

11. Implementation

The structure and resources to implement the policies of The Minneapolis Plan for Sustainable Growth are well developed. This structure includes a regional framework as provided by the state statute and Metropolitan Council policy, and City policies, programs and budgetary and regulatory tools.

While not a comprehensive guide to all city programs, policies, and budgetary tools, this chapter illustrates how the comprehensive plan is implemented in the city. It begins with a succinct overview of the regional policy framework and continues with the implementation framework specific to the City of Minneapolis. This chapter also includes a description of City of Minneapolis resources, including budgets, fiscal tools, regulations and plans, such as the Capital Improvement Program.

The Regional Framework

The [regional framework](#) is established in state statute and regional policy as administered by the Metropolitan Council. Three criteria are used to evaluate this plan within the regional context:

Conformance—how the plan conforms to all metropolitan system policy plans for transportation, water resources and parks

Consistency—how the plan addresses every major statutory requirement and regional policies as outlined in the [2030 Regional Development Framework](#) and system plans. Consistency also extends to consideration in terms of the Mississippi River Critical Area Plan and the City’s water supply plan, including emergency and conservation plans.

Compatibility—is the plan compatible with those of neighboring jurisdictions, including the Minneapolis School District.

The regional framework requires certain components and features in a comprehensive plan. These are contained in this chapter and include:

- *Official Controls*—“official controls” refers to ordinances, fiscal devices and other strategies used to implement the comprehensive plan.
- *Capital Improvement Program*—the five-year Capital Improvement Program (CIP) that details each capital project, the estimated cost and funding source.
- *Housing Implementation Program*—the official controls, programs and fiscal tools the City will use to implement its housing goals and policies.
- *Consistency Between Plan and Local Controls*—the ways the City of Minneapolis

works to ensure internal consistency between its official local controls and the comprehensive plan

Conformance, consistency and compatibility apply internally to the City of Minneapolis, across all levels of city government, including boards. The Minneapolis Plan for Sustainable Growth must demonstrate “The Three C’s” on a local level as well as a regional level. This means that all other plans and City programs, policies, budgets and initiatives and department business plans need to demonstrate consistency with the policies contained in this plan.

Implementing The Minneapolis Plan for Sustainable Growth

This plan provides a broad framework for City department business plans, adopted small area plans and other plans adopted by the City, including [neighborhood master plans, area master plans and corridor plans](#); citywide topical plans such as those for [housing](#), parks, [public works](#) and [arts and culture](#), site-specific plans such as development objectives. The plan also provides a broad framework for the City’s regulations, including ordinances and the zoning code. Consistency with the plan is an important consideration when the City is bonding for capital projects. Finally the plan is the umbrella for goals, strategies and specific programs located within departments of the city. Many of these are referenced below, with links to related documents for those who wish to know more details regarding plan implementation. Related plans and programs of particular relevance are included or summarized in the appendices.

The remainder of this chapter is divided into six sections. The first provides a quick overview of how the policy chapters in this plan will be implemented. It covers topics, beginning with land use and ending with urban design, outlining city departments responsible for implementing those policies. Look to the business plans for these departments to learn about specific benchmarks, schedules, funding allocations, or project priorities. The next four sections are required by state statute. The sixth section describes the variety of other approaches to implementation that are used city-wide.

Some departments, such as Finance, Communications, Human Resources, Business Information Services, City Clerk, and the offices of the Mayor and council members perform citywide services affecting all areas of government through oversight, financial management, and general guidance. While the roles of these departments tend to fall under general city operations rather than implementations of specific policies, they are vital to the implementation of any city plan. Other departments and organizations focus on specific topics. These general responsibilities are outlined by topic below.

Table 11a: Primary Implementation Strategies by Topic

Short term – 0 to 5 years (*may also be ongoing throughout entire timeframe*)

Medium term – 5 to 10 years

Long term – more than 10 years

Chapter	Primary Implementation Strategies	Lead City Departments and Key Partner Agencies
Land Use		
Short term	Zoning and subdivision ordinances – Continue to enforce existing ordinances, and make incremental changes as needed to respond to changing conditions and further implement policy. A text amendment incorporating airport safety zoning, height limitation and noise attenuation has been initiated and is expected to be acted on in 2008. Beyond that, no major changes are needed to ensure the ordinances are consistent with the comprehensive plan.	<ul style="list-style-type: none"> ▪ Community Planning and Economic Development (CPED), Planning Division ▪ Department of City Assessor
Short term	Development review process – Continue to use the development review process to ensure projects are consistent with the comprehensive plan and other city plans and ordinances. At this point, no major changes are need to ensure the process is consistent with the comprehensive plan.	<ul style="list-style-type: none"> ▪ Community Planning and Economic Development (CPED), Planning Division ▪ Department of Regulatory Services
Medium term	Small area planning – Conduct small area plans to provide more detailed land use and development guidance for targeted areas around the city, including growth centers, activity centers, and other areas facing growth or change	<ul style="list-style-type: none"> ▪ Community Planning and Economic Development (CPED), Planning Division
Transportation		
Short term	Capital improvements program funding process – Continue to review, prioritize and fund capital projects which are consistent with and implement the comprehensive plan, including new bicycle and pedestrian facilities and upgraded roads and bridges.	<ul style="list-style-type: none"> ▪ Department of Public Works ▪ Hennepin County ▪ Metropolitan Council
Short term	Operations and maintenance – Continue to fund and complete projects that maintain or improve the current level of service for various modes of transportation, including traffic operations and maintenances to roads, bridges, parking facilities, and bicycle and pedestrian facilities.	<ul style="list-style-type: none"> ▪ Department of Public Works ▪ Hennepin County ▪ Metropolitan Council
Short term	Parking – Evaluate existing parking supply and policy guidance in city and make	<ul style="list-style-type: none"> ▪ Department of Public Works

	changes as need to ensure consistency with comprehensive plan.	<ul style="list-style-type: none"> CPED – Planning
Medium term	Aviation – Work to ensure the city is represented in ongoing work on regional airport planning, including the upcoming MSP comprehensive plan update, TPP update and zoning and performance standards	<ul style="list-style-type: none"> CPED – Planning
Medium term	Multi-modal planning – Complete plans for city transportation infrastructure, including bicycle and pedestrian facilities, roads, and streetcars; coordinate with development of land use plans to ensure close compatibility between the two	<ul style="list-style-type: none"> Department of Public Works Community Planning and Economic Development (CPED)
Long term	Primary transit network – Plan for and implement projects which create a connected citywide and regional transit network, including light rail, commuter rail, buses, streetcars, and other modes	<ul style="list-style-type: none"> Department of Public Works Hennepin County Metropolitan Council
Housing		
Short term	Grant and loan programs – Implement comprehensive plan vision for housing through a portfolio of housing grant and loan programs, with focus on affordability, choice, and quality.	<ul style="list-style-type: none"> CPED – Housing Department of Regulatory Services
Short term	Code and related regulatory framework – Continue to enforce existing ordinances, and make incremental changes as needed to respond to changing conditions and further implement the comprehensive plan. At this time, no major changes are needed to implement the plan.	<ul style="list-style-type: none"> CPED – Housing Department of Regulatory Services
Short term	Coordinated response to foreclosures – Continue city focus on addressing recent issues with foreclosures, vacant and boarded homes, and other impacts on the community via the Five Point Strategy and other approaches.	<ul style="list-style-type: none"> CPED – Housing Department of Regulatory Services
Short term	Inspections – Continue to use inspections to ensure compliance with existing plans and ordinances, and to identify issues which need city attention.	<ul style="list-style-type: none"> CPED – Housing Department of Regulatory Services
Long term	Affordable housing – Meet or exceed regional affordable housing goals for the city by supporting the development of a range of housing choices, particularly in areas without a concentration of low income housing	<ul style="list-style-type: none"> CPED – Housing
Economic Development		
Short term	Technical assistance, grant, and loan	<ul style="list-style-type: none"> CPED – Economic

	programs – Continue to use portfolio of tools and programs linked to economic development goals to implement the comprehensive plan’s vision.	Development, Employment and Training
Short term	Targeted redevelopment areas – Link economic development promotion and assistance to targeted areas throughout the city, including industrial and commercial districts and other growth areas	<ul style="list-style-type: none"> ▪ Community Planning and Economic Development (CPED)
Medium term	Community partnerships – Build strong, mutually beneficial partnerships with community organizations to support economic development goals, with a particular focus on Downtown and other employment centers	<ul style="list-style-type: none"> ▪ CPED – Economic Development, Employment and Training ▪ Other public agencies – Hennepin County, Minnesota Department of Employment and Economic Development (DEED), Minnesota Pollution Control Agency (MPCA), Minneapolis Public Schools ▪ Higher education and vocational institutions
Public Services and Facilities		
Short term	Capital improvements program funding process – Continue to review, prioritize and fund capital projects which are consistent with and implement the comprehensive plan, including improvements to city-owned buildings and infrastructure.	<ul style="list-style-type: none"> ▪ Department of Public Works ▪ Health and Family Support ▪ Fire Department ▪ Police Department ▪ Civil Rights ▪ Regulatory Services ▪ Communications
Short term	Service provision – Continue to provide high quality city services to the community, including public safety, water, sanitation, health, and others	<ul style="list-style-type: none"> ▪ Department of Public Works ▪ Health and Family Support ▪ Fire Department ▪ Police Department ▪ Civil Rights ▪ Regulatory Services ▪ Communications
Medium term	Partnerships – Build partnerships with related agencies and boards to ensure implementation of comprehensive plan policies and goals. Support libraries through funding for capital improvements.	<ul style="list-style-type: none"> ▪ Department of Public Works ▪ Health and Family Support ▪ Fire Department ▪ Police Department ▪ Civil Rights ▪ Regulatory Services ▪ Communications ▪ Minneapolis Public Schools ▪ Hennepin County Library

Short term	Operations and maintenance – Continue to fund and complete projects that maintain or improve the current level of service for city maintained infrastructure, including water, wastewater, and transportation facilities	<ul style="list-style-type: none"> ▪ Department of Public Works ▪ Health and Family Support ▪ Fire Department ▪ Police Department ▪ Civil Rights ▪ Regulatory Services ▪ Communications
Environment		
Short term	Capital improvements program funding process – Continue to review, prioritize and fund capital projects which are consistent with and implement the comprehensive plan. Track process towards implementing the plan over time.	<ul style="list-style-type: none"> ▪ Public Works ▪ Regulatory Services ▪ Health and Family Support ▪ City Coordinator’s Office
Short term	Service provision – Continue to provide high quality city services to the community, water, sanitation, health, and others	<ul style="list-style-type: none"> ▪ Public Works ▪ Regulatory Services ▪ Health and Family Support ▪ City Coordinator’s Office
Medium term	City operations – Work to make incremental changes to city operations which are consistent with a vision of a sustainable city, and lead by example. Includes improvements in energy conservation and emissions reduction.	<ul style="list-style-type: none"> ▪ Public Works ▪ Regulatory Services
Medium term	City’s Sustainability Initiative – Continue to implement and strengthen the city’s sustainability initiative consistent with the comprehensive plan. Track progress toward stated goals, and make changes as needed in response to changing conditions and opportunities.	<ul style="list-style-type: none"> ▪ Public Works ▪ Regulatory Services ▪ Health and Family Support ▪ City Coordinator’s Office
Short term	Operations and maintenance – Continue to fund and complete projects that maintain or improve the current level of service for city maintained infrastructure, including stormwater, sewer, and water supply system maintenance.	<ul style="list-style-type: none"> ▪ Public Works ▪ Regulatory Services ▪ Health and Family Support ▪ City Coordinator’s Office
Medium term	Review of zoning and other City ordinances – Review ordinances to ensure that they reflect the comprehensive plan’s vision for a sustainable city, and make incremental changes as needed in response to changing conditions and opportunities. At this point, no major revisions are anticipated in the near future.	<ul style="list-style-type: none"> ▪ Public Works ▪ Regulatory Services ▪ Health and Family Support ▪ City Coordinator’s Office
Open Space and Parks		
Short term	Zoning and subdivision ordinances –	<ul style="list-style-type: none"> ▪ CPED – Planning

	Continue to enforce existing ordinances, and make incremental changes as needed to respond to changing conditions and further implement policy. At this point, no major changes are needed to ensure the ordinances are consistent with the comprehensive plan.	<ul style="list-style-type: none"> ▪ Minneapolis Park and Recreation Board ▪ Public Works
Short term	Park Board operations – Continue to work with the Minneapolis Park and Recreation Board regarding maintaining and expanding the park system and its services, consistent with both the city’s the MPRB’s comprehensive plans.	<ul style="list-style-type: none"> ▪ CPED – Planning ▪ Minneapolis Park and Recreation Board ▪ Public Works
Short term	Operations and maintenance – Continue to fund and complete projects that maintain or improve the parks and open space system, in partnership with the MPRB. City role includes lighting, road maintenance, tree maintenance, and other improvements.	<ul style="list-style-type: none"> ▪ CPED – Planning ▪ Minneapolis Park and Recreation Board ▪ Public Works
Heritage Preservation		
Short term	Historic preservation ordinance – Continue to enforce existing ordinance, and make incremental changes as needed to respond to changing conditions and further implement policy. At this point, no major changes are needed to ensure the ordinance is consistent with the comprehensive plan.	<ul style="list-style-type: none"> ▪ CPED – Planning ▪ Hennepin County ▪ State Historic Preservation Office (SHPO)
Short term	Historic design guidelines – Continue to enforce existing standards, and make incremental changes as needed to respond to changing conditions and further implement policy. At this point, no major changes are needed to ensure the ordinances are consistent with the comprehensive plan.	<ul style="list-style-type: none"> ▪ CPED – Planning ▪ Hennepin County ▪ State Historic Preservation Office (SHPO)
Medium term	Historic survey and context studies – Complete historic surveys and context studies throughout the city as needed to provide a comprehensive view of historical resources, and to further assist with ensuring their proper preservation	<ul style="list-style-type: none"> ▪ CPED – Planning ▪ Hennepin County ▪ State Historic Preservation Office (SHPO)
Medium term	Development review process – Continue to use the development review process to ensure projects are consistent with the comprehensive plan and other city plans and ordinances. At this point, no major changes are need to ensure the process is consistent with the comprehensive plan.	<ul style="list-style-type: none"> ▪ CPED – Planning ▪ Hennepin County ▪ State Historic Preservation Office (SHPO)
Arts and Culture		
Short term	Film permitting and technical assistance – Continue to provide film permitting and related technical assistance as needed,	<ul style="list-style-type: none"> ▪ CPED – Cultural Affairs

	including tracking progress	
Medium term	Public art program – Continue to implement the city’s vision for public art, including developing a public art master plan	<ul style="list-style-type: none"> ▪ CPED – Cultural Affairs ▪ Public Works (Public Art)
Short term	Capital improvements program – Continue to review, prioritize and fund capital projects which are consistent with and implement the comprehensive plan including public art projects.	<ul style="list-style-type: none"> ▪ CPED – Cultural Affairs ▪ Public Works (Public Art)
Urban Design		
Short term	Zoning and subdivision ordinances – Continue to enforce existing ordinances, and make incremental changes as needed to respond to changing conditions and further implement policy. At this point, no major changes are needed to ensure the ordinances are consistent with the comprehensive plan.	<ul style="list-style-type: none"> ▪ CPED – Planning
Short term	Development review process – Continue to use the development review process to ensure projects are consistent with the comprehensive plan and other city plans and ordinances. At this point, no major changes are need to ensure the process is consistent with the comprehensive plan.	<ul style="list-style-type: none"> ▪ CPED – Planning

Official Controls

In this context, “official controls” refers to ordinances, fiscal devices and other strategies used to implement the comprehensive plan. The 2030 Development Framework encourages communities in the region to explore and use a variety of innovative ordinances and other official controls to implement their comprehensive plans. Minneapolis does that through its [code of ordinances](#).

Zoning Ordinance

The land use and urban design segments of The Minneapolis Plan are implemented through a local zoning ordinance. The City’s existing zoning ordinance is largely consistent with the policy recommendations in the 2030 Development Framework, as shown below:

- *Accommodate growth forecasts through reinvestment at appropriate densities: 5 units or more in developed areas and target higher density in locations with convenient access to transportation corridors and with adequate sewer capacity*

The City’s zoning ordinance readily accommodates density. The least

dense residential district accommodates over 7 units per acre, and several mixed use districts allow for well over 100 units per acre. Furthermore, density and floor area ratio bonuses – for features such as underground parking, affordable housing, transit facilities, and public art – can allow for much higher densities for eligible development projects. Higher density zoning is located intentionally along major transit corridors and in walkable areas well-served by transit and other modes. An internal analysis indicates that the city has the capacity to accommodate significantly more than projected growth within these designated areas. Sewer capacity is considered as part of development review, and is generally not a major issue since the city is fully developed and served by public water and sewer.

- *Approve and permit reinvestment projects that make cost effective use of infrastructure and increase density.*

Virtually all development within the city occurs on parcels that are already well-served by existing infrastructure. Increased densities are encouraged through medium and high density residential and mixed use districts, planned unit developments, and cluster development tools that allow for higher densities, taller buildings, smaller lots, reduced yards, and shared green space.

- *Adopt ordinances to accommodate growth and use land and infrastructure efficiently (examples: developing zoning techniques for mixed use development, transit oriented development, overlay districts, planned unit development provisions, and traditional neighborhood development overlay zones.)*

All commercial districts in Minneapolis allow a mix of various residential densities and commercial uses. The [Industrial Overlay District](#) allows residential, commercial, and industrial mixes. The planned unit development ordinance language provides additional flexibility for larger developments. The City makes use of a number of overlay districts to promote other development objectives, including the Pedestrian-Oriented Overlay District, which was developed to preserve and protect the pedestrian character of designated areas.

- *Support the conversion or reuse of underutilized lands in order to accommodate growth forecasts, ensure efficient utilization of existing infrastructure investments and meet community needs.*

Almost all new development in the city is located on lands that have been developed in the past and are served by existing infrastructure, and as a result many do take place on what could be termed underutilized lands. The zoning ordinance is designed to take into account existing site limitations and nonconformities.

The City' zoning districts include several main categories, listed below. A more complete account of this can be found in Appendix H.

- Residence districts – Zoning districts R1, R1A, R2, R3, R4, R5, and R6 are primarily for residential uses. R1 districts tend to be single family, R2 and R3 small scale multi-family, and R4 and above larger multi-family development.
- Office residence districts – Zoning districts OR1, OR2, and OR3 are mixed use districts, allowing primarily residential development with some smaller scale commercial. They range from neighborhood to institutional scale.
- Commercial districts – Zoning districts C1, C2, C3A, C3S, and C4 are mixed use districts. They allow a range of commercial uses from neighborhood to large scale, and also accommodate residential uses.
- Downtown districts – Zoning districts B4, B4S, and B4C are used just in Downtown Minneapolis. They are mixed use districts, which allow much higher densities and heights than allowed elsewhere in the city.
- Industrial districts – Zoning districts I1, I2, and I3 accommodate primarily industrial uses. While some commercial uses are allowed, residential uses generally are not (without an overlay district).
- Overlay districts – A series of special purpose overlay districts provide more specific guidance in designated areas throughout the city. These include Pedestrian Oriented Overlay District, Linden Hills Overlay District, Industrial Living Overlay District, Transitional Parking Overlay District, Shoreland Overlay District, Floodplain Overlay District, Mississippi River Critical Area Overlay District, Downtown Parking Overlay District, Downtown Housing Overlay District, Downtown Height Overlay District, Nicollet Mall Overlay District, Harmon Area Overlay District, and North Phillips Overlay District.

Subdivision Ordinance

[Chapter 598](#) of the Minneapolis Code of Ordinances establishes land subdivision regulations which are designed to facilitate and implement the subdivision and re-subdivision of land consistent with the policies of the comprehensive plan and zoning regulations.

Heritage Preservation

Heritage Preservation Regulations are established within the Minneapolis Code of Ordinances, [Chapter 599](#) as authorized by state law [M.S. 471.193, Municipal Heritage Preservation](#), as well as [Minnesota Historic District Act of 1971](#). The Preservation Ordinance establishes the Heritage Preservation Commission to have the authority

to survey historic resources, designate historic resources, and review alterations to designated properties. One of the purposes of the Heritage Preservation Ordinance is to implement the policies of the comprehensive plan

In addition to the Preservation Ordinance, preservation policies are implemented through historic surveys and context studies, historic design guidelines, and the participation of preservation staff in the development review process. Historic surveys and context studies identify and evaluate types of properties and actual properties that should be designated historic. As authorized in the Preservation Ordinance, Heritage Preservation Design Guidelines are used in the review of alterations to designated properties, new construction in historic districts, and signage. CPED staff work with the [State Historic Preservation Office \(SHPO\)](#) for federal and state review, including the Section 106 process and environmental reviews.

Fiscal Tools

The City of Minneapolis uses a full range of available fiscal tools to support the city and the goals of The Minneapolis Plan. These include the property tax, special assessments, tax increment financing (TIF), fees and charges, bonding, and state and federal aid. The City's [annual budget document](#) provides a comprehensive look at how these fiscal tools are being used and for what purpose.

Water Treatment and Distribution

As described in Chapter 6, the City has a series of existing plans which provide guidance on its water supply and treatment policies and procedures. In addition, the City's regulatory framework provides specific guidance on the operation of its water supply operations.

[Chapter 509 of the Minneapolis Code of Ordinances](#) contains regulations governing the city's water treatment and distribution system. The services provided by the [Minneapolis Water Distribution and Treatment Division](#) include the supply, treatment and distribution of water. The City's product consistently meets higher standards than those set by local, state and federal regulatory agencies.

Surface Water and Sewers

Chapter 52 of the [Minneapolis Code of Ordinances](#) regulates erosion and sediment control for land disturbing activities. Chapter 54 regulates stormwater management for development and redevelopment activities. Chapter 510 governs the operation of the city's stormwater utility. Chapter 511 regulates sewers and sewage disposal. These regulations are implemented and enforced through the City's [Department of Public Works](#), in cooperation with other city, county, regional, and state partners.

One of the primary concerns related to city and regional water resources is negative impacts from urban stormwater runoff. The City of Minneapolis enforces ordinances designed to minimize negative stormwater rate, volume, and pollutant impacts:

- Requiring erosion control for new developments, housing projects, and other land disturbing activities to reduce the amount of soil and contaminants leaving construction sites
- Requiring long-term stormwater management for new developments to manage stormwater on-site and minimize adverse effects of stormwater volume, rate, and contaminants on water resources
- Controlling the application of pesticides by licensing applicators and restricting the sale and use of fertilizers containing phosphorus
- Controlling hazardous spills and enforcing regulations that prohibit illegal dumping and improper disposal into the storm drain system
- Preventing violations of non-stormwater discharges (industrial by-products that are clean or treated prior to discharge) by reviewing permit applications and renewals, and investigating complaints against existing permits
- Requiring removal of roof rainleader and other clearwater connections from the sanitary sewer system to eliminate Combined Sewer Overflows.

Critical Area Plan

The [Minneapolis Mississippi River Critical Area Plan](#), and the various adopted ordinances that support it, are another component of the official controls that implement the comprehensive plan. The purposes of the state's Mississippi River Corridor Critical Area designation are to:

- protect and preserve a unique and valuable state and regional resource for the benefit of the health, safety, and welfare of the citizens for the state, region, and nation;
- prevent and mitigate irreversible damage to this state, regional, and national resource;
- preserve and enhance the corridor's natural, aesthetic, cultural, and historic values for the public use;
- protect and preserve the river as an essential element in the national, state, and regional transportation, sewer and water, and recreational systems; and
- protect and preserve the biological and ecological functions of the corridor.

Local units of government are required to adopt critical area plans and regulations

that comply with the Mississippi River Critical Area Program. Local units of government and regional and state agencies shall permit development in the corridor only in accordance with those adopted plans and regulations.

The current Minneapolis Critical Area Plan, adopted in 2006, is an update of the 1989 Critical Area Plan and includes additional policies. It documents the city's river corridor resources and sets forth those policies and implementation strategies the City has adopted to protect the natural, cultural, historic, commercial, and recreational value of the river corridor. The plan is implemented through a number of existing city ordinances.

Capital Improvement Program

Overview of Process

The City has a [five-year capital improvement program \(CIP\)](#). Annually, City departments and independent boards and commissions prepare new and/or modify existing capital improvement proposals. The Finance Department, the CPED Planning Division and the Capital Long-Range Improvement Committee (CLIC) review the capital improvement proposals.

The Capital Long-Range Improvement Committee is a citizen advisory committee to the Mayor and City Council. The committee is authorized to have 33 appointed members, composed of two members per Council Ward and seven at-large members for the Mayor. The committee elects a Chair and Vice Chair of the whole group and also breaks into two programmatic task forces with approximately an equal number of members in each. Each task force elects a Chair and Vice Chair. Collectively, these six elected members form the Executive Committee and represent CLIC in meetings with the Mayor and City Council.

The two task forces are officially titled "Transportation and Property Services" and "Government Management, Health and Safety and Human Development". They are commonly referred to as the Transportation task force and the Human Development task force. The task forces receive and review all Capital Budget Requests (CBR's) for their program areas as submitted by the various City departments, independent boards and commissions. During two all-day meetings, employees who prepared the CBR's formally present their needs and offer explanations for their requests. Task force members then rate all proposals using a rating system with several specific criteria and create a numerical rating for each project. Highest rated priorities are then balanced against available resources by year to arrive at a cohesive five year capital improvements program recommendation to the Mayor.

The Mayor takes the CLIC recommendations into consideration for his proposed budget that is submitted to the City Council. Finally, the City Council modifies and adopts its capital improvement program.

Areas Funded by CIP

Funding through the City's CIP supports City policies as established in The Minneapolis Plan, including the statutory requirements for funding transportation, wastewater, water supply, and parks and open space facilities. Included in the 2007-2011 CIP are funds for:

- Municipal Building Commission (City facilities)
- Library Board (library facilities and the Unified Library System)
- Park Board (parks and open space)
- Public Works, including:
 - Facility improvements
 - Street paving
 - Sidewalk program
 - Bridges
 - Traffic control and lighting
 - Bicycle trails
 - Stormwater conveyance and management
 - Sanitary sewer
 - Water
 - Parking
 - Solid waste
- Miscellaneous other projects, including:
 - Public art
 - Information technology
 - Public safety

A full version of the 2007-2011 CIP is included in Appendix H.

Housing Implementation Program

The comprehensive plan is required to have a housing implementation program that identifies official controls, programs and fiscal tools the City will use to implement its housing goals and policies. These are outlined below with more detail provided in Appendix D.

The Metropolitan Council has recognized the regional need for the increased availability of affordable housing. In order to ensure an equitable distribution of affordable housing throughout the region and to meet a [region-wide goal](#) of 51,000 newly constructed affordable housing units, the Council set targets for each municipality to achieve between 2011 and 2020. The City of Minneapolis' share of this overall goal is 4,224 new affordable housing units. This is slightly larger than the share in the regional report on affordable housing, as it reflects revised forecasts for city growth, as depicted in this report.

The allocation of these goals by jurisdiction was determined by three factors:

- Proximity to low wage jobs compared to the number of local low wage workers
- Existing percentage of affordable housing
- Level of transit services

The City of Minneapolis acknowledges its share in the regional need for low- and moderate-income housing. It is committed to achieving the goal as stated above. Additionally, the City is committed to growing its housing stock at all income levels, consistent with projections.

Affordable Housing Programs and Fiscal Devices

In 2004, the City Council adopted Resolution 2004R-260, the [Affordable Housing Resolution](#) with the desire to clarify and streamline existing City housing policies by adopting a unified document that consolidates various fragmented policies of the City in a manner consistent with The Minneapolis Plan. The Unified Housing Policies include general policy principles and also address affordable housing, Single-Room Occupancy Housing and the conditions where demolition may occur, senior housing, the preservation and stabilization of federally (HUD) subsidized rental housing, and homeless housing.

Housing policy implementation at the City of Minneapolis is managed primarily through the [CPED Housing Policy & Development Division](#), in partnership with [Regulatory Services](#), [Health and Family Support](#), and other departments and partner agencies. The Housing Policy & Development Division administers a range of programs which develop and preserve affordable housing, eliminate blighting influences, encourage private market activities, and assist low income households in

purchasing and rehabilitating homes. These include direct assistance programs as well as various fiscal devices, and are funded through a variety of different sources. As of the date of this plan's adoption, these programs and devices include:

- [Affordable Housing Trust Fund Program \(AHTF\)](#)
- [Affordable Ownership Housing Development Program](#)
- [Emergency Shelter Grant \(ESG\) Program](#)
- [Higher Density Corridor Housing Program](#)
- [Low-Income Housing Tax Credits \(LIHTC\)](#)
- [Multifamily Housing Revenue Bond \(HRB\) Program](#)
- [Nonprofit Development Assistance Program](#)
- [Tax Increment Financing \(TIF\)](#)
- [Capital Acquisition Revolving Fund \(CARF\)](#)
- [Century Homes Program](#)
- [Distressed Properties - Vacant Housing Recycling Program](#)
- [The Home Ownership Program](#)
- [Home Ownership Works \(HOW\) Program](#)
- [Housing Replacement Tax Increment Districts](#)
- [Senior Housing Regeneration ProgramTM \(SHRP\)](#)
- [CityLiving – Mortgage Loans](#)
- [Code Abatement Loans](#)
- [Home Repair Loans](#)
- [American Dream Downpayment Initiative - Affordability Loan](#)
- [Minneapolis Advantage](#)
- [Don't Borrow Trouble](#)
- [Five-Point Strategy](#)

- [Northside Home Fund](#)

Details about specific progress on program objectives is described in the annual [HUD Consolidated Plan for Housing and Community Development](#), and the [Consolidated Annual Performance Report](#).

Official Controls

Housing regulations are addressed in Title 12 of the [Minneapolis Code of Ordinances](#). In addition to housing code regulations, this section provides regulatory guidance for the housing programs described above – including rehabilitation grants, homeownership initiatives, and affordable housing development programs.

Zoning and subdivision ordinances are also supportive of housing goals. As a developed city and a city dedicated to sustainable growth, Minneapolis recognizes that affordable rehabilitation of its existing housing stock is crucial to the continuing vitality of its neighborhoods. Furthermore, City regulations are supportive of the construction of new affordable housing, with flexible design mechanisms such as higher allowed densities and planned unit development provisions.

The Minneapolis City Council enacts ordinances to regulate construction, maintenance, and remodeling so that the buildings where we live, work, and play will be safe. The city uses permits to make sure that the work is done in compliance with those ordinances.

The City of Minneapolis enforces national and international codes adopted by the State of Minnesota. These include the [State Building Code](#), [State Electrical Code](#) and [State Plumbing Code](#). Codes are available online or in print form at [Minnesota's Bookstore](#).

The City's [311 system](#) assists builders, contractors, developers and homeowners with the codes and permits required to build or remodel. 311 is the point of entry into the building process. Sometimes a site plan, a zoning site review, and an inspections plan review are required before a permit can be issued.

Consistency Between Plan and Local Controls

The 1995 amendments to the [Metropolitan Land Planning Act](#) require that official local controls be consistent with the community's comprehensive plan. Communities may not adopt any new official controls that conflict with the comprehensive plan, or permit activity in conflict with metropolitan system plans.

The City of Minneapolis is well aware of this requirement and has made every effort to see that official local controls are consistent with The Minneapolis Plan. The City has established that existing local controls are consistent with the [2030 Regional Development Framework](#), conform to the metropolitan system plans, and are

congruent with all other elements of the comprehensive plan. The City's zoning ordinance and zoning map were overhauled in 1999 in conjunction with adoption of The Minneapolis Plan. The map and ordinance continue to be revised as needed.

Other Approaches to Implementation

While the tools listed above are important, there are many other approaches to implementation of policy in the city. These are described below:

City Council strategic planning—The City Council periodically reviews City progress and sets goals for upcoming years regarding top priorities. The most recent version of these goals is entitled [Minneapolis 2020](#). While the goals are more narrowly focused than the scope of the comprehensive plan and reflect priorities for near-term implementation, they are consistent with the overall comprehensive plan policy direction. Appendix H shows the relationship between the Council's goals and the comprehensive plan, confirming that all the goals are linked to comprehensive plan policy, and vice versa. However, it should be noted that these are the goals of the current administration, and they may change in future years. Progress towards these goals is tracked through [Results Minneapolis](#).

Annual budget—The City of Minneapolis [annual budget process](#) integrates information from city-wide priority setting, capital improvements program, annual infrastructure operation and maintenance costs, and departmental review processes to establish annual resource allocations. Budgetary priorities are reviewed for consistency with comprehensive plan policy.

Department business plans— The departments in City of Minneapolis government develop [annual business plans](#), which direct the specific programs and activities in their jurisdiction. These business plans are linked to funding in the City's budgetary process. Business plans provide another way to review progress towards comprehensive plan policy goals.

Interdepartmental coordination—Many important issues are not contained within one department's purview. Minneapolis has designed several initiatives to improve interdepartmental coordination and to create a more user-friendly interface for those who do business with the city. An example is [Minneapolis Development Review \(MDR\)](#), which provides a "one stop" approach for those wishing to improve or develop property within the city. The [Preliminary Development Review](#) process brings together representatives from several departments to review significant development proposals early on, so that important issues can be identified and dealt with.

Topical and area plans—Many topic- and area-specific plans are cited throughout this document. These plans provide more specific guidance than the general policy in the comprehensive plan. The city will continue to develop, update, and implement these plans as needed. As with other regulations and policies, these plans will be

consistent with the comprehensive plan.

Since the comprehensive plan provides particular focus on land use planning, Appendix B contains a summary of recent small area land use plans adopted by the city, including land use maps.

Other plans that are used in the implementation of the comprehensive plan include historic surveys and context studies. The City undertakes these types of plans to identify and analyze types of properties and actual properties that should be designated historic.

Recent plans adopted in other departments include:

- [**Access Minneapolis**](#)—ten-year action plan that addresses a full range of transportation modes, options and issues
- [**Minneapolis Local Surface Water Management Plan**](#)—an adopted plan to guide the city in conserving, protecting, and managing its surface water resources
- [**Minneapolis Plan for Arts and Culture**](#)—a ten-year strategic plan that defines the role of the City of Minneapolis in supporting the arts and culture
- [**Community Health Services Plan**](#)—a four-year plan that highlights new initiatives and on-going services that protect and improve people's health by preventing illness, disease, and disability
- [**Mississippi River Critical Area Plan**](#)—a plan documenting the city's river corridor resources and setting forth policies and implementation strategies the city has adopted to protect the natural, cultural, historic, commercial, and recreational values of the Mississippi river corridor
- [**Heading Home Hennepin**](#)—a ten-year action plan, developed in a joint planning effort with Hennepin County, aimed at addressing and eliminating homelessness
- [**Minneapolis GreenPrint**](#)—a strategy to reduce the city's environmental footprint and integrate sustainability into city decision-making that tracks progress towards goals for ten key environmental indicators for the city
- [**Wireless Minneapolis**](#)—a recent initiative to supply wireless internet service citywide. When completed, it will provide residents, businesses and visitors with wireless broadband access anywhere in the city

Internal boards and commissions—The City of Minneapolis has more than 45 citizen advisory and regulator boards, commissions and committees. These

organizations, composed of citizen volunteers, advise the city on current issues and assist the city in policy development and administration of services. These boards and commissions include:

- **Appeal boards**—hear and act on citizen appeals concerning actions by city officials regarding their property
- **Planning and development boards**—assist the City in making sound development decisions that reflect the city’s comprehensive planning efforts, historical preservation policies, neighborhood and community priorities, and zoning regulations
- **General advisory boards**—advise city elected officials on policy issues, some formally and some informally
- **Other jurisdictional boards and commissions**—not created or convened by the City, but including City representation in their membership
- **Special service districts**—defined areas within the city where special services are rendered, with costs paid from charges to the area; services may include maintenance of street furniture, plantings, lighting, and other amenities provided within a district
- **Watershed management organizations**—state-created boards for the four watersheds represented within the city

The City works closely to each of these, some of which have their own budgetary and planning processes, to ensure that important city-wide policies are being implemented.

Intergovernmental coordination—In Minneapolis, public schools, libraries, and parks and recreation are governed by separate entities – [Minneapolis Public Schools](#), [Hennepin County Library](#), and the [Minneapolis Park and Recreation Board](#). Furthermore, the City works directly with other public agencies to implement shared goals, including [Minnesota Department of Transportation](#), [Hennepin County](#), and the [Metropolitan Council](#). The relationship between the [University of Minnesota](#) and the City is a unique one, and has important implications from a number of perspectives, including education, economic development, and transportation. Policy and implementation documents for these bodies which relate to the comprehensive plan include:

- [The Minneapolis Park and Recreation Comprehensive Plan](#)
- [Minneapolis Public Schools strategic planning](#)
- [Hennepin County/Minneapolis unified library system planning](#)

To ensure consistency between plans, the City also convenes meetings with neighboring jurisdictions. This outreach promotes understanding across jurisdictional boundaries, sharing of information and best practices, and promotes goodwill.

Neighborhood organizations—Minneapolis contains 81 defined neighborhoods, each with their own unique identity, characteristics, and amenities. A strong network of neighborhood organizations links these neighborhoods to one another and the city as a whole. Since 1990, neighborhood planning, initiatives, and funding have been coordinated through the [Neighborhood Revitalization Program \(NRP\)](#). Through NRP, neighborhood associations have been identifying and helping to meet their neighborhood's housing, safety, economic development, recreation, health, social service, environment and transportation needs. In building the capacity of associations and residents to actively engage in civic life and implement solutions to local issues, NRP has helped rebuild communities in the city.

This program is facing a time of change, as its source of dedicated funding ends in 2009, after 20 years. City leadership is pursuing a multi-pronged strategy to study and address the issue. The city will continue to work with its neighborhoods regardless of the status of this program, particularly with regards to their important role in facilitating public participation and input. A Community Engagement Task Force is one aspect of this work. The Task Force is furthering discussions on community engagement, not only as it relates to neighborhoods but the entire city enterprise. See Appendix B for a summary of NRP planning efforts to date and how they relate to the comprehensive plan.

Partnering with the private sector—including both for-profit and nonprofit organizations is a valuable strategy in addressing complex issues. In particular, it can leverage limited resources and tap expertise on specific topics. The city will continue to identify and strengthen these partnerships to further shared goals for the public good.

Mayoral initiatives—Mayor Rybak has established a series of priorities for his terms as mayor of Minneapolis. These initiatives are consistent with comprehensive plan goals and strategies, focusing on some [top priorities](#) for implementation. They include:

- Closing the gaps between people and places
- Preparing the next generation for the future
- Reweaving the urban fabric
- Sustainability

While the person holding this office changes, the mayor provides policy direction and a platform to champion important causes for the city and its citizens.

Intergovernmental relations—Part of implementing a plan is an assessment of any regulatory barriers or fiscal constraints that would limit the ability to achieve an objective. The City’s legislative agenda addresses priority issues at the regional, state, and federal levels. The agenda, which is reviewed annually and implemented continually, is coordinated through the City’s [Intergovernmental Relations Department](#). There is regular communication between federal, state, and local levels regarding issues that have an impact on the city.

Comprehensive plan update process. Work on the comprehensive plan will not end with its adoption. A variety of internal processes will track progress on the plan. The plan will be periodically reviewed and updated as needed to ensure that it is relevant and consistent. Periodic progress reports will be available to show how the city is doing in implementing its comprehensive plan.

Implementation Challenges

One important consideration when proceeding with implementation of a plan is identifying potential obstacles which the City must address in order to implement the plan. These challenges have been identified across the various City departments, and are summarized below, along with a brief description of how the comprehensive plan addresses these issues:

- **Growing and changing population**— As the city’s population grows and changes—its racial and ethnic diversity and aging population—the needs and demands of government also change. Population trends were analyzed as part of the development of the comprehensive plan, and it is designed to be flexible to these changing needs.
- **Evolving technology**—The availability of upgraded technology can help accomplish tasks more quickly and efficiently. However, resources and training are needed to take advantage of advances in technology. The comprehensive plan does not get into the specifics of what is needed, but rather provides general policy support for using the best available technology.
- **The city’s changing role**—The city’s role in the region, and how it should work with other partners at the neighborhood, regional, state, and national levels, is changing in response to larger trends. The comprehensive plan addresses the needs for partnerships and inter-jurisdictional cooperation in various contexts.
- **Security concerns**—Issues around this topic fall into two major categories: improved strategies for dealing with public safety and crime in the city, as well as emergency preparedness and disaster response, including homeland security. These issues create an uncertain environment, and create the need for additional planning and

preparation. Safety and security issues are addressed in the Public Services and Facilities chapter.

- **Limited resources**—While resources are never unlimited, recent issues have impacted the city significantly. These include cuts in state aid, changes in how property is assessed, and increases in demands for services without corresponding increases in funding. The city’s infrastructure and public facilities require ongoing maintenance and renewal which requires a dedicated and sustained investment of new and existing resources. The city increasingly recognizes the critical nexus between public works and economic development. A new and flexible funding source that can respond quickly to emerging needs and opportunities will help ensure that Minneapolis is a great city of the future. The comprehensive plan addresses generally the need for sustainable funding sources, including directly advocating for state and federal funding, strengthening financial partnerships, encouraging growth and investment that builds the tax base, and efficiencies in coordinating services.
- **Climate change**—Conducting city business and providing essential public services will have to be done in ways that minimize the ecological footprint of the city, invest in greening, energy efficiencies and public-private partnerships while encouraging smart urban design and promoting the city as a prime location for living, working and playing.

The intention of the City is that the Minneapolis Plan for Sustainable Growth will remain a living document. As it is implemented, it will be regularly reviewed and updated as needed to adjust for changing conditions. Although the long-term vision for the city will remain, the details may change. In this way, the plan will continue to provide strong, relevant guidance for the city in the coming years.

Amending the Plan

During the life of the comprehensive plan, it may become necessary from time to time to amend the document, particularly when new information becomes available regarding conditions and opportunities within the city. While the City would like to minimize the necessity of amending the plan, it realizes that this is a necessary strategy to ensure that the plan remains relevant and useful throughout its life.

The City has the ability to amend the comprehensive plan, in compliance with the Metropolitan Council’s [prescribed process](#). In the previous version of the plan, several amendments were originated by the city and approved. No procedure existed for anyone else to originate a request for a comprehensive plan amendment.

With the addition of several new elements to the plan – in particular, a detailed future land use map – the City determined it would be useful to have an option for

others to request a plan amendment. Similar to other jurisdictions in the region, this is designed primarily to allow those with an interest in a property to request an amendment to the future land use designation, alongside other development approvals necessary for a proposed development. This will not replace or alter the Metropolitan Council's prescribed process, but may relieve some of the City's burden in processing these requests, while also ensuring these decisions are made in a timely and consistent manner.

The City will retain discretion over the details of this process, including distinguishing those linked to a specific development proposal from others which may be less time sensitive. The City also retains the right to amend the plan as needed through an internal process, without initiation by an external applicant.

Information on the City's amendment process will be available through the planning department.