

Geographic Planning Areas

Land Use Advisory Committee
Special Meeting on July 25, 2013

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Executive Summary

The following summary states the purpose of the Land Use Advisory Committee Meeting on July 25 and describes four ways to make potential changes to planning areas. It then outlines five options to support discussion.

Land Use Advisory Committee to Make Recommendations on July 25

- The Land Use Advisory Committee (LUAC) is expected to make recommendations on a preferred option for planning areas.
- In August, LUAC will share its recommendations for geographic planning areas with the Metropolitan Council's Committee of the Whole.
- Planning areas will be used to implement the Metropolitan Land Planning Act and effectively implement policies and strategies in *Thrive MSP 2040* at the local level.

Options for Geographic Planning Areas

Five suggested options for changing planning areas are combinations of: (1) approaches that focus on characteristics at the community level, and (2) features that transcend community borders (layers or overlays).

General Description of Options

- Options are based on input from LUAC and the Committee of the Whole, the Metropolitan Council's statutory authority and staff review.
- Each option emphasizes different policy themes to address issues or challenges.
- Options describe concepts rather than detailed definitions.

Four Ways to Make Changes

- Two approaches update the current planning areas by adding characteristics at the community level.
 - *Approach A*. Adds information on intersection density and the age of housing.
 - *Approach B*. Adds information on the percentage of urbanized land and residential density.
- Two layers highlight features that transcend community borders (overlays).
 - *Layer 1*. Emphasizes job and activity centers, transportation corridors, and potential for redevelopment, reuse and infill.
 - *Layer 2*. Emphasizes sustainable water supply and natural resources.

Five Options for Planning Areas

1. *Approach A*: Updates current planning areas by adding information on intersection density and age of housing.
2. *Approach A and Layer 1*: Adds information on intersection density and age of housing; emphasizes job and activity centers, transportation corridors, and potential for redevelopment, reuse and infill.
3. *Approach A and Layer 2*: Adds information on intersection density and age of housing; emphasizes sustainable water supply and natural resources.
4. *Approach B and Layer 1*: Adds information on the percentage of urbanized land and residential density; emphasizes job and activity centers, transportation corridors, and potential for redevelopment, reuse and infill.
5. *Approach B and Layer 2*: Adds information on the percentage of urbanized land and residential density; emphasizes sustainable water supply and natural resources.

Introduction

This material was prepared to support the Land Use Advisory Committee's (LUAC) continued work on geographic planning areas. During its meeting in July, LUAC is expected to make recommendations on a preferred option for planning areas. Its recommendations will be shared with the Metropolitan Council's Committee of the Whole in August. The goal is to advise the Committee of the Whole on geographic planning areas so the Metropolitan Council (Council) may more effectively implement policies and strategies in *Thrive MSP 2040*. Since May, the Committee of the Whole has discussed policy topics for *Thrive MSP 2040*, and geographic planning areas are a primary tool for implementing these policies.

Maps present five suggested options for changing planning areas, building off of input from LUAC and previous Committee of the Whole discussions.

Importance of Geographic Planning Areas

Geographic planning areas have been pivotal in planning and implementing policies and strategies, and decisions on geographic planning areas will have a significant impact on communities. The planning areas are used to carry out the Metropolitan Land Planning Act and effectively implement the Council's policies and strategies at the local level. The region includes a diversity of communities, and the Council has tailored different strategies for areas that range from rural to urban. The Council has used geographic planning areas to distinguish between urban and rural areas, as these areas have different expectations for growth, intensity of development, and general land uses. Geographic planning areas have been used to apply the Council's broad policies within the context of the local community for development, wastewater provision, transportation choices, housing choices, and natural resources management.

Review of Previous Work

Suggested options for geographic planning areas build on the Council's and LUAC's previous work over the past two years. During its meeting on January 17, 2013, LUAC discussed background information on geographic planning areas and offered feedback and ideas that were presented to the Committee of the Whole on January 30, 2013. On May 16, LUAC examined job and activity centers and initial data analysis for planning areas. Information on centers and data analysis is highlighted because it is the most recent.

During other LUAC meetings over the past two years, committee members discussed multiple topics directly related to *Thrive MSP 2040* that provided further context. For reference, Appendix A includes the *Thrive MSP 2040* mission, outcomes, principles, and goals, which were discussed by the committee in March 2013.

Background Information

Background information identifies planning areas designated in earlier Metropolitan Development Guides and shows maps of those planning areas and other geographic areas used to implement policies and strategies. (See report prepared for January 17, 2013, meeting at [Information on Geographic Planning Areas for Land Use Advisory Committee, January 17, 2013](#)). In addition to the historic planning area maps, the report includes maps and information regarding the Council's Long-Term Wastewater Service Area, transitways, transit market areas, and LCA Transit Oriented Development eligible areas.

For reference, Appendix B includes previous planning areas designated in the *Metropolitan Development Framework Guide* (adopted in 1975), the *Metropolitan Development and Investment Framework* (adopted in 1986) and the *Regional Blueprint* (adopted in 1996). Earlier Metropolitan Development Guides reflect the role of providing regional wastewater services due to the substantial capital investment needed to support urban development and the pressures for continued growth. Today, however, the regional wastewater system can accommodate forecasted growth beyond 2040, and outward growth pressure has slowed.

Initial Feedback and Ideas

In January 2013, LUAC framed initial ideas and fundamental criteria for thinking about potential changes to geographic planning areas. This input was incorporated in suggested options for planning areas in the next section. Comments appear in no particular order under the headings below.

Main Messages

- *Consider making more distinctions within or across geographic planning areas.* Overlays could be added to broader geographic planning areas to recognize different conditions within a community, but overlays add complexity. Examples are overlays of centers and corridors and overlays of areas to protect water resources and natural resources.
- *Use spatial planning to transcend borders.* Community boundaries do not align with protecting natural resources, such as aquifers, or enhancing the economy and transit ridership. Water and transit service are tools for seeing how a community is part of a larger system and the entire region.

Themes

- *Use specific markets, submarkets or corridors in definitions.* Define market characteristics and transit corridors using jobs, retail and housing. Identify nodes of commercial activity, nearby forms of density and connections. Submarkets are regionally significant and play different roles.
- *Group similar communities.* Reflect the age and lifecycle of communities in geographic planning areas. Communities in the fully developed area share experiences with older infrastructure. Grouping peer cities in a geographic planning area is more appreciated than making distinctions between urban and rural areas.
- *Frame definitions to reflect socio-economic criteria.* Another element of geographic planning areas could address concerns over race and poverty.
- *Consider groundwater and surface water when structuring geographic planning areas.* Explore different impacts on watersheds, how to manage stormwater and how to create reserves. Foster more collaboration. The region will need more water in the future. What happens with runoff and regulations will be more regionally significant.
- *Distinguishing between urban and rural areas is losing some relevancy.* Transit service and county funding mechanisms are busting past distinctions between urban and rural areas. Criteria are weakening for protecting farm land. Urban farming in Saint Paul and Minneapolis pushes past distinctions between urban and rural areas in a new way.

Additional Points

Additional comments included: Explore a transit corridor overlay; Use overlays to understand issues and create incentives; Focus more on systems and less on communities; Prepare for push back on density; Question where polluting industries fit; Address tradeoffs; Balance jobs and housing to reduce commutes; Tie geographic planning areas to the Council's policies; Be clear on the consequences of defining geographic planning areas; Align with comprehensive plans; and, Do not miss the importance of technology.

Discussion of Job and Activity Centers and Initial Data Analysis

On May 16, 2013, LUAC focused on job and activity centers and initial data analysis for geographic planning areas. The type of information analyzed is identified and briefly described below, followed by a second list of information analyzed more recently.

Information Analyzed in May

- *Regional Job and Activity Centers* (Metropolitan Centers, Professional Job Center, Industrial Job Center, Activity Center, and Diversified Centers). Job locations and access to jobs; importance of centers for economic competitiveness.
- *Urbanized Land* (percentage of developable land committed to urban uses). Developed area with more than 85 percent of land committed to urban uses; also shows stages of development and differences that range from greenfield development to redevelopment and infill development.
- *Existing Residential Density.* Density to support regional wastewater service and other Council policies.
- *Intersection Density.* Connectivity, accessibility, urban form and character of development.
- *Housing Age.* Age of a community, age of infrastructure, maintenance needs, and development patterns.
- *Affordable Housing - Ownership.* Socio-economic character and diversity of income.
- *Affordable Housing - Rental.* Socio-economic character and diversity of income.

- *Population Patterns - age 18 and under.* Share of young people.
- *Population Patterns - age 65 and older.* Share of older people and the need for housing and services for an aging population.
- *Population Patterns - Diversity.* People of color.

More Recent Information Analyzed

- *Metropolitan Urban Service Area (MUSA).* Infrastructure investments and regional services.
- *Net Tax Capacity* (tax base value per capita). Fiscal resources.
- *Clusters to Analyze Local Government Aid* (based on population, population growth, median household income, and commercial-industrial property as a share of total market value). Similarities and differences among communities and the need for fiscal resources.
- *Racially Concentrated Areas of Poverty from Fair Housing Equity Assessment.* The need for access to opportunity.
- *Subset of Planned Land Use from 2008 Comprehensive Plans* (commercial, industrial and institutional land uses and mixed-use development planned by 2030 within ½ mile of a transitway corridor or within ½ mile of a highway corridor). Plans for development near transitways and highway; indicates potential for redevelopment, reuse and infill.
- *Transportation Corridors.* Access, infrastructure investments and economic competitiveness.
- *Natural Resources Inventory.* Natural resources of regional importance, such as water, habitat, regional parks and aquifers.
- *Water Supply.* Areas of high, moderate, low and mixed potential for water and areas with proximity to surface water sources.

Key Characteristics, Themes, and Influences

The following key characteristics, themes and influences surfaced during the committee’s discussion of geographic planning areas in May:

- *Nodal approach (layers).* Think of planning areas as nodes within the region that would be best for economic growth. Focus on the 44 job and activity centers as well as connectedness. For communities with a job or activity center, give guidance on how to maximize contributions to the regional economy and quality of life. Node-area planning is of regional significance. Provide a way for communities that make up nodes to work collaboratively.
- *Transportation corridors.* Look at transportation corridors because transportation is critical in future development. But not all communities have a corridor.
- *Myers Briggs (personality types).* Recommend using something like a personality test where planning areas may be at several different levels. Look at housing versus non-housing land uses or residential versus retail. Defining a personality type may include all things that go into a planning area, such as age of infrastructure, demographics, tax base and more.
- *Age of infrastructure.* Emphasize the importance of age of infrastructure.
- *Water resources.* (Based on strong interest in water supply in the committee’s earlier discussions.)

A number of comments cut across key characteristics, themes, and influences. Several apply to regional systems or the use of features or overlays that transcend community boundaries:

- Stress commonalities across city boundaries that can be supported or addressed through planning areas. What could be put into the regional plan that could be utilized equally?
- Emphasize networks and systems, such as job and activity centers, transportation corridors and water resources.
- Question the utility of planning areas since we are becoming more of a developed region. Take a more uniform approach across the region.

Current Geographic Planning Areas

Table 1 describes current planning areas in the *Regional Development Framework* (Framework) used as a basis of comparison to options. (Descriptions in a text format appear in Appendix C.) Figure 1 depicts the current planning areas, which were updated during the review of the 2008 comprehensive plans. A natural resources inventory was used in the *Framework* as an overlay for voluntary use by communities in their comprehensive plans.

Current planning areas reflect stages of development and are defined by the share of developable land (more than 85 percent urbanized), the Metropolitan Urban Service Area (MUSA), the Long-Term Wastewater Treatment Service Area, and existing development patterns, including density. Most planning areas were based on these separate measures, further assessment, and discussion with communities.

Table 1: Current Geographic Planning Areas (Also described in Appendix C)

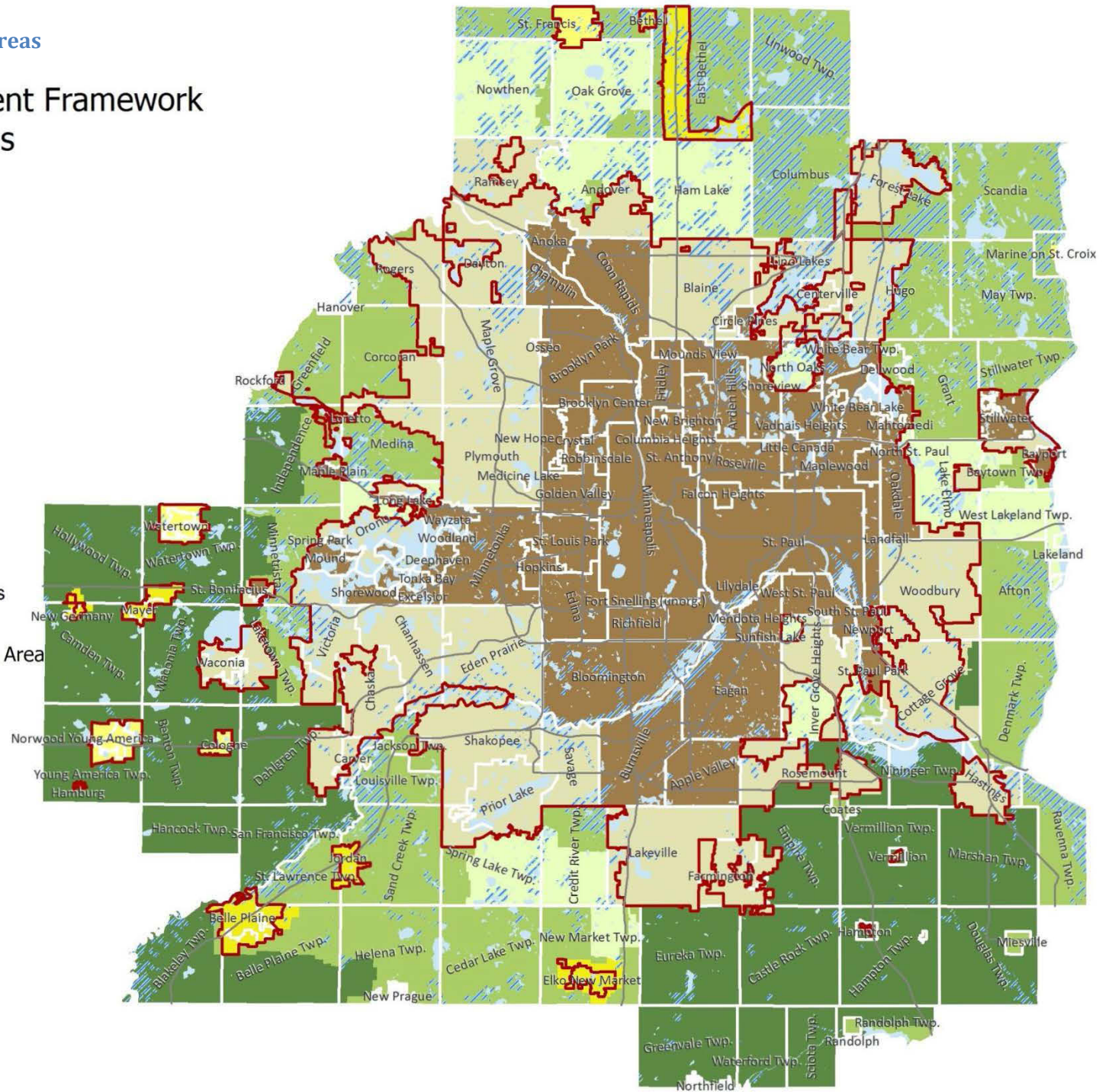
Current Geographic Planning Areas	Data	Characteristics	Outcomes	Main Policy Objectives
<p>2011 map of geographic planning areas</p> <p>Updated during review of 2008 comprehensive plans</p>	Urbanized land from land use data	Percentage of developable land committed to urban uses (more than 85% developed used as threshold to define developed area)	Focus on physical infrastructure	<p>Work with local communities to accommodate growth in an effective, connected and efficient manner</p> <p>Plan and invest in multi-modal transportation choices, based on full costs and benefits, to slow congestion and serve the region’s economic needs</p> <p>Encourage expanded choices in housing location and types, and improved access to jobs and opportunity</p> <p>Work with partners to reclaim, conserve, protect and enhance the region’s vital natural resources</p>
	Metropolitan Urban Service Area (MUSA)	Existing and planned areas with urban regional services	Tie efficient use of regional wastewater treatment to sewer development at minimum density of three units per acre	
	Long-Term Wastewater Service Areas	Estimated capacity of each treatment plant, potential developable area for services by plant, and costs and capacity for the most cost-effective service area	Maintain distinction between urban and rural areas	
	Residential density	Minimum densities or density ranges	Encourage use of natural resources inventory to preserve and protect natural resources	
<p>Overlay</p> <p>Voluntary tool for local planning</p>	Natural Resources Inventory and Assessment	Natural resources of regional importance, such as water, habitat, regional parks and aquifers		

Figure 1: Current Planning Areas

2030 Regional Development Framework Geographic Planning Areas

Geographic Planning Areas - 2011

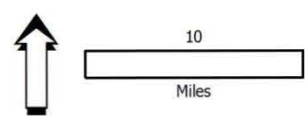
- Developed Area
- Developing Area
- Rural Growth Center
- Rural Center
- Rural Residential
- Diversified Rural
- Agricultural Area
- Non Region
- Regional Natural Resource Areas
- 2030 Metropolitan Urban Service Area



Geographic Planning Areas were updated in 2011 to reflect changes made during review of the 2008 local comprehensive plans.

Sources: Metropolitan Council

May 15, 2013



Options for Geographic Planning Areas

Suggested options outline potential changes that could be made to current planning areas. Options are based on input from LUAC and the Committee of the Whole, the Council's statutory authority, and staff review. Options emphasize different policy themes or objectives and describe concepts rather than detailed definitions.

Five suggested options for changing planning areas are combinations of: (1) approaches that focus on characteristics at the community level, and (2) features that transcend community borders (layers or overlays). Table 2 and Table 3 describe approaches that focus on characteristics at the community level. Table 4 and Table 5 describe features that transcend community borders (layers or overlays). Each table summarizes data used, characteristics of the data, issues or challenges, and potential outcomes. Note that Appendix C provides these descriptions in a text format. Five options, or combinations of approaches and layers, are mapped to compare results to current planning areas. Options are shown in Figures 6 through 10.

Options are intended to supply a foundation of concepts that can be adapted to implement policies and strategies adopted in the future. Suggested changes are conceptual in nature rather than detailed definitions because the Council is in the process of defining policies and strategies in *Thrive MSP 2040 (Thrive)* and the policy plans. For that reason and based on Committee of the Whole discussions regarding agriculture and rural issues, designations in the rural areas are carried forward from their current definition in the *2030 Regional Development Framework*. In addition, local forecasts are under development and will be used to set expectations for the geographic distribution of future growth.

Four Ways to Make Changes

- Two approaches update the current planning areas by adding characteristics at the community level.
 - *Approach A*. Adds information on intersection density and the age of housing.
 - *Approach B*. Adds information on the percentage of urbanized land and residential density.
- Two layers highlight features that transcend community borders (overlays).
 - *Layer 1*. Emphasizes job and activity centers, transportation corridors, and potential for redevelopment, reuse and infill.
 - *Layer 2*. Emphasizes sustainable water supply and natural resources.

Five Options for Planning Areas

1. *Approach A*: Updates the current planning areas by adding information on intersection density and age of housing.
2. *Approach A and Layer 1*: Adds information on intersection density and age of housing; emphasizes job and activity centers, transportation corridors, and potential for redevelopment, reuse and infill with the use of layers or overlays.
3. *Approach A and Layer 2*: Adds information on intersection density and age of housing; emphasizes sustainable water supply and natural resources with the use of layers or overlays.
4. *Approach B and Layer 1*: Adds information on the percentage of urbanized land and residential density; emphasizes job and activity centers, transportation corridors, and potential for redevelopment, reuse and infill with the use of layers or overlays.
5. *Approach B and Layer 2*: Adds information on the percentage of urbanized land and residential density; emphasizes sustainable water supply and natural resources with the use of layers or overlays.

Table 2: Geographic Planning Areas – Approach A (Also described in Appendix C)

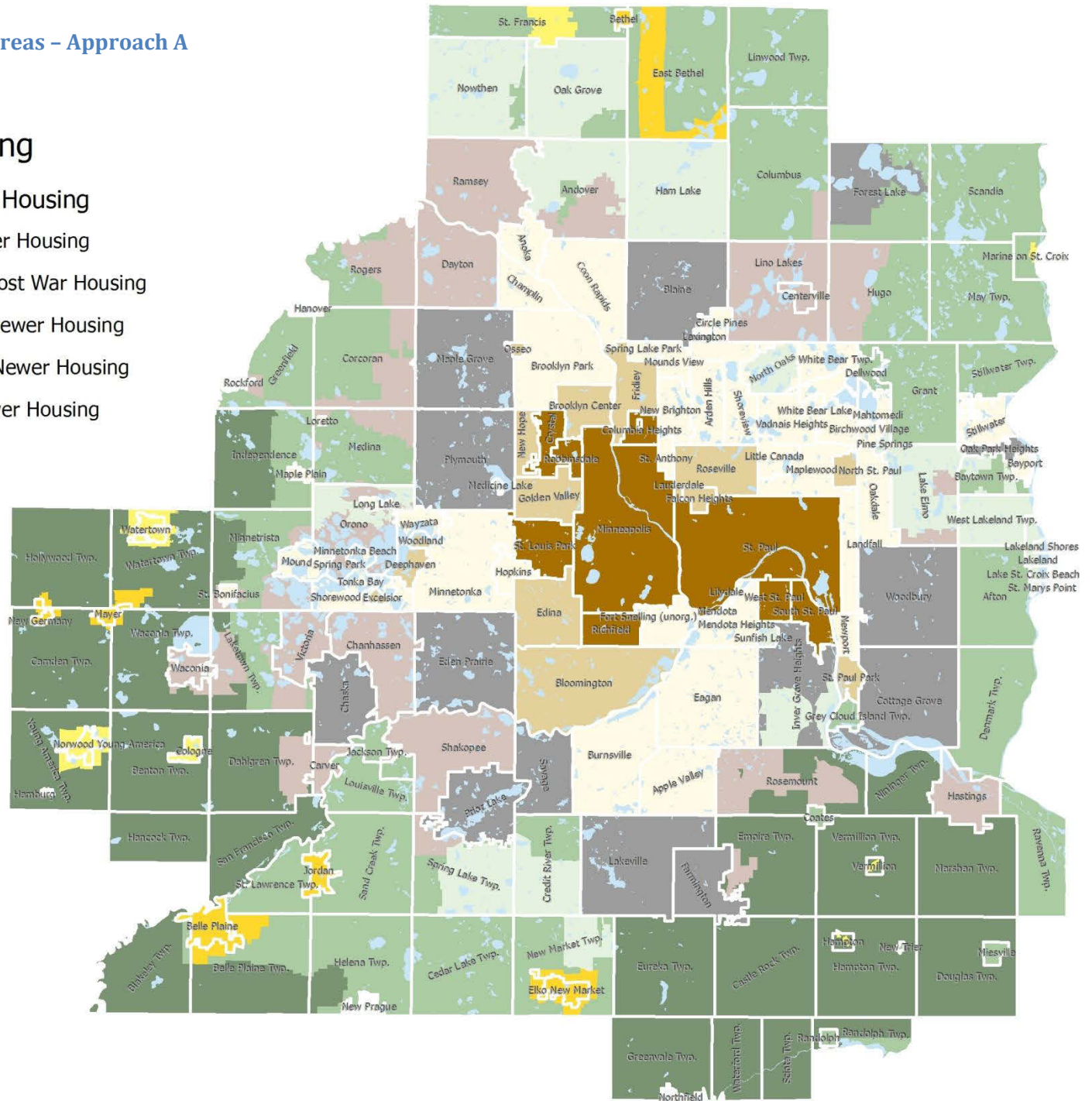
Approach A	Data	Characteristics	Issues or Challenges	Potential Outcomes
Add information to emphasize connectivity and age of housing	Intersection density	Connectivity, accessibility, urban form, and character of development	What will drive growth management in <i>Thrive MSP 2040</i> ? The wastewater treatment system is built out and pressure to grow outward has slowed	Target policy implementation to more similar communities by making further distinctions among developed areas and between developed and developing areas Consider the interconnectedness of areas and accessibility in the implementation of policies and strategies
	Age of housing	Age of a community, age of infrastructure, maintenance needs, and development patterns		
	Net tax capacity (tax base) per capita	Fiscal resources (if useful to make distinctions)	Group more similar communities; developed areas range from Minneapolis to Loretto	
Retain characteristics of current planning areas	Urbanized land from land use data	Percentage of developable land committed to urban uses (more than 85% developed used as threshold to define developed area)	Focus on connectedness and access	Emphasize provision of efficient regional services for wastewater treatment service and transit Preserve unsewered areas inside the Long-Term Wastewater Service Areas for future sewer development Preserve agricultural areas
	Metropolitan Urban Service Area (MUSA)	Existing and planned areas with urban regional services	Reflect the age of infrastructure and the life cycle of communities	
	Long-Term Wastewater Service Areas	Estimated capacity of each treatment plant, potential developable area for services by plant, and costs and capacity for the most cost-effective service area	Can rural area designations be simplified in the context of the Long-Term Wastewater Treatment System and the MUSA?	

Figure 2: Geographic Planning Areas - Approach A

Approach A Connectivity & Age of Housing

RDF w/Intersection Density & Age of Housing

- Developed, Higher Connectivity, Older Housing
- Developed, Moderate Connectivity, Post War Housing
- Developed, Moderate Connectivity, Newer Housing
- Developing, Moderate Connectivity, Newer Housing
- Developing, Lower Connectivity, Newer Housing
- Rural Center
- Rural Growth Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non Region



July 15, 2013

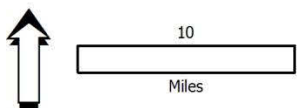


Table 3: Geographic Planning Areas – Approach B (Also described in Appendix C)

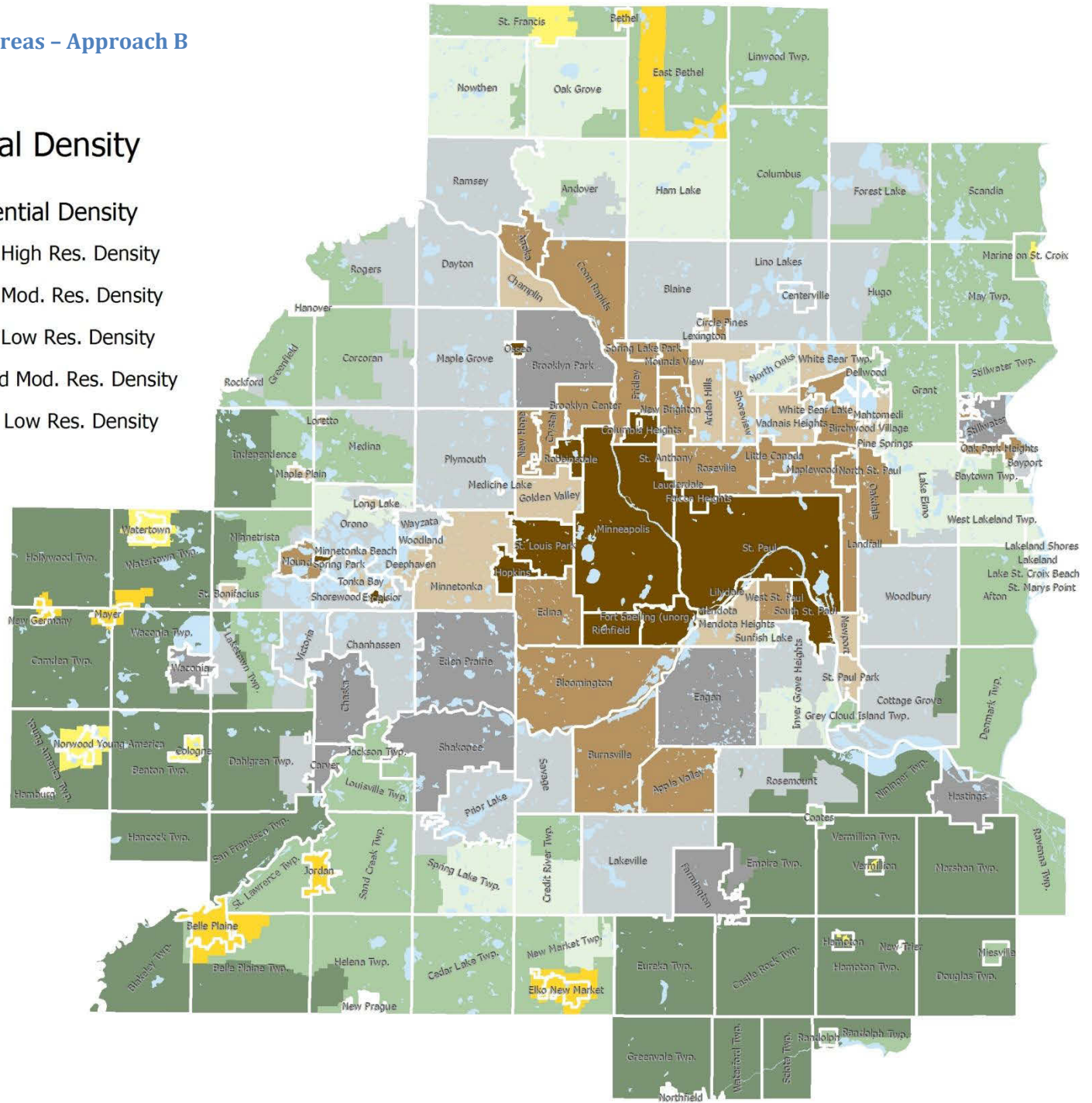
Approach B	Data	Characteristics	Issues or Challenges	Potential Outcomes
Add information to emphasize percentage of urbanized land and residential density	Urbanized land	Percent of developable land committed to urban uses; analyze areas with 85% or less of land developed	<p>What will drive growth management in <i>Thrive MSP 2040</i>? The wastewater treatment system is built out and pressure to grow outward has slowed</p> <p>Group more similar communities; developed areas range from Minneapolis to Loretto</p> <p>Density matters for transit service and wastewater treatment service; expectations for density are changing but perspectives differ</p> <p>Can rural area designations be simplified in the context of the Long-Term Wastewater Treatment System, the MUSA and residential density?</p>	<p>Target policy implementation to more similar communities by making further distinctions among developed areas and between developed and developing areas</p> <p>Emphasize provision of efficient regional services for wastewater treatment service and transit</p> <p>Focus on density at key locations to support cost-effective transit</p> <p>Preserve unsewered areas inside the Long-Term Wastewater Service Areas for future sewer development</p> <p>Preserve agricultural areas</p>
	Residential density	Existing levels of residential density		
Retain characteristics of current planning areas	Metropolitan Urban Service Area (MUSA)	Existing and planned areas with urban regional services	<p>Density matters for transit service and wastewater treatment service; expectations for density are changing but perspectives differ</p> <p>Can rural area designations be simplified in the context of the Long-Term Wastewater Treatment System, the MUSA and residential density?</p>	<p>Emphasize provision of efficient regional services for wastewater treatment service and transit</p> <p>Focus on density at key locations to support cost-effective transit</p> <p>Preserve unsewered areas inside the Long-Term Wastewater Service Areas for future sewer development</p> <p>Preserve agricultural areas</p>
	Long-Term Wastewater Service Areas	Estimated capacity of each treatment plant, potential developable area for services by plant, and costs and capacity for the most cost-effective service area		

Figure 3: Geographic Planning Areas - Approach B

Approach B Urbanized Land & Residential Density

RDF w/Percent Urbanization & Residential Density

- Developed w/High Urbanization and High Res. Density
- Developed w/High Urbanization and Mod. Res. Density
- Developed w/High Urbanization and Low Res. Density
- Developing w/Some Urbanization and Mod. Res. Density
- Developing w/Some Urbanization and Low Res. Density
- Rural Growth Center
- Rural Center
- Rural Residential
- Diversified Rural
- Agricultural
- Non Region



July 15, 2013

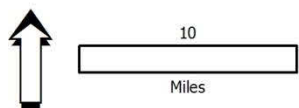





Table 4: Geographic Planning Areas – Layer 1 (Also described in Appendix C)

Layer 1	Data	Characteristics	Issues and Challenges	Potential Outcomes
Emphasize job and activity centers, transportation corridors, and potential for redevelopment, reuse and infill	Job and activity centers	Major, regional and sub regional centers (based on number of jobs, contiguous job locations, job density, and types of job centers)	Stress commonalities across community boundaries; emphasize network and systems Make more distinctions within and across planning areas; recognize different conditions and submarkets within a community	Strengthen interconnections between transportation, land use and development patterns to increase ROI for infrastructure investments Specify policies to support economic growth, such as intensifying development near centers
	Transportation corridors	Metropolitan highway system, completed transitways, developing transitways, arterial BRT, existing managed lanes, and future expansion of managed lanes	Reflect critical role of transportation in future development	Orient more implementation tools toward jobs and access to transportation
	Potential for redevelopment, reuse and infill	Planned land use for commercial-industrial, institutional, or mixed-use development near transitways and highway corridors (from 2008 comprehensive plans)	Manage expectations for future levels of transit service Identify nodes of commercial activity and connections Recognize redevelopment opportunities not only within the developed area but across the entire region	Support regionally significant places for promoting global economic competitiveness Improve access to opportunity Support redevelopment throughout the region

Figure 4: Geographic Planning Areas - Layer 1

Layer 1 Job & Activity Centers, Transportation Corridors, and Potential Redevelopment

Existing Job & Activity Centers

-  Major (> 50,000 Jobs)
-  Regional (> 15,000 Jobs)
-  Subregional (> 7,000 Jobs)

Transportation Corridors

-  Metropolitan Highway System
-  Future Metropolitan Highway System
-  Completed Transitway
-  Developing Transitway*
-  Arterial BRT
-  Existing Managed Lane
-  Future Managed Lane Expansion
-  Areas of Potential Redevelopment**

* Locally Preferred Alternative shown in 2030 Transportation Policy Plan.

** Areas of Potential Redevelopment as defined in the Land Use and Planning Resources Report, January 2011

July 18, 2013

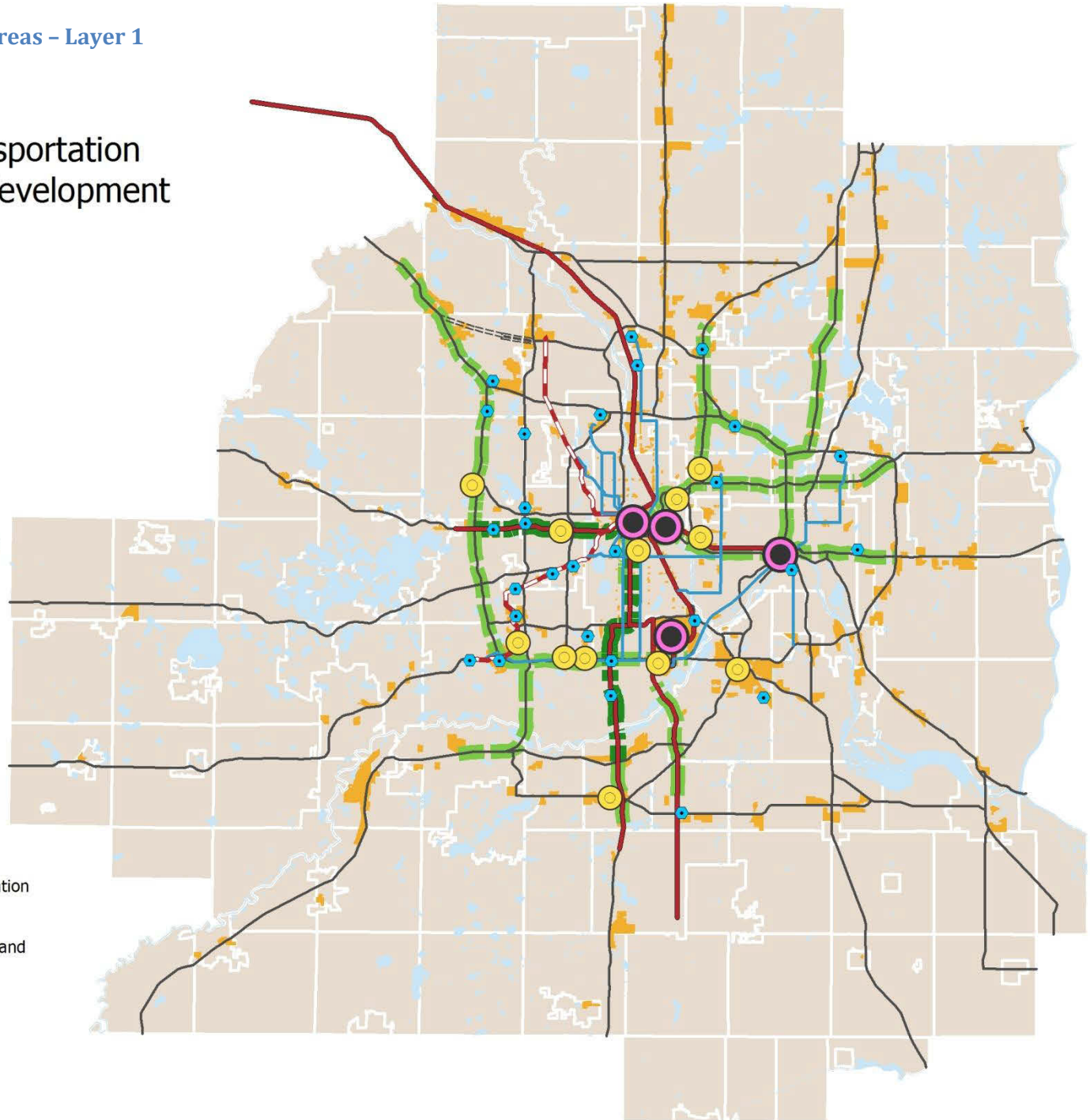
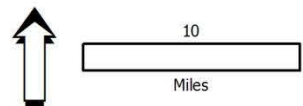
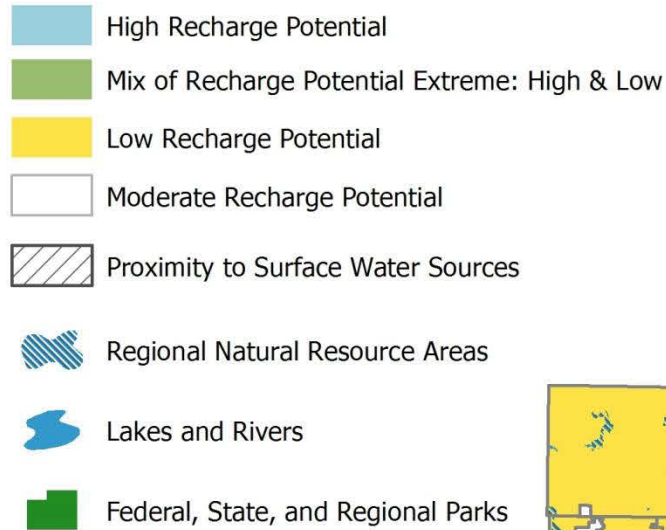


Table 5: Geographic Planning Areas – Layer 2 (Also described in Appendix C)

Layer 2	Data	Characteristics	Issues and Challenges	Potential Outcomes
Emphasize sustainable water supply and natural resources	Natural Resources Inventory and Assessment	Natural resources of regional importance, such as water, habitat, regional parks, and aquifers	The region will need more water in the future; consider impacts on watersheds, how to manage stormwater and how to create reserves	Build water sustainability into policies for water management, development patterns, transportation, housing, and regional parks
	Water Supply	Areas of high, moderate, low and mixed potential for water recharge; and areas with proximity to surface water sources	<p>Stress commonalities across community boundaries; emphasize networks and systems</p> <p>Consider different recharge rates for aquifers</p> <p>Form strategies for protecting ground water and surface water in the context of prior expectations for development</p> <p>Increase resilience to climate change</p> <p>Transcend community boundaries to protect water supply, recharge areas and other natural resources</p>	<p>Serve multiple purposes of protecting natural resources for regional parks and trails system, water recharge areas, and agricultural land</p> <p>Use incentives to encourage collaborative approaches to protect water supply and other natural resources</p> <p>Ensure sustainable water resources and other natural resources to improve long-term competitiveness of the region</p> <p>Support preservation of natural resources by partnering to update natural resources inventory and assessment</p> <p>Work with partners to rebalance use of surface water and groundwater and protect recharge areas</p>

Figure 5: Geographic Planning Areas - Layer 2

Layer 2 Sustainable Water Supply and Natural Resources



The goal of the Metropolitan Council & DNR's Master Water Supply Plan is a sustainable water supply for current and future generations. In order to achieve this goal, two important issues must be addressed:

- 1) The unbalanced use of groundwater versus surface water
- 2) The unplanned modification of important groundwater recharge areas

This map illustrates where new action to address these issues is needed most. Sustainable water use can be re-established through a better balance of groundwater and surface water, and through better management of vulnerable recharge areas.

July 22, 2013

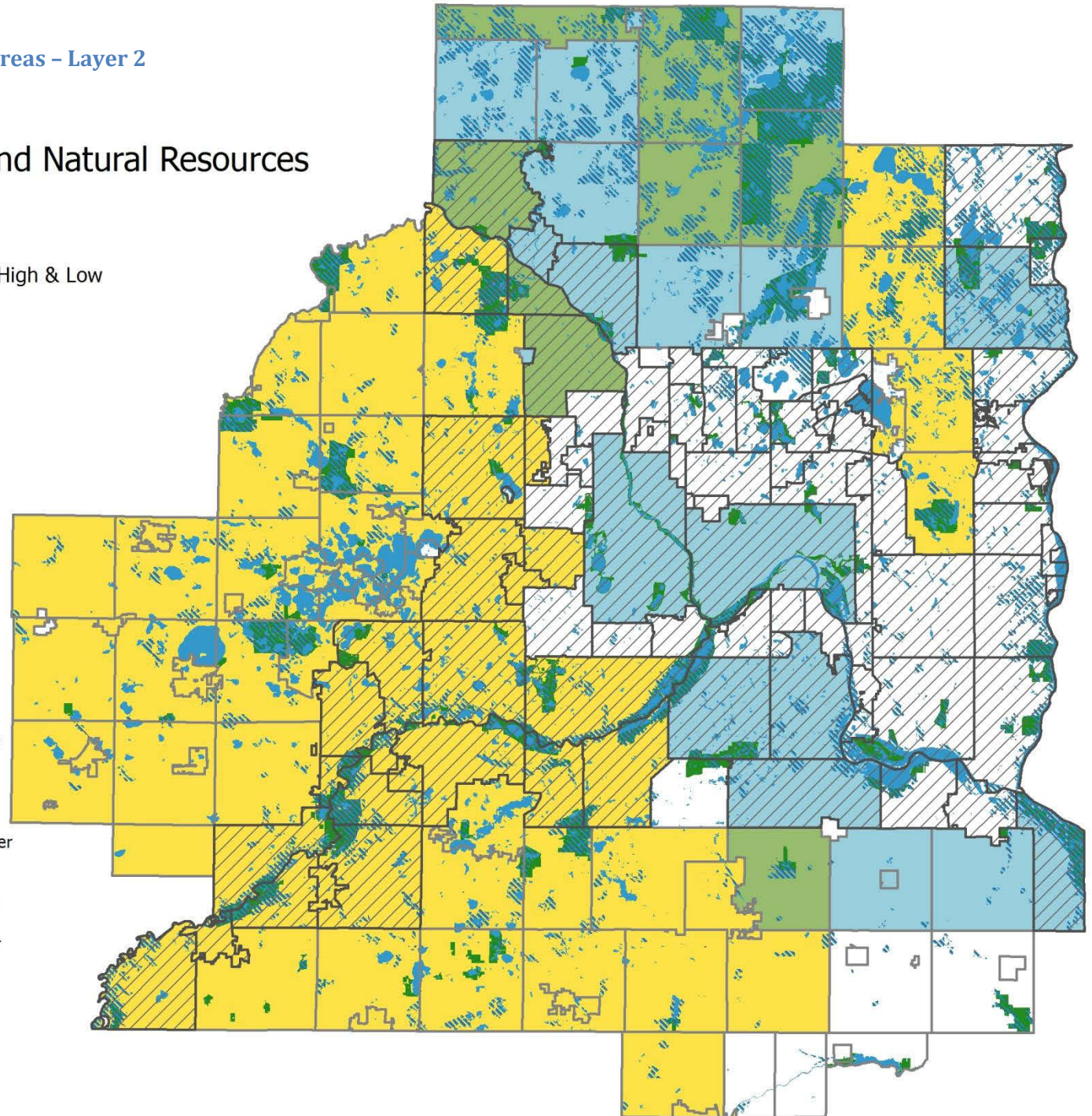
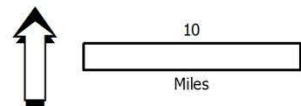
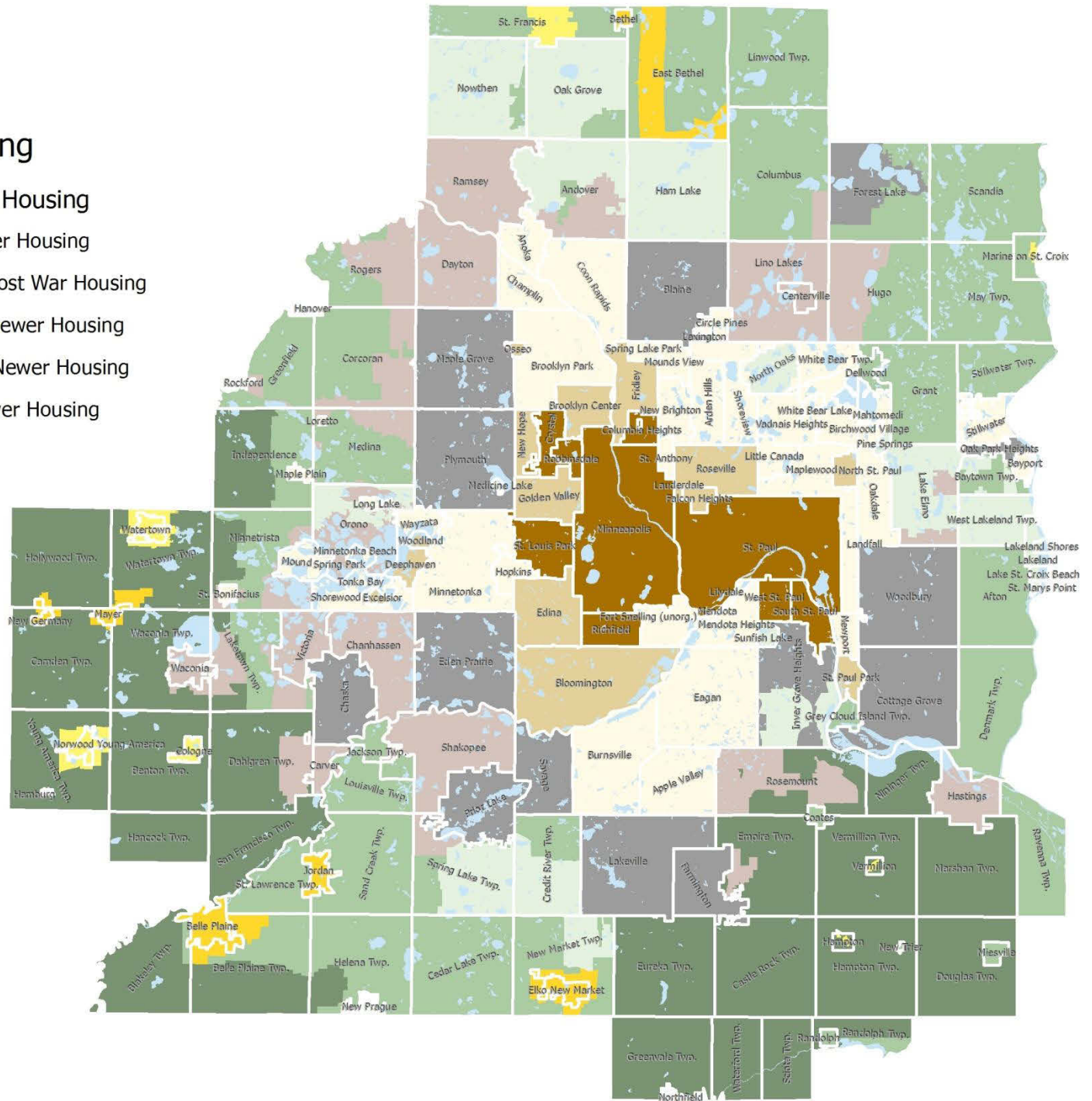


Figure 6: Option 1 – Approach A

Approach A Connectivity & Age of Housing

RDF w/Intersection Density & Age of Housing

- Developed, Higher Connectivity, Older Housing
- Developed, Moderate Connectivity, Post War Housing
- Developed, Moderate Connectivity, Newer Housing
- Developing, Moderate Connectivity, Newer Housing
- Developing, Lower Connectivity, Newer Housing
- Rural Center
- Rural Growth Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non Region



July 15, 2013

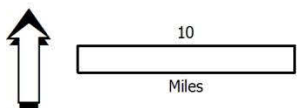


Figure 7: Option 2 – Approach A & Layer 1
Approach A & Layer 1
Connectivity & Age of Housing
With Job & Activity Centers and Corridors

RDF w/Intersection Density & Age of Housing

- Developed, Higher Connectivity, Older Housing
- Developed, Moderate Connectivity, Post War Housing
- Developed, Moderate Connectivity, Newer Housing
- Developing, Moderate Connectivity, Newer Housing
- Developing, Lower Connectivity, Newer Housing
- Rural Center
- Rural Growth Center
- Diversified Rural
- Rural Residential
- Agricultural
- Non Region
- Areas of Potential Redevelopment

Existing Job & Activity Centers

- Major (> 50,000 Jobs)
- Regional (> 15,000 Jobs)
- Subregional (> 7,000 Jobs)

Transportation Corridors

- Metropolitan Highway System
- Future Metropolitan Highway System
- Completed Transitway
- Developing Transitway*
- Arterial BRT
- Existing Managed Lane
- Future Managed Lane Expansion

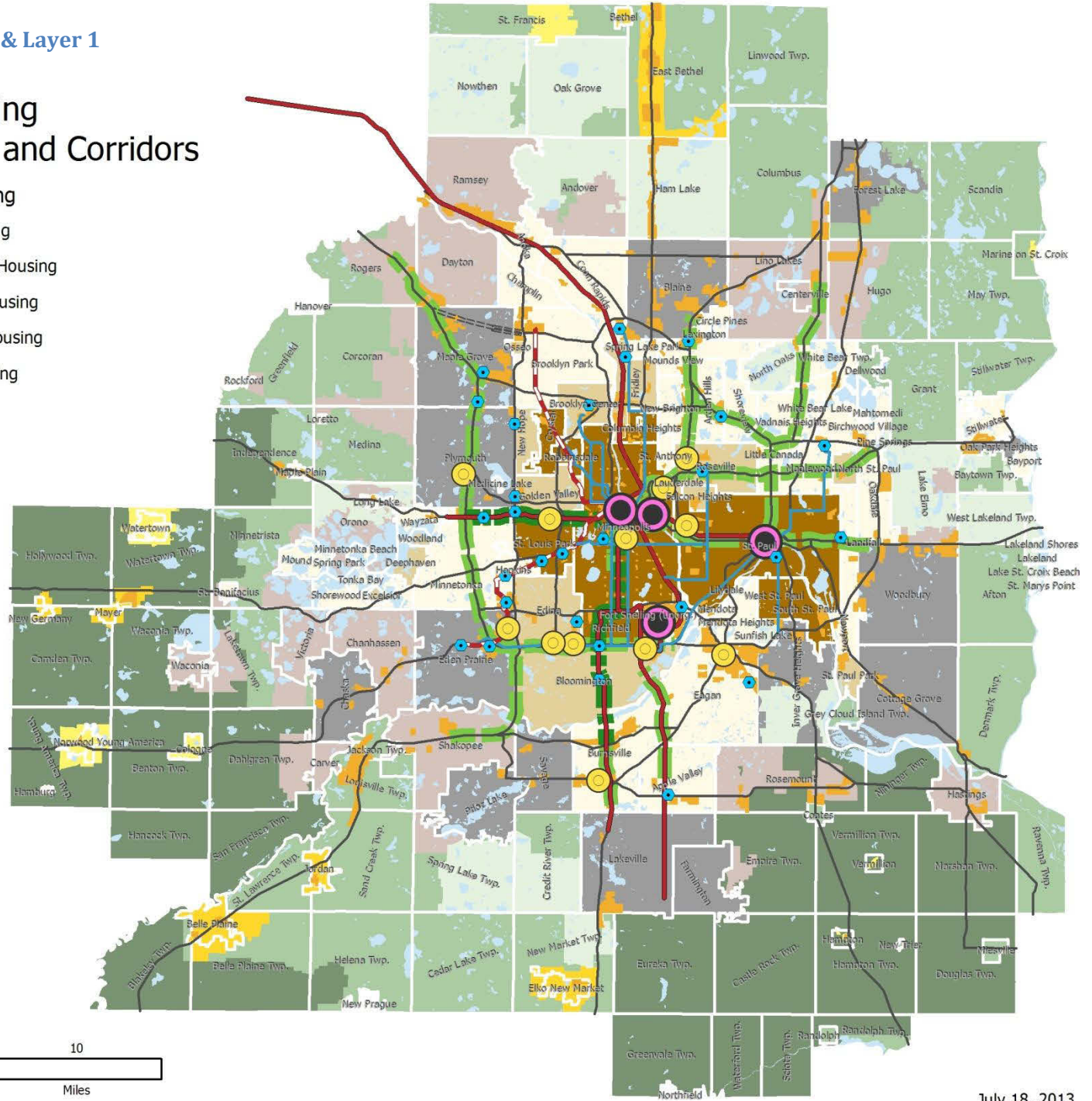
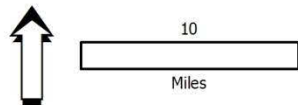
















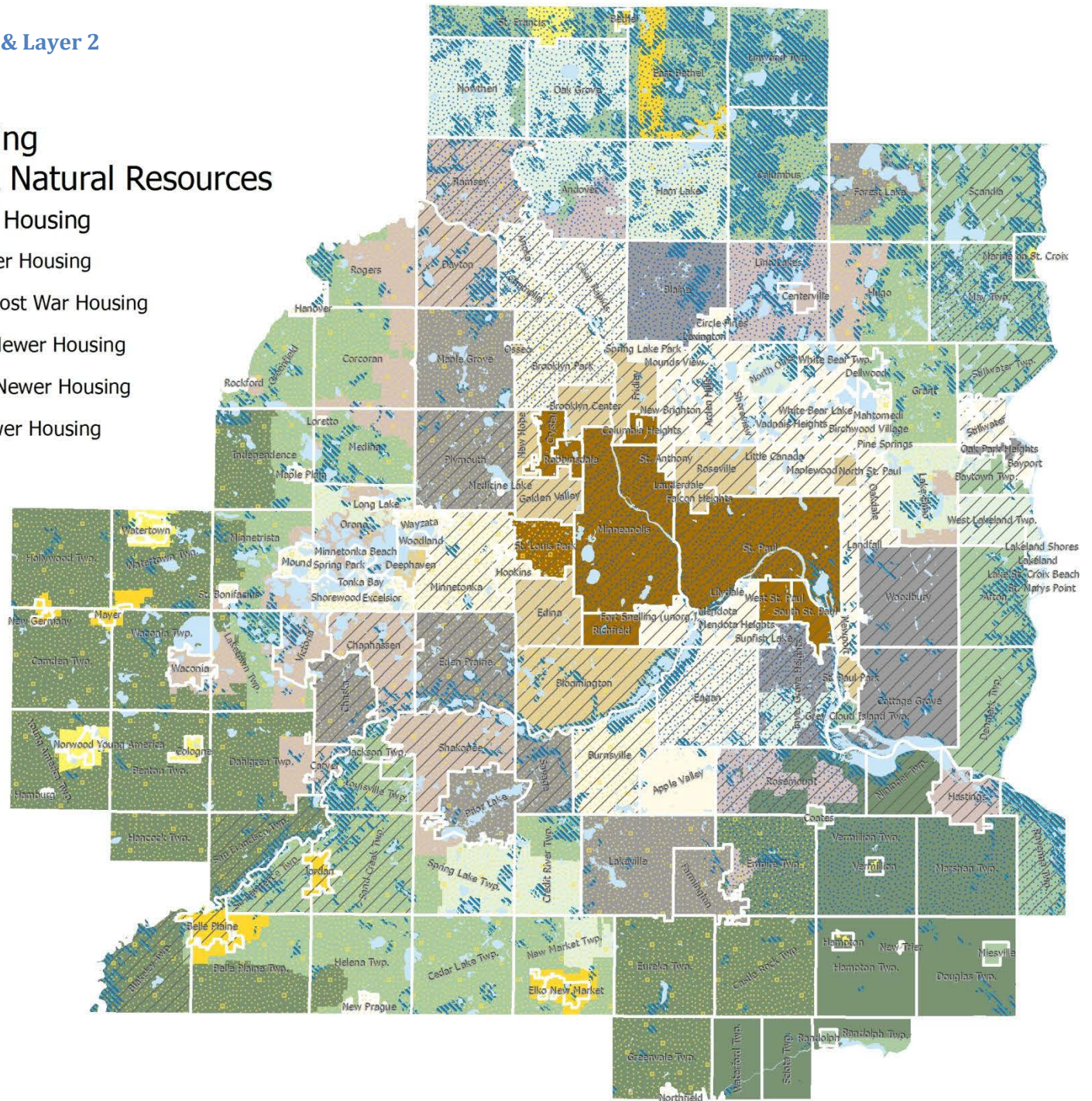


Figure 8: Option 3 – Approach A & Layer 2

Approach A & Layer 2 Connectivity & Age of Housing Sustainable Water Supply & Natural Resources

RDF w/Intersection Density & Age of Housing

-  Developed, Higher Connectivity, Older Housing
-  Developed, Moderate Connectivity, Post War Housing
-  Developed, Moderate Connectivity, Newer Housing
-  Developing, Moderate Connectivity, Newer Housing
-  Developing, Lower Connectivity, Newer Housing
-  Rural Center
-  Rural Growth Center
-  Diversified Rural
-  Rural Residential
-  Agricultural
-  Non Region
-  High Recharge Potential
-  Mix of Recharge Potential Extreme: High & Low
-  Low Recharge Potential
-  Proximity to Surface Water
-  Regional Natural Resource Areas



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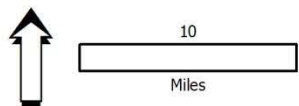


Figure 9: Option 4 – Approach B & Layer 1

Approach B & Layer 1 Urbanized Land & Residential Density With Job & Activity Centers and Corridors

RDF w/Percent Urbanization & Residential Density

- Developed w/High Urbanization and High Res. Density
- Developed w/High Urbanization and Mod. Res. Density
- Developed w/High Urbanization and Low Res. Density
- Developing w/Some Urbanization and Mod. Res. Density
- Developing w/Some Urbanization and Low Res. Density
- Rural Growth Center
- Rural Center
- Rural Residential
- Diversified Rural
- Agricultural
- Non Region

Existing Job & Activity Centers

- Major (> 50,000 Jobs)
- Regional (> 15,000 Jobs)
- Subregional (> 7,000 Jobs)

Areas of Potential Redevelopment

Transportation Corridors

- Metropolitan Highway System
- Future Metropolitan Highway System
- Completed Transitway
- Developing Transitway*
- Arterial BRT
- Existing Managed Lane
- Future Managed Lane Expansion

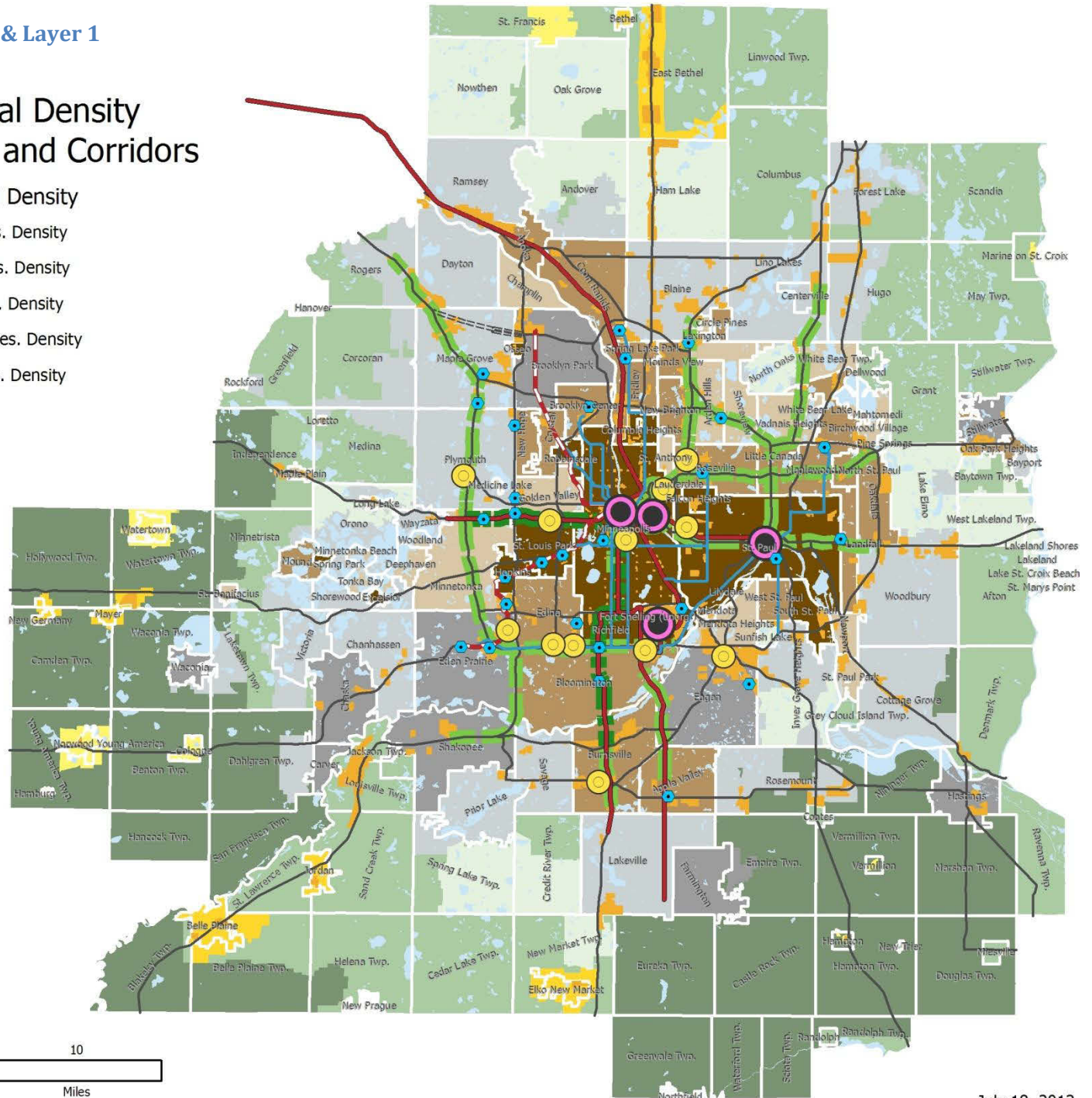
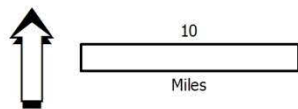


















Figure 10: Option 5 - Approach B & Layer 2

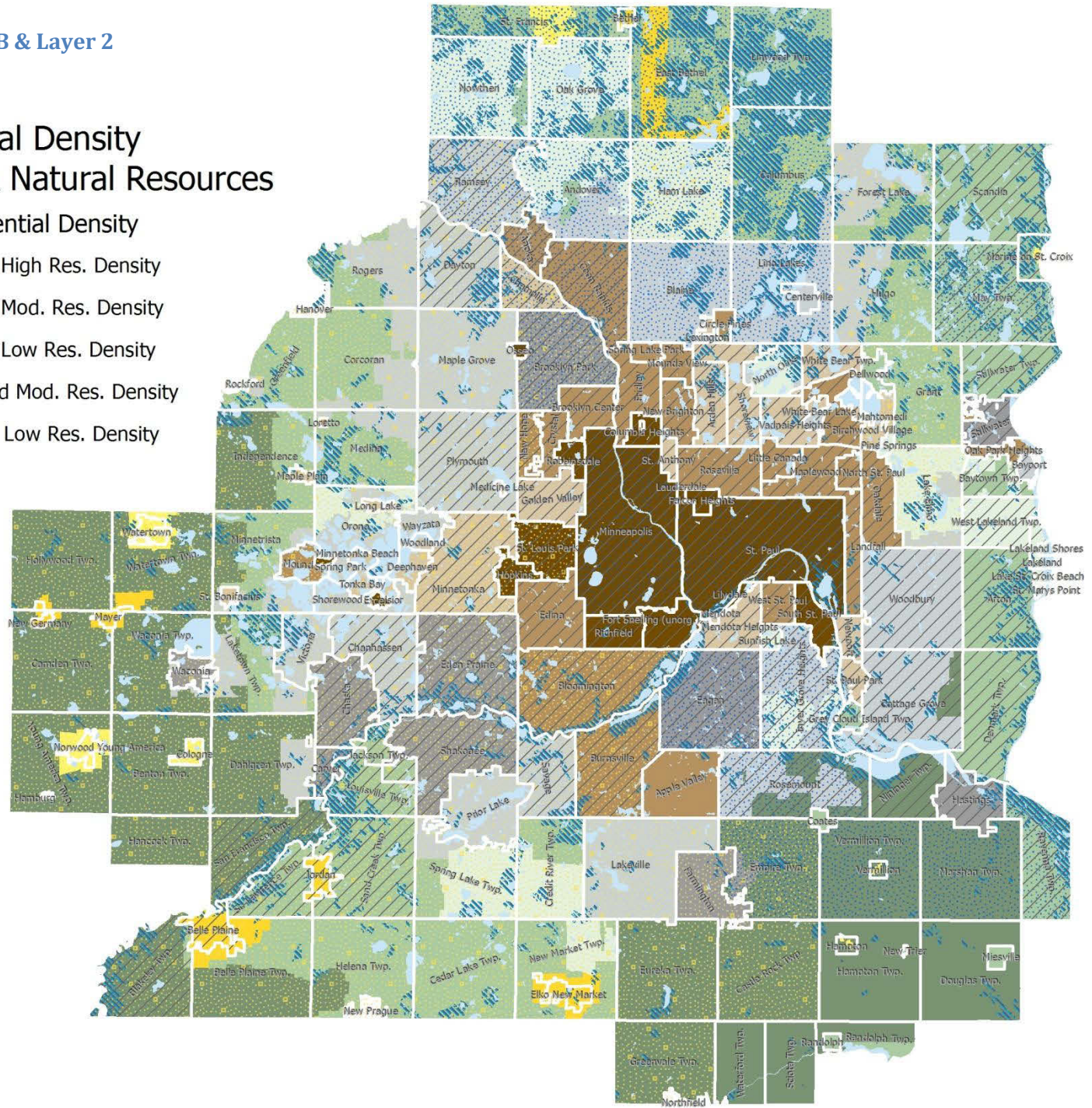
Approach B & Layer 2

Urbanized Land & Residential Density

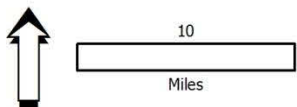
Sustainable Water Supply & Natural Resources

RDF w/Percent Urbanization & Residential Density

-  Developed w/High Urbanization and High Res. Density
-  Developed w/High Urbanization and Mod. Res. Density
-  Developed w/High Urbanization and Low Res. Density
-  Developing w/Some Urbanization and Mod. Res. Density
-  Developing w/Some Urbanization and Low Res. Density
-  Rural Growth Center
-  Rural Center
-  Rural Residential
-  Diversified Rural
-  Agricultural
-  Non Region
-  High Recharge Potential
-  Mix of Recharge Potential Extreme: High & Low
-  Low Recharge Potential
-  Proximity to Surface Water
-  Regional Natural Resource Areas



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Appendix A: Thrive Mission, Principles, and Goals

As last revised on March 26, 2013

Thrive MSP 2040 Mission

Working together towards a prosperous, livable and sustainable region where all will thrive.

Thrive MSP 2040 Outcomes:

- **Prosperity**
- **Livability**
- **Sustainability**

Thrive MSP 2040 Principles:

- **Collaboration:** Engaging all levels of government, the private sector, regional institutions and the public to implement a shared vision, using effective, scalable, integrated solutions and approaches to respond to dynamic conditions. *[language from September 19 Committee of the Whole discussion]*
- **Equity:** Connecting all residents to opportunities such as good jobs, transportation choices, safe and stable housing, a range of parks and natural areas, and vibrant public spaces. The opportunities and challenges of growth and change are equitably shared across our communities, both geographic and cultural. All residents and communities are involved as full and equal partners in public decision-making. Some residents and communities may require different approaches to ensure full participation and benefit from access to opportunity. *[language from January 16 Committee of the Whole discussion]*
- **Stewardship:** Using our resources prudently to help ensure the region's financial, social and environmental sustainability, now and for future generations. *[language from September 19 Committee of the Whole discussion]*
- **Integration:** *Proposed language forthcoming by April 3 meeting*
- **Accountability:** *Proposed language forthcoming by April 3 meeting*

Thrive MSP 2040 Goals:

- Preservation protects natural areas and resources for use and enjoyment today and into the future.
- A vibrant and globally competitive economy creates opportunities for residents and employers.
- Land use, development patterns and infrastructure align to make the best use of public and private investment.
- Housing options give people in all life stages and of all economic means viable choices for safe, stable and affordable homes.
- A multi-modal transportation system safely and reliably connects people and freight with destinations in the region and beyond.
- A resilient region minimizes its contributions to climate change and is prepared for the challenges and opportunities of a changing climate.

Appendix B: Previous Metropolitan Development Guide Maps

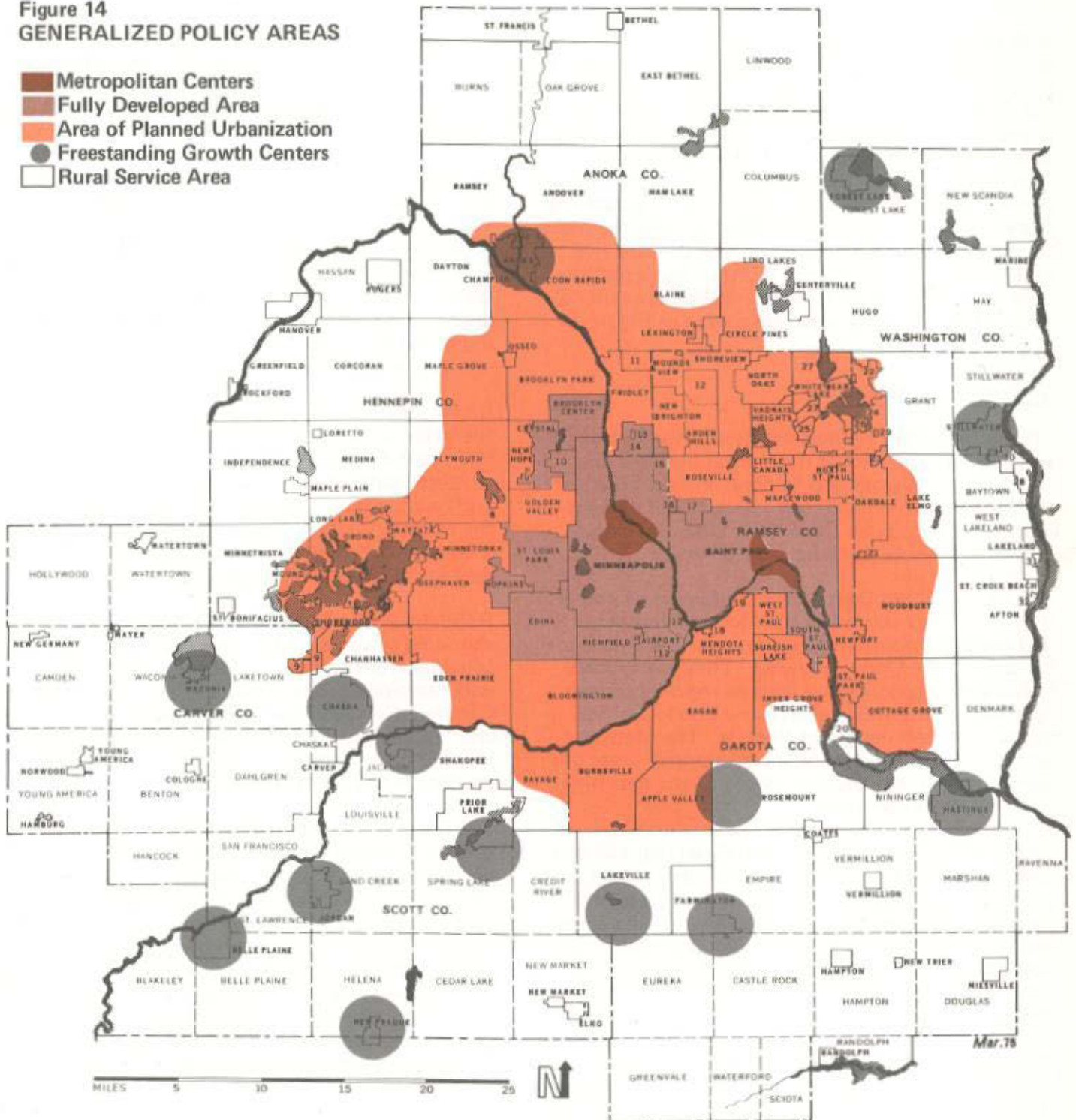
For reference, the following planning area maps are included in this Appendix:

- Metropolitan Development Framework Guide (adopted in 1975)
- Metropolitan Development and Investment Framework (adopted in 1986)
- Regional Blueprint (adopted in 1996)

Figure 11: Metropolitan Development Framework Guide

Figure 14
GENERALIZED POLICY AREAS

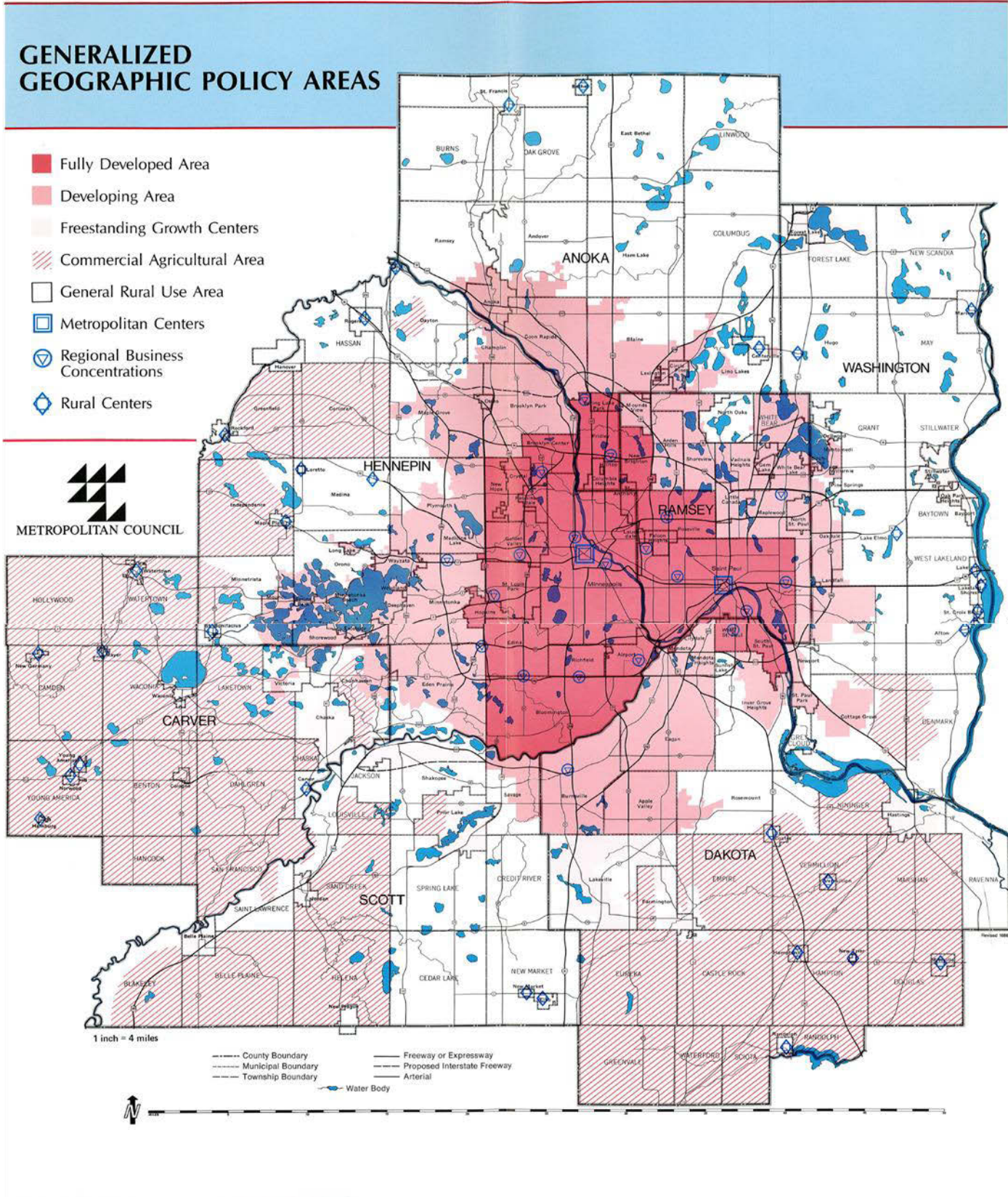
- Metropolitan Centers
- Fully Developed Area
- Area of Planned Urbanization
- Freestanding Growth Centers
- Rural Service Area



- | | | | |
|--------------------|---------------------|-------------------|---------------------|
| 1 SPRING PARK | 9 VICTORIA | 17 FALCON HEIGHTS | 25 GEN LAKE |
| 2 ORONO | 10 ROBINSDALE | 18 MENDOTA | 26 BIRCHWOOD |
| 3 MINNETONKA BEACH | 11 SPRING LAKE PARK | 19 LILYDALE | 27 WHITE BEAR |
| 4 TONKA BAY | 12 U. S. GOVT. | 20 GREY CLOUD | 28 BAYPORT |
| 5 ICELESIOR | 13 HILLTOP | 21 LANDFALL | 29 WILLEBRIE |
| 6 GREENWOOD | 14 COLUMBIA HEIGHTS | 22 DELLWOOD | 30 OAK PARK HEIGHTS |
| 7 WOODLAND | 15 ST. ANTHONY | 23 PINE SPRINGS | 31 LAKELAND SHORES |
| 8 MEDICINE LAKE | 16 LAUDERDALE | 24 WANTOWEDI | 32 ST. MARY'S POINT |

- ANOKA County Boundary
- ORONO Municipal Boundary
- CAMDEN Township Boundary

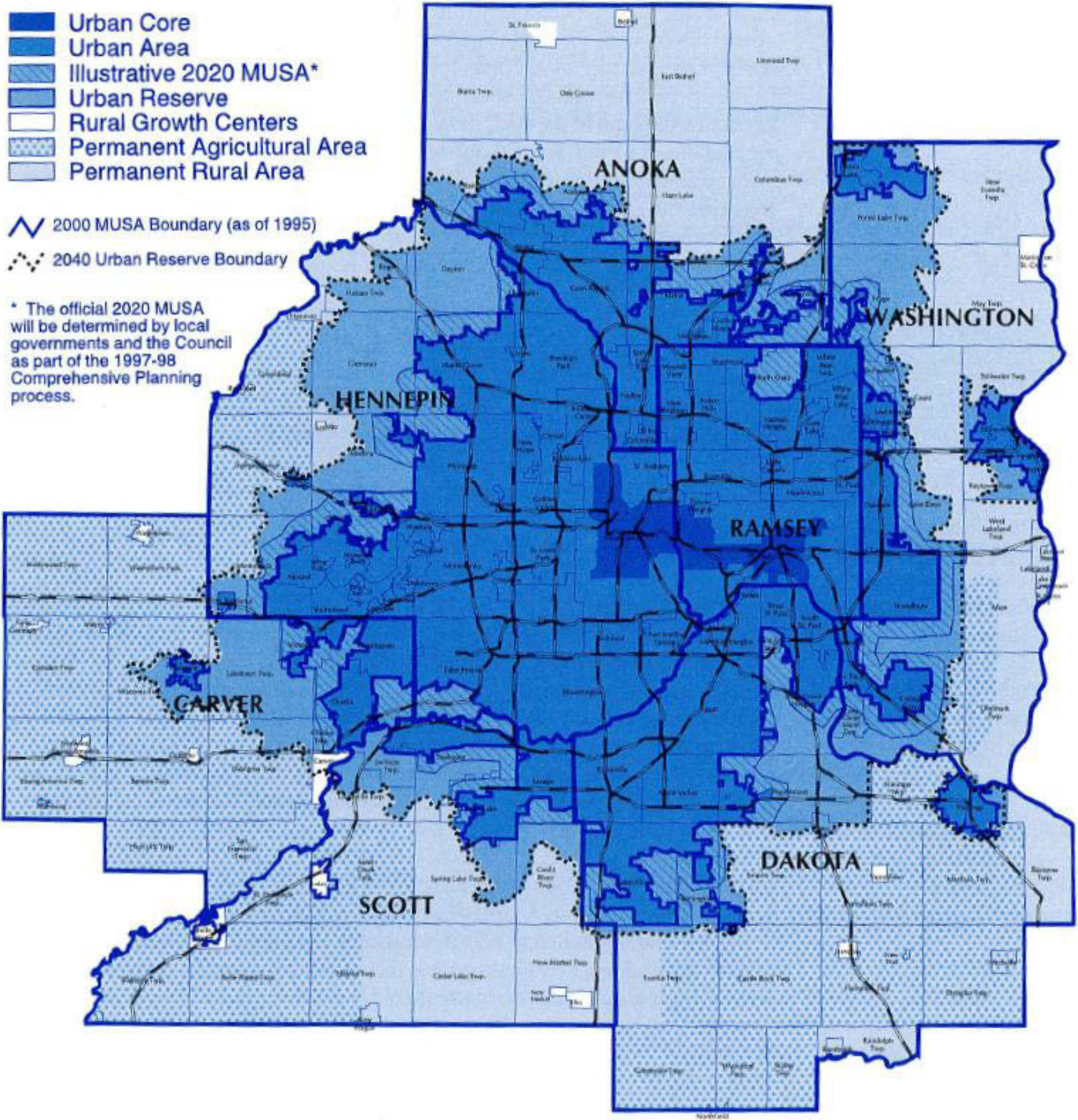
Figure 12: Metropolitan Development and Investment Framework



Note: Areas are shown as of May, 1988. A precise location of the urban service area for any community is available from the Metropolitan Council Data Center, 612 291-8140. The line between the developing area

Figure 13: Regional Blueprint

Figure 7
Regional Growth Strategy Policy Areas, December 1996



Appendix C: Information from Tables in Text Format

Information from Tables 1 through 5 is repeated below in text format. Table 1 describes current planning areas and is used as a basis of comparison to options. Five suggested options for changing planning areas are combinations of approaches and layers described in Tables 2 through 5. Table 2 and Table 3 describe approaches that focus on characteristics at the community level. Table 4 and Table 5 describe features that transcend community borders (layers or overlays).

Table 1: Current Geographic Planning Areas

Current planning areas are described by a 2011 map of geographic planning areas updated during review of 2008 comprehensive plans. A natural resources inventory was used in the *Regional Development Framework* as an overlay for voluntary use by communities in their comprehensive plans.

Planning Areas

Data

- Urbanized land from land use data
- Metropolitan Urban Service Area (MUSA)
- Long-Term Wastewater Service Areas
- Residential density

Characteristics

- Percentage of developable land committed to urban uses (more than 85% developed used as threshold to define developed area)
- Existing and planned areas with urban regional services
- Estimated capacity of each treatment plant, potential developable area for services by plant, and costs and capacity for the most cost-effective service area
- Minimum densities or density ranges

Overlay

Data

- Natural Resources Inventory and Assessment

Characteristics

- Natural resources of regional importance, such as water, habitat, regional parks and aquifers

Outcomes

- Focus on physical infrastructure
- Emphasize provision of efficient regional services for wastewater treatment service and transit
- Tie efficient expansion of regional wastewater treatment to sewer development at minimum density of three units per acre
- Maintain distinction between urban and rural areas
- Encourage use of natural resources inventory to preserve and protect natural resources

Main Policy Objectives

- Work with local communities to accommodate growth in an effective, connected and efficient manner
- Plan and invest in multi-modal transportation choices, based on full costs and benefits, to slow congestion and serve the region's economic needs
- Encourage expanded choices in housing location and types, and improved access to jobs and opportunity
- Work with partners to reclaim, conserve, protect and enhance the region's vital natural resources

Table 2: Geographic Planning Areas – Approach A

Approach A retains characteristics of current planning areas and updates the planning areas by adding information to emphasize connectivity and age of housing.

Information Added to Emphasize Connectivity and Age of Housing

Data

- Intersection density
- Age of housing
- Net tax capacity (tax base) per capita

Characteristics

- Connectivity, accessibility, urban form, and character of development
- Age of a community, age of infrastructure, maintenance needs, and development patterns
- Fiscal resources (if useful to make distinctions)

Characteristics Retained from Current Planning Areas

Data

- Urbanized land from land use data
- Metropolitan Urban Service Area (MUSA)
- Long-Term Wastewater Service Areas

Characteristics

- Percentage of developable land committed to urban uses (more than 85% developed used as threshold to define developed area)
- Existing and planned areas with urban regional services
- Estimated capacity of each treatment plant, potential developable area for services by plant, and costs and capacity for the most cost-effective service area

Issues or Challenges

- What will drive growth management in *Thrive MSP 2040*? The wastewater treatment system is built out and pressure to grow outward has slowed.
- Group more similar communities; developed areas range from Minneapolis to Loretto
- Focus on connectedness and access
- Reflect the age of infrastructure and the life cycle of communities

- Can rural area designations be simplified in the context of the Long-Term Wastewater Treatment System and the MUSA?

Potential Outcomes

- Target policy implementation to more similar communities by making further distinctions among developed areas and between developed and developing areas
- Consider the interconnectedness of areas and accessibility in the implementation of policies and strategies
- Emphasize provision of efficient regional services for wastewater treatment service and transit
- Preserve answered areas inside the Long-Term Wastewater Service Areas for future skewed development
- Preserve agricultural areas

Table 3: Geographic Planning Areas – Approach B

Approach B retains characteristics of current planning areas and updates the planning areas by adding information to emphasize the percentage of urbanized land and residential density.

Information Added to Emphasize Percentage of Urbanized Land and Residential Density

Data

- Urbanized land
- Residential density

Characteristics

- Percent of developable land committed to urban uses; analyze areas with 85% or less of land developed
- Existing levels of residential density

Characteristics Retained from Current Planning Areas

Data

- Metropolitan Urban Service Area (MUSA)
- Long-Term Wastewater Service Areas

Characteristics

- Existing and planned areas with urban regional services
- Estimated capacity of each treatment plant, potential developable area for services by plant, and costs and capacity for the most cost-effective service area

Issues or Challenges

- What will drive growth management in *Thrive MSP 2040*? The wastewater treatment system is built out and pressure to grow outward has slowed
- Group more similar communities; developed areas range from Minneapolis to Loretto
- Density matters for transit service and wastewater treatment service; expectations for density are changing but perspectives differ
- Can rural area designations be simplified in the context of the Long-Term Wastewater Treatment System, the MUSA and residential density?

Potential Outcomes

- Target policy implementation to more similar communities by making further distinctions among developed areas and between developed and developing areas
- Emphasize provision of efficient regional services for wastewater treatment service and transit
- Focus on density at key locations to support cost-effective transit
- Preserve answered areas inside the Long-Term Wastewater Service Areas for future skewed development
- Preserve agricultural areas

Table 4: Geographic Planning Areas – Layer 1

Layer 1 emphasizes job and activity centers, transportation corridors, and potential for redevelopment, reuse and infill.

Data

- Job and activity centers
- Transportation corridors
- Potential for redevelopment, reuse and infill

Characteristics

- Major, regional and sub regional centers (based on number of jobs, contiguous job locations, job density, and types of job centers)
- Metropolitan highway system, completed transitways, developing transitways, arterial BRT, existing managed lanes, and future expansion of managed lanes
- Planned land use for commercial-industrial, institutional, or mixed-use development near transitways and highway corridors (from 2008 comprehensive plans)

Issues and Challenges

- Stress commonalities across community boundaries; emphasize network and systems
- Make more distinctions within and across planning areas; recognize different conditions and submarkets within a community
- Reflect critical role of transportation in future development
- Manage expectations for future levels of transit service
- Identify nodes of commercial activity and connections
- Recognize redevelopment opportunities not only within the developed area but across the entire region

Potential Outcomes

- Strengthen interconnections between transportation, land use and development patterns to increase ROI for infrastructure investments
- Specify policies to support economic growth, such as intensifying development near centers
- Orient more implementation tools toward jobs and access to transportation
- Support regionally significant places for promoting global economic competitiveness
- Improve access to opportunity
- Support redevelopment throughout the region

Table 5: Geographic Planning Areas – Layer 2

Layer 2 emphasizes sustainable water supply and natural resources.

Data

- Natural Resources Inventory and Assessment
- Water Supply

Characteristics

- Natural resources of regional importance, such as water, habitat, regional parks, and aquifers
- Areas of high, moderate, low and mixed potential for water recharge; and areas with proximity to surface water sources

Issues and Challenges

- The region will need more water in the future; consider impacts on watersheds, how to manage stormwater and how to create reserves
- Stress commonalities across community boundaries; emphasize networks and systems
- Consider different recharge rates for aquifers
- Form strategies for protecting ground water and surface water in the context of prior expectations for development
- Increase resilience to climate change
- Transcend community boundaries to protect water supply, recharge areas and other natural resources

Potential Outcomes

- Build water sustainability into policies for water management, development patterns, transportation, housing, and regional parks
- Serve multiple purposes of protecting natural resources for regional parks and trails system, water recharge areas, and agricultural land
- Use incentives to encourage collaborative approaches to protect water supply and other natural resources
- Ensure sustainable water resources and other natural resources to improve long-term competitiveness of the region
- Support preservation of natural resources by partnering to update natural resources inventory and assessment
- Work with partners to rebalance use of surface water and groundwater and protect recharge areas