees solid waste disposal, what role should the City play in pushing for convenient and safe landfill sites?

What, if anything, should the City do to make productive use of the solid waste its citizens and enterprises generate? Should the City be concerned with reducing the volume of solid waste it generates?

- What kind of emphasis, if any, ought the City give to resource reclamation (recycling): garbage, water treatment, plant sludge, abandoned autos, cans, bottles and glass? Ought the City to recognize and encourage private reclamation/recycling efforts such as junk auto and salvage yards? If so, how?

Objective 1 SANITATION

Collect and dispose of solid waste, protecting the public's health.

Policy 1

The City should continue its universal, mandatory solid waste collection.



Property Services

Objective 2
COST
EFFECTIVENESS

Institute cost-effective techniques for collection and disposal.

Policy 2

The City should support efforts to minimize health hazards and disposal costs for solid wastes. This means that the City should support Hennepin County's plan for monitoring hazardous waste disposal by local firms, and improving waste compaction and sanitary landfill management techniques. The City should also support studies of project packaging to reduce the solid waste "stream".

Policy 3

The City should continue to capitalize on the strengths of both the public and private sector by using the services of both for refuse collection and disposal.

Policy 4

The City should employ the method of payment-for-services that will realize the greatest savings for the resident homeowner-renter.

Policy 5

The City should explore the potential for cost-recovery of recyclable materials.

Implementation Direction

Actions to improve the efficiency and cost-effectiveness of solid waste collection and disposal fall under the general heading of management. Experience has shown that a combination of City crew and private haulers encourages productivity of both and achieves higher efficiency while holding costs down. A study aimed at refining the City's experience needs to be undertaken to determine if the City can achieve even higher levels of productivity by putting out individual routes for private bid rather than contracting with a federation of haulers such as Minneapolis Refuse, Inc. (MRI).

The course of action followed by the City to date in trash disposal — contracting trash disposal from City-owned compactors to privately-owned landfills — has proven more cost-effective than if the City were to dispose of the refuse. It is the preferred course of action in the plan.

A study of cost-recovery from recycling should be undertaken by the City and Hennepin County.

Objective 3
SOLID WASTE FOR
ENERGY

Use solid waste to supplement other types of fuel to help reduce bulk in landfills and to produce energy.

Policy 6

The City should support efforts to study the use of solid waste for fuel and heat source supplements.



Property Services

Implementation Direction

Activities to maintain liaison with other agencies studying the solid waste conversion opportunity is important to the implementation of this objective. Joint study efforts with Hennepin County in the matter should be continued.

Objective 4 SOLID WASTE REDUCTION

Reduce the solid waste "stream" to decrease disposal needs and save scarce resources.

Policy 7

The City should recognize and encourage recycling and waste recovery programs.

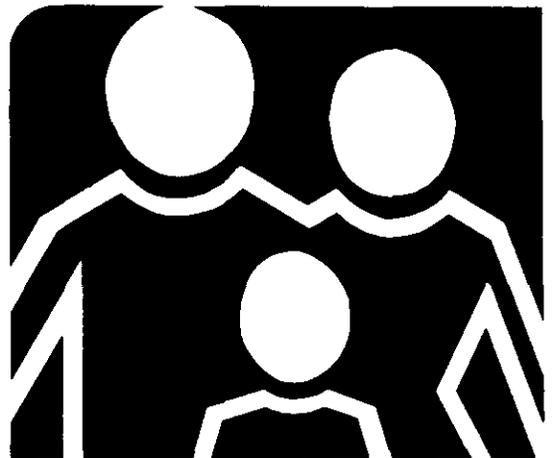
Policy 8

The City should recognize and encourage recycling and waste recovery efforts by schools, neighborhood groups, commercial and industrial firms.

Implementation Direction

In actions to implement this objective, the City's role is that of administrator as well as participant in research activities and interested helper to Hennepin County in its solid and hazardous waste regulation role.

**City of Minneapolis
Plan for the 1980s**





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Human Development

Libraries

Introduction

The function of an urban library system is to provide a vital collection of books and materials which offers an educational resource and enriches the leisure-time opportunities of city residents. The Minneapolis Public Library and Information Center is a community resource which enhances the City's viability and quality of life. The Minneapolis Library system offers many programs and associated resources which are a vital part of the City's Human Development chapter of the Plan for the '80s. Through its 14 Community Libraries, the Central Library and membership in the Metropolitan Library Service Agency (MELSA), the Minneapolis Public Library and Information Center provides services and resources to residents of the broader Metropolitan community. The provision of these services and resources in pleasant, efficient, accessible and well-maintained facilities is vital to community attractiveness which serves the City's goal of population stability. It is to the City's advantage to maintain the present structures as required, and to concentrate on programming to develop an even more effective community resource.

Goal

The goal of the Libraries plan is to maintain the public library system as a vital community resource while concentrating on broadening programs and services to enhance the community's quality of life and provide increased opportunity for individual self-development and family enrichment.

Background

The Minneapolis Public Library and Information Center has a long tradition of community service stretching back to the first tax-supported facility which opened its doors on December 16, 1889. The act establishing the Minneapolis Public Library as a tax-supported institution also created a Library Board consisting of six members elected by the voters of the City for six-year overlapping terms. There was also provision for certain ex-officio (now appointed) members in addition to the elected members. The Citywide election procedure makes the Minneapolis Public Library and Information Center unusual among libraries of its size in the country, since most library boards are appointed by mayors or aldermen of their cities.

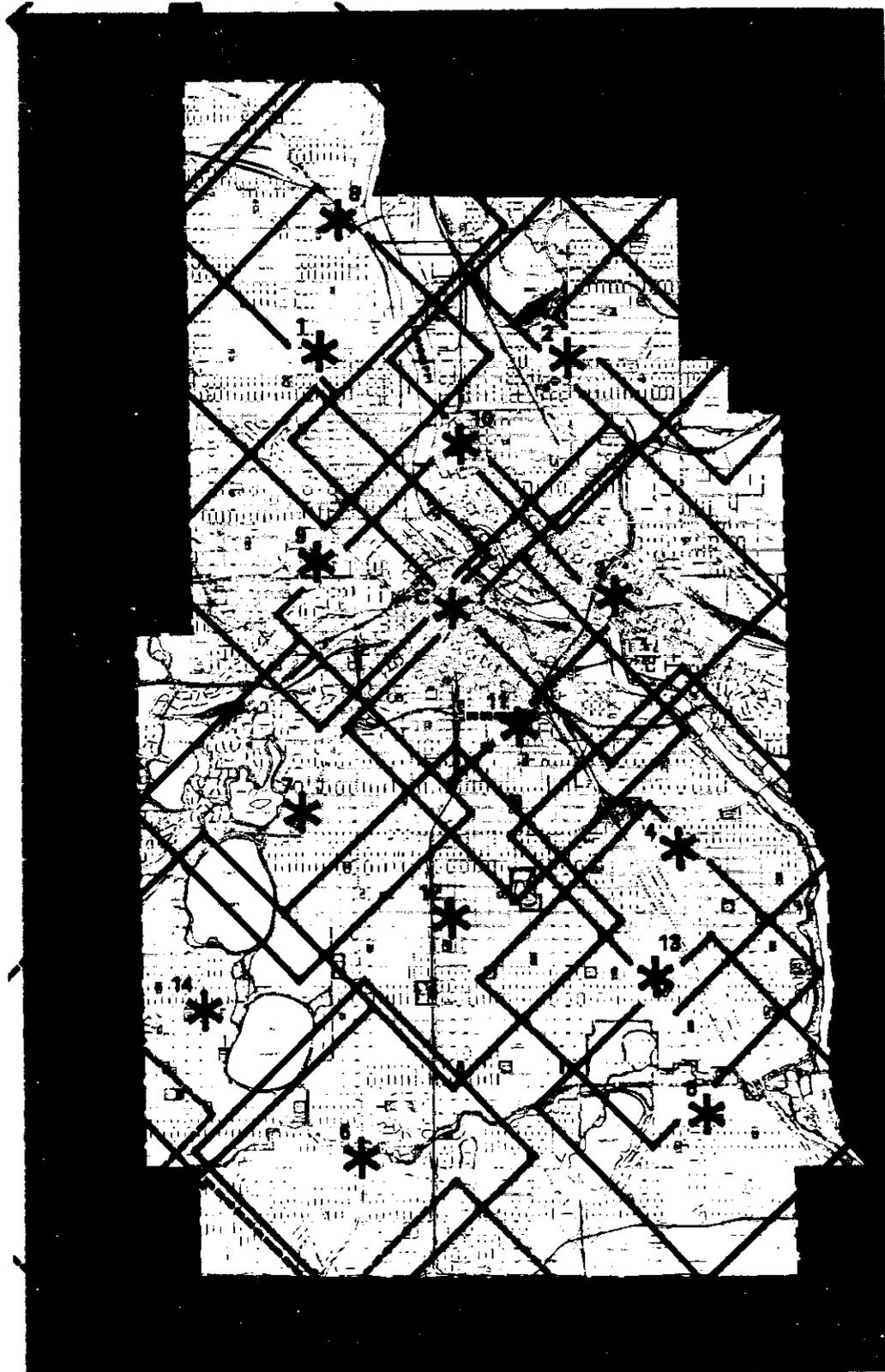
The present library system, shown on the accompanying map and chart, consists of a central library located on Hennepin Avenue between Third and Fourth Streets with 14 community libraries located throughout the City. The central library facility hosts the Athenaeum, a science museum, planetarium, auditorium (Heritage Hall), book bindery, and administrative offices. A new bookmobile provides access to outlying or underserved geographic areas.

With the completion of construction in 1980 of the Webber Park Library and in 1981 of the Walker Community Library, all major capital improvements to the system were accomplished. The present structures are basically sound and of adequate size to meet their service demands. The following descriptive chart



Library Locations

- * City libraries
- C Central
- 1 North Regional
- 2 Northeast
- 3 Southeast
- 4 East Lake
- 5 Nokomis
- 6 Washburn
- 7 Walker
- 8 Webber Park
- 9 Sumner
- 10 Pierre Bottineau
- 11 Franklin
- 12 Hosmer
- 13 Roosevelt
- 14 Linden Hills
- Hennepin County libraries
- ◇ Service radius 1.5 mi.





Human Development

shows the service capacity of the Minneapolis Library System. There is a need to make all the libraries accessible to the handicapped and more energy efficient. Progress is now being made in this area through the assistance of federal funds.

MINNEAPOLIS LIBRARY SYSTEM

Name	Location	Total Floor Space (Ft ²)	Meeting Room Capacity	Year of Construction
C. Central	300 Nicollet Mall	270,000	623	1961
1. North Regional	1315 Lowry Av. N.	32,609	200	1971
2. Northeast	2200 Central Av. NE	15,680	100	1973
3. Southeast	1222 4th St. SE	18,120	100	1967
4. East Lake	2727 East Lake St.	12,000	100	1976
5. Nokomis	5100 34th Av. S.	13,426	100	1968
6. Washburn	5244 Lyndale Av. S.	14,451	100	1970
7. Walker	2880 Hennepin Av. S.	18,500	100	1981
8. Webber Park	4310 Webber Pkwy.	4,000	-	1980
9. Sumner	611 Emerson Av. N.	8,367	175	1915
10. Pierre Bottineau	1224 2nd St. NE	2,044	-	1957
11. Franklin	1314 E. Franklin	10,453	165	1914
12. Hosmer	347 E. 36th St.	7,772	65	1916
13. Roosevelt	4026 28th Av. S.	4,043	-	1927
14. Linden Hills	2900 W. 43rd St.	5,516	150	1931

The existing services offered by the Minneapolis Library system reflects the media revolution that has taken place in the world. Books and magazines are now only two formats by which information is transmitted. The following services describe the diversity of media and reflect how new technology has been incorporated to keep pace with the increasing demands for information and expansion of library services.

Circulating collections at all libraries.

Reciprocal borrowing privileges among all MELSA libraries.

Reference and research materials at most libraries.

On-line information retrieval service at the Central library.

Information services, responding to peoples' questions.

Computer support services which increase efficiency in acquiring, cataloging, and circulating materials.

16mm film, 8mm film, slides, records, tapes, and audio and video cassettes available at selected library agencies.

The amount of book circulation by a library is one measure of how much the facility is used. The national trend has been for slowly declining circulation rates among libraries in general, and Minneapolis libraries have followed the national trend.



Human Development

Circulation of books and materials of the entire Minneapolis library system declined by 260,741, about ten percent, between 1976 to 1979. This trend is reflected in the circulation chart presented below.

CIRCULATION OF BOOKS AND MATERIALS FOR THE YEARS 1976-1979

NAME	1976	1977	1978	1979
C. Central	825,488	810,692	818,624	798,267
1. North Regional	223,375	226,006	218,093	222,860
2. Northeast	107,420	104,838	100,849	93,636
3. Southeast	107,932	101,488	85,385	82,316
4. East Lake	154,036	163,614	148,038	146,744
5. Nokomis	155,060	153,621	148,324	155,846
6. Washburn	270,878	241,391	258,826	262,646
7. Walker	151,880	148,890	139,062	132,223
8. Webber Park	60,970	61,600	56,411	21,235
9. Sumner	29,091	27,212	26,571	23,326
10. Pierre Bottineau	22,870	18,118	18,859	21,151
11. Franklin	46,574	40,670	36,102	10,199
12. Hosmer	68,531	66,777	57,359	58,070
13. Roosevelt	119,353	121,664	115,923	111,382
14. Linden Hills	113,294	107,467	96,899	96,792
Bookmobile	60,618	56,441	54,236	52,298
Total	2,549,732	2,471,756	2,379,606	2,288,991

A response to this nations trend was to more effectively spread the cost of library services throughout the geographic area served. The Minneapolis Public Library and Information Center is a participant in the library cooperative organization called MELSA. The Metropolitan Library Service Agency is a coordinating agency for 95 public library agencies located in the Seven-County Metropolitan Area. Its purpose is to improve library services in this area through mutually supportive programs of sharing materials and cooperatively developing library resources. MELSA maintains statistics on circulation and reference services throughout the region and thereby provides reimbursement for nonresident use. MELSA receives funding through the Minnesota Office of Public Libraries and Interlibrary Cooperation which receives appropriations from the State Legislature and federal grants under the Library Service and Construction Act. Payments to libraries are intended to assist in maintaining service hours, staff, and materials as a supplement to local funding for operation expenses.

The Minneapolis Community Libraries also sponsor and participate in community activities. The community libraries often provide space for meetings and sometimes house non-profit organizations. The libraries are increasingly identified as community centers.



Human Development

Objective 1
SYSTEM
MAINTENANCE

Maximum efficiency in the maintenance and operations of the Minneapolis Public Library system.

Location Criteria

Policy 1

The Library Board should retain, close or consolidate libraries and expand or reduce services based at these libraries using the following locational and evaluation criteria.

- 1a. Community Libraries should be located in or adjacent to major community shopping centers.
- 1b. Community Libraries should be located on or near an essential street for access by car and bus.
- 1c. Adequate off-street parking for automobiles should be available on or near the Community Library site.
- 1d. Each Community Library should serve 30,000 to 40,000 people.
- 1e. Each Community Library should maintain monthly and annual statistics on circulation, reference use, random room counts, program attendance and meeting room use to be used in a formula to determine its effectiveness in the community.
- 1f. A formula to measure the effectiveness of a Community Library based on operating costs and the factors in (e.) should be developed. This formula should lead to a Library Board policy on expanding/eliminating services or expanding/discontinuing facilities.

(This formula should be adopted as an amendment to the Plan for the 1980s. It would replace sub-policy (f).)

Efficiency

Policy 2

The City should encourage the Library Board to continue its efforts to maximize efficient operation by expanding shared-use of library facilities.

Policy 3

The City encourages the Library Board to complete its program to improve the accessibility of library services for the elderly and the handicapped by 1982 by seeking funds to comply with the provisions of Section 504 of the Rehabilitation Act of 1973.

Policy 4

The City should support the Library Board's efforts to study new communication techniques which will increase access to information resources.

Policy 5

The City should encourage the Library Board to increase its visibility in the communities by building onto the public image



of the library as a resource to the community.

5a. The Library Board should be encouraged to expand joint planning and programming with the Board of Education, Park and Recreation Board, and public and private community organizations and agencies.

Implementation Direction

The library objective can be acted upon best using managerial strategies. As previously mentioned the Minneapolis Library System has adequate physical facilities. However, during the 1980s changes will occur and new demands may emerge requiring new program and capital expenditures. The decision-making process regarding such adjustments must be clear and open to the public. The establishment of location criteria and evaluation guidelines will help make this possible.

The establishment of criteria that can be used to judge the performance and cost effectiveness of services and facilities is needed. Such criteria will help guide future changes in the library system.

Coordination is another managerial strategy useful to maximizing efficiency. Increasing shared use of library space and increasing the number of people using the library services requires combining efforts with other public and private agencies and the community of users. Two specific coordination efforts are recommended:

- The Library Board should work closely with the schools and parks in order to develop joint programs.
- The Library Board should work with public and private agencies to explore ways of implementing the shared use of facilities.

Federal and State laws have been established which require accessibility to public facilities and programming. The City must comply, but should make every effort to do so by using other than City tax funds. Several buildings have been completed and some are now being renovated. Community Development Block Grant funds have been used to accomplish much of the required renovations. Continued use of these funds is appropriate to the extent that such renovation has been given priority through the Capital Improvement Framework.

The use of community resources in library planning is an appropriate strategy for increasing the visibility and use of the Minneapolis Library services. Use of the existing citizen advisory structure would be useful both in increasing the library's visibility as a community resource and providing a more direct line to assessing community needs and desires.



Human Development

Parks and Recreation

Introduction

One of the City's goals for the 1980s is to stabilize its population by keeping the people who presently reside in the City, with an emphasis on retaining young adults as they reach family formation age.

The Parks and Recreation plan is integral to this goal in that the park system provides opportunities for intellectual, aesthetic, physical, and social growth and development. Parks can also contribute to the attractiveness of residential neighborhoods and can serve as neighborhood or community focal points. Furthermore, parks provide open space areas not only for recreation but also for visual/aesthetic and natural resource protection.

Parks and Recreation can contribute to the City's goal of population retention and stability by providing attractive facilities for residential neighborhoods, supporting new housing and other types of economic development, enhancing the City's quality of life with a variety of leisure time program opportunities.

Goal

The goal of the Parks and Recreation plan is to provide a park and recreation system which meets the recreation needs of City residents and which contributes to the stabilization of the City's population with available resources.

The Parks and Recreation plan is divided according to policy objectives into the following functional categories: Local Recreational Facilities, and Regional Recreational Facilities, with objectives, policies and implementation directions for each category.

For a discussion of natural areas in the City such as the lakes, creeks, river, and the urban forest see the Natural Resources portion of the Physical Environment Plan.

Background

The Minneapolis Park and Recreation Board (MPRB) was created in 1883 by the Minnesota State Legislature to establish and operate a system of parks and parkways. H.W.S. Cleveland, a well-known landscape architect, was hired to advise the Board on its future work. Cleveland, in his "Suggestions for a System of Parks and Parkways for the City of Minneapolis," envisioned "an extended system of boulevards, or ornamental avenues, rather than a series of detached open areas of public squares." The Grand Round system of pleasure drives or parkways was thus developed to link major recreation areas and provide access to them.

From the meager beginning of 12 acres of parkland, Cleveland saw the need for an expanded and workable park system which would preserve much of the natural and scenic attractions within the City. From 1884 to 1905 when William H. Berry was park superintendent, 1,805 acres were added to the park system.



Human Development

During this period, large city parks with extensive water areas such as Lake Calhoun, Harriet and Nokomis were acquired and developed for passive recreation. When Theodore Wirth was superintendent (1935-1944), 3,431 additional acres of parkland were acquired. Many neighborhood parks and playgrounds were acquired during this period when the need for active play areas close to the local population was recognized.

During the administration of park superintendent Robert Ruhe (1966-1977), an ambitious effort to provide year-round recreation programming through Community and neighborhood facilities was implemented. In 1969, Park and Recreation Standards were jointly adopted by the MPRB and the City Planning Commission. MPRB set out to provide each neighborhood and community with a park and a recreation building. Between 1969 and 1978, 27 recreation buildings and eight community centers with gymnasiums were built to provide year-round activities. Thirteen park-school centers, two outdoor pools, two indoor tennis centers and an indoor ice rink were also constructed. Much of the City's parkway system was reconstructed with separate bicycle and pedestrian paths and with distinctive lighting and signs. Eleven new park properties were also acquired in this period.

Today the Minneapolis park system totals 5,553 acres which are located in the City and in adjacent municipalities as well. One thousand four hundred and ninety acres, 27 percent, cover water areas which consist mainly of lakes. Minneapolis is famous for its lakes; each one has its own character and is an important part of the park system. The City's lakes provide a variety of land and water recreational opportunities, and are predominantly surrounded by high value single family homes. The Grand Round Parkway offers a system of scenic recreational drives which, together with the lakes, creeks and river, are a major element in the urban design framework. The City has also developed an attractive system of neighborhood and community parks and recreation buildings to serve the recreation needs of its residents.

The Minneapolis park system provides facilities and services at more than one level: On the local level are Citywide, community and neighborhood recreational facilities and programs which primarily serve City residents. They are made up of City parks and parkways, community parks and recreation centers, mini-parks, squares, triangles and special recreational facilities. Recreation programs offered at the recreation centers include athletic, cultural, social and environmental activities.

On the regional level are parks and parkways based on natural resources such as lakes, creeks, or rivers. These facilities, (designated by the Metropolitan Council), are used not only by City residents but also by metropolitan residents. Consequently, these parks and parkways receive some regional funding for acquisition and development from the Metropolitan Council, but are operated and maintained by the City.



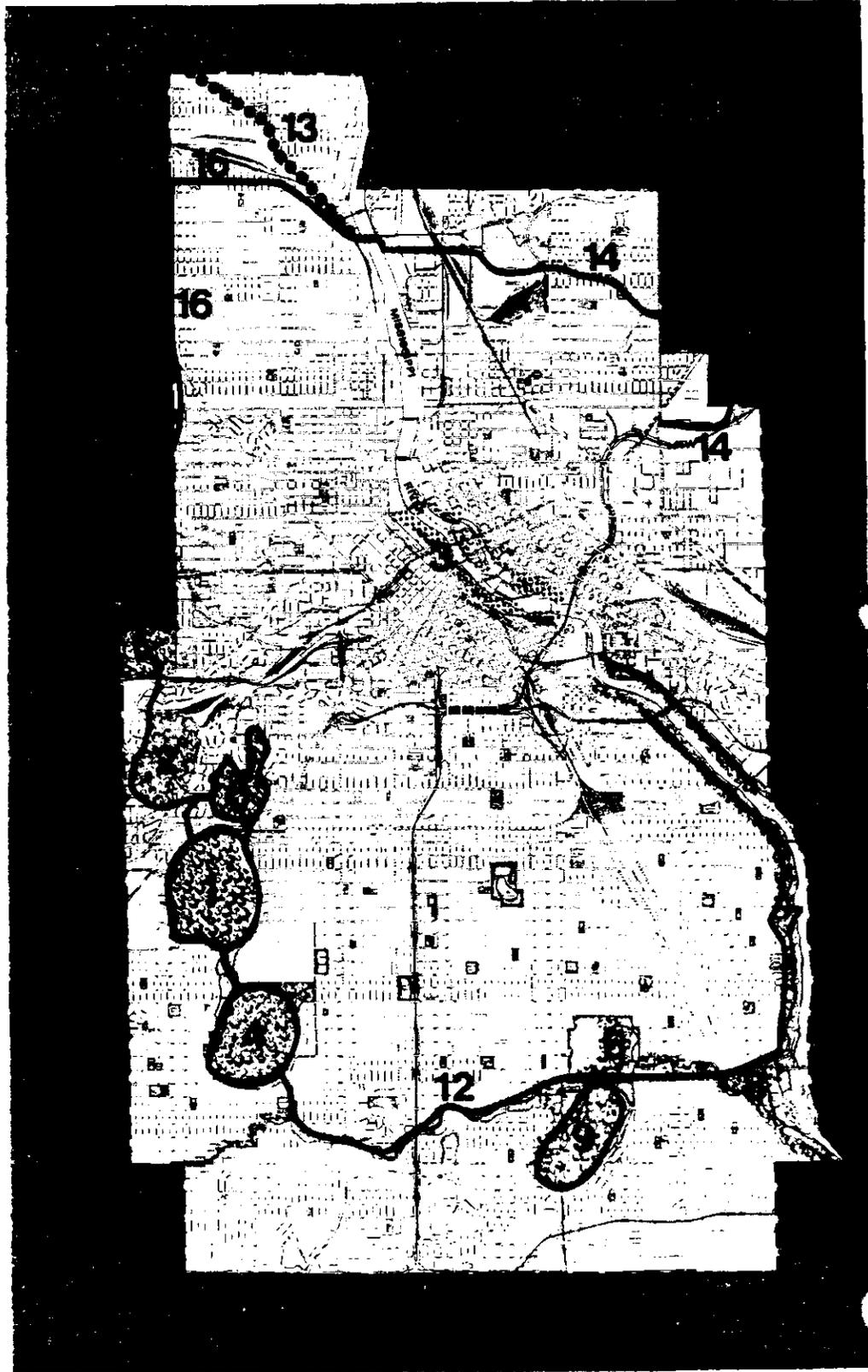
Human Development

The City's park system is operated by the Minneapolis Park and Recreation Board (MPRB), a semi-autonomous City agency responsible for the acquisition, development, operation, and maintenance of parks and recreation facilities and programs. Its staff is organized in four general divisions of administration, recreation, planning and operations (maintenance, police, engineering, forestry, horticulture). The MPRB is governed by nine elected commissioners each serving a four-year term. Current funding is primarily from property taxes and is supplemented by special levies, revenue-producing services and metropolitan, state and federal funds.

An inventory of existing facilities is shown on the next several pages to further describe the Minneapolis Park and Recreation system.



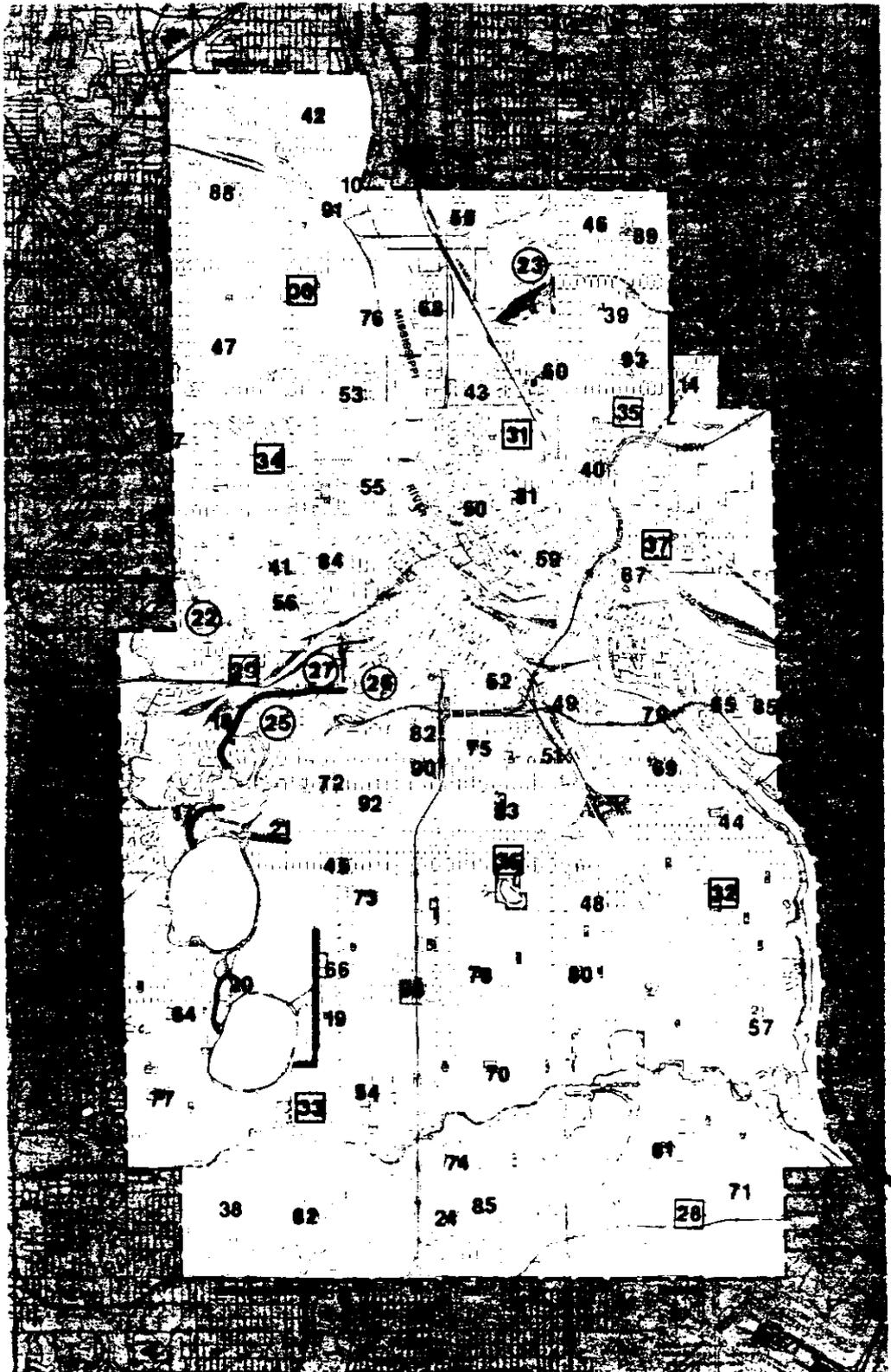
Regional Parks and Trails, 1980





Human Development

City, Community and Neighborhood Parks and Parkways



- 40 Neighborhood park
- 28 Community park
- 22 City park
- Parkway

Numbers refer to items listed in the accompanying table.



Human Development

PARK SYSTEM

#	Park Classification	Size			Water				Land			Trail				Special Facilities	Comments
		Water Area	Total Acres	Trail Miles	Swimming Beach	Fishing	Boating	Skating	Picnicking	Playfield(s)	Playground	Hiking/walking	Ski touring	Bicycling	Pleasure driving		
	Regional Parks & Trails																
1	Cathoun, Lake	424.5	525.2	3.3	/	/	/	/	/	/	/	/	/	/		- completion of West Cathoun Boulevard reconstruction	
2	Cedar, Lake	169.0	252.6	1.1	/	/	/	/	/	/	/	/	/	/			
3	Central Mississippi Riverfront Regional Park	-	144	-											Nicollet Island Amphitheater Father Hennepin Bluffs St. Anthony Falls Lock & Dam	- Park planning, acquisition & development are in progress. - Regional funding for acquisition 1979-80.	
4	Harriet, Lake	353.0	405.1	4.2	/	/	/	/	/	/	/	/	/	/	Rose Gardens T.S. Roberts Bird Sanctuary Bandstand Trolleycar 18 Hole Golf Course	- Local funding in 1980 for completion of Wm. Berry Parkway reconstruction.	
5	Hiawatha, Lake	52.0	223.7	-	/	/	/	/	/	/	/	/	/	/		- Lake Hiawatha Neighborhood Recreation Shelter	
6	Lake of the Isles	107.0	199.7	2.9		/	/	/	/	/	/	/	/	/			
7	Lower River Gorge	-	242.2	6.3	/	/	/	/	/	/	/	/	/	/	Bridal Veil Falls Hajduk Springs 36th St. Prairie Area		
8	Minnehaha Park	-	171.2	-		/	/	/	/	/	/	/	/	/	Minnehaha Falls Bandstand Train depot J.M. Stevens House		
9	Nokomis, Lake	201.4	407.7	3.2	/	/	/	/	/	/	/	/	/	/		- Nokomis Community Center	
11	Theodore Wirth Park	74.5	743.5	3.2	/	/	/	/	/	/	/	/	/	/	18 Hole & Par-3 Golf Course Downhill ski area E. Butler Wildflower Garden	- Revisions to Master Plan in process, improvements anticipated using regional funding.	



Human Development

#	Park Classification	Size			Water			Land	Trail	Special Facilities	Comments					
		Water Area	Total Acres	Trail Miles	Swimming Beach	Fishing	Boating	Skating	Picnicking			Playfield(s)	Playground	Hiking/walking	Ski touring	Bicycling
Regional Parks & Trails																
Other Regional Trails																
12	Minnehaha Parkway	-	235.2	9.5		/		/	/			/	/	/		
13	Shingle Creek Trail	-	58.9	1.5			/	/	/			/	/	/		
15	Stinson Boulevard	-	38.5	4.0								/	/	/		
16	Victory Memorial Webber Parkway	-	169.6	4.0				/				/	/	/		
Local Parkways																
14	St. Anthony- Ridgeway Parkway	-	101.9	5.5				/				/	/	/		
17	Dean Parkway	-	17.5	.9										/		
18	Kenwood Parkway	-	21.3	1.6										/		
19	King's Highway	-	17.6	2.9										/		
20	Linden Hills Boulevard	-	5.6	.5										/		
21	The Mall	-	4.8	.6										/		

- Creek View
Neighborhood
Recreation Center
- LAWCON funding for
park site im-
provements in 1980.



Human Development

#	Park Classification	Acres	Outdoor Facilities					Recreation Building			Programs Special Facilities	Comments
			Play apparatus Wading pool Tennis courts Basketball/Volleyball Playfields Hockey/Skating	Community Center Neighborhood Center Neighborhood Shelter Shelter	Year round staffed Supplementary staffed							
City Park												
10	North Mississippi River Park	25.0									Boat launch	
22	Bassett Creek	60.0	/	/	/			/				
23	Columbia Park	67.0		/	/	/		/			18 Hole Golf Course Nature/Wildlife	
24	Diamond Lake	68.8										
25	Kenwood Park	32.7		/	/	/						
26	Loring Park	36.2	/	/	/	/		/		/		
27	The Parade	48.8				/					Stadium Indoor Ice Arena Mpls. Tennis Club	
Community Park/Playfield												
28	Bossen Field	18.6		/	/	/	/	/		/		
29	Bryn Mawr Meadows	39.0	/	/	/	/	/	/				
30	Folwell Park	26.8	/	/	/	/	/	/	/	/	Gymnasium Gymnasium	
31	Logan Park	10.1	/	/	/	/	/	/	/	/		
32	Longfellow Park	12.5	/	/	/	/	/	/	/	/	Gymnasium Gymnasium	
33	Lynnhurst Park (Nokomis Lake)	8.2	/	/	/	/	/	/	/	/		- Shared facility with Burroughs Elementary
34	North Commons	25.7	/	/	/	/	/	/	/	/	Gymnasium Outdoor swimming pool	- Shared facility with YWCA
35	Northeast Athletic Field	24.7	/	/	/	/	/	/	/	/	Gymnasium Outdoor swimming pool	- Shared facility with Putnam Elementary East Side Neighborhood Services
36	Powderhorn Park	65.5	/	/	/	/	/	/	/	/	Gymnasium	
37	Van Cleve Park	8.9	/	/	/	/	/	/	/	/	Gymnasium	



Human Development

#	Park Classification	Acres	Outdoor Facilities						Recreation Building			Special Facilities	Comments	
			Play apparatus	Wading pool	Tennis courts	Basketball/Volleyball	Playfields	Hockey/Skating	Community Center	Neighborhood Center	Neighborhood Shelter			Programs
	Neighborhood Park/Playground										Year round staffed	Supplementary staffed		
38	Armatage	18.6	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
39	Audubon	5.4	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
40	Beltrami	8.1	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		- Shared facility with East Side Neighborhood Services
41	Bethune	12.2	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		- Shared facility with Bethune Elementary and Phyllis Wheatley
42	Bohanon	8.8		✓	✓	✓	✓	✓	✓	✓	✓	✓		
43	Bottineau	6.2	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
44	Brackett	12.1	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
45	Bryant Square	3.7	✓	✓		✓	✓	✓	✓	✓	✓	✓		
46	Cavelt	3.6	✓		✓	✓	✓	✓	✓	✓	✓	✓		
47	Cleveland	1.4	✓	✓		✓	✓	✓	✓	✓	✓	✓		
48	Corcoran	3.1		✓	✓	✓	✓	✓	✓	✓	✓	✓		
49	E.A. Currie	1.3	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
50	Dickman	2.0	✓	✓			✓	✓	✓	✓	✓	✓		
51	East Phillips	6.6							✓	✓	✓	✓		
52	Elliot	6.9	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		- UPARR funding for rehabilitation of neighborhood center in 1980
53	Farview	20.8	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
54	Fuller	2.1	✓	✓		✓	✓	✓	✓	✓	✓	✓		
55	Hall	6.0	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
56	Harrison	7.0	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
57	Hiawatha Park	4.1	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
58	Hi-View	3.9	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
59	Holmes	2.7	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
60	Jackson Square	2.3	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		



Human Development

#	Park Classification	Acres	Outdoor Facilities					Recreation Building				Special Facilities	Comments	
			Play apparatus	Wading pool	Tennis courts	Basketball/Volleyball	Playfields	Hockey/Skating	Community Center	Neighborhood Center	Neighborhood Shelter			Shelter
	Neighborhood Park/Playground											Year round staffed	Supplementary staffed	
61	Keewaydin	4.1	/	/	/	/	/	/	/	/	/	/	/	
62	Kenny	9.5	/	/	/	/	/	/	/	/	/	/	/	
63	M.L. King	18.7	/	/	/	/	/	/	/	/	/	/	/	Nicollet Tennis Court
64	Linden Hills	8.0	/	/	/	/	/	/	/	/	/	/	/	
65	Luxton	4.0	/	/	/	/	/	/	/	/	/	/	/	- Shared facility with Eastside Neighborhood Services & Mpls. HRA.
66	Lyndale Farmstead	16.1	/	/	/	/	/	/	/	/	/	/	/	MPRB Maintenance Center
67	Marcy	2.2	/	/	/	/	/	/	/	/	/	/	/	- CBDG funding for new playground in 1980.
68	Marshall Terrace	7.8	/	/	/	/	/	/	/	/	/	/	/	
69	Matthews	10.1	/	/	/	/	/	/	/	/	/	/	/	- Shared facility with Seward Elementary and Pillsbury-Waite Neighborhood Services.
70	McRae	8.1	/	/	/	/	/	/	/	/	/	/	/	
71	Morris	3.9	/	/	/	/	/	/	/	/	/	/	/	
72	Mueller	1.3	/	/	/	/	/	/	/	/	/	/	/	
73	Painter	3.0	/	/	/	/	/	/	/	/	/	/	/	
74	Pearl	29.0	/	/	/	/	/	/	/	/	/	/	/	
75	Peavey	7.6	/	/	/	/	/	/	/	/	/	/	/	
76	Perkins Hill	3.0	/	/	/	/	/	/	/	/	/	/	/	
77	Pershing	10.0	/	/	/	/	/	/	/	/	/	/	/	
78	Phelps	7.6	/	/	/	/	/	/	/	/	/	/	/	
79	Riverside	40.7	/	/	/	/	/	/	/	/	/	/	/	
80	Sibley	8.0	/	/	/	/	/	/	/	/	/	/	/	
81	St. Anthony	4.0	/	/	/	/	/	/	/	/	/	/	/	
82	Stevens Square	2.5	/	/	/	/	/	/	/	/	/	/	/	
83	Stewart	5.8	/	/	/	/	/	/	/	/	/	/	/	
84	Sumner	4.5	/	/	/	/	/	/	/	/	/	/	/	
85	Todd	13.2	/	/	/	/	/	/	/	/	/	/	/	
86	Tower Hill	4.9	/	/	/	/	/	/	/	/	/	/	/	
87	Valley View	22.2	/	/	/	/	/	/	/	/	/	/	/	
88	Victory	2.6	/	/	/	/	/	/	/	/	/	/	/	- Shared facility with Loring Elementary Shelter constructed in 1978.
89	Waite	8.3	/	/	/	/	/	/	/	/	/	/	/	



Human Development

#	Park Classification	Acres	Outdoor Facilities						Recreation Building	Programs	Special Facilities	Comments
	Neighborhood Park/Playground		Play apparatus	Wading pool	Tennis courts	Basketball/Volleyball	Playfields	Hockey/Skating	Community Center Neighborhood Center Neighborhood Shelter Shelter	Year round staffed Supplementary staffed		
90	Washburn-Fair Oaks	7.5	/									
91	Webber	24.9	/	/	/	/	/	/	/	/		- Also Mpls. Public Library. - New Swimming pool opened in 1980.
92	Whittier	3.6	/	/		/	/	/	/	/		- Shared facility with Loring-Nicollet Bethlehem Center.
93	Windom Northeast (not mapped) Mini-Park	8.6	/	/	/	/	/	/	/	/		
	Cedar Ave.	1.7	/			/	/	/				
	Clinton	1.5	/			/	/	/				
	Cottage Park	.5	/			/	/	/				
	Dell Place	.4	/		/							
	Euclid Triangle	.3	/									
	Farwell	1.3	/				/	/				
	Glen Gale Park	1.7	/				/	/				
	Lovell Square	1.4	/					/				
	Park Siding	1.6	/					/				
	F. Steele Square	1.4	/			/	/	/				
	Waveland Triangle	1.9	/	/			/	/				
	Willard	.9	/			/	/	/				



Human Development

(not mapped)			(not mapped)		
Squares	Acres	Landscaping only	Squares, Triangles, etc.	Acres	Landscaping only
Adams Triangle	.3	✓	Normanna Triangle	.1	✓
Architect Triangle	.6	✓	Oak Crest Triangle	*	✓
Barnes Place	.6	✓	Oliver Triangle	*	✓
Barton Triangle	*	✓	Orlin Triangle	*	✓
Bedford Triangle	*	✓	Park Ave. Triangle	.1	✓
Caleb Dorr Circle	.1	✓	Penn Model Village Tri.	.2	✓
Chowen Triangle	.1	✓	Pioneer Triangle	.2	✓
R. Chute Square	1.1	✓	Rollius Triangle	*	✓
Clarence Triangle	*	✓	Russell Triangle	*	✓
Clifton Triangle	*	✓	Rustic Lodge Triangle	.2	✓
Elmwood Triangle	.3	✓	Seven Oaks Oval	2.1	✓
Fremont Triangle	*	✓	Sibley Triangle	.1	✓
Gateway Park	1.5	✓	Smith Triangle	.3	✓
Gladstone Triangle	.1	✓	Snyder Triangle	.1	✓
Humboldt Triangle	.3	✓	St. Louis Triangle	.3	✓
Irving Triangle	.1	✓	Svea Triangle	.1	✓
LaSalle Triangle	.1	✓	Vineland Triangle	.1	✓
Laurel Triangle	.1	✓	Washburn Ave.	1.3	✓
The Mall	4.8	✓	Washington Triangle	*	✓
Monroe Place	.1	✓	Waveland Triangle	1.9	✓
D. Morrison Park	8.5	✓	Wenonah Triangle	.1	✓
Mount Curve Triangles	2.3	✓	West End Triangle	.3	✓
Murphy Square	3.3	✓			
Newton Triangle	.1	✓			



Human Development

Objective 1 LOCAL RECREATIONAL FACILITIES

A balanced system of facilities which meets the local recreational needs of Minneapolis residents in an efficient manner.

Location and Design Standards

Policy 1

Standards should be used to evaluate the present system of recreational facilities and any proposed projects. The standards define recreational use, service area, site size, population, site location and typical site development features.

The park and recreation standards in this plan follow the Metropolitan Council's classification system for recreation facilities. Guidelines are specified for service area radius, site size, population served and site location. These standards also recognize the recreational facilities which schools provide such as playgrounds, playfields and gymnasiums. See chart Park and Recreation Standards.

How should these standards be used? For a neighborhood without any MPRB or School Board recreational facilities, its neighborhood population is used to determine what type of recreational facility (parkland and/or recreation building) is needed. A neighborhood population of 3,000-5,000 would justify a park between 1-3.5 acres which would service an area of $\frac{1}{2}$ mile radius or as limited by physical barriers. The new park should not be located within $\frac{1}{2}$ mile of an existing recreation area: a neighborhood park/playground, a community park/playfield, a city park, or an athletic field of a secondary school. The new park should also be as centrally located in the neighborhood as possible. A recreation building would only be justified if the neighborhood population is 5,000 to 7,000 and the proposed facility is not within one mile of an existing recreation building. Assuming the proposed facility meets all of the criteria, site and building development would be as outlined in the 1979 standards. See map MPRB Recreation Buildings: Existing and Proposed.

Policy 2

Based on 1978 information on neighborhood population and other criteria in the standards of this plan, four new recreation buildings should be considered to provide a basic level of service to nearby neighborhood residents. These are at Elliot Park, Jordan-Cleveland, Kenwood, and Morris Park.

- 2a. If there are significant population increases in the City's neighborhood in the 1980s, these areas should be re-evaluated against the adopted standards to see if facility changes are warranted.
- 2b. Recreational facilities proposed for remodeling or expansion should be evaluated on a case-by-case basis to determine whether the improvements are necessary and appropriate to the needs of the neighborhood. Decisions about repair, remodeling, or closing should be consistent with the standards.

PARK AND RECREATION STANDARDS

COMPONENT	USE	SERVICE AREA RADIUS	SITE SIZE	POPULATION SERVED	SITE LOCATION	TYPICAL SITE DEVELOPMENT
SQUARES, TRIANGLES, ETC.	Small parcel of land that serves as open space.	1 or more neighborhoods	Less than 1 acre	Varies	1. Where land is available.	- Open grass area - Landscaping - Benches
MINI-PARK	Small recreation area that serves a concentrated or limited population, or a specific group with special needs such as tots or senior citizens.	1/4 mile	1 acre	500-3,000	1. Not within 1/4 mile of an existing recreation area. ¹ 2. Area of need not large enough to require development of a neighborhood park/playground.	- Creative play environment - Open grass area - Walk system, park furniture and landscaping - No buildings
NEIGHBORHOOD PARK/PLAY-GROUND	Area for active and passive recreational activities for all ages.	1/4 mile-or as limited by physical barriers	1-3.5 acres	3,000 - 5,000	1. Not within 1/4 mile of an existing recreation area. ² 2. Centrally located in the neighborhood.	- Play apparatus - Hard surface areas for court games - Open play areas for field games
			3.5-10 acres	5,000 - 10,000	1. Not within 1/4 mile of an existing recreation area. ² 2. Centrally located in the neighborhood.	- Green open space for free play and passive activities. - Walk system, park lighting, park furniture, landscaping - Neighborhood Recreation Center may be included
COMMUNITY PARK/PLAY-FIELD	Area for active and passive recreational activities with a level of facility development than neighborhood park/playground.	Entire Community	10-25 acres	25,000+	1. Accessible by car or bus. 2. Where land or resource occurs.	May include: - Mini-park and neighborhood park/playground facilities. - Special facilities: lighted athletic fields, swimming pool, ice rink, etc. - Community Recreation Center
CITY PARK	Natural or landscaped area for passive or nature-oriented activities.	2-3 communities	25-50 acres	50,000+	1. Where resources occur.	May include: - Walk system, park lighting, park furniture, landscaping. - Play areas for field and court games.

Footnotes:

- ¹A recreation area is defined as one of the following park or school components:
1) Neighborhood park/playground
2) Community park/playfield
3) City Park

- 4a) Junior High playfield could serve a neighborhood population of 3,000-5,000 if it is generally available to the public.
4b) High School athletic field could serve a neighborhood population of 5,000-10,000 if it is generally available to the public.





PARK AND RECREATION STANDARDS

COMPONENT	USE	SERVICE AREA RADIUS	SITE SIZE	POPULATION SERVED	SITE LOCATION	TYPICAL SITE DEVELOPMENT
REGIONAL PARK	Area of natural or scenic quality for nature-oriented recreational activities.	3-5 Communities	200-500 acres approx.	370,000	1. Where natural resources, especially water, occur.	<ul style="list-style-type: none"> - Conservation areas: areas are preserved in their natural state. - Facilities for major activities; concessions, bathhouse, music center, boat launch parking, etc. - Facilities for general recreation: picnicking, swimming fishing, boating, hiking, etc.
PARKWAY/ TRAILS	LOCAL: provide access to city regional parkways or to recreation areas.	Entire community	140' right-of-way	25,000+	<ol style="list-style-type: none"> 1. Along natural or man-made features. 2. Link components of the recreation system. 	<p>May include:</p> <ul style="list-style-type: none"> - Separate paths for cars, pedestrians and bicycles. - Landscaping
	REGIONAL: provide continuous access to major recreation areas, connect major parks, and provide multi-purpose trail activities.	3-5 Communities	140' right-of-way	370,000+	<ol style="list-style-type: none"> 1. Along natural or man-made features. 2. Link components of the recreation system. 	<ul style="list-style-type: none"> - Separate paths for cars, pedestrians and bicycles. - Landscaping - Support facilities: restrooms, parking, signs, etc.
SPECIAL RECREATIONAL FACILITY	Area providing specialized or single purpose recreational activity					<p>Examples</p> <ul style="list-style-type: none"> - outdoor pools - golf courses - indoor ice arenas - indoor tennis centers - downhill ski areas - marinas and public water
	ACTIVE RECREATION: people are actively and physically involved in indoor or outdoor leisure activities (or resources.)	2-3 communities or more	Sufficient to encompass facility or resource.	50,000-75,000	1. Where adequate land is available.	
	PASSIVE RECREATION: people enjoy activity as observers or spectators.	2-3 communities or more	Sufficient to encompass facility or resource.	50,000-75,000	<ol style="list-style-type: none"> 1. Centrally located among the communities, or 2. Where land is available. 	<p>Examples</p> <ul style="list-style-type: none"> - malls, greenways, plazas - cultural facilities
ENVIRONMENTAL INTERPRETATION and APPRECIATION: facilities for recreational, interpretive, conservational, scenic, and scientific values.	2-3 communities or more	Sufficient to encompass facility or resource.	50,000-75,000	1. Where natural features exist.	Centers or areas for the observation and interpretation of natural features.	

PARK AND RECREATION STANDARDS

COMPONENT	USE	SERVICE AREA RADIUS	BLDG. SIZE	POPULATION SERVED	SITE LOCATION	TYPICAL SITE DEVELOPMENT
SHELTER	Facility for seasonal recreational use located in a neighborhood park/playground	1/2 mile-or as limited by physical barriers.	Less than 2,000 sq. ft.	3,000-5,000	1. Not within 1 mile of an existing recreation building. ²	- Warming, meeting room - Toilet facilities
NEIGHBORHOOD RECREATION SHELTER	Facility for neighborhood use that is limited in size and in recreation programming. Located in a neighborhood park/playground or on school land.	1 mile - or as limited by physical barriers.	3,000-5,000 sq. ft.	5,000-7,000	1. Not within 1 mile of an existing recreation bldg. ² 2. Centrally located in the neighborhood.	May include: - Multi-purpose program spaces - Support Facility spaces
NEIGHBORHOOD RECREATION CENTER	Facility for recreation programs and neighborhood use that is located in a neighborhood park/playground or on school land.	1/2 mile-or as limited by physical barriers.	5,000-7,000 sq. ft.	7,000-10,000	1. Not within 1/2 mile of an existing recreation building ² 2. Centrally located in the neighborhood.	- Building size varies according to neighborhood characteristics and special needs. - Multi-purpose program spaces: lounge, game, craft, meeting and warming rooms. - Support facility spaces: administrative, mechanical, kitchen, toilet, storage rooms. - Off-street parking relative to building and population size.
COMMUNITY RECREATION CENTER	Facility for year round recreation programs and community use.	Entire community	12,000-16,000 sq. ft.	25,000+	1. In a community park/play-field or City park.	- Building size varies according to community characteristics and special needs. - Full range of indoor multi-purpose program and support facility spaces. - Auditorium gymnasium - Off-street parking relative to building and population size.

Footnotes:

¹A recreation building is defined

as:

- 1) Neighborhood Recreation Shelter
- 2) Neighborhood Recreation Center
- 3) Community Recreation Center
- 4) Junior or Senior High gymnasium





Human Development

- 2c. If land is needed for neighborhood park development, priority should be given to land already publicly owned and to shared use facilities. Acquisition of tax-paying land should be the last resort.
- 2d. The long term effect on maintenance and security should be a factor when new facilities are considered.

Policy 3

Before new neighborhood facilities are built in the North Loop and Industry Square areas of the central riverfront, the need for such facilities should be studied. This study should consider the availability of recreational services and the specific needs of the residents of these areas.

Policy 4

The design, location, use and impact of recreational facilities should be:

- 4a. Compatible with and an improvement to the environment of the site and the surrounding area;
- 4b. Accessible to the handicapped;
- 4c. Flexible enough to allow year-round multiple uses and permit short and long term changes in purpose or function.

Policy 5

The design and location of MPRB recreational facilities should be reviewed by the Minneapolis City Planning Commission in order to ensure conformance with the City's Plan for the '80s and to coordinate capital improvements in the City. MPRB should provide adequate information for such a review. The PDCACs, as well as park and recreation groups, should be involved in the decision-making process.

Shared Use

Policy 6

Shared use projects between MPRB and other public and private agencies such as the School and Library Boards should be explored for all new projects, and given special attention where facilities exist within close proximity and when total capital and operating costs can be reduced.

Policy 7

Shared facility agreements should be reviewed and formalized by written contracts which delineate the major functions and responsibilities of each participating agency regarding capital and operating expenses, services, etc.

Implementation Direction

MPRB capital improvements should first be directed toward the provision of basic services which protect the health and safety of park users and prevent irreparable damage to MPRB natural resources and physical facilities. Other actions which are also a part of basic services include sufficient maintenance and use of recreational facilities so that they continue to be neighborhood



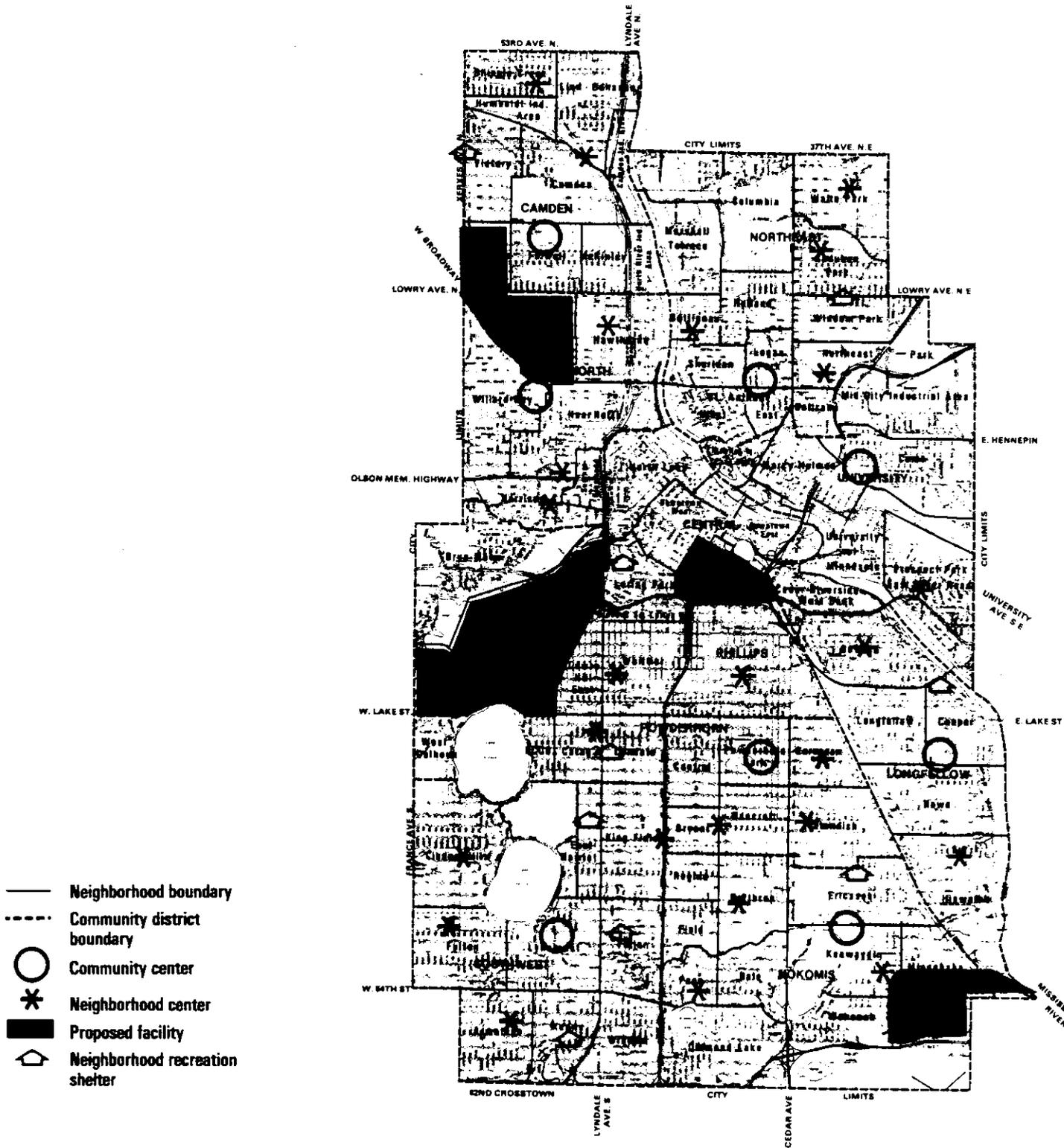
assets and provide adequate access to recreational opportunities. Other MPRB capital improvements should be directed toward strategic investments which help achieve the City's goals in housing, jobs, neighborhood attractiveness, or the overall attractiveness of the City. All MPRB recreational facilities should meet the criteria of the Park and Recreation Standards in this plan.

The MPRB should use the standards outlined in Policy 1 to evaluate existing and proposed recreational facilities. The following facilities should be developed to provide a basic level of recreation service within a reasonable distance to neighborhood residents. These proposed facilities are consistent with the Park and Recreation Standards outlined in this plan.

- Elliot Park is located in the Central community with a 1970 census population of 10,044. The 6.9 acre park contains a recreation shelter and other play facilities which need to be updated. An updated neighborhood park and an updated neighborhood recreation center should be developed in Elliot Park.
- The Jordan-Cleveland neighborhoods are located in the Near North and Camden communities, respectively, and have a combined population of 13,385 (1970 Census). The Cleveland Neighborhood Playground is 1.4 acres in size, and serves both neighborhoods. The only other recreational facility for both neighborhoods is Theodore Wirth-Victory Memorial Parkway at the western perimeter. An updated neighborhood park and a new neighborhood recreation shelter should be developed for the Jordan-Cleveland neighborhoods.
- The Kenwood neighborhood and portions of the Lowry Hill neighborhood in the Calhoun-Isles Community have an abundance of regional parklands but lack adequate indoor recreational facilities for MPRB recreation programs. The neighborhood and community population has increased since 1970 and is expected to increase in the future. A new neighborhood recreation center or shelter should be considered in Kenwood Park or adjacent thereto.
- Calhoun-Isles and Central are the only communities without a MPRB community recreation center. Studies should be continued to resolve the question of a community center in Calhoun-Isles.
- The Morris Park neighborhood has a neighborhood park and shelter building which serve the immediate neighborhood and portions of the adjacent Minnehaha and Wenonah neighborhoods. (Minnehaha neighborhood has no neighborhood park or recreation building.) The population for Morris Park is 4,245, for Minnehaha, 4,892, for Wenonah 5,307. An updated park and expanded neighborhood shelter



MPRB Recreation Buildings: Existing and Proposed





should be developed to adequately serve Morris Park and portions of the Minnehaha and Wenonah neighborhoods. The remainder of the Minnehaha and Wenonah neighborhoods should be adequately served by Bossen Field, Keewaydin Neighborhood Park and Neighborhood Recreation Center, and Minnehaha (Regional) Park.

- Although the need for a neighborhood park and recreation building in the Central neighborhood is recognized, housing has a higher priority and should not be removed for park purposes. If in the future, public land becomes available and meets the recreation needs of neighborhood residents, it should then be considered for park purposes.

The City Planning Commission should review the design and location of MPRB recreational facilities in order to insure conformance with the City's Plan for the '80s and to coordinate capital improvements in the City. The Minneapolis Planning District Citizens Advisory Committees should be involved in the park planning process.

To meet the recreation needs of Minneapolis residents in an efficient manner, MPRB should work with the School and Library Boards and other public and private agencies to coordinate the location of facilities and the provision of recreation programs. All shared facility agreements should be formalized by written contracts.

Objective 2 REGIONAL RECREATIONAL FACILITIES

Location of regional facilities where prime natural resources exist, where the demand for outdoor recreation is high, and where residents presently do not have easy access to alternative facilities; equitable distribution of funding between Minneapolis residents and other users.

Regional recreational facilities such as parks and parkways are usually based on natural resources such as lakes, creeks, or rivers and are designated by the Metropolitan Council. These facilities provide opportunities for picnicing, swimming, boating, fishing, walking, bicycling, cross-country skiing and pleasure driving. Regional recreational facilities in Minneapolis are used by both City residents and metropolitan residents and receive regional funding from the Metropolitan Council for acquisition and development.

Location and Management Focus

Policy 8

The development, management and use of regional recreational facilities should be based on natural and man-made resources and where possible should be contiguous to or include water bodies and water courses.

- 8a. Resource management should be directed to the preservation and enhancement of the resource, while maintaining a high



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quality recreation experience.

- 8b. Recreation use should be oriented toward outdoor recreation.
- 8c. Physical development should be compatible with the resource and promote the use and enjoyment of the resource.
- 8d. The use, management, and development of regional recreational facilities in the City should be studied and have master plans developed.
- 8e. Because Minneapolis is a Fully Developed Area and the availability of land in the City is limited, local recreational facilities should be allowed in regional parks if no other feasible alternative exists.

Regional Trails

Policy 9

Regional trails in the City should serve recreation purposes by providing access to major recreation areas, connecting major parks, and offering multi-purpose trail activities such as pleasure-driving, bicycling, hiking and cross-country skiing.

Policy 10

Regional and local recreational trails should provide a safe trail experience with minimum disruption to the environment.

- 10a. Trail routing should take advantage of natural features such as rivers, streams and creeks or man-made features such as utility easements or railroad right-of-way.
- 10b. Pedestrian, bicycle and motor routes should be separated wherever feasible with pedestrian paths located nearest to the natural resource, bicycle paths next and then roadways. Present pedestrian and bicycle routes which do not follow this formula should be modified accordingly.
- 10c. Trails should be adequately marked with signs uniform in size and design. These signs will be used throughout the trail system in Minneapolis.
- 10d. Standards for nature-interpretive trails in the City should be developed.
- 10e. MPRB should develop a plan to make trails accessible to the handicapped where possible.

Policy 11

In fully developed areas of the City, existing City streets should be used to connect recreational points of interest. The completion of the Northeast-Southeast link of the Grand Round Parkway System should use existing City streets. Special landscaping of these streets to provide a sense of continuity with the remainder of the parkway system should be considered.



Policy 12

The Mississippi River

Public use and enjoyment of the Mississippi River should be increased by developing a variety of recreational facilities that enhance the environment.

- 12a. Lower River Gorge. The development of recreational facilities in the Lower River Gorge should avoid alteration to the physical environment and provide trail and support facilities compatible with the natural character of the river gorge.
- 12b. Redevelopment of Minnehaha Park should restore historic features and preserve the natural resources in order to accommodate large numbers of park users with a high quality experience. Redevelopment of Minnehaha Park should take into account the transportation needs of Hiawatha Avenue Corridor.
- 12c. The Central Mississippi Riverfront Regional Park should provide open space facilities appropriate to an urban setting, establish a regional trail corridor along both sides of the river, and establish interpretive facilities where appropriate.
- 12d. Nicollet Island should be maintained in a manner which will promote public use and enjoyment for all segments of the population, but with primary emphasis on family oriented facilities and program opportunities. Limited parking should be provided on Nicollet Island and shared parking facilities should be considered. Historical buildings should be redeveloped in a logical plan and housing alternatives should be allowed in historical buildings and future development. Emphasis should be placed on restoration of historical buildings and their use for residential, public, and limited ancillary commercial purposes.

Recreational activities on and along the Mississippi River should capitalize on the recreational opportunities that are river-oriented and compatible with the surrounding environment.

- 13a. Active sports, especially those requiring highly delineated spaces and hard surfaces in which participants are not aware of the surrounding environment, should not be encouraged along the river's edge.
- 13b. Due to conflicts with river boat traffic, river currents and the fact that more appropriate water facilities are available, swimming and water skiing should not be encouraged. Ice skating should be actively discouraged because of the danger of thin ice.
- 13c. Fishing should be encouraged along the river in designated areas which do not conflict with other recreation or transportation uses and when state water quality standards



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permit.

13d. Sculling, rowing, kayaking, and canoeing are acceptable between St. Anthony Falls Lock and Dam and the Ford Lock and Dam. Sailing should be discouraged on the river.

Policy 14

If opportunities occur, "points of particular interest" or "nodes" should be developed along the river at points where adjacent neighborhoods have lateral entry to the river, to provide focal points or interesting directions along the way and to provide public parklands for recreation purposes.

Policy 15

Wherever feasible, lateral access routes or greenway windows to the River should be developed in the Central and Upper River to provide adjacent neighborhoods with physical and visual access to the River. Greenway windows should utilize existing public right-of-way to link neighborhood parks or special features to proposed recreational nodes along the River.

Policy 16

A continuous trail corridor parallel to and along both sides of the Mississippi River should be established to provide recreational opportunities for motorists, pedestrians and bicycles.

16a. Although trails may vary in distance from the river bank in some areas, they should provide the user with visual contact of the river and river-related activities whenever feasible.

16b. Where existing commercial and industrial development along the river preclude adequate space for pedestrian, bicycle, and motor routes, the different trail components can be separated and City streets should be used. If possible, the pedestrian and bicycle routes should remain at the river's edge. If public ownership of the route is not feasible, easements should be investigated.

16c. In the lower River, pedestrian and bicycle trails should generally follow the East and West River Parkways with looped pedestrian trails at East River Flats, East and West Sand Flats, and Riverside Park to connect the upper bluffs with the lower shoreline.

16d. In the Central River, pedestrian, bicycle and motor trails along both sides of the river should be developed.

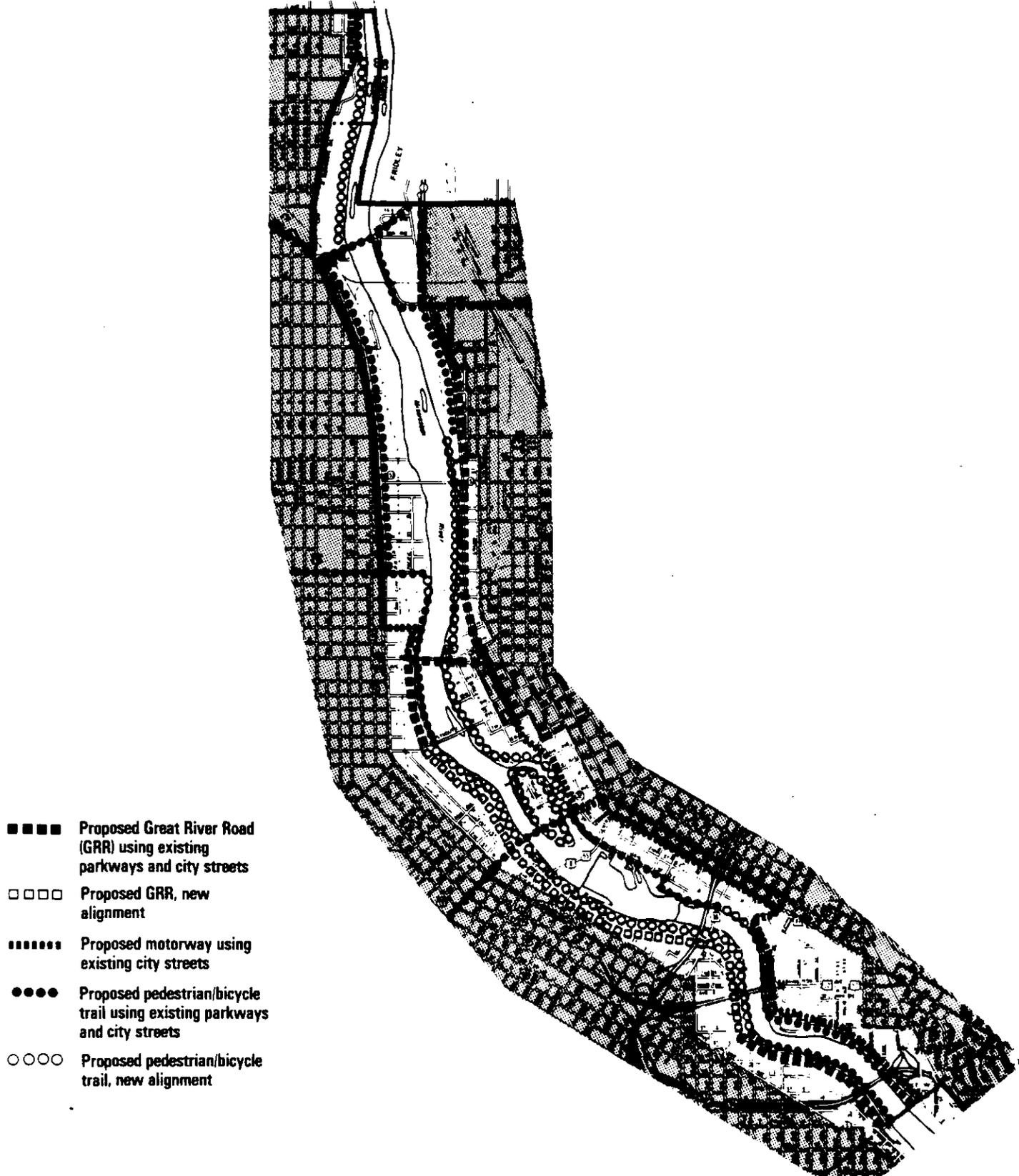
16e. In the Upper River, the pedestrian and bicycle trails should continue along the shoreline and both sides for part of the way and then rejoin the motor route which uses existing City roadways and is located some distance away from the River's edge.

Policy 17

The City of Minneapolis should cooperate and work with Saint Paul, other affected municipalities, Hennepin County, Ramsey



Mississippi River Corridor Trails: Upper and Central River, 1990





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County, the Minnesota Department of Natural Resources, and the U.S. Government in developing regulations for watercraft surface uses on the Mississippi River.

Policy 18

Public water access facilities which provide City and metropolitan residents with physical access to the Mississippi River should be studied.

- 18a. The City and MPRB should study the existing and future need for boating facilities such as canoe and/or boat launching, docking, or marina facilities on the Mississippi River especially in the Central Riverfront area where new housing is being constructed and should formulate guidelines for their location and development.
- 18b. In addition to sites along the Central Riverfront, other sites which should be examined include: North Mississippi River Park, the University Dam Flats, East River Flats, East and West Sand Flats.
- 18c. Some of the factors which should be studied include:
- the feasibility of boating facilities in the Central Riverfront
 - the type, size, and location of boating facilities
 - existing and potential conflicts between recreational and commercial boating and between motorized and non-motorized recreational boating
 - recreational lockages through the locks and dams

Regional Special Use Facilities

Policy 19

Regional and local special use recreational facilities should meet the identified leisure time needs of Minneapolis residents.

Special recreational facilities may be local or regional, indoor or outdoor, active or passive, resource-based or not. The private sector plays an important role in providing both local and regional special facilities such as tennis clubs, downhill ski areas, and private campgrounds. Local special recreational facilities serve City residents, have the potential of being widely available and do not require unique environmental resources. Regional special recreational facilities are facilities which serve metropolitan residents and are eligible for regional funding when funds are available.

- 19a. Regional special use recreational facilities should take advantage of:
- the diversity of the resource, e.g., the diversity of plant and wildlife, or buildings and facilities; or
 - the uniqueness, i.e., the scarcity of a resource; or
 - the representativeness of environmental resources such as types of landscapes or natural phenomena such as geological processes; or



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- developed or man-made facilities which provide active and/or passive leisure-time activities.

19b. Regional and local special use recreational facilities should be developed after a feasibility study has shown that:

- there is a market and a need established for such a facility; and
- the facility is not generally available through the private sector; and
- the facility will make a major contribution towards achieving the City's population, housing, or economic development objectives.

19c. Special use recreational facilities, such as golf courses and downhill ski areas, should be self-supporting in terms of operating and maintenance expenses.

Shared Funding

Policy 20

The City of Minneapolis should work with other levels of government to develop an equitable system for sharing funding responsibilities for the acquisition, development, operations and maintenance of the regional recreational facilities in the City.

Minneapolis has received funding for the acquisition and development of several regional recreational facilities from the Metropolitan Council and has a commitment to the Metro Council to maintain these facilities. About 80 percent of the City's park area consists of regional facilities which must be maintained by the City; however, 40 percent of the users are non-residents. The cost for maintaining these facilities is a burden to the City and its residents and should be more equally shared among all park users. Only Minneapolis, St. Paul and two other municipalities provide large city parks of a regional nature in which local funds are used for park operations and maintenance. Other regional parks such as the Hennepin County park system receive acquisition and development funds from regional and state bonds. Operating revenues for the county parks come from user fees and county-wide levies. Minneapolis residents must pay their full share of the levies but are unable to take full advantage of the Hennepin County park system.

20a. The City should encourage Hennepin County to play a larger role in providing recreation services through the Minneapolis park system and in providing parks which are accessible to Minneapolis residents.

20b. MPRB should work with the Hennepin County Park Reserve District to explore the feasibility of county assistance in the operations and maintenance of regional parks in the City.

20c. The City of Minneapolis should encourage the Metropolitan Council and the State Legislature to seek approval for



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regional funding for operating and maintenance costs of regional park facilities in Minneapolis.

20d. The City should pursue regional, state, federal, and private funding for recreational facilities and programs for Minneapolis residents.

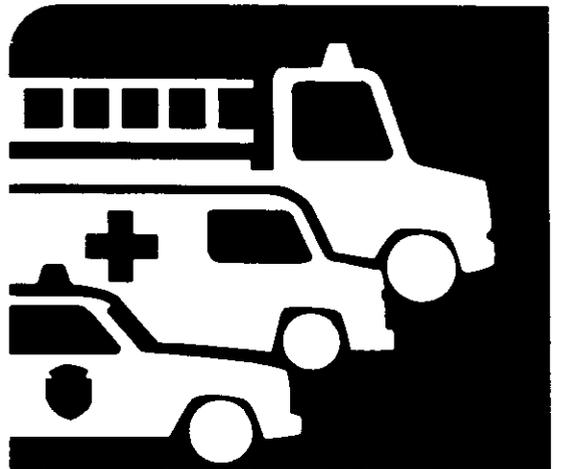
Implementation Direction

Regional recreational facilities in Minneapolis will be developed as outside funding becomes available. Those park facilities, such as the Central Riverfront Regional Park which will provide an open space amenity for future housing development, will have a high priority among opportunity and strategic investments. Other capital improvements for regional facilities such as the Great River Road and recreational nodes along the River contribute to the overall attractiveness of the City and will have a lower priority. However, the priority ranking of these projects may rise if outside funding sources are available and if these projects are cost-effective.

MPRB should address questions and issues regarding the use, management, and development of regional recreational facilities in the City. Public use and enjoyment of the River should be increased by developing a variety of recreational facilities.

MPRB should work with other levels of government such as Hennepin County, the Metropolitan Council, and the state to develop an equitable system of funding for the acquisition, development, operations and maintenance of regional facilities located in the City.

**City of Minneapolis
Plan for the 1980s**





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Health & Safety

Safety (Police and Fire)

Introduction

This plan discusses what are simultaneously the City's most fundamental strengths and its most basic weaknesses. Strengths, because the level of services involved are already unparalleled in the region. Weaknesses, because what flaws do exist threaten the lives and/or subsistence of the citizenry.

Goal

The goal for the Safety plan is to assure that all citizens in Minneapolis are protected against threats to their person and property.

Fire protection policies are directed to assuring response to emergencies and fires on the basis of need. The police protection policies deal with a reorganized and restructured police department that has as the top priorities: attacking street crime, better overall service, and improved traffic safety.

Background

Fire Stations

Fire stations in Minneapolis, as in most larger urban centers, are located in the greatest number near the Central Business District (CBD) or core of the City. As was pointed out in the Public Facilities Profile report published by the Planning Department in July 1978, 10 of the 20 existing stations are in or near the Downtown. (Refer to the Profile report for more details on locational rationale.) The locations are shown on the accompanying map.

As the City grew in area and the population increased and became more dispersed, people were actually moving away from their fire protection. Efforts were directed for the first few decades of the twentieth century to providing the best in fire service, but as population grew and land annexations took place on the periphery of the City, the quality of the coverage decreased. Examples of this phenomenon occur in the south and southwest portions of the City. Both Stations number 27 and number 28, built in 1912 at sites thought best to serve their constituencies, were found to be inadequate by 1927 when all the land south of the City between 54th Street and 62nd Street was annexed from Richfield. This created a large area where the coverage is fair to adequate.

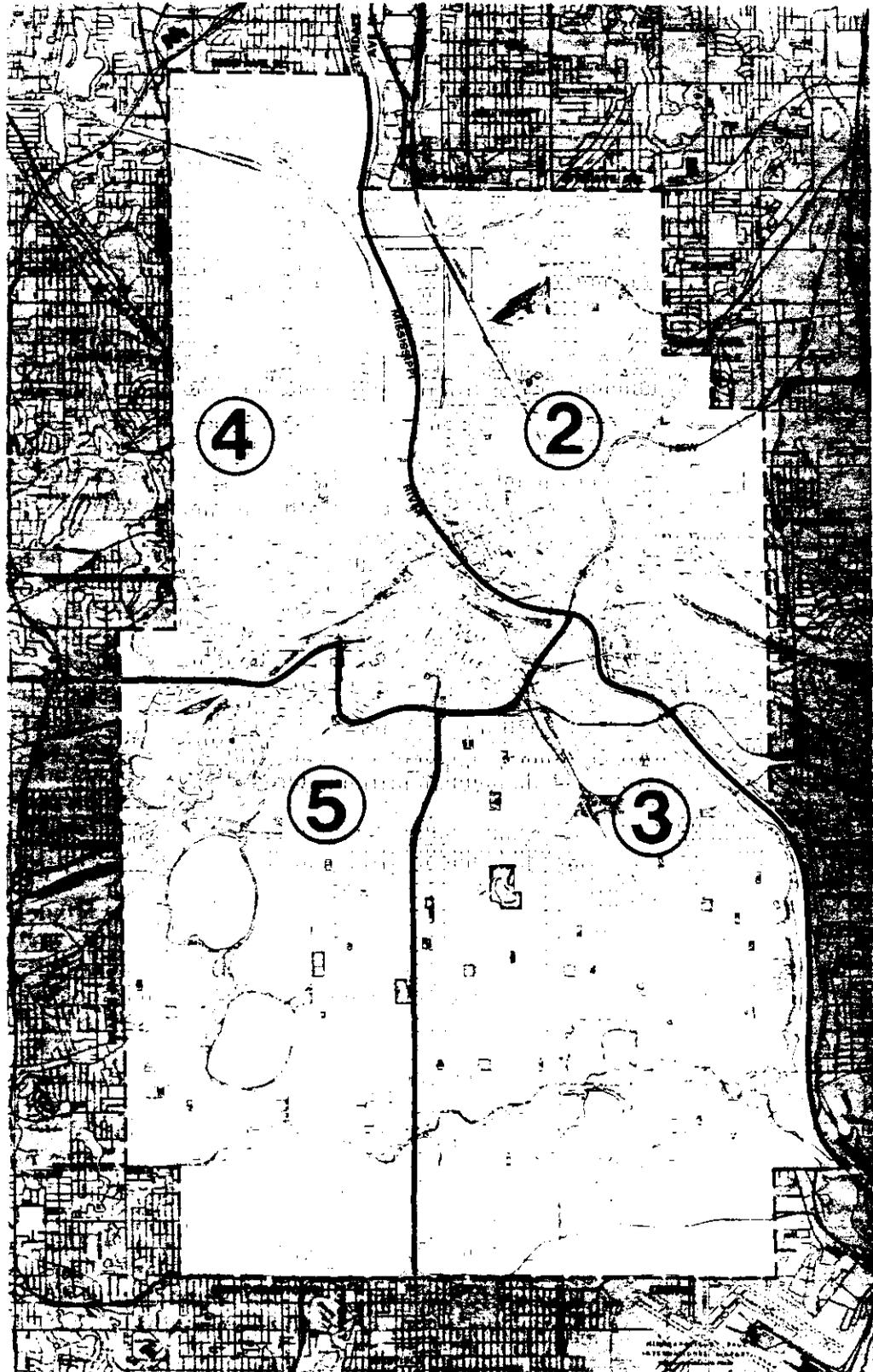
Starting in 1959, the fire department entered into a new era of service - that of responding to emergency medical calls. From a humble beginning of 1,408 emergency runs in 1960, the fire department emergency runs increased to 13,625 in 1977. This compares with a total of 8,744 fire runs for 1977. This shift in service from the fire fighting further supports the need to relocate fire stations more strategically in order to save lives as well as property.

Police Stations

The Minneapolis Police Department has been functioning for over



Police Precincts and Station Locations



— Precinct boundaries

① Precinct numbers

- 2 945 19th Ave. N.E.
- 3 2904 27th Ave. S.
- 4 2400 W. Broadway
- 5 2917 Bryant Ave. S.



Health & Safety

100 years. During its formative years, it operated out of a central headquarters Downtown. The first outlying precinct station was constructed in 1889 at 1901 Third Street North and other neighborhood precinct stations followed as residential and commercial development took place outside the central portions of the City. More information pertaining to the development of the Minneapolis precinct system is found in the Planning Department's Public Facilities Profile report of July 1978.

Minneapolis operated with five precinct stations for many years until the Model City Precinct (Precinct number 6) was established on the near south side in November 1970. This facility, operating out of a store-front type commercial building at 2629 Nicollet Avenue South, served one of the high crime incidence areas of the City.

With the advent of the automobile and better means of communications, the City created squad car districts for better response to emergency calls. Each precinct has a number of these districts, which are patrolled on a 24 hour basis. Since the squad car patrol has proven so much more successful than the foot patrol, the latter has been relegated primarily to serving the Central Business District commercial areas.

As the precinct stations have aged and come to need rehabilitation and/or relocation, there has evolved discussion concerning precinct reorganization, station consolidation, a Southside community police facility and the provision of limited police services at community service centers. Citizens have always liked to identify with the local precinct stations and have enjoyed the feeling of security offered by having the station located in their community. However, with the advent in the last decades of motorized patrol and subsequent down-play of the foot patrol the need to have precinct stations for personnel "gathering" places and "home base" has been significantly diminished.

A 1977 study done expressly for Minneapolis by the Governor's Commission on Crime Prevention and Control, for example, stated that crime rates were not lower in the general or immediate vicinity of police precinct stations than in other areas of the City.

After eight years of study, and the consistent finding that 6 precincts were simply too many to house the diminishing numbers of police personnel, the Minneapolis Police Department, on May 1, 1980, consolidated to four, eliminating the 1st and 6th precincts.

Diminishing resources and the need to do more with less mandated this reorganization. The thrust during the 1980s will be to refurbish the four conveniently spaced remaining buildings which divide the city into more easily and effectively policed quadrants.



Health & Safety

Objective 1 FIRE PROTECTION

Assure that prevention, response, and containment measures for dealing with fires and emergencies are provided on the basis of need (density, building age, and past fire and emergency calls).

Minneapolis has a quality-of-service advantage over many suburban situations in having its fire protection on a professional, not a volunteer, basis. The cost of meeting professional standards is high, however, as are the demands placed on this service by the higher number of fire and emergency runs and the many fire-prone structures in the older central city environment. The stakes are often higher also, in terms of the sheer value of property and the number of human lives threatened, including those of firefighters.

The tension between costs and standards is often played out in proposals for new or replacement stations, since the operating costs involved each year may approach the one time cost to build a station.

Since the areas of the City with substandard service are seldom extensive enough to warrant building a new station for them only, it is understandable that decisions turn on what combination of station relocations would meet the need for coverage and also phase out obsolete station buildings or sites. Currently parts of the west and south edges of the City and of Northeast Minneapolis are beyond a six-minute response time from existing stations. Accessibility from other stations has been restricted by new development.

Policy 1

Response time for fire and emergency assistance should be lowest in downtown Minneapolis, because of the high density and high value of real estate, and increase toward the outlying parts of the city.

- 1a. Response time for the downtown area (Area A on the map on page HS-6 should be 3 to 4 minutes.
- 1b. Response time for the area of the city that has relatively older and/or higher density housing should be 4 minutes (Area B on the map).
- 1c. Response time for the newer, less dense areas of the city should be 4 to 6 minutes, (Area C on the map).

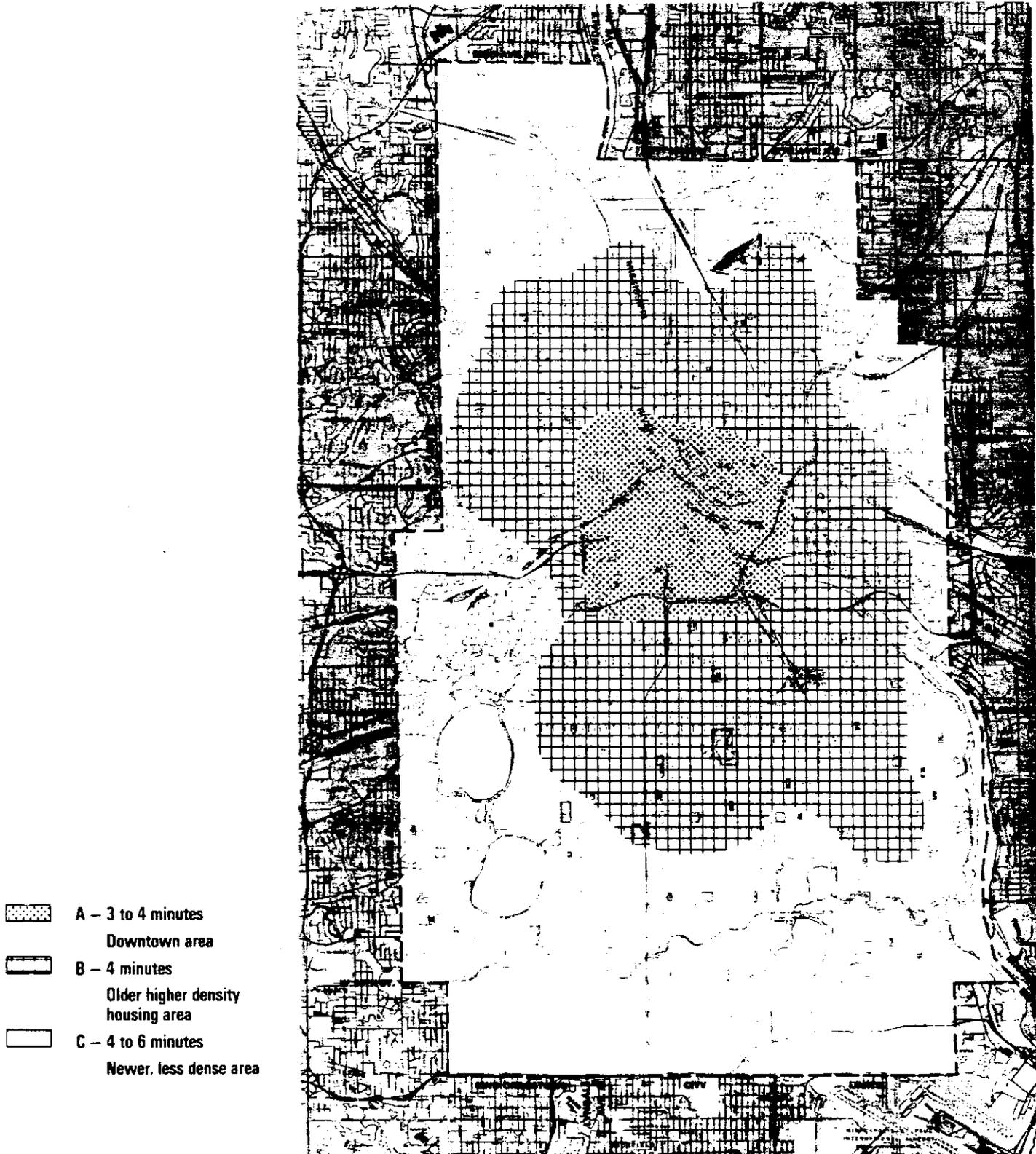
Policy 2

The total number of fire stations should be 20.

- 2a. New fire stations should be built only as replacements for existing obsolete stations.
- 2b. The stations should be built in the general locations that are shown on the fire station location plan.



Fire and Emergency Response Zones





Fire Station Location Plan

Station Number	Address	Year Built	Remodeled
1.	538 S. 3rd St.	1908	1982
2.	143 13th Ave. S.E.	1961	
4.	1101 N. 9th St.	1940	
5.	2700 Bloomington	1982	
6.	121 E. 15th St.	1982	
7.	2000 East Franklin	1982	
8.	2748 Maindell Ave.	1940	
10.	19 N. 4th St.	1982	1982
11.	229 8th St. S.E.	1826	1972
12.	33rd Ave. S. & 54th St.	1874	
13.	4281 Cedar Ave.	1823	
14.	1784 N. 33rd Ave.	1948	
15.	2701 Johnson St. N.E.	1918	1985
16.	1880 Glenwood Ave.	1958	
17.	821 E. 35th St.	1941	
18.	288 Ontario St. S.E.	1878	
20.	4848 N. Humboldt Ave.	1983	
21.	3289 E. 38th St.	1981	
27.	48th St. & Maindell Ave.	1912	
28.	2724 W. 43rd St.	1912	

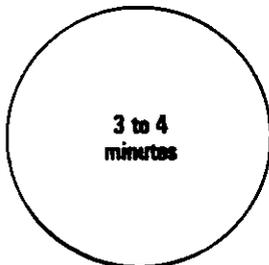
Response time



In response zone A

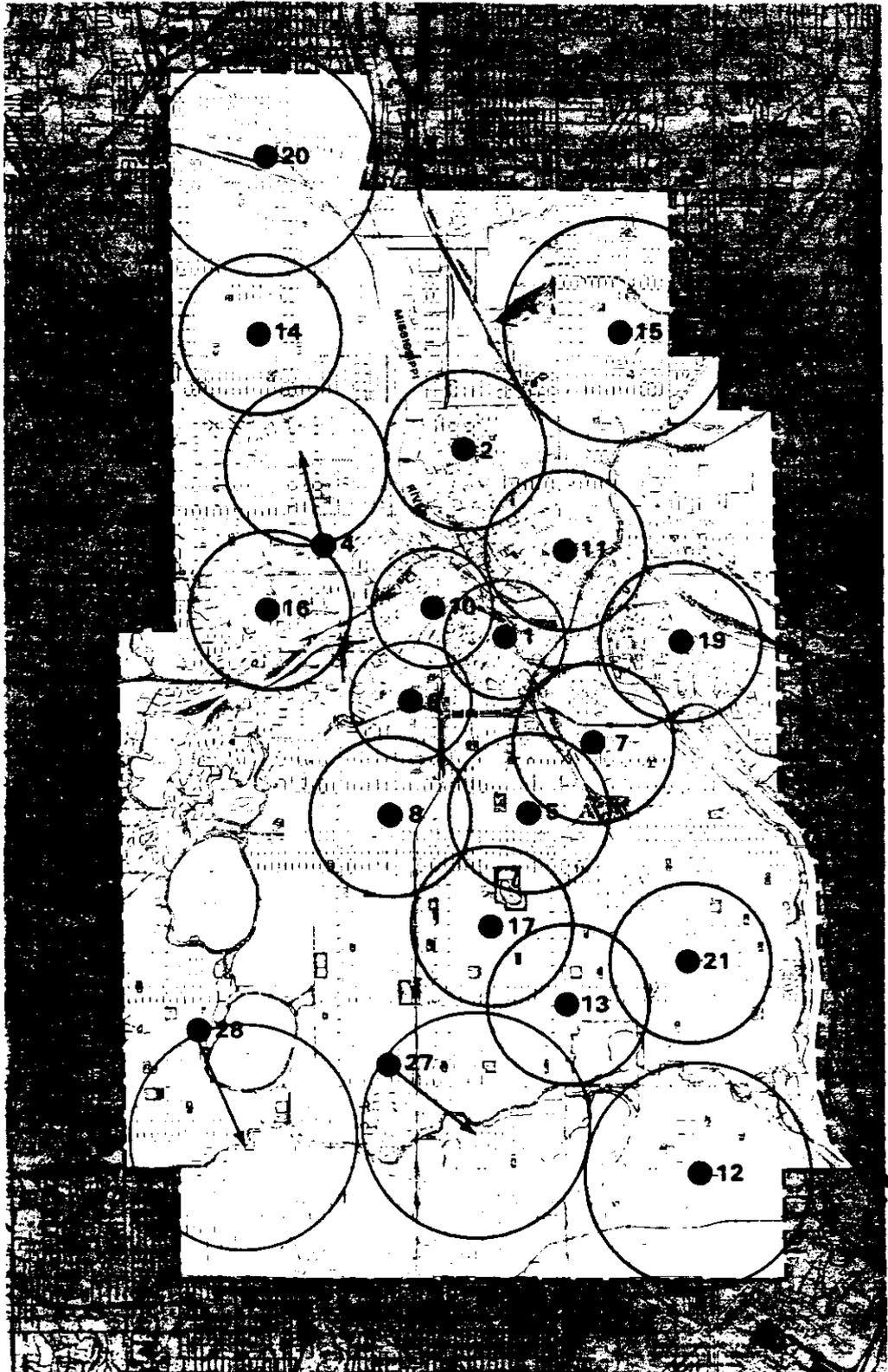


In response zone B



In response zone C

←
Prospective relocation





Health & Safety

2c. New stations should be built only after it has been demonstrated that cooperative arrangements with suburban fire departments can not satisfy the need for service.

Implementation Direction

First priority is assigned to relocating stations to assure six-minute response time everywhere in the City. Fire prevention activity, through an inspections program and promotion of smoke alarms and sprinklers, should be targeted to hazard-prone areas and to areas outside of four-minute response service.

Objective 2 POLICE DEPARTMENT PRIORITIES

A Police Department that is organized and structured to provide quicker response, make more arrests, and prevent crimes in the following priority areas:

- 1) Street Crime (murder, rape, assault, burglary, robbery, theft, auto theft, and arson)
- 2) Traffic Safety (accidents and fatalities)

Policy 3

Continue the delivery of police services from four conveniently spaced precinct buildings.

Policy 4

Decrease the response time for all emergency services by working with all concerned to implement the "911 System". (The 911 System allows those seeking emergency assistance to simply dial 9-1-1 on their telephone).

Policy 5

Continue and, if financially possible, increase crime prevention efforts by the Police Department, Community Groups, and other agencies.

Policy 6

Cooperate with the City's traffic engineers and other City agencies to improve traffic safety especially in those areas designated in the transportation plan.

Implementation Direction

The Police Department and Public Works Department should develop detailed remodeling plans for the four precinct stations and have them included in the City's five year Capital Improvement Program. The emergency communication user board should be the initiator in developing cooperation with other City agencies in order to implement the 911 system. Crime prevention, and traffic safety policies stated above should be implemented through the initiation of the Police Department.

**City of Minneapolis
Plan for the 1980s**



General Management/Implementation



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Government Management

General Management

Introduction

The City's budget category of General Management contains eight program areas:

Administration, Executive-Legislative Liaison, Finance, Personnel, Elections, Intragovernmental Services, Lands and Buildings, and Enterprises. Most of these functions are basic services which should be provided regardless of other City actions.

Goal

The goal for this plan is to provide a management system for the City which will implement the Plan for the 80's through the efficient and sensitive use of resources available to the City.

The General Management plan contains objectives and policies directed toward: maximizing human resources by addressing the needs of disadvantaged citizens assuring that public lands and buildings are efficiently located and utilized, and controlling property taxes.

Objective 1 HUMAN RESOURCES

Optimum use of the City's human resources.

The City's greatest resource is its people. All Minneapolitans contribute to the city's vitality. Of special concern to City government is the welfare of its disadvantaged citizens, the sensitivity and efficiency of City staff, and the involvement of citizens in its planning and decision-making processes.

The vast majority of citizen involvement in Minneapolis takes place outside the sphere of City government. These actions which so greatly benefit the City include (1) personal and corporate investments in existing homes, new housing, business refurbishment and expansion, and economic development; (2) civic contributions from individuals, businesses, and charitable organizations; and (3) innumerable hours of volunteer effort to improve all aspects of city life. All these actions deserve recognition.

Policy 1

The City should continue a vigorous affirmative action program to insure the hiring and promotion of protected class persons in all city departments and agencies.

Policy 2

The City should continue its policy of requiring all firms contracting with the city to develop affirmative action programs and monitor contractor compliance with their programs.

Policy 3

The City should continue its women and minority business set-aside program.

Policy 4

The Civil Rights Department should continue to provide redress in any instance of discrimination in access to or provision of City services.



Government Management

Implementation Direction

Several City departments are responsible for implementing the policies stated above. Civil Service is responsible for hiring and promotion. The City Coordinator's Affirmative Action office is responsible for developing and monitoring affirmative action plans and the Women/Minority Enterprise policy. The Civil Rights department enforces the City's Civil Rights Ordinance and responds to violations of federal equal employment opportunity law. These departments should clarify their respective roles relative to the policies above to insure that there is no unintentional overlap of responsibilities or gaps that aren't being addressed.

Objective 2 PUBLIC LANDS AND BUILDINGS

Management of the City lands and buildings to provide accessible services to Minneapolis citizens.

This section deals with the construction and maintenance of those public lands and buildings which have a multi-purpose function, such as City Hall. Other public buildings and lands, such as those for parks, libraries, schools and fire protection, are addressed in the various chapters of the Plan For The '80s.

Some of these facilities such as maintenance headquarters and shops owe their location more to historical development patterns than present analyses of cost effectiveness.

Policy 5

Public buildings and lands which are not dependent on specific locational criteria should be examined for possible consolidation or phasing out.

Policy 6

Offices for the administrative functions of the City should be convenient and visible to service recipients and be maintained in a cost effective manner.

Implementation Direction

The City Planning Department should work with the Public Works Department and other city departments responsible for public buildings to conduct the examination called for in Policy 5. Recommendations should be presented to the City Council for action.

Objective 3 PROPERTY TAX

Reduction of property taxes paid by Minneapolis property owners by eliminating costs unrelated to the efficient delivery of basic services and prudent long-term investments tied to plan objectives. Any disparity in tax rates between the City and its suburbs should result solely from service levels desired by its citizens.

Two kinds of factors determine how much the city spends on services. There are internal factors, such as the personal tastes



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of Minneapolis residents, where the City has control over how much service it provides. There are also external factors, such as the age and income levels of Minneapolis residents, where the City really has no control over the level of need resulting from these factors. With respect to providing service based on these two factors, the city had adopted the following two policies.

Policy 7

The City will review annually the service levels desired by Minneapolis citizens using the City's budget process.

Policy 8

The City will continue to seek financial assistance from other units of government to fund those services provided by the City which are related to external factors over which the City has no control.



Government Management

Implementation

Introduction

This plan is different from the other City plans because its policies direct governmental action to accomplishing the multiple objectives stated in the other sections of the Plan For The '80s. It is rudimentary, and must be supplemented by more detail through amendments to the plan.

The objectives in this implementation plan concern the key government processes relevant to making use of the Plan For The '80s: preparation of the City's operating and capital budgets, use of the City's regulation and control processes, and intergovernmental relations. All of these processes should make use of the Priority Framework. The framework describes the order of importance of City actions as they relate to government responsibilities for providing services to Minneapolis citizens. Policies related to the Priority Framework therefore precede the remaining implementation policies.

One essential part of a plan implementation strategy, the five-year capital improvement program, will be printed separately and updated each year.

Goal

The goal for the Implementation plan is as simply stated as it is difficult to accomplish: effective and efficient implementation of the policies set out in the Plan for the '80s.

Some of these policies can be carried out by government actions. Others can be carried out only by the private sector or by other levels of government. In these cases, the City should use available processes to stimulate actions by others.

Objective 1 PRIORITY FRAMEWORK

Application of the priorities expressed in the Plan For The '80s to City decisions, particularly in the budgeting process.

City spending is a key tool for implementing the Plan For The '80s and achieving the City's objectives. If tax rates are not to deter investment and residence within the City, the 1980s will be a time of shrinking resources and increasing competition for those resources. It will become increasingly important for City expenditures to be closely related to the City's objectives and effective in achieving them. The Priority Framework offers a way of thinking about City spending and a fairly simple way of relating budget proposals to the long-range planning objectives of the City.

The Priority Framework expressed here has been developed primarily to guide the development of the five-year capital improvement program and the yearly capital budget. By setting priorities for City action, both within and between program areas, it links the long-range goals of the City as established in the Plan For The '80s to capital investments.

In addition to its use in the capital improvement program process.



Government Management

this framework should be used to evaluate proposals funded in the operating budget. It may also serve as a guide and framework for discussing the merits of proposals that achieve one City objective while conflicting with others.

Budget Category

Budget categories parallel to the program areas in the plan are fundamental to the success of a coordinated planning and budgeting process.

In order to see how City spending relates to City objectives, and in order to facilitate plan implementation, the same organizational categories used in the plan are used for programming, budgeting, monitoring and evaluation. All City actions grouped in one category should have common objectives or direction. These categories or program areas are:

Housing - Activities providing for a variety of decent housing opportunities for City residents.

Economic Development - Activities fostering economic growth to help support City services and create improved job opportunities in the City.

Physical Environment - Activities making appropriate use of natural, visual, land or developed resources.

Transportation - Activities providing for the movement of persons and goods in the City.

Property Services - Activities related to the City's utility infrastructure such as water, sanitary sewer and storm water services.

Human Development - Activities providing for the personal enrichment of citizens such as parks, libraries, arts and social services.

Health and Safety - Activities providing for the protection of lives and property such as fire protection, law enforcement and health services.

General Management - Activities related to executive, legislative and administrative services.

Policy 1

The City should maintain budget categories parallel to the categories of the Plan for the '80s.

Rationale for the Priority Framework

To make all the objectives and policies in the Plan For The 80's operational, the Priority Framework proposes 10 spending priorities in two classes of action. First, there are those basic things which must be done in order to keep the City livable, regardless of long-range trends or goals basic services. Second, there are discretionary actions which will shape the future and achieve long-range goals strategic investments in opportunity areas.



Government Management

There are three steps in the evaluation process. In Step One, project proposals should be sorted out between and within the two classes by assigning the proposals to spending priorities. Is the project required to provide basic, necessary services? Does it represent strategic investments? If so, how important is it to achieving the City's goal? Once proposals have been reviewed on this basis, Step Two provides further evaluation. In this step cost-effectiveness criteria are applied to each proposal. Finally in Step Three, the proposals are examined to see which ones contribute most to the achievement of program area goals.

Policy 2

The City will use the following spending priority system for evaluating capital and operating budget proposals:

Spending Priorities

Basic Services

PRIORITY 1: Projects that are essential for the health and safety of citizens.

DEFINITION: Actions to correct any deficiencies in City's infrastructure or service delivery system that pose a threat to the health and safety of citizens. This could include new facilities (such as a fire station, if needed to provide the minimum acceptable response time) or the replacement or repair of existing facilities which have become hazardous or which severely limit or prevent the delivery of health and safety services to citizens.

PRIORITY 2: Projects that provide, maintain or replace essential public facilities and services or protect the City's natural resources.

DEFINITION: A basic facility or service is one that is generally considered essential to daily urban life. Essential in this sense is defined as that which the City cannot do without. It would include street, water, drainage and sewer systems. It would include bridges, street and alley lighting, parking systems, essential public buildings, including park and library structures. It would include projects that would in some way protect Natural Resource such as air, water and land.

Opportunities for Strategic Investments

PRIORITY 3: Projects that stimulate and guide economic development, generally expand employment opportunities and improve the economic status of individuals.

DEFINITION: Actions to stimulate and guide



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economic development into identified geographic opportunity areas where there is a significant potential for change, and where City action can be used to stimulate or guide that change. (Such areas would include Downtown, under-utilized industrial or commercial land, etc.) Projects included here should contribute to the general economic health, vitality and opportunities available in the City.

PRIORITY 4: Projects that increase the supply of rental housing to benefit low and moderate income families.

DEFINITION: Actions or programs which increase the supply of rental housing units available to low and moderate income families. Increasing the supply can be done through either new construction or conversion of existing small units into larger units suitable for families.

PRIORITY 5: Projects that preserve or improve the quality of community or recognized neighborhood level commercial centers.

DEFINITION: Economic development activities to increase the level of economic activity and to improve the quality and mix of commercial services in the key community and neighborhood level commercial centers recognized in the Comprehensive Plan.

PRIORITY 6: Projects that assist improvements in the condition of the City's existing housing stock.

DEFINITION: Actions that assist housing rehabilitation and broaden the usability of the City's existing housing stock. Provision of increased rental and homeownership opportunities through making the existing stock more usable, housing rehabilitation proposals, and rehabilitation assist programs for both market rate and publicly assisted housing could be included here. Energy-related improvements are considered projects that improve the housing stock.

PRIORITY 7: Projects that provide new housing opportunities.

DEFINITION: Actions that stimulate and encourage net increase or additions to the City's new housing stock. Construction of new market rate or publicly assisted housing as well as conversion of nonresidential structures to residential housing units and rehabilitation of abandoned residential structures for residential



Government Management

use. Provision of increased rental and home-ownership opportunities by adding to the overall housing stock.

PRIORITY 8: Projects that preserve or improve the quality of residential neighborhoods.

DEFINITION: Actions that enhance the livability of the City's residential neighborhoods. The elimination or mitigation of land use conflicts adversely affecting residential areas, and the provision of services above the basic level that directly protect and enhance residential areas would be included. The key concept here is the focus on improving the quality and livability of City residents' immediate environment - the residential neighborhood. A project should not be included in this category solely because the geographical scope of its impact is limited to a "neighborhood".

PRIORITY 9: Projects that enhance the attractiveness of the City for its residents, institutions and commercial/industrial "citizens".

DEFINITION: Actions over and above the basic level of services and facilities that contribute to the general viability and attractiveness of the City as a desirable place in which to live, work and recreate. The key concept is the focus on enhancing the general desirability of the City, the urban lifestyle and the opportunities it offers, rather than the geographical scope of a project's impact.

PRIORITY 10: Projects that are unrelated to City objectives and/or that are not the City's responsibility to carry out.

DEFINITION: This includes apparently desirable projects or activities that do not contribute in a very limited and indirect way, to the City's principal objectives. Such projects could serve the objectives of other groups, agencies, or levels of government, but would not be the City's responsibility.

Cost and Effectiveness Criteria

Cost effectiveness is a relationship that expresses how well City money is converted into a City objective. The following criteria describing aspects of cost and effectiveness appear to provide a workable framework for discussing and evaluating the cost effectiveness of proposals.



Government Management

Policy 3

The City will use the following cost-effectiveness considerations in evaluating capital and operating budget proposals:

Prior Commitment - Extent proposal continues a previous commitment to a program or project.

The strength of the commitment, whether it is a formal policy or only implied, and the amount of effort and money already invested in a partially completed project are factors to be considered. Past funding effectiveness via program evaluation reports should also enter into this rating.

Proposal Costs - Extent estimated proposal cost is necessary and justified in relation to its useful life and to other comparable public or private projects.

In addition to the amount of City funding requested, the need for additional future capital expenditures to achieve project objectives should be considered. The use of current project expenditures to avoid accelerated deterioration of City facilities and to prevent much larger capital expenditures in the future could be a positive factor.

Operating Costs - Extent proposal would reduce or minimize City operating costs.

This criterion seeks consideration of the total life cycle cost to the City of proposed improvements. City operating costs may be particularly important, for example, when comparing an additional facility requiring staff and other expenses for its operation and maintenance, with improvement or replacement of an existing facility that would result in greater operational efficiency and lower maintenance costs.

Leveraging - Extent proposal generates other public or private funds to increase overall impact.

The City can get greater "mileage" out of its own resources if proposals use City resources to leverage substantial outside support for projects. In addition to the ratio of City to non-City resources anticipated, how directly these leveraged resources contribute to the project is an important consideration.

Effect on Tax Base - Extent proposal would preserve or expand the City's tax base.

Proposals may take property off the tax rolls or put property back on; others may have the stimulation of private investment and tax base growth as their primary objective; more directly, private investment and tax base growth may be anticipated as a desirable side effect. In addition to the magnitude of the anticipated impact and how directly the proposal would affect the tax base, the length of time before the impact is felt and the degree of risk involved should be considered.



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Coordination - Extent proposal would be coordinated with other public or private projects to effectively achieve City objectives.

Timing the implementation of projects and focusing several projects on a geographical target area so that they reinforce each other are both coordination techniques. The importance of coordination as a means to minimize costs or to enhance effectiveness for the proposal in question, and the extent the proposal takes advantage of coordination opportunities should enter into this rating.

Economic and Personal Need - Extent proposal would serve, enhance, and/or protect the needs of low and moderate income, aged, minority and handicapped groups and women or would prevent or minimize the impacts of displacement.

This criterion recognizes the special needs of these target groups that should be provided for either directly or indirectly in a balanced capital/CDBG program. Whether the proposal is designed to minimize the displacement of current residents and how well it mitigates any adverse impacts of displacement would be a consideration here.

Energy Conservation - Extent proposal conserves energy.

This criterion recognizes the need for City leadership in energy conservation. Included are proposals to improve the energy efficiency of the City's own facilities and operations, incentives for citizens to improve the energy efficiency of their homes and businesses, and proposals to improve the transportation and other public systems that enhance the ability of City residents to conserve.

Policy 4

The Priority Framework should also be used by the City's operating agencies and departments in developing their internal work programs and as the rationale for new program proposals and operating budget requests.

Policy 5

The Priority Framework should guide the Mayor's preparation of the CIP and capital improvement budget recommendations, and it should provide a framework, along with cost-effectiveness criteria, for the discussion of capital improvement proposals when they are reviewed by the Capital Long-Range Improvements Committee (CLIC), the Mayor, City Council and other agencies.

Implementation Direction

CLIC and the Mayor's office are both responsible for using the Priority Framework in preparing their recommendations to the



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City Council on the Capital Budget and in the Mayor's case, the operating budget. Likewise CLIC and the Mayor's office are both responsible for evaluating the effectiveness of the framework and the appropriateness of the priorities and making recommendations to the City Council on both of these points.

The City Coordinator is responsible for evaluation and monitoring of the various individual programs of the City with an emphasis on assessing the efficiency of each program in achieving its stated objectives.

The Planning Department's role is to monitor general data and assess the City's progress toward achieving goals and objectives as stated in the plan. The Planning Commission, with the support from the Planning Department, evaluates all public improvements in the City as to their conformance with the plan. The additional reports from redevelopment agencies in the City will provide an improved means for their evaluation relative to the plan.

To the extent possible, the Coordinator's Office and the Planning Department should develop means to measure the relative achievement of the Plan's objectives and to guide the plan amendment process.

Objective 2 CAPITAL BUDGET

Adoption of an annual capital budget and acceptance of a five-year capital improvement program.

Policy 6

Each year the City will adopt a process that guides the development and evaluation of capital improvement proposals to implement the plan over a one-year and five-year period.

Policy 7

In general, all items in the City's annual budget should have previously appeared in the five-year capital program.

Implementation Direction

All City departments and others making proposals should use both the 5-year CIP and priority framework as the basis for their capital budget proposals. There should also be adequate funds available for preliminary design in order to assure thorough review of all public improvements.

Objective 3 REDEVELOPMENT

Coordination of redevelopment activities which are supportive of the City's priorities as expressed in the Plan For The '80s.

To assure that redevelopment activities will be administered by one agency, based on the city's spending priorities, focused on areas of need, and conducted with the sensitivities of the effected neighborhoods, the following policies will be used:

Policy 8

The City will continue to have one agency which is responsible for the development of programs and projects to implement the City's housing and economic development strategies.



Government Management

- Policy 9** The Priority Framework should be used by the agency to develop and evaluate the City's redevelopment strategy.
- Policy 10** Redevelopment activities will be conducted primarily, though not exclusively in Downtown, the Reinforcement and Redirection areas, and other opportunity areas designated in the Housing and Land Use chapters of the Plan For The '80s.

Implementation Direction

The Minneapolis Community Development Agency should be responsible for preparation of project plans and financial plans for all City housing and economic development projects. The City Planning Department is responsible for longer range redevelopment planning, including economic, fiscal and urban design considerations. Other plan implementation activities include review of zoning and other development control referrals, review of public improvements and participation in the capital improvement program process, public information, and coordination and staffing of the Planning District Citizen Advisory Committees (PDCACs).

Objective 4 LAND USE AND ENVIRONMENTAL CONTROLS

Effective use of the City's land use and environmental controls to support the objectives of the Plan for the '80s.

The City has a wide array of land use and environmental controls. Minnesota Statutes and City Charter requirements form a basis in law for all such controls. They have been developed over a long period of time using accepted national models with adaptations for the unique conditions in Minneapolis. Basic to all of them is the Plan For The '80s, including the Land Use Plan, and development goals and policies. The various controls are designed to be the principal methods for achieving the objectives of the Comprehensive Plan.

The major set of controls is embodied in the Zoning Code. Among the following procedure flow charts related to the Zoning Code are the following:

- Text amendment
- Rezoning (Zoning District map change)
- Comprehensive rezoning of areas of forty or more acres
- Appeal for variation from the regulations of the Zoning Code
- Conditional Use Permits
- Building and Site Plan Review for convenience food restaurants or combination of self-service and retail establishments
- Concept Plan Review for apartment developments of ten or more units
- Concept Plan Review for townhouses.



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Other controls guiding development in an orderly manner are contained in the platting and subdivision regulations, and Charter and Statute laws governing the vacation of streets and alleys. Procedure flow charts for these controls are attached and include:

- Plats and subdivisions and registered land surveys
- Lot divisions
- Vacation of streets or alleys

The Environmental Protection Act of the U.S. Congress and Minnesota legislation provide the basis for processes carried out in Minneapolis to assure that environmental concerns receive consideration and form a vital part of the City's development controls. Flow charts are attached showing the processes for:

- Privately Proposed (Development) Actions
- Publicly Proposed (Development) Actions

The Minneapolis Heritage Preservation Ordinance, based on Minnesota Statutes, assures that consideration will be given to the preservation of buildings, lands, areas, or districts which possess particular cultural or educational value when development or redevelopment occurs.

The existing array of land use controls should be examined in detail to determine how they may be employed to achieve the objectives of the Plan for the '80s, especially in the opportunity areas identified in the Land Use Plan. An example might be the reconsideration of the zoning districts in the central riverfront area, an area currently undergoing major change.

Policy 11

All City departments and agencies should make full use of the City's controls and regulations to assure that affected actions are supportive of Plan For The '80s objectives.

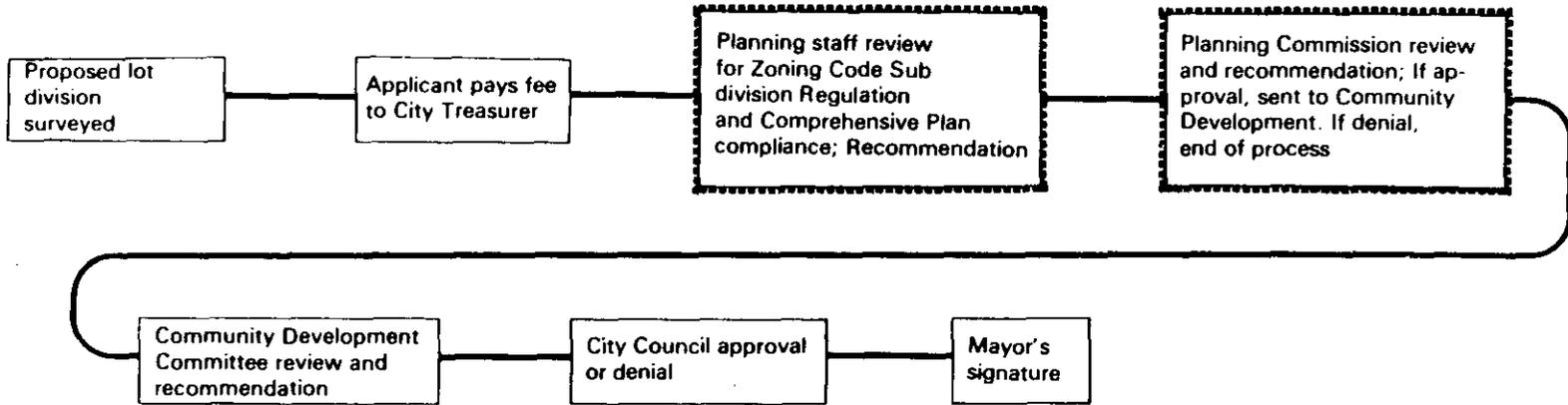
Implementation Direction

The City Planning Department should make all the City's agencies and departments aware of how they can use the City's regulatory powers to implement the plan.



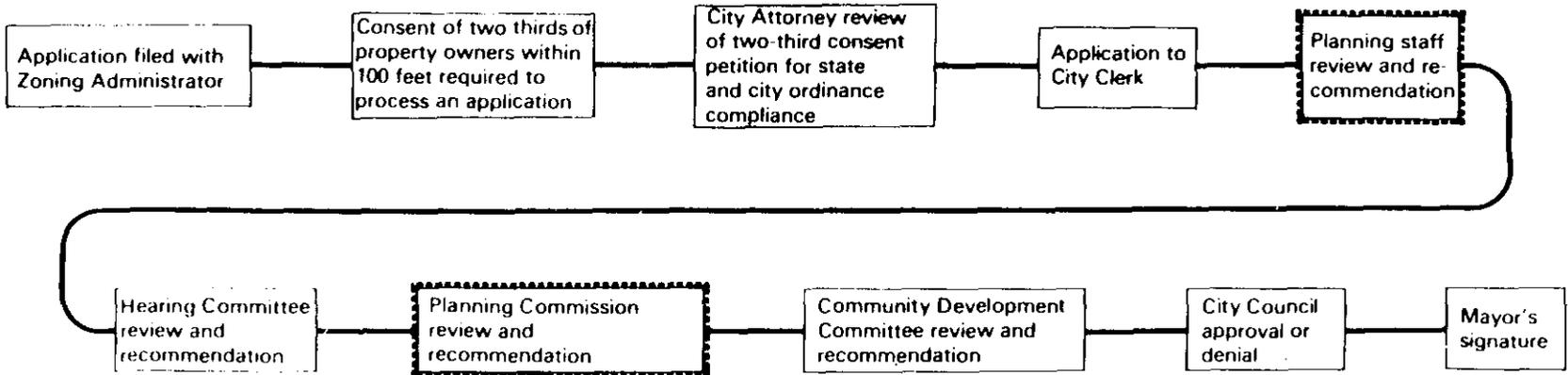
LOT DIVISIONS

Whenever a parcel of land is subdivided into three or fewer zoning lots, the formal subdivision plat review is waived and a simple lot division is performed.



REZONINGS

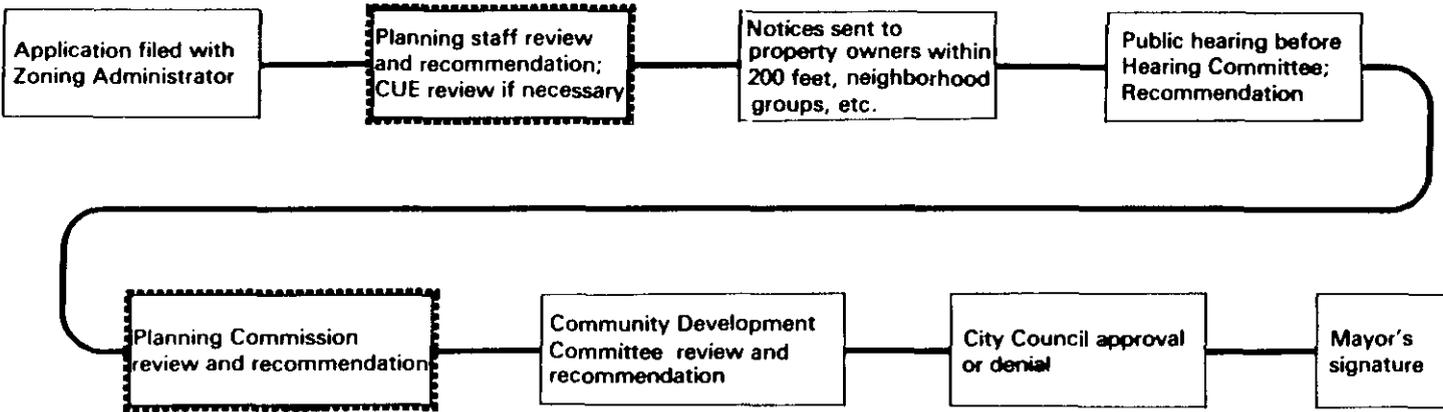
Rezoning involves changing the zoning code classification of a parcel of land to either a less restrictive zone or to a more restrictive zone.





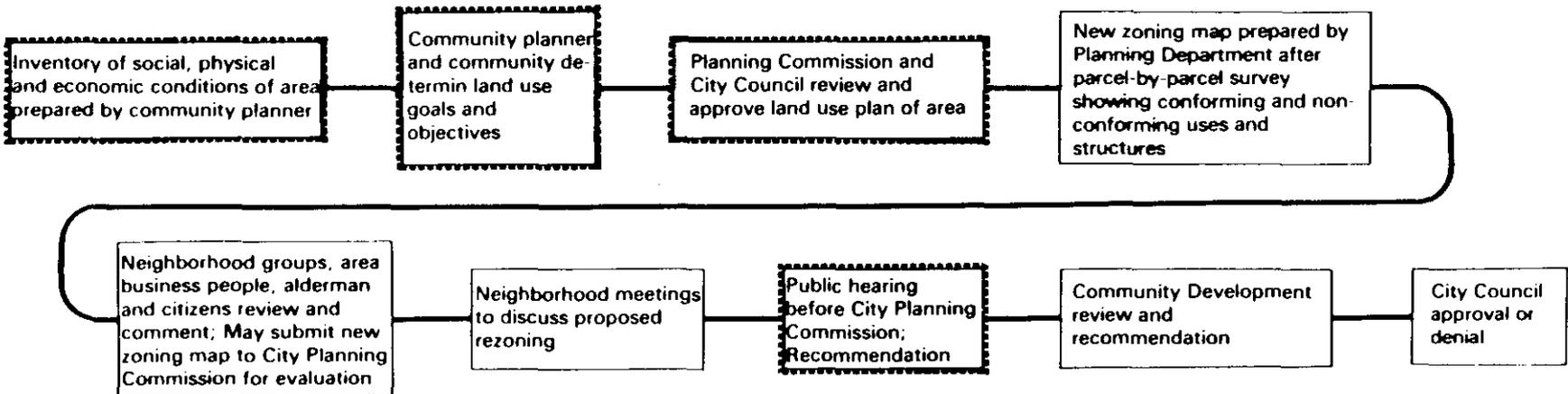
CONDITIONAL USE PERMITS

Unique uses, which cannot be properly classified within the zoning Code in any particular district without specific consideration of the impact of the individual use upon neighboring land, are given conditional use permits.



40-ACRE STUDY

In 1965, the Minnesota Legislature passed the Municipal Planning Act, which authorized Planning Commissions of cities of over 100,000 residents to undertake comprehensive rezonings of areas not less than 40 acres in size.

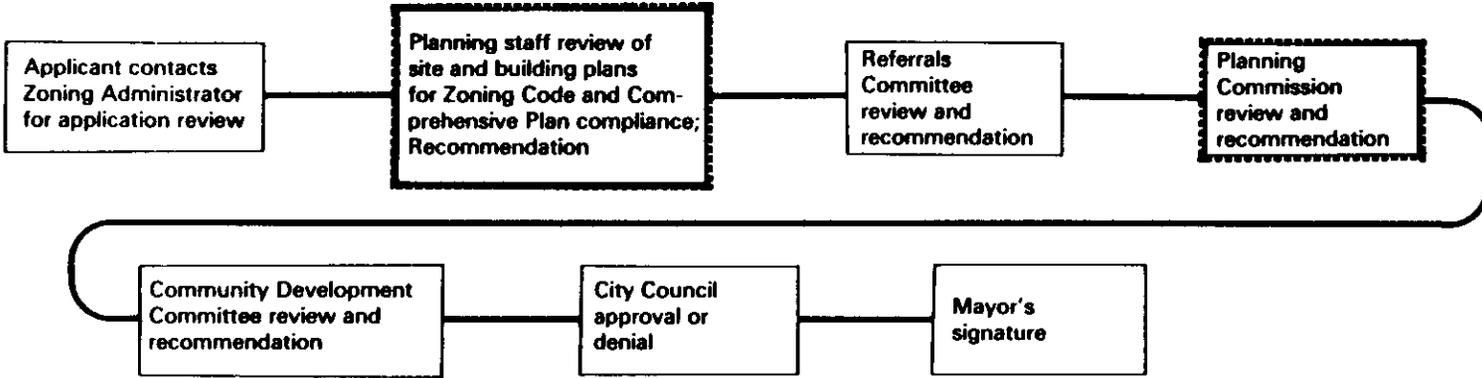




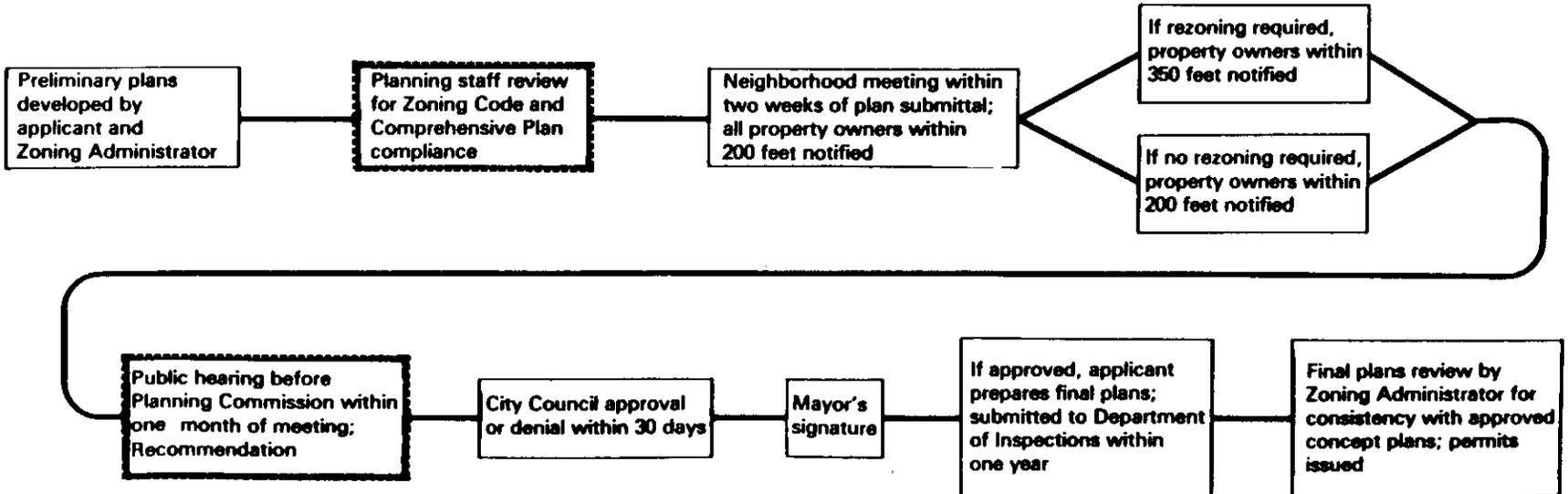
CONCEPT PLAN REVIEW

Concept plan reviews are required for town house developments and for apartment developments of 10 or more dwelling units to ensure developer/neighborhood cooperation in determining the type, size and need for multiple-unit construction.

Townhouse Developments



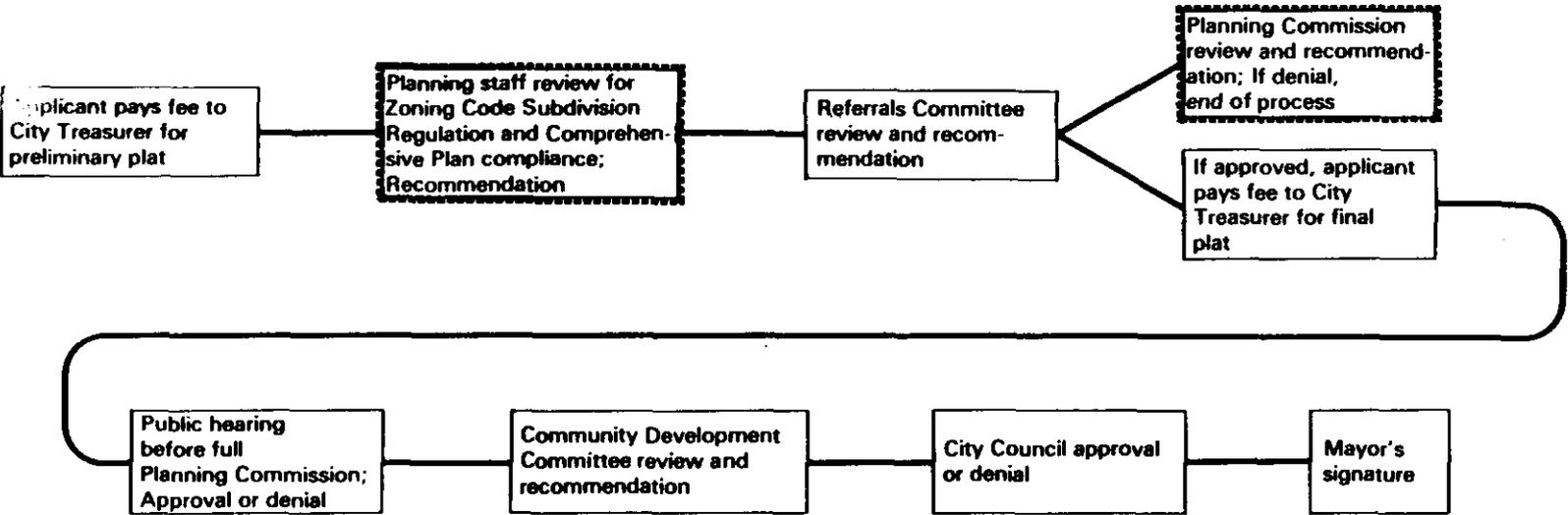
Apartment Developments





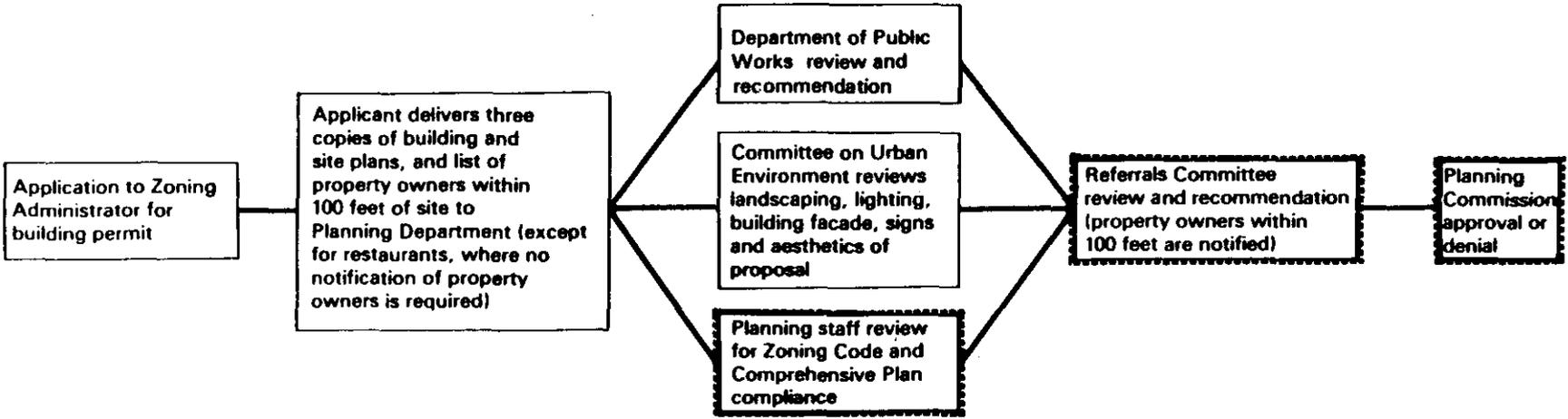
SUBDIVISION PLATS

Subdivision plats are required when a parcel of land is divided into four or more zoning lots.



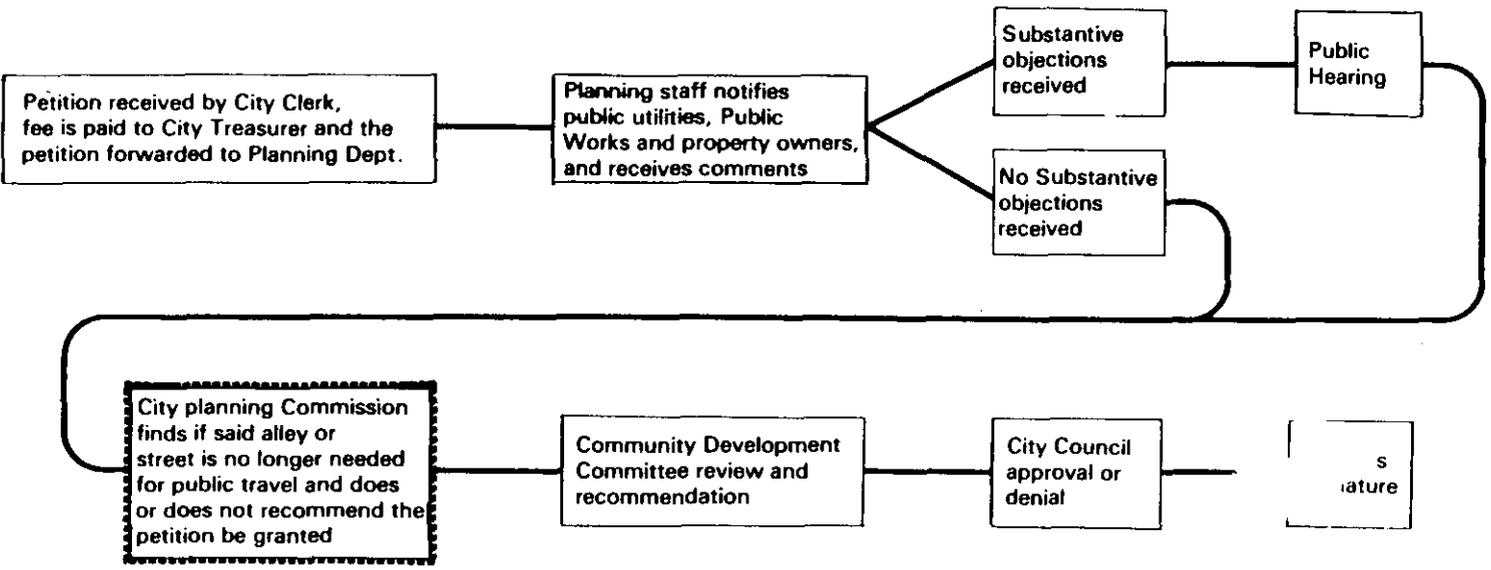
SITE PLAN REVIEW

Combination retail facility and self-service gasoline stations, convenience food restaurants and restaurants are required to have site plan reviews.



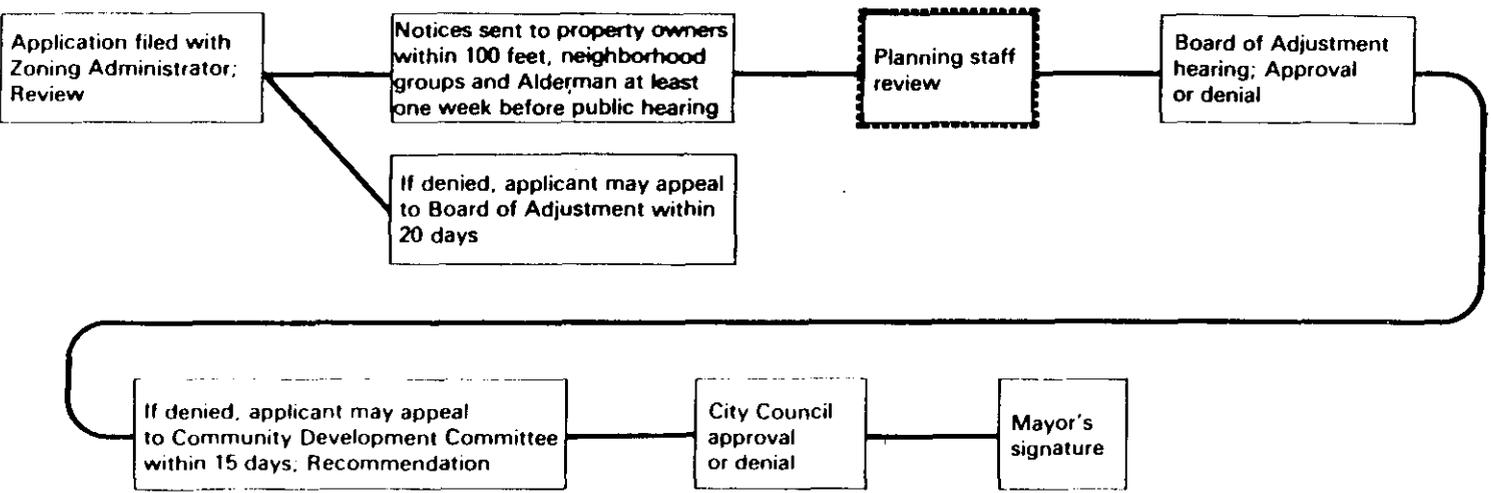


STREET AND ALLEY VACATIONS



VARIANCES

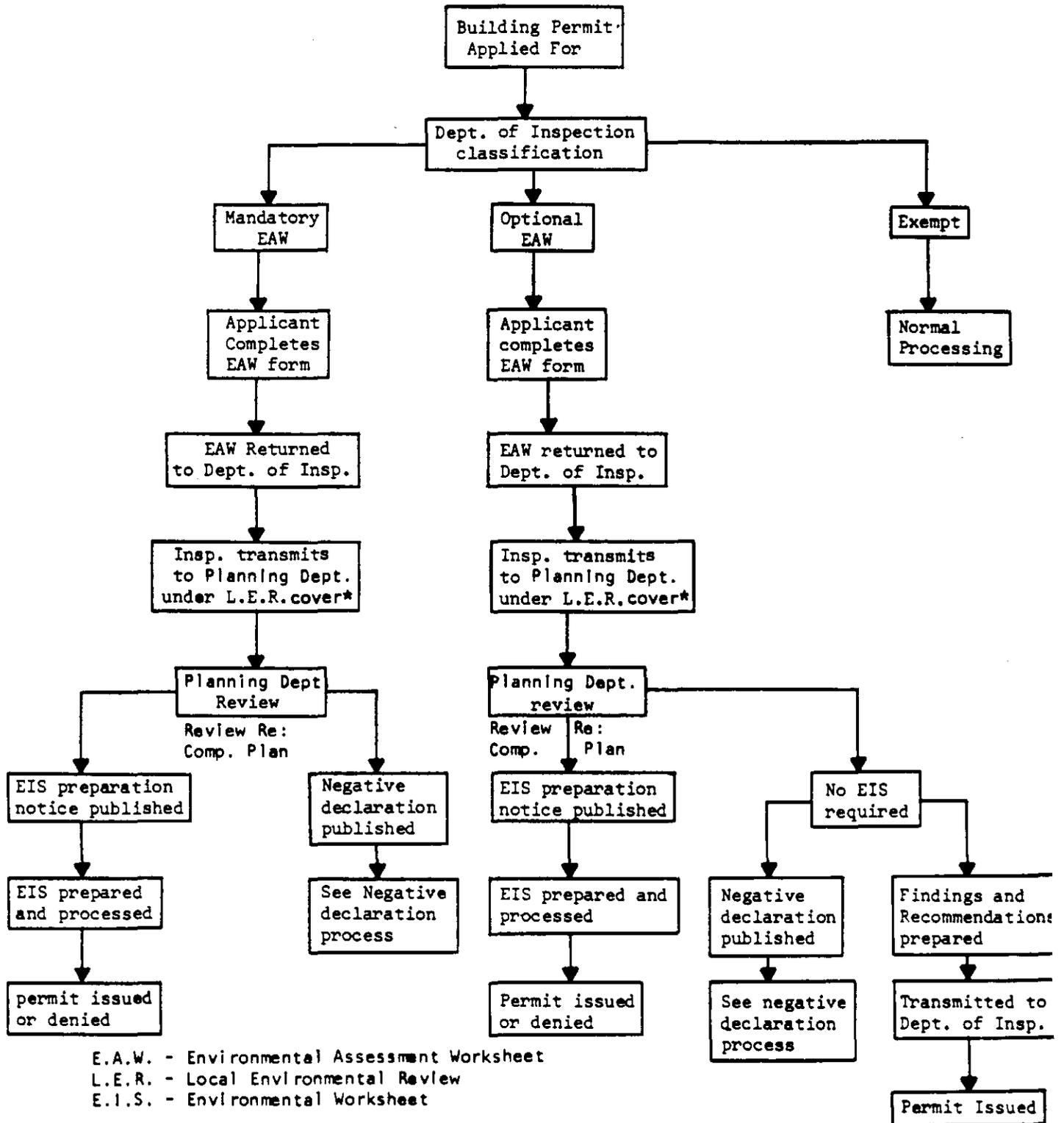
Variations are granted to citizens by the Board of Adjustment in situations where practical difficulties or hardships would occur if the Zoning Code were strictly enforced.





Government Management

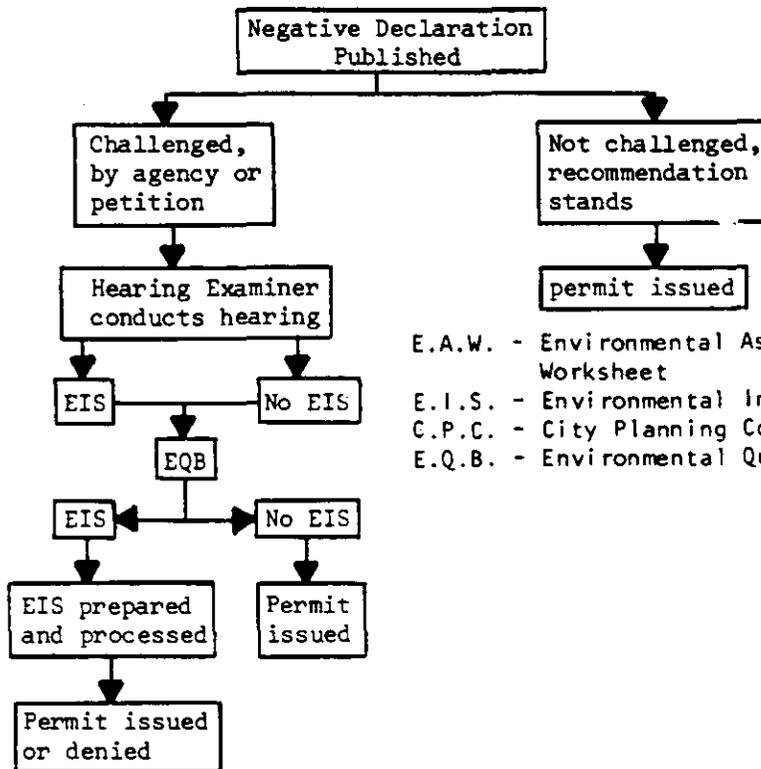
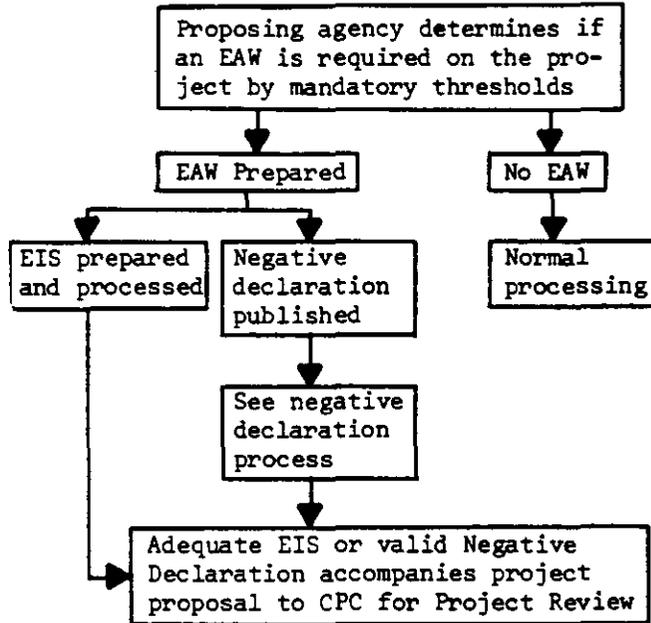
Environmental Review Process



*The Alderman of the affected ward and the President of the CPC will be notified.



Environmental Review Process



- E.A.W. - Environmental Assessment Worksheet
- E.I.S. - Environmental Impact Statement
- C.P.C. - City Planning Commission
- E.Q.B. - Environmental Quality Board



Government Management

Objective 5 INTER- GOVERNMENTAL RELATIONS

Maximum support from other units of government in the implementation of the comprehensive plan.

Intergovernmental relations involves the City's relationship to all other levels of government, including Hennepin County, the Metropolitan Council, the State of Minnesota and the federal government. It is a critical, and, when successful, cost-effective activity, as a large portion of City revenues is dependent on state and federal funds.

Policy 12

The City should aggressively pursue action by all other levels of government which are supportive of the comprehensive plan.

Policy 13

The City should work closely with the Metropolitan Council to assure compatibility between the Metropolitan Council policies for regional development and the objectives and policies of the Plan For The 1980s.

Implementation Direction

The City Planning Department, City Clerk (legislative liaison), and Coordinator's office should develop a plan to keep the City Council and Mayor informed on developments in the Metropolitan area and surrounding communities that impact Minneapolis.

Objective 6 AMENDING THE PLAN

Updating the plan as a current tool, reflecting change in the City's goals and objectives through an orderly amendment procedure.

The comprehensive plan is intended to serve as a guide for City action. If it is to remain a valuable decision-making tool, it must be viewed as the current stage in a continuous planning process rather than as the final end-product of that process. As the City makes progress toward achieving its objectives and as economic, demographic or other conditions change, it will become necessary to reexamine the plan and consider amendments to it.

In order to maintain the currency, relevance and utility of the comprehensive plan, a schedule for the review and update of the plan elements should assure that the entire plan is updated at least every five years. Such an amendment schedule and process would guarantee that no section of the plan is predicated on conditions or information over five-years-old. Similarly, it would guarantee that each section of the plan continuously look at least five years into the future. This is crucial if the plan is to guide the annual preparation of five-year capital improvement programs.

Policy 14

The City Planning Department, Planning Commission and City Council should periodically review and amend the comprehensive



Government Management

plan on a regularly scheduled basis so that each section of the plan is updated at least every five years. More frequent reviews and amendments should occur when warranted by the nature of the topic area or by changing conditions.

Implementation Direction

Most of the departments and agencies in the City are involved in project or program planning in order to achieve their specific objectives. The City Planning Department in the Mayor's Office has the primary responsibility for the planning and research activities which form the groundwork for amending the plan. Research and planning related to the comprehensive plan should be an ongoing effort; its focus should shift according to the plan amendment schedule, in response to changing conditions or important current events, and in response to the results of evaluation and monitoring activities. Long-range planning and analysis is a related ongoing task.