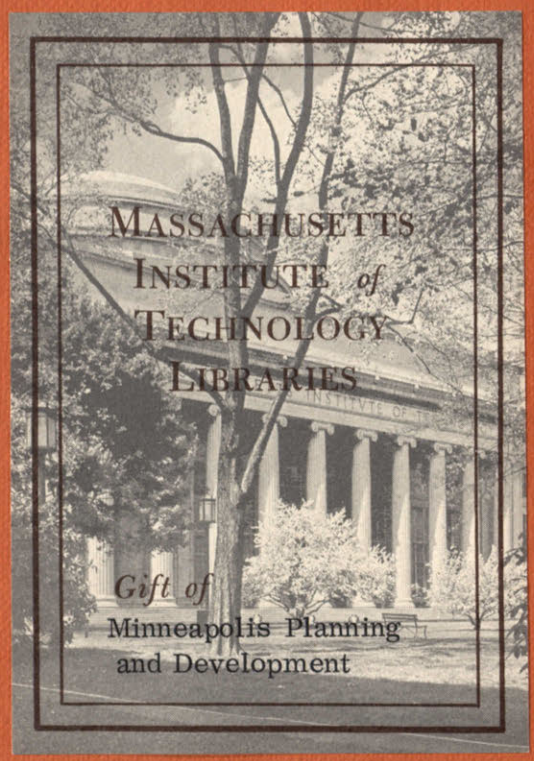
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Minneapolis Planning and Development

Metro Center '85

Study for Development of Program and Priorities for Expanded Job and Investment Opportunities in Central Minneapolis

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POLICY GUIDANCE
The preparation of this plan was authorized by the City Council under the Decision '67 program and guided by general policies set forth by:
Thomas A. Thompson, *City Coordinator*
Lawrence M. Irvin, *Director of Planning and Development*
with the assistance of:
Ralph O. Quiggle, *Director of Planning*
DelRoy C. Peterson, *Director of Development*

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Minneapolis Planning and Development
March 1970

Summary

The Central Minneapolis of 1985 is being built today. What kind of place it will be depends on what we, the metropolitan community, decide now.

As a community, what do we expect of our future urban center? If we are apathetic to our environment, we can expect a chaotic and deteriorating place that imprisons the poor, the aged, the minorities, and the unemployed in substandard housing far from the job market. If we are concerned, we can expect a center city that is not only attractive and orderly, but also meets our social and economic needs with expanded jobs, a choice of housing for all income groups, and an improved quality of life.

The purpose of this report is to present a plan that matches our aspirations for Central Minneapolis. It is a plan based on a realistic evaluation of this area's strengths and weaknesses, on an awareness of its history and unique river terrain, on its projected growth within the city and the metropolis, and on the recognition of its pivotal role as a regional and metropolitan center. Most important, however, it is a plan that assures expanded and more equitable shares in the life and productivity of the community to the people who will live, work, and visit in Metro Center '85.

In the 600 square mile metropolis of 1985, downtown Minneapolis will provide a compact center of focus, a concentration of activity, and a strong link between the dispersed elements of the metropolitan community. To support this role, our plan for Metro Center '85 utilizes a Land Use Framework — a clear, physical design that will not only strengthen the central area's sound, existing uses, but will also attract new compatible activities and will provide opportunities for all these functions to interact.

One of the most important parts of the plan, and the strongest link between the diverse functions in Central Minneapolis, is the Circulation Framework, which provides for an immediate upgrading of the present bus system, and the eventual construction of rapid transit.

In this framework, Metro Center '85 will be accessible by car, bus, or rapid transit, with an internal circulation system of minibuses and pedestrian skyways. A Downtown employee who drives to work will park his car in one of the large parking ramps (together containing between 17,500 and 19,500 parking spaces) at the periphery of Downtown, then continue his trip either by minibus or via the network of climate-controlled skyways and underground concourses connecting 67 Downtown blocks.

An endless variety of activities awaits those who come to Metro Center '85. Entertainment seekers will find Hennepin Avenue transformed by bright lights and super-graphics, with new theaters, cinemas, restaurants, teen centers, shops and art galleries added to the bars, burlesque shows, and movie houses that have long been its standard fare. Culture lovers will find part of the riverfront developed into a cultural complex that includes a new symphony hall, science and technology museum, art galleries, music and art studios, theaters, restaurants, and promenades.

For conventioneers, increased lodging (3,500 more hotel and motel rooms), doubled exhibition space and additional multi-purpose rooms in the Auditorium and Convention Hall, expanded auditorium

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parking, and minibuses and skyways linking the convention area with the entertainment, office, and retail districts will make Minneapolis an increasingly popular convention center.

Those who prefer intown housing (and there is a great demand for it) will find a wide range of choices in the two residential neighborhoods — Riverfront East and Riverfront West — developed on formerly under-used railway land (freed by railroad consolidation) along the river. These riverfront neighborhoods will provide 18,000 residents with high, medium and low-rise houses and apartments, as well as with attractive parks, open space, and shopping facilities. In Loring Park, fine old mansions will be preserved, and in Loring and Elliot Parks new high and medium-rise apartments and townhouses will replace the decaying structures now diluting the quality of those neighborhoods. This new construction coupled with renewal will create intown housing for 50,000 people from all income levels.

The growing space shortages of both government and business and the need for more jobs will be met by the proposed Civic Center complex, which will be a catalyst to a tremendous amount of private development in an area that has long been vastly under-used by parking lots and old, unattractive buildings.

In the seriously deteriorating industrial areas of North Loop and Industry Square, renewal will provide good locations for light manufacturing, research and development industries, and infant industries, thus creating employment opportunities and a broadened city tax base.

This is the plan for Metro Center '85. There is much to be done, and it cannot all be done at the same time. Therefore, we have proposed a staging program for development over the next 15 years. This program is based on a number of criteria — priorities of needs, interaction between activities, available resources, and development opportunities for the public and private sectors.

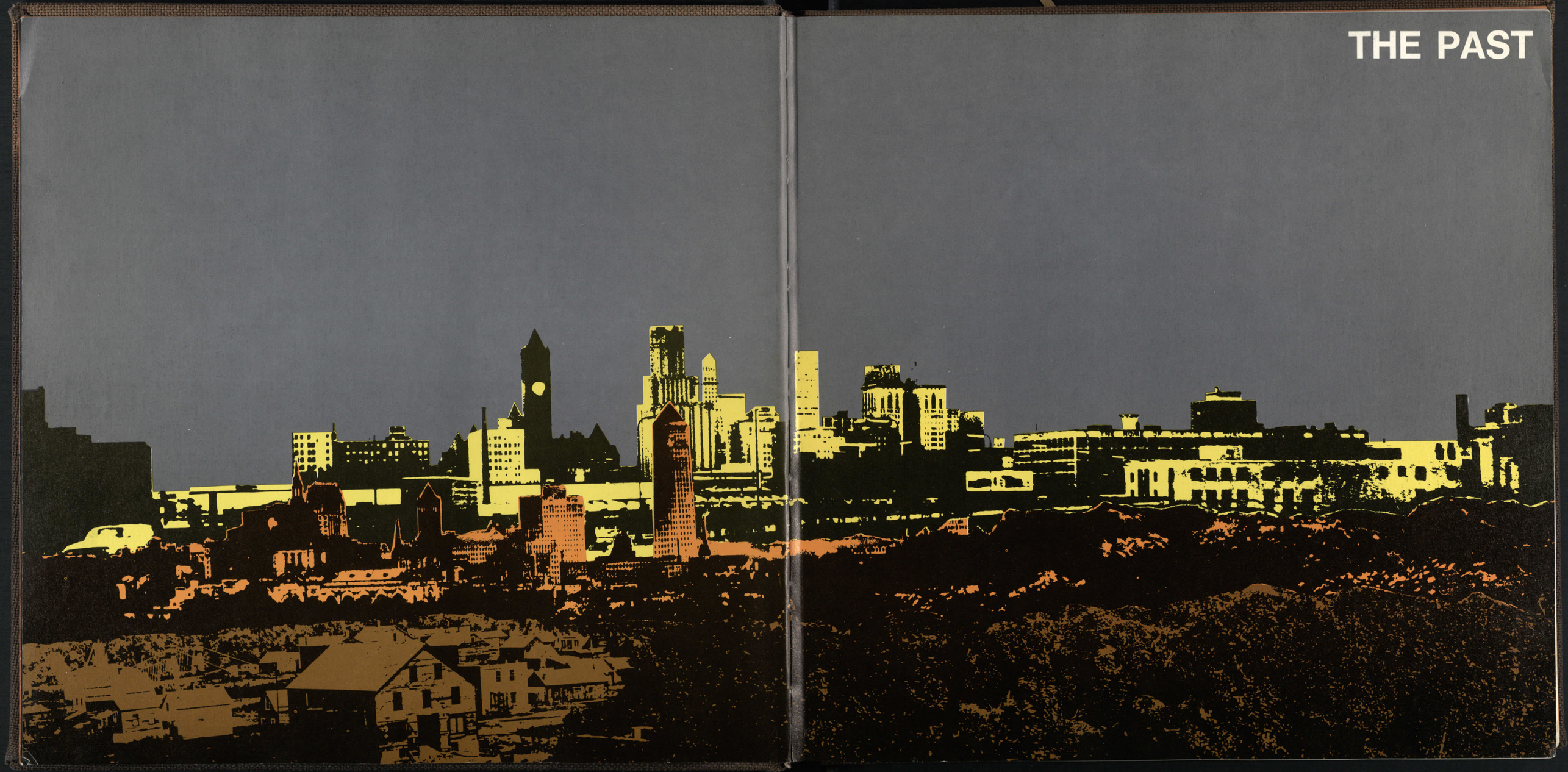
How much will the plan cost? The plan for Metro Center '85 will require a 15-year public and private investment totaling $823 million. Of this total cost, the city investment of $113 million will finance many essential facilities and services as well as providing matching funds for the $136 million worth of federal, state and county investments. Even more important, the municipal investment will attract at least $574 million worth of private development to Central Minneapolis.

What are the benefits? There are many. In terms of money, it is estimated that the amount of private investment stimulated by the plan will bring in additional annual tax revenues of from $20 to $28 million (based on the current tax rate) over the next 15 years. In terms of employment, projected new office development and industrial renewal will add 43,000 jobs to the over 120,000 already available in the center city. In terms of environment, the plan preserves the best of Central Minneapolis — its unique terrain and views, its compactness and variety —, provides flexible guidelines for renewing its blighted areas, and maintains a sensitivity to the changes that will come.

The plan for Metro Center '85 confronts today's most serious challenge — the improved quality of life — and it calls for the vision and determination of the community to act now to make it a reality.

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THE PAST



130 Years of History

INTRODUCTION
A city's history can be told in many ways — in terms of the persons who shaped it, of its changing economic functions, or of its social and political evolutions. For our purposes, we have chosen to tell the history of Minneapolis in terms of its physical growth patterns, allowing that these patterns reflect the socio-economic forces that have shaped the city form within the limits of its geographic setting and the fabric of the regional economy.

The history of Minneapolis began 130 years ago on the Upper Mississippi at St. Anthony Falls, the power source for the milling industries that made Minneapolis a major industrial city, as well as the economic center for the entire region.

Because of its location and nearness to the river, Central Minneapolis was the first part of the city to be intensively developed. And because cities age as they grow, it was also the first part of the city to decline and to need and feel the effects of urban renewal.

Many of the problems faced by Central Minneapolis today, in fact, are the result of a city form that was essentially set 50 years ago — streets designed for horses and streetcars, hastily built houses falling into decay, factories and warehouses built for now-obsolete industries, and a network of railroad tracks separating Downtown from the river.

History has made Central Minneapolis one of the most diverse parts of a diverse city. It has always been, and still is, the center for retail trade; for major elements of the wholesale and distributing trades; for transport, business and banking; for government and the professions. Within its confines are three major railroad yards and some important facilities for grain storage, flour milling, and other types of processing and manufacture. Along its southern border lie the remnants of two residential neighborhoods — Elliot Park to the east, and the once-prestigious Loring Park to the west. These park areas provide Central Minneapolis with the only open spaces of any size.

What historic forces and patterns shaped Central Minneapolis into this particular form? The patterns of the city's physical growth and change are fairly complex. But in retrospect, certain significant forces emerge which allow us to divide the city's history into six major growth periods beginning with the pioneer city and ending — or beginning again — with the emerging new city of today and of the future.

THE PIONEER CITY 1840-1860
Minneapolis began at St. Anthony Falls, the power source that determined the city's location and its future role as a major industrial city.

In the 1840s, settlers coming to St. Anthony Falls on the Upper Mississippi found a strategic river crossing (at Nicollet Island), water power for milling and vast prairies open to cultivation and settlement. These became the geographic and economic determinants of two towns — St. Anthony on the east bank of the river, and later Minneapolis on the west. St. Anthony was the parent settlement. It was the first of the towns to be platted (1849) and developed. But within three decades, St. Anthony was to be absorbed by the more vigorous industrial growth of its rival, Minneapolis.

Lumber and flour mills were built at the falls as soon as settlement began — in St. Anthony in the 1840s and in Minneapolis in the 1850s. By the latter time, there was a concentration of mills on both sides of the river. The remaining city texture was loose, dispersed by the rival town centers and by the uncontrolled lateral expansion of settlement which extended as far eastward as Seven Corners, a


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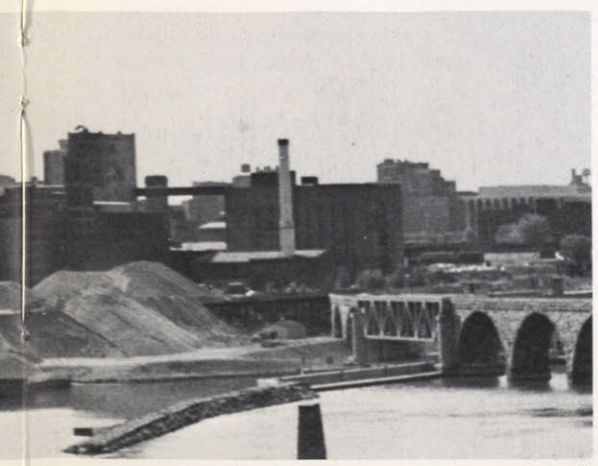
growing area of cheap housing for immigrant millworkers.

Until 1855, the only link between the two sides of the river was a ferry system operating at the Nicollet Island crossing just above the falls. In January of that year, farsighted town promoters opened a bridge — an extension of Hennepin Avenue in St. Anthony — at the ferry crossing.

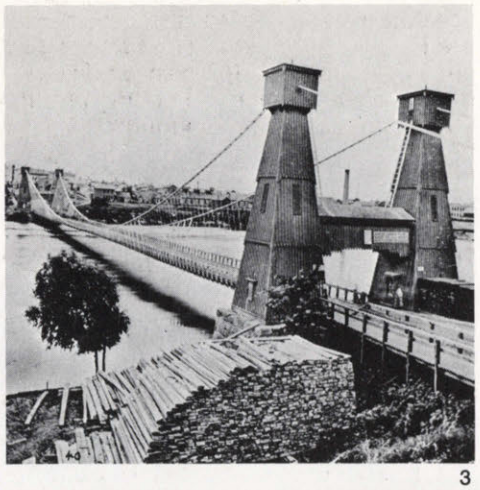
The bridge had an immediate impact on the two settlements. Business concentrated at the bridge crossing on both river banks — the so-called Bridge Square — and streets developed in Minneapolis on the west side of the river.

The street system established in 1855 was one of the first permanent elements in the city form. Town promoters eager to sell and settle land laid out the streets in a military grid, or "waffle-iron" pattern of right-angled streets, oriented to the river. The gridiron was basically an extension of St. Anthony survey lines, swerving north of Hennepin Avenue to parallel the military road and upper river, and turning abruptly east of Cedar Avenue to a north-south grid. Although it was a practical plan, easy and cheap to lay out, the gridiron system allotted too much land for through-traffic streets and, with few exceptions such as Loring Park, ignored the nature of the terrain and its potential use for a variety of human activities.

Most of the present Downtown district was platted between 1855 and 1859. The street pattern and river orientation of Downtown were determined by laying out Washington Avenue in segments, each segment running roughly parallel to a part of the Mississippi River. This plan made Washington Avenue a connecting spine for the gridiron of streets and square blocks, and placed it in a position to draw together the scattered settlement along the river.



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1. Real estate office at 12th and Hennepin, 1854.
2. The riverfront mills, once the source of the city's economic vitality.
3. Wooden suspension bridge (1855) — the first permanent link between the towns of Minneapolis and St. Anthony and the first bridge anywhere across the Mississippi River.
4. Log flumes and eastside lumber mills at St. Anthony Falls. Minneapolis was once the lumber capital of the world.


DRUGS
HENNEPIN
NEW YORK
RESTAURANT

Hennepin and Nicollet Avenues were platted to converge at the bridge, where the resulting focus of activity made Bridge Square merchants the nucleus for the first Downtown commercial center.

THE COMING OF THE RAILROADS 1860-1875

The new railroad and surface transit lines, flourishing milling industries, and expanding retail district all combined between 1860 and 1875 to shape the city's role as a growing commercial center.

The rapid growth of flour and lumber milling and their related industries soon demanded more direct communication — a demand met by the railroads. The major railroad lines came to Minneapolis between 1862 and 1888, before much of the city had been built. This fact, combined with the city's urgent need for rail connections to feed its industrial growth, created a favorable civic environment for the railroads to lay their tracks wherever they could gain the most direct and economical route to the business and milling districts. One example of this civic encouragement is the present Milwaukee Depot area, purchased and donated to that railroad by public-spirited citizens to provide a vital terminal right in the heart of Downtown. At the same time, however, this gesture willingly established the railroad-industrial barrier that still separates Downtown from the river.

The railroads had a tremendous impact on the city form, adding another permanent element that has changed little up to the present, determining the pattern of future industrial location along the railways, and establishing Minneapolis as the economic center of a five-state region. The railroads, along with the milling industries, also brought to the city a transient population of railroad workers, loggers, and field hands who spawned the saloons, cheap hotels, and red-light houses along Washington Avenue that would eventually turn the Gateway area into a skid row.

By the 1870s, Bridge Square enterprise had expanded and spread along Washington Avenue, eclipsing the rival commercial centers scattered along both sides of the river. In 1873, not long after the consolidation of Minneapolis and St. Anthony, a city hall was constructed at the apex of Bridge Square. The building of a city hall and the earlier expansion of a major hotel at Washington and Hennepin symbolized the development of a city center from which the Washington Avenue commercial axis stretched to the milling district, tying together the remnants of the earlier commercial centers. Unfortunately, the Washington Avenue strip created a pocket of ramshackle buildings near the river, and the congestion of Bridge Square would soon cause business to escape southward along Hennepin and Nicollet, where more commercial space was available at cheaper prices.

By 1875, city expansion had also created a need for more effective surface transportation from outlying areas to the city center. That year, the first horsecar line was built to run from the Great Northern Depot (now the Milwaukee) at Washington and Third Avenue North, along the river, to nearly as far as the university. With both surface transit and the railroads focusing the movement of traffic on Central Minneapolis, Downtown became the most accessible and intensively developed part of the city.

THE EXPANDING MILL CITY 1875-1885

The prosperity of the milling industries, the dispersion of residential settlement by the surface transit lines, and Downtown's southward expansion were characteristic of the growing city form as Minneapolis moved into the latter part of the 19th century.



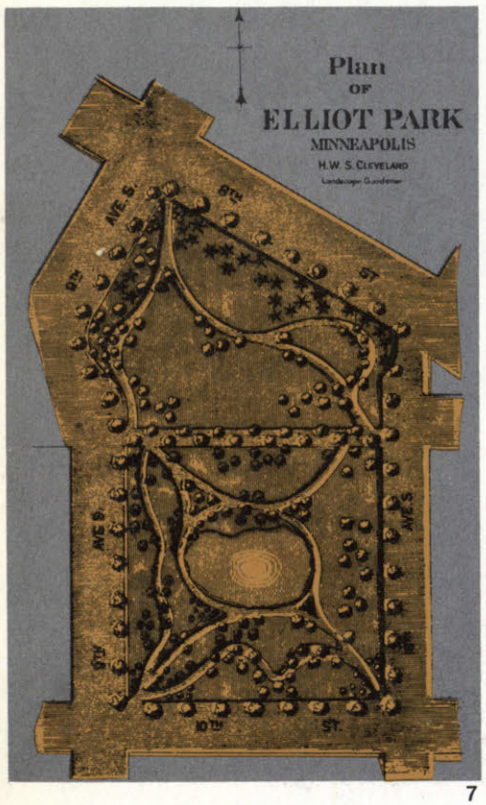
5. Bridge Square, the city's first important commercial center.
6. St. Paul and Pacific Railway Station at Washington Avenue and Third Avenue N., 1874. The railroads had a tremendous impact on the city's form and economic growth.

Between 1880 and 1885, the combined forces of prosperity, immigration, technology, and speculation spurred the most dynamic growth period in the city's history. Eighty-two thousand new residents poured into "Mill City," swelling its population to over 129,000.

The effect of surface transit on residential settlement was tremendous. Freed from pedestrian ties by the horsecar and the interurban railroad, residential settlement spilled onto the prairies of north and south Minneapolis. Strips and pockets of homes followed the extension of surface transit lines across previously unsettled areas, adding to the further dispersal of the already fragmented city form.

In 1876, a major technological advance — the chilled iron roller — intensified flour production and, as a result, increased the size (up to seven stories in height) and the number of flour mills. Even the disastrous 1878 explosion of the huge Washburn "A" mill and the ensuing conflagration of six others only temporarily hindered the flourishing industry.

Lumber production grew even more rapidly than flour milling, fed by the seemingly endless supply of white



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pine from northern Minnesota. The growth of the city's two industrial giants was reflected not only in the related industries which either supplied their needs or utilized their products, but also in the expansion of the business district.

Bridge Square, the traditional center of business activity, had long been recognized as a crowded, dilapidated traffic corridor. Farmers' wagons lining up for the City Market stalls and adjacent commission houses made the streets virtually impassable.

To escape the congestion at the square, Downtown began expanding southward, following the southward extension of the surface transit lines. The business sector also expanded vertically, with the construction of six- and seven-story buildings, and horizontally, along Hennepin and Nicollet — a significant change from the original commercial axis on Washington Avenue paralleling the river. In 1883, the construction of the Syndicate Building (now Penney's) on Nicollet Avenue established that street, in place of Hennepin, as the primary avenue for shopping.

As Downtown pushed southward into residential areas, the business sector developed a spotty appearance of massive office buildings alternating with frame houses and trees. Only the facades of Hennepin and Nicollet Avenues below Sixth Street gave the impression of solidly commercial blocks, and even these contained "backyards" of tree-shaded residential lots.

THE CITY OF PARKS 1885-1895

By the 1890s, continued expansion of flour milling, the spectacular growth of the lumber industry, and an almost complete railroad net had made Minneapolis a dominant commercial center with a growing central office and financial district and a park system for the leisure of its residents. Nearly 65,000 new residents came to the city to enjoy and further the prosperity that was only briefly halted in 1893 by a national depression.

A significant new influence on the city form was the rapidly developing park system planned by landscape architect, H. W. S. Cleveland. Cleveland's master park plan recognized the city's natural assets of river, lake, and forest areas and guided the subsequent acquisition and development of the land around the lakes. The first parks to be established under this plan were Loring, Riverside, Logan and Fairview — only a suggestion of the almost 150 to come.

The park system had a striking effect on the relation of buildings, open space and vistas. It also influenced real estate development by creating prestige residential areas adjacent to major parks, a pattern that would often be repeated in the future. The high ridge just south of Loring Park was one of the first prestige neighborhoods to be developed in this fashion. The expensive home sites created on Clifton Place, Groveland and LaSalle Avenues became the location of some of the city's earliest and most elegant mansions.

In Downtown, the trends toward horizontal and vertical expansion continued. Shopping centered on Nicollet Avenue between Third and Seventh Streets, office development intensified on Hennepin Avenue, and an office and financial district developed on Marquette and Second Avenue. The completion of the post office at Marquette and Third confirmed a new southeast direction for continued expansion of the business sector.

THE GROWING TRADE CENTER 1895-1915

By 1915, the beginnings of Downtown urban renewal and the disappearance of the lumber industry made little impact on a city whose character, form, and functional districts were almost completely established.

The depletion of white pine in northern Minnesota after 1900 rapidly destroyed the city's reputation as the lumber capital of the world. In the next 20 years, almost every important physical trace of the lumber industry disappeared. In its place came more diversified industries for producing such specialized and durable products as furniture, farm machinery, bedding, and boxes. These industries introduced the sophisticated processes and skilled employment which would characterize the city's future economy.

By 1915, the major structural determinants of the city form had been established: The street system; a complete railroad net; bridges; surface transit lines; and the location of most major institutions. From that time until the freeway program of postwar years, changes in the city would be mainly the visual innovations of Downtown skyscrapers, growing park facilities, and the automobile, with its attendant parking lots.

The city's continuing development as a regional center of commercial and financial management was reflected in the growth and character of both Downtown and its adjacent warehouse districts. Over the years, there had been a natural tendency for Downtown businessmen to group similar businesses together for economic compatibility. By 1915, the results of this voluntary action were the distinctive, functional districts observable in and around Downtown: The shopping district on Nicollet (extended as far as 10th Street at that time); the entertainment belt on Hennepin Avenue; the office and financial district along Marquette; the cluster of hotels in the Upper Loop; and the industrial districts to the north and east of Downtown.

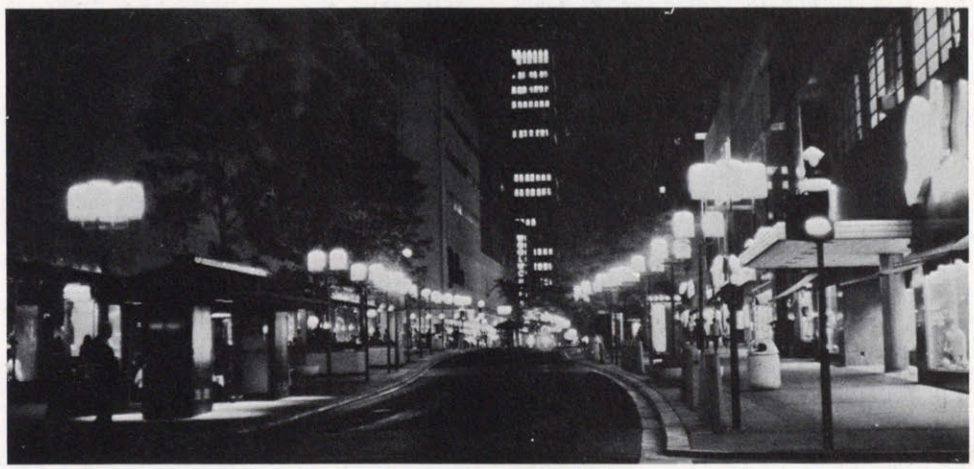
The orientation of these functional districts was linear — along streets, rather than by blocks or areas — thus maintaining the disperse, at-



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tenuated form Downtown had taken from its beginnings parallel to the river.

The warehouse and tenant factory district located on the north and east fringes of Central Minneapolis created the densest industrial development and also gave the city some of its most distinguished architecture in the Butler Brothers, Deere and Weber, and Northern Implement Company buildings. Wholesaling, food products and garment factories centered in the North Loop; printing shops and paper suppliers in Industry Square — the present name for the industrial study area east of Downtown. To the south



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7. Elliot Park, part of H.W.S. Cleveland's master park plan drawn up for the city of Minneapolis in 1885.
8, 9. Nicollet Avenue in the late 19th century offers a dramatic contrast to the Nicollet Mall of today.



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and east, warehouses, factories and small commercial structures displaced the decaying residences of the central fringe.

Decay was most noticeable in the old Bridge Square and Washington Avenue districts which since 1900 had been identified as blighted areas by their deteriorating buildings, indigent population, and breeding of unrespectable activities. Civic concern focused on these areas as early as 1908, when the Park Board proposed razing the old city hall and an adjacent block between Hennepin, Nicollet, Washington, and Second Street. In this area the city built a public park which was intended to create a formal gateway to the city, as well as to inspire similar renovation of surrounding structures. Unfortunately, Gateway Park (completed in 1915) proved disappointing to all but the area residents, who found it a welcome escape from the cheap hotels of Washington Avenue. The park has since been razed and rebuilt in different form to be integrated with adjacent renewal projects.

THE COMING OF THE AUTOMOBILE 1915-1940

The revolutionary impact of the automobile on traffic circulation and residential settlement, master plans for the city and Downtown streets, and urban renewal in Sumner Field all pointed to the city's growing needs for revitalization and improvement.

Compared with the hectic city growth of the previous decades, these were economically stagnant years. Flour milling was sharply curtailed, the lumber industry had virtually disappeared, and the Depression left a backwash of problems.

After 1915, the automobile made one of the few major impacts on the established city form. As early as the 1920s, automobile traffic created severe circulation problems in a street system laid out in the age of the horse and the streetcar. More broadly, by freeing residents from their dependency on streetcar routes, the automobile significantly altered the pattern of land use and settlement. Residents began filling in between the pockets of homes left by the streetcar routes, leading to a more even distribution of residential settlement on the outskirts of the city, and strip commercial centers developed along the major traffic arteries.

Between 1915 and 1940, various civic groups and (after 1921) a new City Planning Commission made plans to cope with the city's emerging problem areas. The 1917 Plan — a master plan for the city of Minneapolis — was the first and by far the most ambitious of these projects.

The 1917 Plan was the result of a nationwide "city beautiful" movement, activated in Minneapolis by a series of local events, including public controversy over Gateway Park. In 1910, a Civic Commission was formed and charged with drawing up a master plan for the city. The plan, created by Chicago architect Edward H. Bennett (with the assistance of Daniel Burnham) and finally published in 1917, was a remarkable document with a comprehensive approach to the city's problems which went far beyond mere beautification. In many ways, particularly in its predictions for metropolitan growth, the 1917 Plan was years ahead of its time. Its solutions, unfortunately, were not so advanced.

Bennett's plan was based on a system of grand diagonal streets and boulevards (particularly a Sixth Avenue Artery) slicing across the existing street system, connecting Gateway Park, the City-County building, a proposed new civic center, the Art Institute, the lakes, and a host of new public squares and plazas, in a vast rearrangement of the city's orientation, intended to make a "city useful" as well as beautiful. In

actuality, the plan was impractical and conceived in such rigid detail that it left no provision for the changes which future technology, economic development, or taste might impose. As a result, the effects of the 1917 Plan were negligible — partly due to its impracticability and partly to the unfortunate timing of its release during the First World War. This plan, however, was the origin of comprehensive city planning in Minneapolis.

Not long afterward, in 1921, the City Planning Commission was created and empowered to develop an official city plan, prepare specific plans for public improvements, and recommend zoning ordinances.

One of the first projects undertaken by the newly created City Planning Commission was a two-year study of the city's traffic problems. The result of this study was the 1924 street plan, the city's first major plan to cope with the automobile. The plan encouraged decentralization of traffic flow in Downtown as well as on outlying streets by creating a ring street encircling Downtown. Arterial routes from outlying areas would feed traffic into the ring for distribution in smaller increments to Downtown streets. Very little of the plan had been implemented, however, when it was halted — mainly by the Depression.

In 1940, the Planning Commission published a second comprehensive street plan which reiterated the need for a Downtown ring street. But again the plan was aborted, this time by the economic pressures of World War II, leaving Downtown to face the immense traffic increase of postwar years with a basically unaltered street plan. Although neither the 1924 nor the 1940 street plans made significant changes in the street systems of their time, some of the elements of these early plans have appeared much later in the city's postwar freeway system.

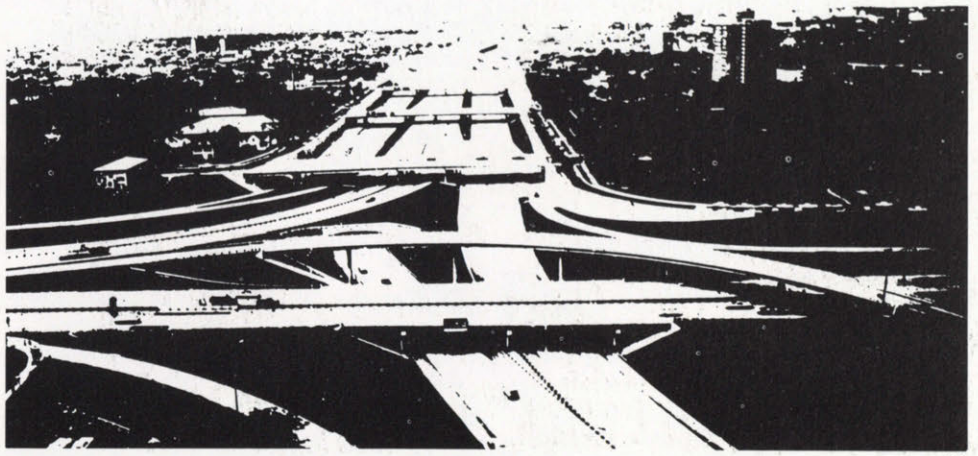
After 1915, one of the marks of the mature city was the spread of residential blight through its aging stock of houses. During the Depression, some of the older prestige areas slid into rapid decline. The old mansions which posed heavy tax and maintenance burdens to second-generation families began to be sold for multifamily and nonresidential use. Particularly affected was the residential neighborhood south of Loring Park, an area already under pressure from nearby commercial and apartment expansion.

Federal aid for slum clearance and public housing supported the formation of the 1932 Housing Commission and its slum clearance projects. But the Sumner Field housing project was the only renewal completed when the war effort diverted both funds and the public interest from domestic programs. As a result, the city's blighted residential areas were left to worsen under the pressure of a wartime housing shortage.

Most of these plans made for the city between 1915 and 1940 did little to change the problems inherent in the city form. Plans for the streets, the housing, the city itself, were either aborted or halted when partially complete by the irreversible pressures of the Depression, by municipal financial difficulties, or by the domestic effort required to fight two world wars. Many of these same problems, therefore — an antiquated street system, deteriorated housing — still exist, and have grown worse. On the other hand, improved technology, greater intergovernmental cooperation, and a new civic concern have increased the effectiveness of planning as a problem-solving tool. With this support, plans made for the emerging new city should finally be realized.

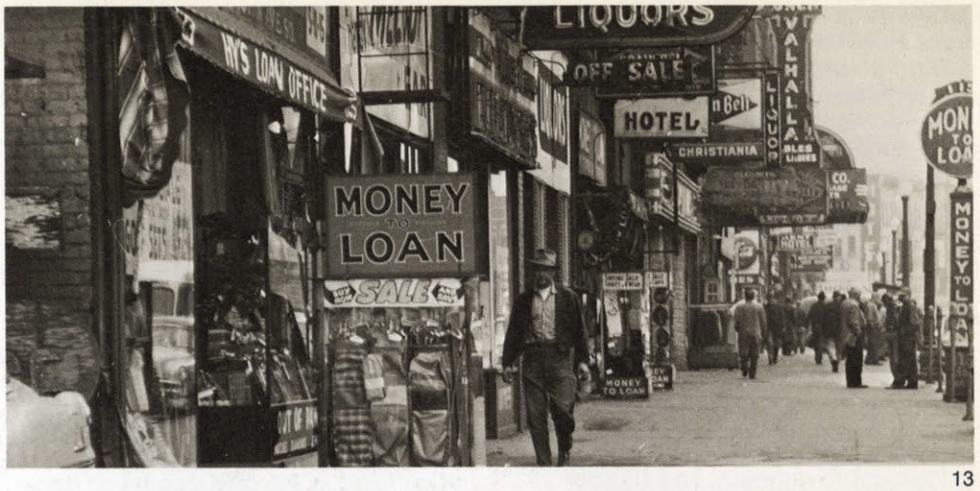


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10. Seventh and Nicollet looking north. Traffic congestion was a Downtown problem as early as the 1920s.
11, 12. The City Planning Commission's 1924 plan for an inner ring encircling Downtown. Although the plan proved too costly to achieve at that time, it introduced ideas later incorporated into the city's postwar freeway system.

13, 14. Washington Avenue, before and after Gateway area urban renewal.



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THE EMERGING NEW CITY 1940-1969

Despite the city's postwar decline and a loss of industry and population to the suburbs, a new civic concern for urban problems combined with a creative partnership between the business community and government has resulted in both a renewed city and a revitalized Downtown — one which has a new and important role to play as the center of the expanding metropolis.

The Depression and World War II halted urban investment in Minneapolis, as well as in most American cities. The accelerated deterioration of Central Minneapolis plus economic and social change introduced forces which altered the city form more radically than had any development since the turn of the century.

The wartime housing shortage, at its peak in 1946, was greatly alleviated by a rapid migration of city residents to the suburbs. After the war the migration continued, fed by a combination of inner-city decay, ease of automobile travel, and the varied attractions of suburban life. The city's spacious outlying areas also attracted business and industry away from the deteriorating and crowded industrial locations of the center city.

The decline in the city's population combined with the loss of industries, stimulated a new civic concern and consequently a new creative partnership between government and the business community for dealing with urban problems. The tools to reshape the city were the federally assisted urban renewal program of 1949 and the interstate freeway program of 1956. These resulted in the Gateway Center, the Glenwood projects, public housing and the freeways. The city has not, as yet, felt the full impact of the freeway program. But as the program nears its completion, the increasing realization that the freeways alone cannot solve the city's traffic problems has made surface transit again important as an alternative concept for the movement of people in the city and Downtown.

With the aid of more creative civic policies and federal funds, the new city is emerging as the center of a sprawling seven-county metropolis for which Downtown provides a vital heart. As one of the twin centers of the metropolis, the city has begun to develop a sense of metropolitan community, as well as an increasing awareness that many of its problems — freeways, transit, a new airport, sewers — can only be solved at the metropolitan level.

One of the most serious concerns of the emerging new city is the quality of the urban environment. Because of past abuse and neglect, the city's air is not as clean as it could be, the river and lakes are polluted, there are slum areas and congested Downtown streets. While there has been, and still is, physical renewal going on in the city, much remains to be done — particularly in rehabilitating the industrial and residential areas in and around Downtown.

There is also a new awareness that renewal is only part of the answer to the city's problems. Slum clearance cannot eliminate poverty nor make up for social inequities. The city's goal of an improved quality of life is reached only through a coordinated effort of physical renewal, greater and more equal job opportunities, better education and a higher income for all. The achievement of this goal for the new city and its Downtown depends on the vision and determination of the community today.




Plumbing
AT LOWEST PRICES
GOING OUT
OF BUSINESS
EVERYTHING
SELF-SERVICE
PARKING
NO BUS STOP
Murray's
DINE
SYMBOLS
FLORSHEIM
TOP HERE FOR SIGNAL
PARK

THE PRESENT





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INTRODUCTION

In the past ten years, downtown Minneapolis has been extensively revitalized. Despite a postwar decline and suburban competition, Downtown has reasserted its dominant role as the regional center for business, finance, and specialized goods and services. But if the revitalization of Downtown is to continue, it must have intelligent planning, adequate funds, community support and — before all these can come into play — there must be a realistic evaluation of the status quo. The purpose of this section is to present such an evaluation of Central Minneapolis, and Downtown, in terms of their present assets and liabilities.

Central Minneapolis is physically defined as a roughly triangular-shaped area bordered on the north by Plymouth Avenue and the Mississippi River, on the east by Interstate 35W, on the south by Franklin Avenue, and on the west by Interstate 94. Within it lies the heart of the city — the *central business district* commonly known as *Downtown* — as well as the industrial and residential areas that surround it.

Downtown's most important asset is its compact retail and office districts which, along with the growth and expansion of its government and convention facilities, make Central Minneapolis a vital center of activity for the entire region. All of these assets, however, are seriously threatened by increasing traffic congestion and a shortage of core parking.

With 290,000 vehicles entering and leaving Downtown in a typical business day, traffic congestion at rush hours is severe, growing worse with the freeway focus on Downtown, the increasing number of cars, and the concentration of parking near the heart of the retail area.

Although there are enough parking spaces throughout the Central Minneapolis area, the existing single-

level lots in Downtown are poorly planned and inadequate, forcing shoppers to park in less convenient locations. On the other hand, these lots form a valuable land bank in the center city for future building.

Because of the heavy concentration of people and business activity, the land in Central Minneapolis is the most valuable in the city, paying a quarter of the city's property taxes. Yet almost half of this land is used for parking and circulation and much of it is underdeveloped, particularly the tax-free railroad land, which for a long time has separated Downtown from the river.

Some 514,000 persons enter and leave Central Minneapolis every business day. Over 100,000 of these travel to and from the area on a transit system that is outdated and often undependable, but which, if upgraded, has the potential to relieve some of the severe traffic congestion in Downtown.

Most of the transit riders are women traveling to work in downtown Minneapolis, the major center of employment in the metropolitan area. Central Minneapolis employs over 120,000 people (about 87,000 of these in Downtown), a number which could be substantially increased with the creation of more office space, since this space is currently at a premium. Central Minneapolis also has an extremely low rate of unemployment, but this represents mostly the hard-core unemployed, who must be provided with both job-training and jobs.

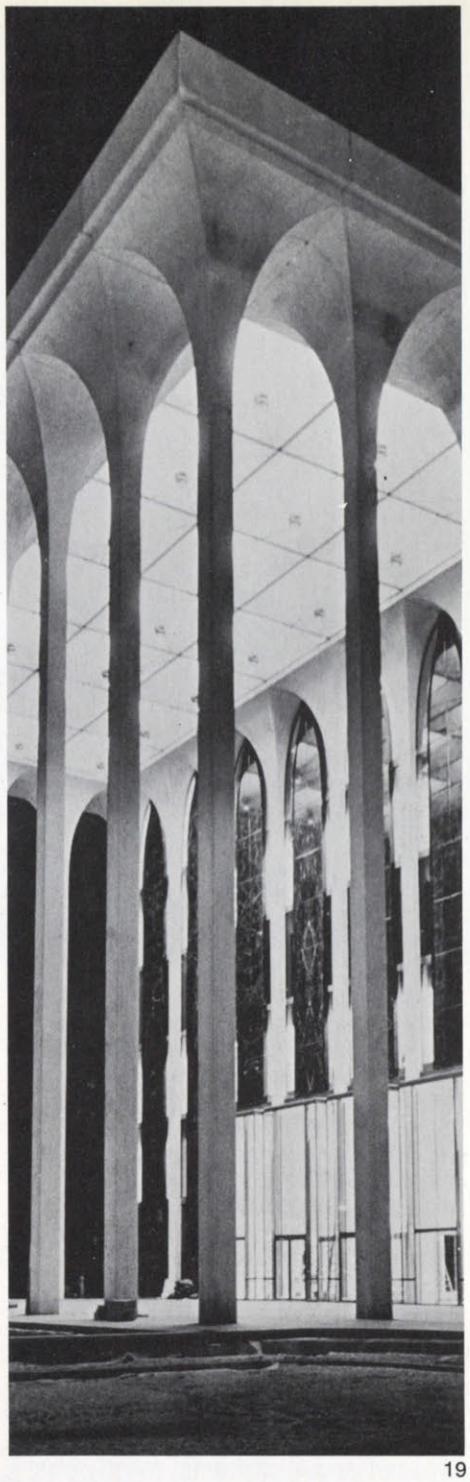
During a typical business day, masses of pedestrians move through Downtown, a movement that is heaviest in the heart of the retail area. But Downtown gives its pedestrians neither protection from vehicles, polluted air (growing worse with the traffic congestion) and severe weather, nor plazas designed for human comfort and leisure, nor even safe streets at night.

Downtown has an active, yet unappealing entertainment district, a nearly complete lack of cultural facilities, and only a few historic buildings, a number of them continually threatened by haphazard destruction. Downtown's total image, in fact, lacks both distinctiveness and coherence, and fails to reflect either the unique character or history of the city.

But the assets and liabilities of Central Minneapolis today are not strictly confined to Downtown. Deterioration is serious in the industrial areas to the north and east of Downtown where aging and decaying structures, inadequate loading facilities, and poor truck access have resulted in a great loss of industry to the suburbs. On the other hand, new industries are tending to locate and develop in the industrial areas of the center city.

To the south of Downtown, Loring and Elliot Parks provide pleasant open spaces and residential neighborhoods convenient to Downtown jobs as well as to a variety of activities. Unfortunately, these neighborhoods are in varying stages of decline and land crowding, with a highly mobile renting population that generates serious social problems, and with poorly lit and deteriorating areas that encourage crime.

In summary, then, Central Minneapolis has much to offer the metropolis today — it is a compact base of concentrated activity, a source of goods and services that are not available in other locations, a growing center for government and conventions, and a potential center for culture and entertainment as well. If these assets can be maintained and strengthened, if the growing number of ills — pollution, traffic congestion, the parking shortage — can be conquered, Central Minneapolis will be able to fulfill its potential as an efficient, accessible and distinctive urban place.



16, 17. The Minneapolis riverfront, lined with old mills, industrial buildings, and railroad yards, is one of Downtown's most neglected natural assets.

18. Crowded sidewalks and streets are the result of increasing pedestrian and vehicular traffic.

19. Stately entrance to the Northwestern National Life Insurance Co. Building. Downtown Minneapolis is the Upper Midwest headquarters location for many large corporations.

20. Parking in Gateway Center. The many surface lots in Downtown form potential land banks for future development.



Economic Profile

ECONOMIC FUNCTIONS

Downtown Minneapolis is ever changing, but in the last ten years much of this change has been planned and brought about by concerted public and private action. As a result, a declining Downtown has been extensively revitalized, and the increasing prominence of some of its economic functions — office, retail, conventions and government — has dramatically reflected this growth. On the other hand, housing, with a loss of private houses but a spurt in apartment building, is in a state of flux. Industry-wholesale, with great losses of firms to suburban locations, is somewhat lessening in importance, and culture and education have not changed significantly.

In general, then, we can say that changes in the economic functions within Central Minneapolis vary and therefore are considered separately in the following paragraphs, allowing of course that any change in one economic function will affect, to some degree, the balance and welfare of the whole.

Office

Office space has been and continues to be the single most important function of Central Minneapolis. Although there has been some migration of Downtown firms to the suburbs since 1960, the construction of 2.4 million square feet of new office space in Central Minneapolis in the last ten years has supported and increased the importance of offices in Downtown. Today, half of all the office space in the metropolitan area is located in downtown Minneapolis. The development of the new IDS center crystallizes the prominence of the office function.

Retail

The retail business, the second most important economic function of Central Minneapolis, is becoming increasingly strong after a period of decline. Between 1958 and 1963, 48 retail establishments, mostly convenience stores along the periphery of Nicollet, left Downtown. As a result, Downtown retail sales fell nearly 10 percent. Since the completion of Nicollet Mall in 1968, however, there has been a 14 percent increase in business.

Central Minneapolis is also becoming a regional center for retail goods, although the numerous shopping centers offer Downtown strong competition in the sale of standard merchandise. Because of suburban competition in this area, Downtown stores, in addition to handling standard goods, are beginning to offer specialized goods and services that





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21. The IDS Center, designed by Philip Johnson and scheduled for completion in 1973. 22, 23. Nicollet Mall, a busy and attractive specialty shopping area, offers a striking contrast to other Downtown areas where small standard-merchandise stores are going out of business.

are unavailable in other locations. This trend toward specialization should continue to grow.

Conventions
Central Minneapolis is becoming more attractive as a regional convention center. A primary source of this attraction is undoubtedly the addition, since 1960, of 1,240 motel-hotel rooms and the completion of the $16 million expansion and remodeling of the Auditorium and Convention Hall. The expansion of the municipal auditorium and the resulting increase in conventions will be a major impetus to future hotel-motel development. Although the suburban hotels and motels have begun to offer strong competition to their Downtown counterparts, the Central Minneapolis hotels and motels still have the competitive edge because of their close proximity to the offices, shops, financial institutions, and entertainment facilities of Downtown.



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Industry-Wholesale
Except for the increasing growth of the service industry, the importance of both industry and wholesale activities in Central Minneapolis is diminishing. Since 1945, about 100 Minneapolis industries have relocated either all or part of their facilities in the suburbs. Since there are nearly 4,000 industrial establishments in the city, the loss of 100 would not be alarming if it were not for the fact that more than half of the evacuees were previously located in Central Minneapolis. In fact, the North Loop has had the greatest out-migration of firms of any industrial district in the city, a loss due in large part to North Loop's shortage of land for industrial expansion.

But changes in industrial location do not always mean suburban migration. Some industries within the area, such as printing, are moving into tighter groups, and infant industries are tending to move into Central Minneapolis until they are sufficiently developed to relocate permanently.

Because of new technology and changing methods of merchandising and operation, wholesale with stock and warehousing have both shown a decline. On the other hand, wholesale without stock has shown little loss and should continue to locate in the central area.

The city's milling industry has continued to decline, particularly since Buffalo and Kansas City have replaced Minneapolis as the milling capital of the nation. The mills at St. Anthony Falls are no longer economically important and this fact, combined with the obsolescence of water power for that industry, will probably result in the disappearance of the mills when their physical deterioration becomes serious. On the other hand, some of the mills may be preserved as historic landmarks.

Housing
Due to the conflicting forces of a decreasing population and a surge of apartment building, the residential function of Central Minneapolis is in a state of flux.

The population decrease is the result of a number of factors — the trend toward dispersion of families to outlying areas and suburbs, the reinforcement of this trend by expanding institutional and office-commercial use, and the removal of many housing units by freeway clearance, urban renewal, and the expansion of the municipal auditorium.



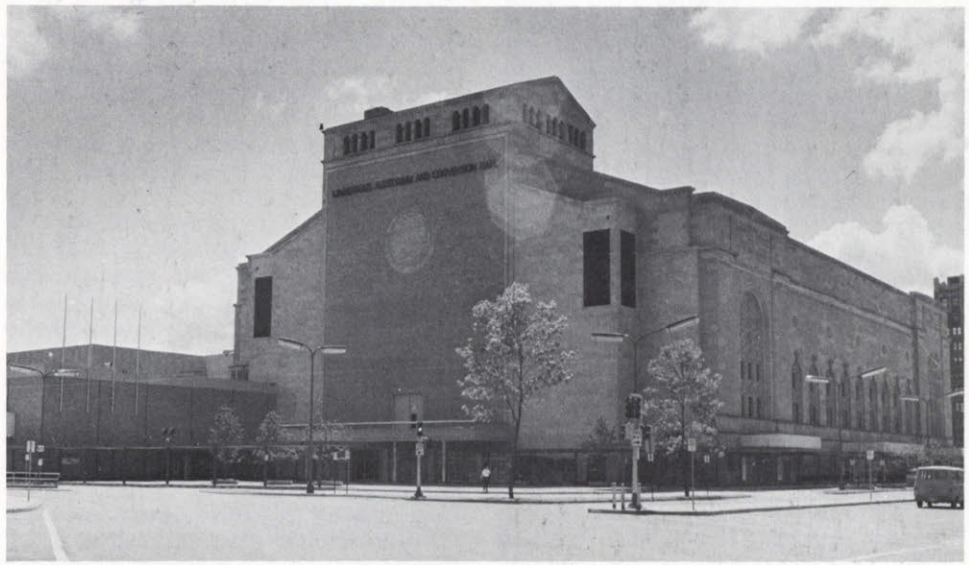
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In contrast, the demand for apartments in Central Minneapolis, followed by construction of apartment buildings and high rises, could be interpreted as a preference for housing that is near the conveniences and amenities only the center city can provide.

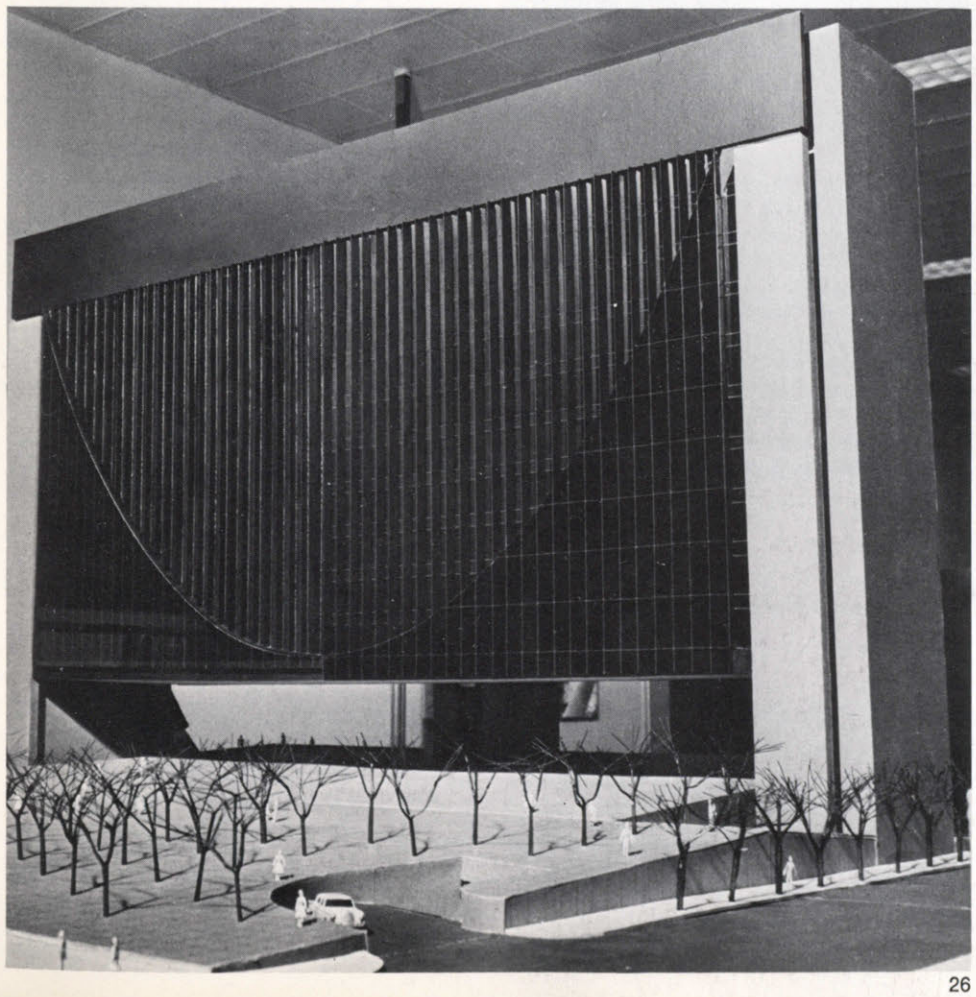
Culture and Education
There has been little change in the cultural and educational function of Central Minneapolis. Major cultural facilities, such as the Walker Art Center, continue to locate outside the area. The one major addition to Downtown culture in the past ten years has been the central Public Library with its planetarium and science museum.

The educational function of Central Minneapolis remains relatively minor, with a few changes in facilities. Two elementary schools and two college-level institutions have been phased out and a few have been added — most notably, the University of Minnesota Extension (at the former MacPhail School of Music facilities) and expansion of both the Northwestern Bible College and the Metropolitan Junior College. In addition to these new facilities, many specialized trade, business and technical schools continue to operate in the central area.

Government
As the demand for public services increases, government — at the city, county, and federal levels — is becoming a more and more important function in Central Minneapolis. Recent additions of government space include the welfare building, federal courts buildings and the Minnesota Department of Employment Security. A new Federal Reserve Bank is already under construction and the City-County Building is in the final planning stages.



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24-27. Northstar Center, the Minneapolis Public Library and planetarium, the new Federal Reserve Bank (to begin construction in 1970), and the Minneapolis Auditorium and Convention Hall are all examples of the continuing revitalization of Downtown.



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EMPLOYMENT OPPORTUNITIES
At present, the employment problem in Central Minneapolis is not primarily concerned with lack of jobs for the unemployed job-seeker. In fact, there are more jobs — for clerical workers, craftsmen, service workers, laborers — than there are people to fill them. Of greater concern are the many underemployed, those workers who have more skill and training than their present jobs require, and the so-called hard core unemployed, those people with serious problems of both personal and job identity. It is these two groups who most seriously need what is termed "employment opportunities." As the major center of employment in the metro area, Central Minneapolis should be one of the most active supporters of this program.

Employment opportunities involve job creation in its total sense, that is, not only creating jobs, but coordinating the whole job-training and job-seeking process in order to employ people meaningfully. Traditionally, job coordination has not been a public concern. The responsibility for finding a job lay with the individual. This system has worked for most of society, but it has failed miserably for those who have become trapped in unsuitable jobs or have fallen into the group of hard core unemployed. This latter group, particularly, need special help in order to determine and develop their skills and to resolve the personal problems that prevent them from seeking and finding employment.

To meet the special training and counseling needs of both the underemployed and the hard core unemployed in the metropolitan area, a number of public and private agencies have evolved, among them TCOIC (Twin Cities Opportunities Industrialization Center) and CEP (Concentrated Employment Program). The task of such agencies is tremendous and the success of their program — mutual benefit for employer and employee — depends in large part on a coordinated effort with private enterprise. At the present time, this coordination is limited, a situation which severely restricts the success of any approach to solving the metropolitan employment problem.

Central Minneapolis Employment
Central Minneapolis is the major center of employment in the metropolitan area. In 1965, there were 121,935 jobs in Central Minneapolis, 83,102 of these located in Downtown. Unfortunately, there is no available data concerning the occupational categories in Central Minneapolis. As a result, we have used 1960 census data for the city of Minneapolis as the basis for our percentage breakdown of Central Minneapolis occupations.

Because land use in Downtown is not as diverse as that of either Central Minneapolis or the city as a whole, we cannot use the 1960 census data to make similar assumptions about Downtown occupations. It is obvious, however, that Downtown has a higher percentage of professional, technical, managerial, clerical, and sales occupations than the central area, with a smaller proportion of craftsmen, operatives, service workers, and laborers.

Where do all these central area employees come from? Since the residential population of Central Minneapolis is small, the vast majority of the area's employees are residents of other Minneapolis communities and other parts of the metro area. Consequently, job opportunities in Central Minneapolis are vital to the entire metropolis.

Any study of employment and job creation must concern itself not only with the number of employed, but with the number of unemployed. The unemployment rate in the metro area in September 1969 was 1.8 percent, much less than the na-

tional rate of 4 percent. Within the metropolitan area, however, there are some sections in which the unemployment rate is higher. The Model Neighborhood area, for example, has an unemployment rate of 2.9 percent.

The studies made of the unemployed appear to refer mainly to the hard-core unemployed, those people who have become alienated from the job-seeking process and, therefore, are not exerting much effort to find jobs. The characteristics of this group do not generally indicate outstanding educational or training problems. We may conclude, then, that these unemployed need the assurance that their efforts to obtain additional skills and to actively enter the job market will be rewarded.

In summary, the results of the neighborhood survey combined with the low unemployment rate in the metro area seem to indicate that to persons in the metropolitan labor force, unemployment, as such, is not a major problem.

Underemployment
In the metropolitan area, the problem of underemployment is far more serious than that of unemployment. The two are not mutually exclusive, however, since many of the underemployed are people whose prolonged or chronic unemployment has prevented society from using their skills. Intensive studies of the underemployed have indicated that 45 percent of the sampled labor force fall into that category. Of that percentage, the majority were males, were among the lower age groups (18 to 34), had 10 to 12 years of education, and were employed mainly in clerical, service, and operative jobs. Almost half — 47 percent — of the group earned a yearly salary of less than $4,000 and almost all — 97 percent — earned less than $7,000.

Employment Needs
Through a survey of major Central Minneapolis employers to determine their present and future employment needs, it was discovered that many jobs are available in certain employment categories. The majority of these job openings are for clerical workers, which are positions requiring little or no experience and a high school education or its equivalent, the latter often met by either vocational education or special training.

In addition, some jobs are available in professional, technical, and managerial categories, as well as in sales. These positions, however, have higher requirements and are not as numerous as those previously mentioned.

When employers were asked why so many jobs were vacant, the most common answer was simply that the demand exceeded the supply. And with the metropolitan unemployment rate at a low 1.8 percent, it is entirely possible that there are not enough unemployed workers to fill all the available jobs. These positions will have to be filled by many of the presently underemployed and also by people who can be trained for jobs beyond what they now have.

If these employment needs are met by these groups, the employer will benefit. But what about the employee? If most of the vacant jobs are menial, offering little chance of advancement, then filling them with those who are underemployed will only increase that problem. In order to benefit both employer and employee, jobs must suit the employee's capabilities as well as give him increased opportunities to advance as far as his talents and industriousness will carry him. The availability of such jobs will then create a meaningful goal for job-training and retraining programs for the underemployed and the hard core unemployed.

Job Training
Job-training programs are designed to reach and give special help and



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28. Most of the city's hard core unemployed and underemployed reside either in Central Minneapolis or its adjacent neighborhoods.
29. Outreach identifies and establishes contact with the hard core unemployed, as well as the underemployed, and develops their interest in the job-training and job-seeking process.

30. Role-playing, an effective sensitivity-training technique, is used here at a NAB meeting.



30

training to those people who, for many reasons, cannot find jobs or often do not even seek them. A number of public and private agencies in the metropolitan area have such training programs and as a result of interviews with several of these groups, certain guidelines emerged as the basis of what could be considered an effective training program. These guidelines include the following ten steps adapted from CEP (Concentrated Employment Program) training guidelines.

1. OUTREACH
Identifying eligible persons and developing their interest in the training program.
2. INTAKE AND VOCATIONAL ASSESSMENT
Enrolling participants (clients) in the program; assessing individual employability needs and developing a plan to meet them.
3. EMPLOYABILITY PLANNING
Informing the client of available jobs as alternatives from which he may choose.
4. JOB ORIENTATION
Providing clients with an introduction to the working world (usually a two-week course including personal hygiene, appearance, job-hunting, completion of forms, consumer education).
5. COUNSELING
(Beginning at intake and continuing through follow up.) Assigning each participant a coach who counsels and guides him through the various program phases. Use of target-area residents as coaches is to be emphasized for identity purposes.
6. TRAINING AND EDUCATION
Providing clients with skills required to begin employment.
7. SUPPORTIVE SERVICES
Providing clients with such services as vocational rehabilitation, day care, welfare (family counseling, maintenance allowances), legal help, and transportation assistance.
8. JOB DEVELOPMENT
Locating and developing suitable job opportunities, working with private

businesses to create new jobs, expanding present job opportunities, involving the private sector in different phases of the program.
9. JOB PLACEMENT
Matching the skills, potential and interests of individual clients with the requirements of particular jobs and employers.
10. FOLLOW UP AND RECYCLING
Providing working individuals with moral support to attain higher goals; attempting to re-enroll program dropouts.

Of all the steps in the above training program, the most vital as well as the most difficult to carry out is outreach. Unless outreach is emphasized, a job-training agency — no matter how good its program — will not reach the underemployed and the hard core unemployed, those people who, because of repeated rejection and lack of identity, will not seek help of their own accord.

Outreach is a particular weakness in the service offered by Minnesota Employment Security, an agency which relies mainly on "walk-ins" and has only nominal outreach carried out through a few neighborhood workers in their northside and southside branches. As a result, this state employment agency reaches mainly the temporarily unemployed who come to their office, a fact revealed in their own 1969 published statistics.

For the fiscal year 1969, 27 percent of Minnesota Employment Security's enrolled trainees had been employed for 15 weeks or more. Only 6 percent had been unemployed over 52 weeks. Of the "disadvantaged" trainees (those who have poverty-level incomes in addition to being either school dropouts, under 22 years of age, 45 or over, handicapped, or members of a minority race), 56 percent had a poverty-level income, 47 percent were school dropouts, 40 percent were under 22 years of age, 13 percent were 45 or over, 20 percent were handicapped, and 18 percent were members of minority groups.

Another important step in the job-training process is employability planning, which informs the client of alternative job choices. In order to prepare the client for making his decision, one agency (CEP) relies on counseling. When the client is ready, he chooses. He is never pushed into making a decision because many clients react to such pressure with absenteeism. Clients allowed to think for themselves develop self confidence.

One element which should be basic to all the steps in the training process is sensitivity — to the individual problems of each participant, to the fact that the underemployed and hard core unemployed have a concept of employment that is different from that of the average employee, and to the fact that a client cannot be "rehabilitated" overnight.

Coordination
Most job-training agencies follow the guidelines previously given in the ten training steps, but they do it almost unconsciously, rather than as part of a specific, codified program. At present, there are no quality standards, no "best approach" to training that provides the agencies with guidance. Instead, each agency follows its own preferred course of action, while working toward a common goal. Unfortunately, this lack of coordination among agency programs has resulted in a polarization in each agency of information that might be helpful to others. Because the agencies are unaware of such important information as, for example, the various categories of clients who might be able to use their services, not everyone who needs these services is being reached. Furthermore, there is a gross duplication of services and an infighting for funds among agencies that ultimately results in hurting those people the agencies have committed themselves to help.

Is there a solution to these problems of inefficiency and discord? There *is*, and it is only to be found in some kind of coordinating device or body, such as a planning board comprised of representatives from each of the local training agencies (both public and private). The purpose of this board would be to keep the agencies informed of all job-training activities and to develop a uniform, consistent plan of action. This plan might include the pooling of training efforts in, for example, a skills center that is contributed to and used by each training agency.

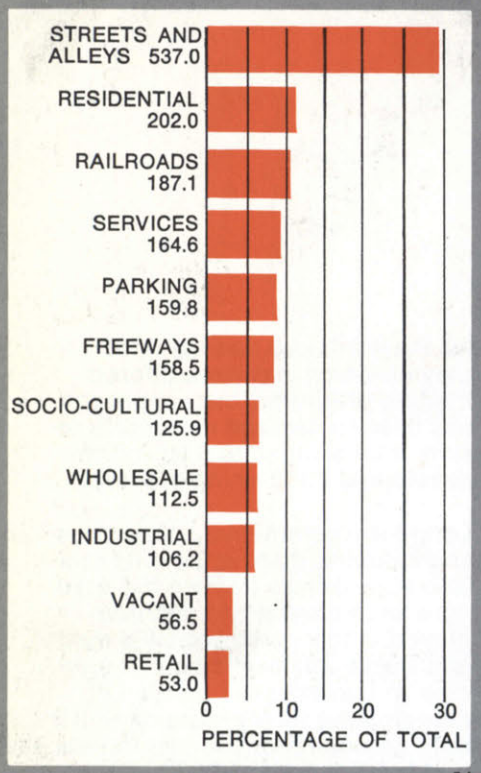
The coordination of training agencies means very little, however, without the cooperation and support of the private sector. There is presently a common ground for agreement between agencies and private enterprise. Both feel that the hard core unemployed represent a resource that business and industry cannot afford to overlook or fail to develop. Although this agreement is a good beginning, it is only the first step in meeting the difficult task of training the hard core unemployed and retraining the underemployed. The next step is better communication.

At present, there is a great communication gap between job-training agencies and the business community. Business and industry have given training agencies little information on available jobs and on how to train people for these positions. Furthermore, the jobs that have been opened up to the agencies' clients have been primarily menial. As a result, the clients have become frustrated and disillusioned with what private enterprise has to offer them.

In terms of commitment, the business sector has not really pledged itself to long-term training programs for the hard core and the underemployed. When they *have* offered training programs, their approach has been to demand immediate results from what should be a slow, developmental training process.

Long-term commitment of business and industry, then, is the only realistic approach to training the hard core unemployed and underemployed. If this commitment is made and sensitively carried out, if agencies find an effective method of coordinating their programs and if both groups reconcile their needs and problems of communication, then there is real hope for a concerted and successful approach to training and employing the hard core and the underemployed.

Physical Profile



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Land Use in Central Minneapolis 1968
total acres 1,868.

LAND USE

Land is one of the most valuable resources of the city. It is especially valuable in Central Minneapolis, where a great deal of commercial activity is concentrated within a limited space.

The use made of land, as well as of the buildings on it, has broad effects on the urban environment. Land and space use are among the major determinants of such urban factors as population density and tax base, traffic patterns and their intensity, and the quality of the city's visual image. For these reasons, the use of land and space, particularly in the vital heart of the city, has been the object of serious concern, as well as of detailed study.

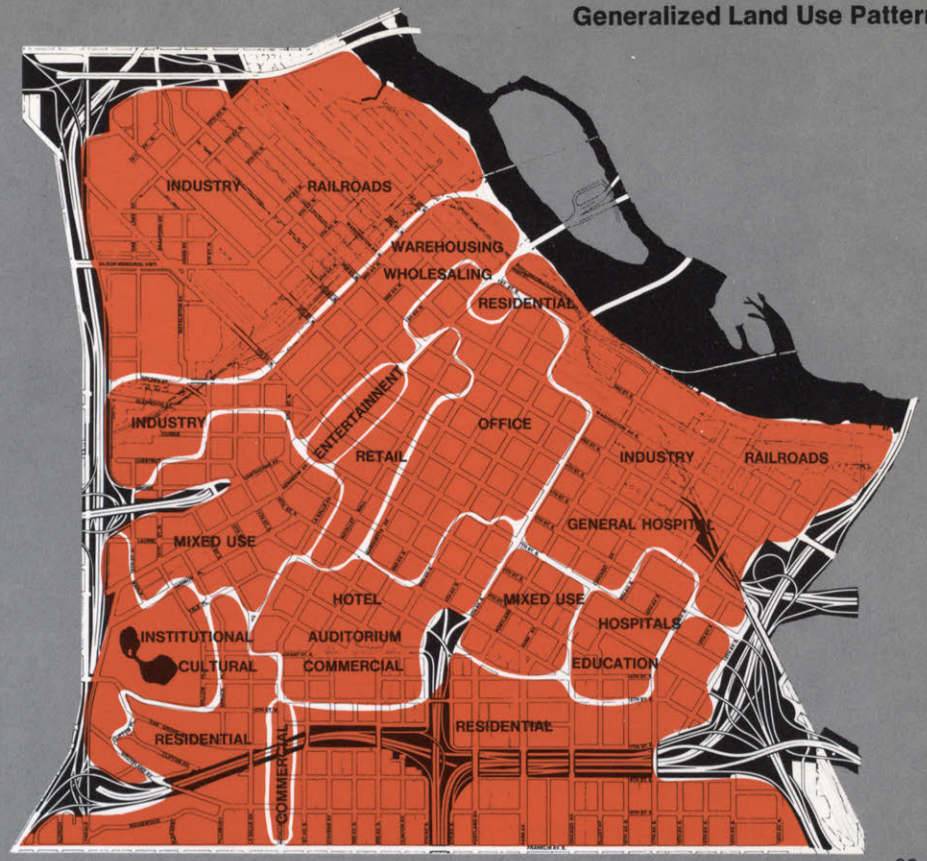
Most recently, in the summer of 1968, the Minneapolis Planning and Development Department carried out an on-site survey of land and space use in Central Minneapolis.The survey included: A parcel-by-parcel survey of land use in the area; a parcel-by-parcel survey of space use in Downtown, including first and second floors and predominant use in upper floors; and a study of building conditions, including the age and height of each structure in the area. This survey was supplemented by other recent surveys, analyses, and consultant reports.

One of the planning department's findings, as shown on the Generalized Land Use Map, was that land use falls into a distinctive pattern of use districts, that is, districts containing a predominant cluster of common, interacting activities. At the center (corner of Seventh and Nicollet) of these districts, there is a core area of retail activity adjacent to office and service facilities.

The use districts, in turn, are contained by more broadly defined concentric zones. Moving out from the core retail area, there are three inner zones for retail, retail-service, and mixed use. The two outer zones include a northern area of industry, warehousing, transportation and printing, and a southern area of residential and social-cultural facilities.

As the accompanying graph shows, there is no predominant land use in Central Minneapolis. Streets and alleys take the greatest percentage (29 percent)of land and added to parking and freeways, make a total of 46 percent of the land in the central area used for circulation. In terms of space use (not shown in the graph), office and retail are the area's primary functions.

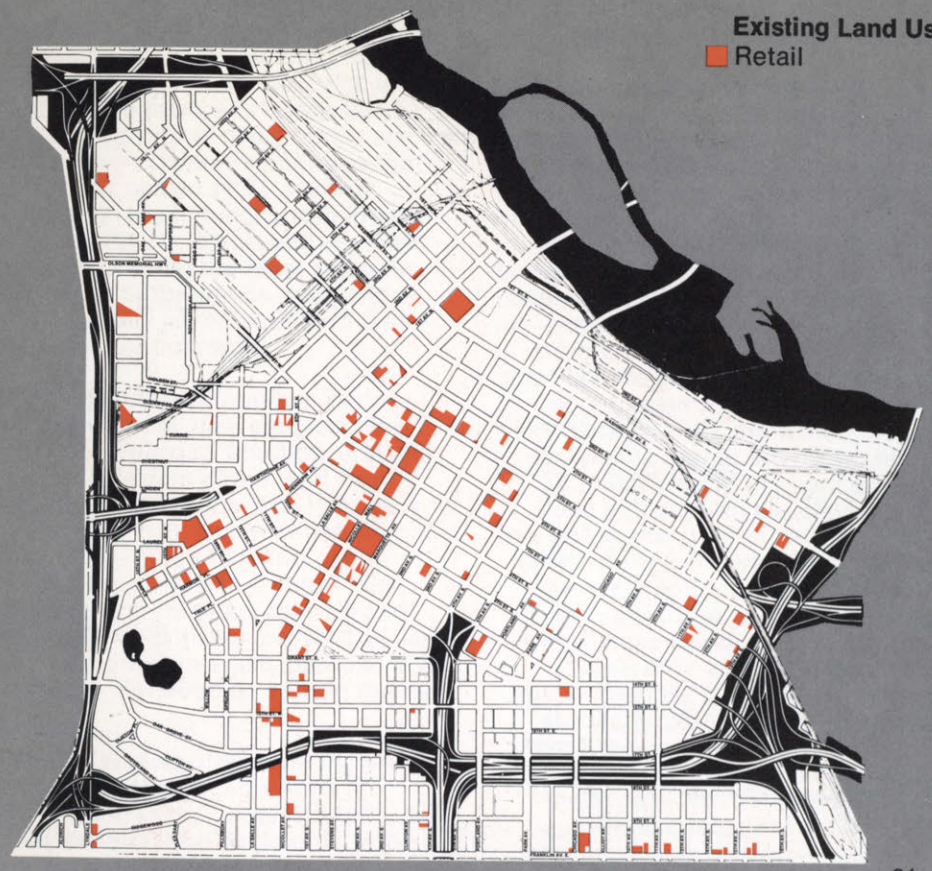
Generalized Land Use Pattern



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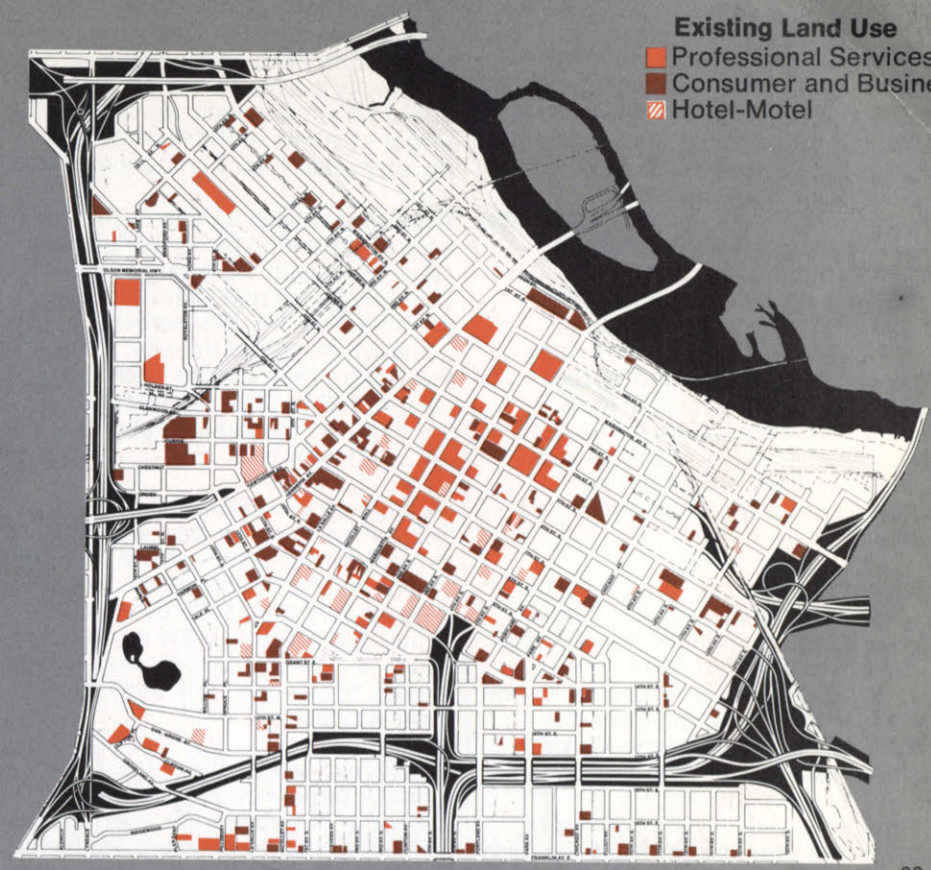
33


Existing Land Use
Retail

34


Existing Land Use
Wholesale-Warehouse
Industrial
Terminal

35


Existing Land Use
Professional Services
Consumer and Business
Hotel-Motel

36


Existing Land Use
Private Parking
Public Parking

37

LAND VALUE

Land and building value is a measure of an area's development as well as providing the city with a major source of revenue. More valuable land, such as that in Central Minneapolis, should contain more valuable buildings, with a recommended land-to-building ratio of 1:3 for optimum development. In Central Minneapolis, however, there are only a few blocks where this optimum development occurs. It is more common — in 29 percent of the blocks — to find land value exceeding building value, particularly in the tax-free land owned by the railroads. The under-use of land, then, is a major problem in the central area of the city, as well as a great opportunity if an active and coordinated program for development is launched.

Land value is directly related to the pattern and intensity of land use. Although land value can be estimated in several (somewhat overlapping) ways, the following discussion will center mainly on the market value of the 1,800 acres of land in Central Minneapolis.

The market value of land is the city assessor's estimation of what the land would sell for on the open market. In 1966, the approximate market value of the land and buildings in Central Minneapolis was $600 million (excluding exemptions for highways, railroads, hospitals, churches, government and any non-profit institutions): $207 million for the land and $367.5 million for the buildings.

Based on these last two sums, the over-all ratio of land to buildings in Central Minneapolis is 1:1.7, that is, building improvements are 1.7 times the value of the land containing them. This ratio, which is far less than the 1:3 optimum ratio set by the city assessor for full realization of development potential, indicates that much of the land in Central Minneapolis is under-used.

The greatest under-use of land is found in the large tracts of land — over 14 million sq. ft. — owned by the railroads. The ratio of railroad land value to building value is 1:0.3, that is, the land is worth more than 3.3 times the buildings on it, compared to the much higher 1:1.7 land-to-building ratio in the remainder of Central Minneapolis.

Railroad land in Central Minneapolis has an estimated market value of over $33 million (including land improvements), an expensive real-estate holding which is essentially tax free, although the railroads make a payment to the state in lieu of taxes. Although Central Minneapolis already pays 25 percent of the city's property taxes while occupying only 5 percent of the city's land, this contribution could be substantially increased if larger portions of the land were developed to their highest potential.

The highest land values in the central area are found in the Downtown retail core, with the intersection of Seventh Street and Nicollet Mall identified as the 100 percent, or most valuable, corner of the city. Land at the 100-percent corner is valued at from $90 to $125 per square foot, the latter on the southwest corner of the intersection.

Moving outward from the 100-percent corner, the rate at which land value drops depends on the direction of movement: To the west, values drop rapidly from $125 down to $20 in just two blocks; to the north and south, a similar drop off takes four blocks; to the east, this drop takes three blocks.

Downtown land values usually follow intensity-of-use patterns except in the northwest and northeast corners of the area, where the lower land values are one indication of the problems of these industrial areas.

HARD AND SOFT ANALYSIS

In Central Minneapolis, only 3 percent of the land is vacant. Consequently, the large amount of new construction projected for the area will take place on land that is presently being used. It is obvious, then, that this new development must be guided by a careful evaluation of presently developed land in order to determine which land, because of its use or the condition of the structure on it, is best suited for renewal. This is the purpose of a hard and soft analysis — to point out those areas in which development either should or should not occur, as well as those in which renewal is either most or least likely to happen. This analysis of Central Minneapolis is based on a number of criteria: Land and building value; height, age and condition of structures; available information on parks; a study of significant architecture; and the city's railroads.

In this hard and soft analysis, those structures or parcels defined as "hard" are stable elements, such as new skyscrapers, where development is not likely to take place. Also defined as "hard" are the parks and significant historical buildings where new development should be discouraged. Buildings or land designated as "soft" are unstable areas, such as parking lots, where development will most likely occur and should be encouraged. Any hard and soft analysis, however, cannot be absolute because the location of new development will be determined primarily by the specific requirements of developers.

In this study, there are two groups or parcels in the "hard" category. The first group contains park land and historical buildings — both worth preserving for their unique characteristics. (Many of the historical buildings, because of their present condition, will probably not be preserved unless special efforts are made to protect them. In this analysis, we assume that such efforts will be forthcoming.) The second group of hard parcels are those which contain structures that have one or more of the following characteristics: Are in good condition; have been built after 1955; and contain 11 or more stories. While any one of these characteristics is not enough to guarantee that a parcel is identified as hard, it can generally be assumed that redevelopment will not take place there.

At the other end of the spectrum are three groups of soft parcels. The



Hard and Soft Analysis
(see text for definition)
- Hard
- Intermediate
- Soft

first group contains those parcels now identified as parking lots. Identified in the second group are those blocks on which the 1966 assessed land value exceeds building value, with the result that the land is considered economically under-used. The third group of soft parcels are those which contain structures that were built before 1930, are two stories or less in height, and are in poor condition. Because these structures are among the least valuable in Central Minneapolis, redevelopment is likely to replace them and should be encouraged.

Although railroad land has been excluded from this analysis, the changing railroad function and the relative freedom of the land from structures identifies this land as predominately soft. But because the railroads have given little indication of their future role in Central Minneapolis and because the railroad land will most likely be sold in large tracts and not in small parcels, it has not been identified as soft on the map.

ZONING

The first zoning ordinance in Minneapolis took effect on April 17, 1924. After many years of study, public discussion and decision, it was replaced by the present comprehensive zoning ordinance on July 19, 1963. This new ordinance regulates all public and private property. The illustration shows the Central Minneapolis portion of the zoning map.

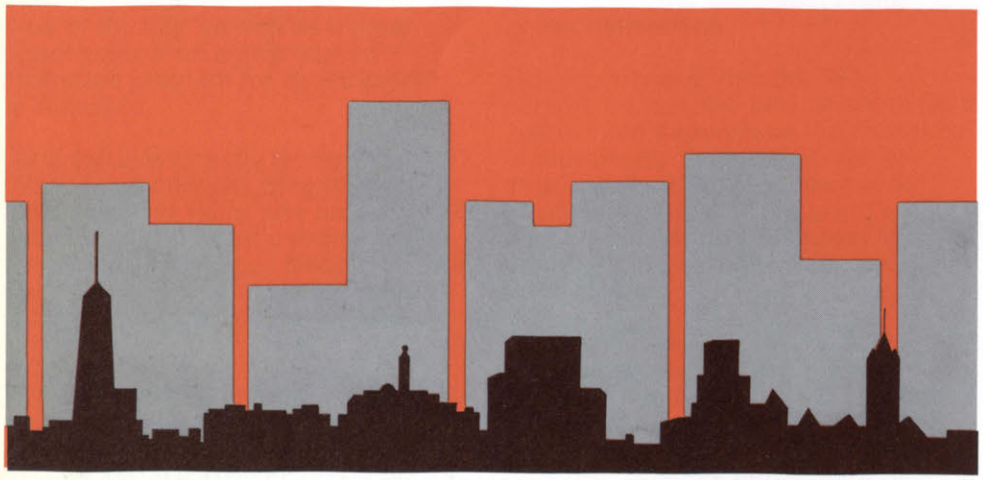
The comprehensive zoning ordinance adopted by the city in 1963 is one of the most advanced in the nation. It contains such innovative features as performance standards, permitted use concepts, and floor area ratio (FAR), which is the ratio between the total floor space within a building and the area of the building site. The basic FAR in B4 zones is so high, however, that it permits great building volume over limited

ZONING DISTRICTS

District	Permitted Use
M1	Light mfg., wholesaling, and limited retail business and service
M2	Limited mfg., wholesaling, and limited retail business and service
M3	General mfg., wholesaling and limited retail business and service
B1	Predominately residential with business and professional office
B2S	Neighborhood service
B3	Community retail(e.g.,supermarkets)
B3C	Community commercial (e.g., printing)
B3S	Community service (e.g., car wash)
B4	Downtown retail
B4C	Downtown commercial (e.g., light mfg.)
B4S	Downtown service



Existing Zoning



40

40. The grey area contrasted to the present skyline, shows the maximum development possible in the Downtown core under the present floor area ratio.
42. Children playing in Loring Park.

land, thus leaving much of Downtown overzoned. Under the present zoning ordinance, as much as 1.5 million sq. ft. of building space can be developed in each block of the 22-block heart of Downtown. This allowed footage can also be more than doubled if the land developer qualifies for premiums by adding such amenities as sidewalk or internal arcades, canopies, and off-street parking. In theory, then, the zoning regulations (through the utilization of premiums) allow each city block to hold a building of 3.5 million sq. ft., which is more than the total office space built in Downtown in the last ten years.

Although such a high floor area ratio may make land development easier, it could have an adverse effect on various aspects of Downtown development. It could over-concentrate employment, intensify traffic congestion, and concentrate land development in a small number of blocks rather than over a wider area. In summary, the present high FAR in Downtown could defeat the sound guidance for land development that progressive zoning is designed to provide.

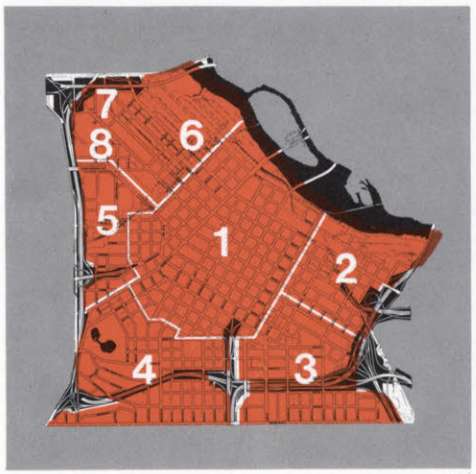
HOUSING

The housing in Central Minneapolis is found in two residential neighborhoods around Elliot and Loring Parks and in four small residential pockets near predominately industrial areas.

Loring Park is an exceptionally attractive urban park. It relieves an otherwise densely built neighborhood of old mansions, luxury and other apartment buildings (many of them new), large churches, offices, institutions, and two hospitals. A commercial strip along Nicollet Avenue divides the east and west parts of the neighborhood. In the hilly area south of the park, many of the old mansions are still preserved — a few used as homes and others converted to rooming house, office, and institutional use.

The character of Elliot Park Neighborhood varies. On its northern edge, land use is predominantly commercial, industrial, and institutional. In its southern blocks, there are densely built apartments, duplexes, and rooming houses. The park in the summertime is an actively used social and recreational center for all ages. Adjacent to the park are major institutions, among them Swedish and St. Barnabas Hospitals.

The Loring and Elliot Park Neighborhoods enjoy the advantages of residential areas near Downtown: Proxim-



Community and Neighborhood Boundaries

1. Central Business District (Downtown)
2. Industry Square
3. Elliot Park
4. Loring Park
5. Hawthorne-Linden
6. North Loop
7. Blaine
8. Bradford



ity to jobs, stores, cultural and entertainment facilities, and major institutions. Their housing fills a need for conveniently located small apartments and rooms. The quality apartments in Loring Park Neighborhood show the potential for upper-income housing as well.

On the other hand, both neighborhoods share many of the problems of aging and deteriorating structures, conflicting land use, congestion, and social disorganization typical of residential areas near the city center. If these problems are solved, the neighborhoods will be able to fulfill their strong potential as distinctive and attractive residential areas.

There are four residential pockets included on the map: Blaine; Bradford; Hawthorne-Linden; and Industry Square. The residential pocket and scattered apartments in Industry Square comprise only 4 percent of the total land use. They not only show severe deterioration (with the exception of a few apartments recently rehabilitated), but they also impede maximum development of industry. Scattered residential structures, for example, make it difficult to assemble parcels for a modern industrial plant. The absence of any new residential construction in the area in the past years, however, points to the eventual elimination of most Industry Square housing.

North Loop's residential pocket areas — Blaine and Bradford — constitute about 3 percent of the total land use. They are among the most deteriorated residential areas in the city. Both are included within the current Near-North General Neighborhood Renewal Plan, and much of the Blaine area will be cleared for programmed freeway construction. The remaining residential area has little future except as land for industrial expansion.

RESIDENTIAL ENVIRONMENT

The quality of the residential environment in Central Minneapolis varies widely, from good in the blocks south of Loring Park and Elliot Park to poor or very poor in other parts of the neighborhoods and pocket areas. Throughout much of the community, intense development, land crowding, mixture of uses, and heavy traffic create serious environmental problems.

The most comprehensive data on environmental conditions were gathered through a field survey, which developed a composite score rating of visible environmental influences on the street frontage of residential blocks. Experienced city planning department staff members rated environmental conditions under the headings of: Building coverage and bulk; yard spaces and setbacks; adverse effects of incompatible use; off-street parking facilities; maintenance of open space; distribution of street trees; sidewalk and street condition; and general appearance. (The first three factors were weighted most heavily.)

The final block-front scores were divided into five classes: A (Very Good), B (Good), C (Fair), D (Poor), and E (Very Poor).

Loring Park Neighborhood shows a wide variation in conditions, with a significant proportion of block fronts in both good and poor categories. The majority of block fronts in Elliot Park Neighborhood are rated as fair. In the two pocket areas inspected, all block fronts are rated poor or very poor.

The concentrations of low environmental ratings are evident on the accompanying map. They follow discernible patterns: In the blocks of intensive apartment development, where open space is at a premium; along the major traffic corridors, where noise and air pollution are factors; and on the commercial streets and Downtown fringe areas, where mixing of incompatible uses is frequent. In the pocket areas, adverse adjacent industrial uses are largely responsible for the extremely low ratings. Good environmental ratings appear where the street pattern discourages through-traffic and where initial high quality development prevents land crowding.



43



44

44. Residential blight and mixed land use in Elliot Park Neighborhood.

CLIMATE

The Minneapolis climate is classified as a humid continental forest climate with severe winters (Koppen climatic formula Dfb), long periods of extreme cold and heat, and a yearly average temperature of 44°F. Precipitation falls throughout the year, with an annual average of 27.8 inches, although most of it occurs in summer thunderstorms.

There is an average of 42.2 inches of snow from about October to May, and a continuous snow cover is common from November through March. Because of the cold temperatures, the snow cover is often very deep and snow removal is a problem. On the other hand, a long snow cover insulates the area against extremes of noise and temperature, and tends to reduce both heat loss from the walls and roofs of buildings and the amount of frost damage to the roots of trees and other plants.

The average annual wind velocity is 11.2 miles per hour, with a persistent NW-SE pattern. For nearly three-quarters of the year, wind causes considerable heat loss from buildings, with the greatest loss coming from the strong northwest winter winds.

The Microclimate

The microclimate in the city of Minneapolis differs somewhat from that of the surrounding area. Minneapolis is generally warmer and air pollution in the city causes increased fog, snow, hail, and rainfall over the urban area as well as reducing the amount of sunlight 15 to 20 percent from that received by the outlying areas. Windspeed is also slower, but more turbulent at lower levels due to the irregularity caused by continuous buildings.

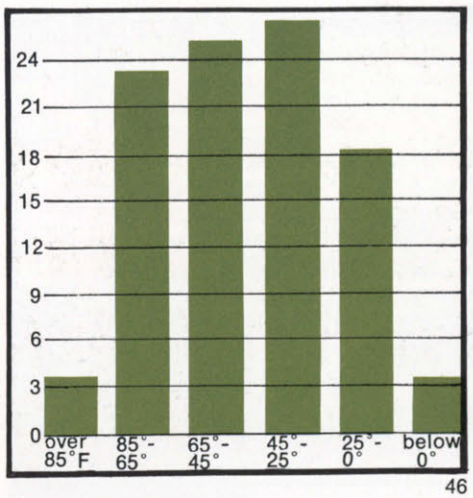
Bioclimatic Needs

Temperature, radiation, air movement, and humidity are the major climatic elements which affect human comfort and man's ability to be productive. The comfort zone is the most desirable mixture of these elements in order to encourage this productivity. The comfort zone for most Minneapolitans is 70°, with a relative humidity of between 30 and 70 percent.

Figure 45 shows this local comfort zone and the climatic conditions which must compensate for a fall of temperature and humidity outside it. This chart can be plotted by using actual data of yearly temperatures and humidity. If the climatic conditions shown on the chart fall above the upper perimeter of the comfort zone, winds are needed. When the temperature is high and the relative humidity low, evaporative cooling is needed. At the perimeter of the comfort zone, radiation is necessary to compensate for the lower temperature.

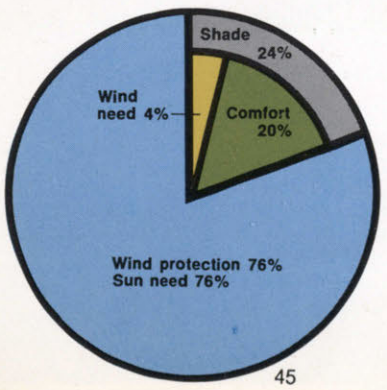
Figure 47 shows the city's bioclimatic needs. In more than half of the underheated period, heat needs cannot be satisfied by direct natural means. It can be seen from these charts that during 76 percent of the year, the city is underheated (radiation is needed), 24 percent of the time the city needs shade, 76 percent of the time it requires wind protection, 4 percent cooling breezes, and only 15 percent of the time is the city in shade comfort. The most important information to be gained from this chart is that wind protection and increased heat are needed for most of the year, especially for any outdoor activities.

Temperature Distribution

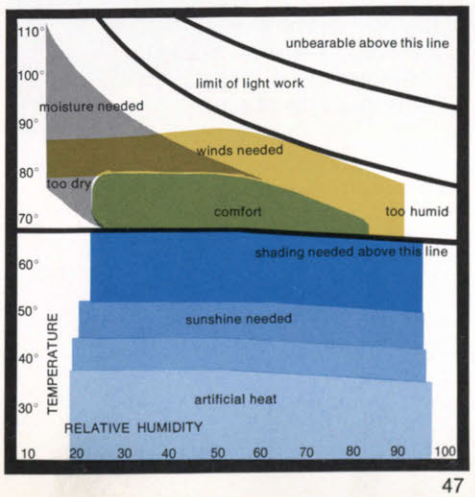


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Bioclimatic Needs

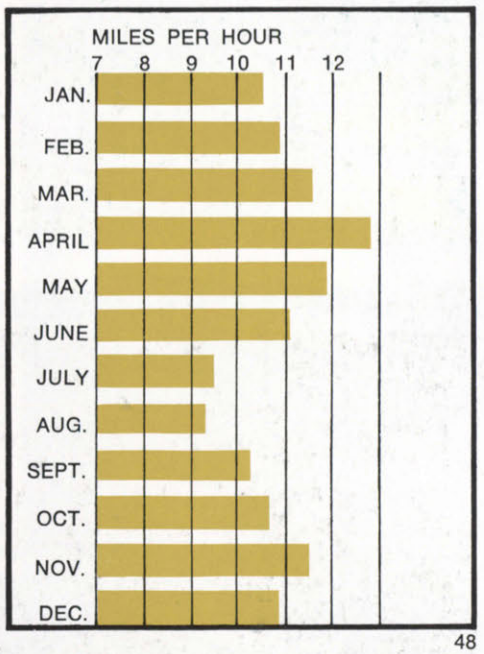


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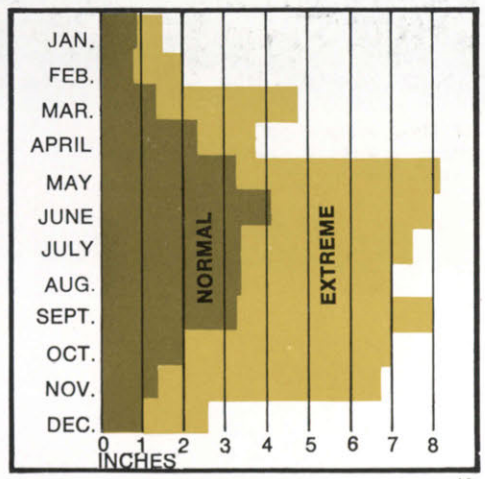


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Average Wind Velocity

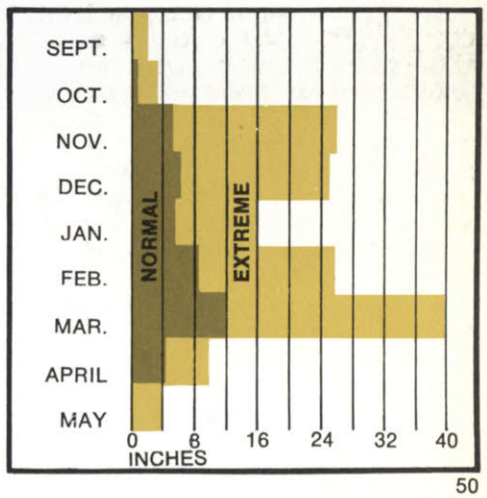


48



49

Annual Precipitation



50

Annual Snowfall Range



51

AIR POLLUTION

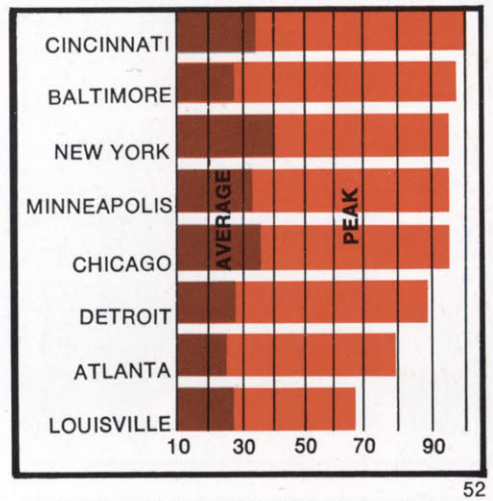
One of the many results of the increasing growth of America's urban places is air pollution, the contamination of the air by the waste products of man's activities. Air pollution costs the United States $12 billion a year, a total cost of which every American pays $65. Polluted air shortens people's lives, contributes to respiratory disease and premature death, and is a factor in such diseases as emphysema, bronchitis and lung cancer.

In Central Minneapolis, air pollution is a problem comparable to that in the central areas of Detroit, Chicago and even New York. Residents of Central Minneapolis breathe air that is loaded with almost double the amount of sulfur oxides, one-third more dustfall (mainly from smokestacks), and nearly 60 percent more suspended particulates than permitted by state regulations.

There are several major sources of air pollution in Central Minneapolis — automobiles, industrial plants, space heating, and construction. Automobiles and other vehicles are almost solely responsible for the widespread emissions of carbon monoxide and hydrocarbon in Downtown, a problem that is increasing with the growing number of automobiles traveling at a slower average speed. Industrial plants are the major causes of particle emissions and, in many cases, odors. Space heating of both residences and office buildings, particularly in winter, emits sulfur oxides. And construction of both highways and buildings emits dust.

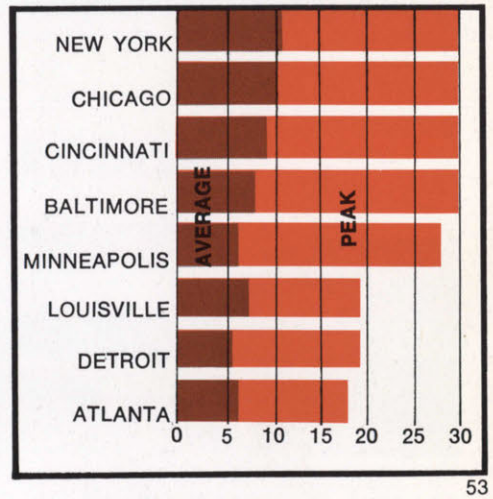
The problem of air pollution in Central Minneapolis is part of the larger problem of the city and the metropolitan area, and cannot be separated from it. To some extent, however, air pollution in Central Minneapolis is more serious than that in the remainder of the metropolis because of its location and high concentration of development.

The problem of air pollution has been complicated by the antiquated standards, or often lack of standards, in pollution control. The Minneapolis air pollution ordinance grew sporadically over a period of years since its first drafting in 1897. There are state-wide standards, however, which supersede the city pollution ordinances, and the Minneapolis-St. Paul area was recently designated as an air quality control region in which the state must set and implement standards.



52

Carbon Monoxide Readings in Selected Central Areas
(concentrated in parts per million parts of air)



53

Hydrocarbon Readings in Selected Central Areas
(concentrated in parts per million parts of air)

NOISE POLLUTION

Noise is becoming an increasing annoyance in the urban environment. It is of growing concern because it not only irritates people, but it interferes with work, sleep, conversation, and recreation. Intense noise may even cause hearing loss.

There are three main sources of community noise — transportation, fixed industrial sites, and people. Transportation noise in the city is the by-product of moving automobiles, buses, trucks, trains, and airplanes. The rate of traffic flow greatly affects the noise level, with stop-and-go traffic producing higher peak levels than traffic which is smooth or freely flowing.

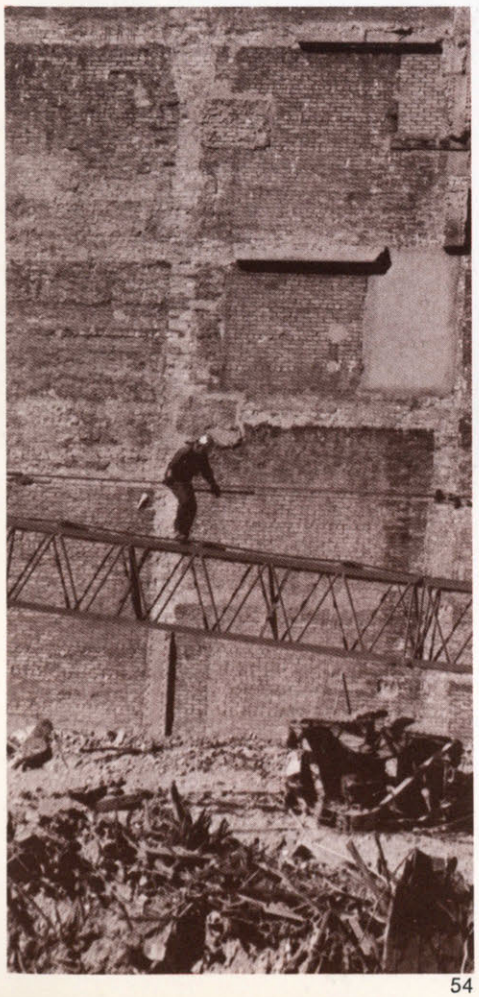
In Central Minneapolis the motor vehicle is the primary source of noise. This vehicular noise is intensified in Downtown, where congestion has reduced traffic flow to stop-and-go movement with its resulting peaks and valleys of sound. The surrounding freeway system, including development of the Third Avenue N. distributor, may add another level to the noise volume in Downtown. Contrary to the noise-spreading surface streets, however, the freeways concentrate noise over certain corridors.

Since most Central Minneapolis industry is located in the north and south loop, industrial noise is not a severe problem in Downtown. The intensive construction activity in this area, however, is an increasing source of noise.

The average noise level in Downtown should not exceed 65 to 70 dBA. Noise above this level will interfere with normal conversation. In residential neighborhoods, such as Loring and Elliot Parks, the average noise level should not exceed 65 dBA.

During September 1969, the Minneapolis Pollution Control Office conducted a survey for this study in order to determine the noise level at various locations in Central Minneapolis. The results, shown in the accompanying graph, indicate that during the busiest times of the day noise levels above the 70-dBA limit are generally found throughout the area.

One might expect the noise levels along the freeway corridor to be higher than the graph shows. There are two conditions, however, which affected this relatively low reading. First, the test was taken above the embankment and thus there was already some reduction in noise. Sec-



54



55

51, 54, 55. Industrial plants, construction projects, and vehicles are the major sources of Downtown air and noise pollution.

ond, the freeway ring is incomplete and thus not operating at full capacity.

Tests have shown that constant noise above 85 dBA will cause hearing loss and that a sound level of 90 dBA can be tolerated only for short periods of time. While a constant level of 85 dBA has not been reached in Central Minneapolis, peaks of noise above 90 dBA are common.

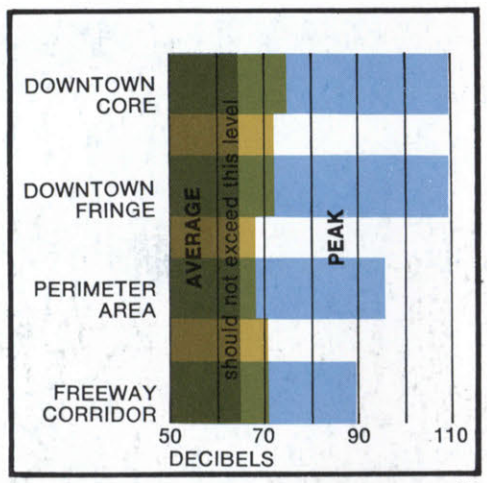
In Central Minneapolis, the average nighttime noise level is generally 18-20 dBA lower than that of the busiest hours. Although this level seems low, it is still unacceptable for nighttime hours in which only a small amount of noise, especially in residential areas, is tolerable.

The proximity of Central Minneapolis to the Minneapolis-St. Paul International Airport, combined with the present search for a new airport, should make the problem of aircraft noise control an increasingly serious concern.

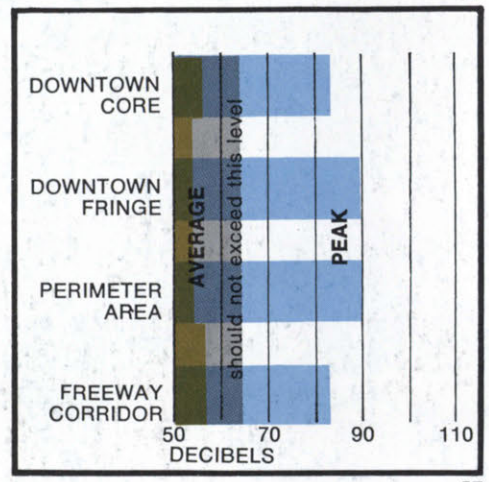
WATER POLLUTION

Water pollution, like noise and air pollution, is a by-product of man's behavior, or misbehavior, toward his environment. In Minneapolis, a city whose attractive image depends on its water areas, neglect has produced a river in which recreation is marginal and lakes which are becoming less and less fit for the use of man, or even of fish life. Recent tests conducted for the Minneapolis Tribune showed the city's lakes to be low in oxygen and rich in the nutrients — phosphates and nitrates — which promote the growth of weeds and green algae that, in addition to being obnoxious elements for both swimmers and boaters, upset the ecological balance of the lakes.

Of even broader scope, of course, is the pollution problem in the Mississippi River. While we are most concerned here with the 1.7 miles of river that flow through Central



56



57

Noise Level
Rush Hour
(7:00 - 8:00 A.M.)
(4:30 - 5:30 A.M.)

Quiet Time
(2:00 - 4:00 A.M.)

measured in decibels on an 'A' scale (dBA)

Minneapolis, at the same time we must recognize that what happens to the water upstream greatly affects the quality of the water that flows through the center of the city. And in turn, our use of the river in Central Minneapolis will affect the water quality for those who live downstream from us.

First of all, how polluted is the Mississippi River as it flows through Central Minneapolis? To find out, the Minneapolis-St. Paul Sanitary District regularly conducts tests of the river water at different sites within its jurisdiction. These tests, which measure the amounts of both coliform (the disease bacteria from the colons of men and animals) and dissolved oxygen in the river water, are compared to standards set by the Minnesota Pollution Control Agency. State regulations limit coliform to 1,000 per 100 milliliters for swimming and 5,000 per 100 milliliters for boating and recreation not involving prolonged body contact with the water. Fish life requires a minimum of four parts of dissolved oxygen per million in order to survive; boating and recreation require five parts per million; swimming needs six.

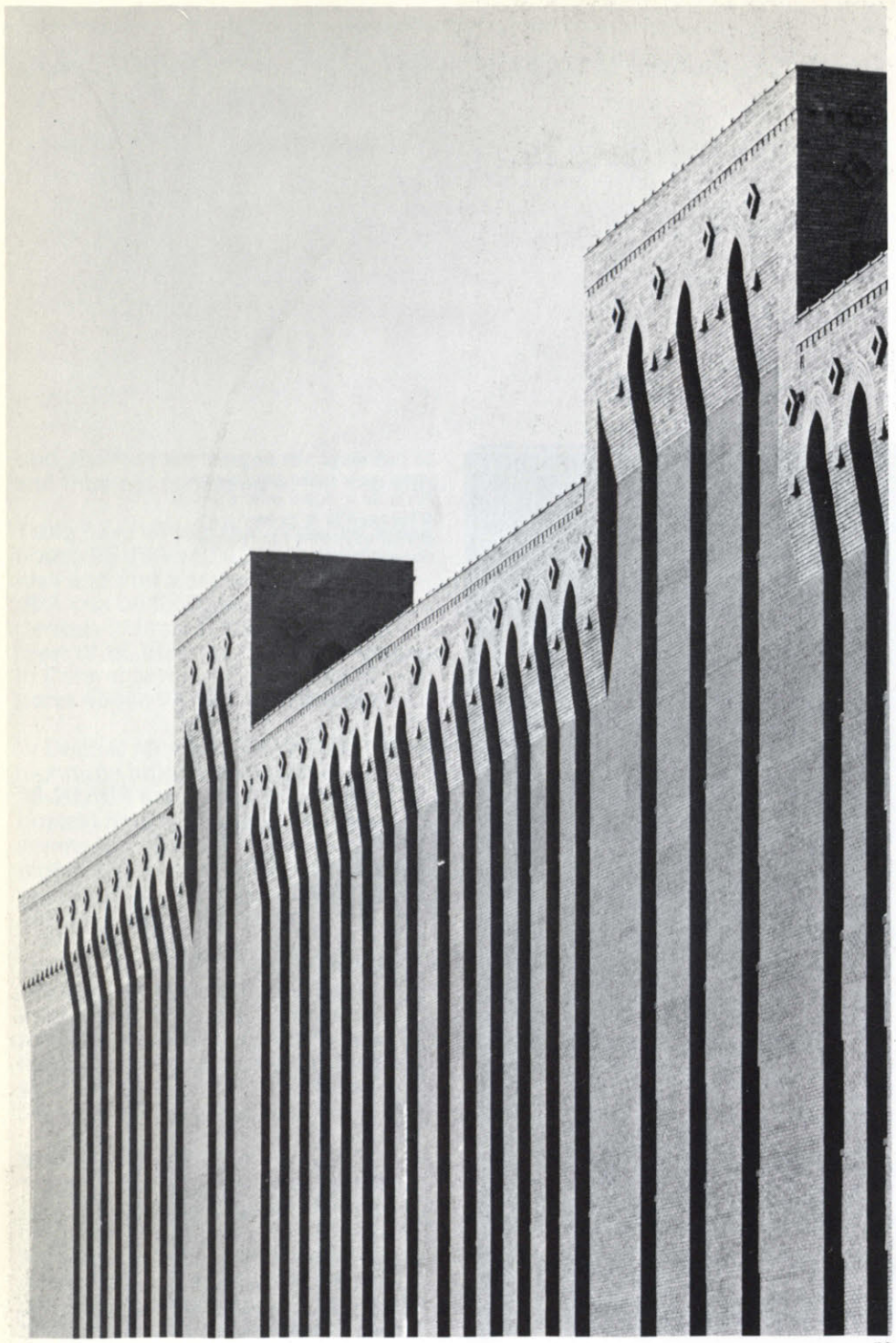
In 1968, tests conducted at the Minneapolis Barge Terminal, below the Washington Avenue Bridge, indicated that the highest amount of coliform was found during September, when the count reached 7,900 milliliters — above the maximum allowed for either swimming or boating. The low count occurred in June, when the level fell to 410 coliform per 100 milliliters, well within the "safe" limits for recreation. Tests for dissolved oxygen, on the other hand, showed sufficient oxygen for swimming all year long.

These test results indicate that the Mississippi River as it flows past Central Minneapolis is not polluted beyond repair. There are times, in fact, when the river is safe for boating and recreation that does not involve prolonged body contact with the water. There are even limited times when the river is safe for swimming, although these times are confined to the cold months when there is little demand for water recreation. During the warmer months, when demand is high, the river is dangerously polluted and unsafe for any recreational use.



58

58. Although not polluted beyond repair, the Mississippi River as it flows past Central Minneapolis is growing increasingly unfit for recreational use.



59

VISUAL IMAGE

The visual image of a city is composed of those impressions of its tangible elements — the buildings, streets, centers of activity — which people have perceived and retained. The image of a well-designed city is at once vivid, coherent, and characteristic of that urban place. Above all, it is an image that expresses the unique history and geography of the area.

Does Central Minneapolis project such an image? In many ways it does not. It projects neither the identity of a vital metropolitan center, nor the uniqueness of its history and river setting. Both of these are long-ignored qualities which must now be strengthened and enhanced in order to create a center city whose identity will have a strong impact on both residents and visitors.

Image Elements

The city's visual image is made up of five elements: Paths; districts; edges; nodes; and landmarks. The following definitions of these terms are based on those given in Kevin Lynch's *The Image of the City*, although in some cases the meanings have been expanded (following Lynch's recognition of the need for more general definitions).

PATHS are lines of movement — streets, arcades, railroad and bus lines — along which pedestrians and motorists move and from which they view the cityscape and their immediate surroundings.

DISTRICTS are large, relatively homogeneous areas which can either be easily identified as such from within or are visible from the outside. They give meaning to their larger context, are much easier to relate to, and they help create a sense of orientation and function within the cityscape. (Central Minneapolis would usually be considered a district within the city. Because it is the largest study area in this report, however, its sub-areas, such as the office core, are considered districts as well.)

EDGES are areas of major physical breaks in the landscape — from solid apartment blocks to open spaces, from land to water. There are two kinds of edges, major and minor, distinguished from one another by the degree to which they can be penetrated. A major edge, which may take the form of a freeway, arterial, rail line or wall, *appears* to create a physical barrier between areas, closing one off from the other. A minor edge is less rigid than a major edge, and at times more conceptual in nature. It can be easily penetrated and functions as a seam along the boundary between two areas, a line that can relate and join adjacent districts together. A minor edge can be a row of trees, a change in street grid, or a visual response to the change in building height between districts.

NODES are small, integrated areas into which an observer may enter and within which he feels enclosed. They can be major transportation interchanges such as a transit station, the intersection of two main paths, or the concentrated and heavily active cores within districts. Nodes often become dominant parts of the city image since they are perceived as focal points around which a district exists.

LANDMARKS are immediately identifiable objects which can be symbolic of the city and/or be used as reference points for orientation. Large-scale landmarks such as monuments, hills, or high-rises are seen externally from a distance. When viewed from outlying areas, the Downtown skyline becomes a landmark symbolizing Central Minneapolis. Minor landmarks — medium-rise buildings, fountains, an oddly shaped street light — can only be seen from within a district and are not dominant features when viewed from far away.

Image Survey
If ten people were asked to sketch a map of an area, identifying on the map what they perceived to be the area's major elements, they would be participating in a visual image survey. The probable result of such a survey would be ten different maps, pointing up the fact that the image of a place means different things to different people, with each person recognizing and retaining certain combinations of the parts and with some persons drawing a more complete image than others. On the other hand, a detailed comparison of these maps would point up enough common elements to project a single public image of that area.

In 1964, a random sampling of Hennepin County residents participated in a visual image survey of Central Minneapolis. The illustration shows the elements that emerged most strongly in the public image: Landmarks such as City Hall, Dayton's, Donaldson's, the Basilica, and the Milwaukee and Great Northern railroad stations; major paths such as Hennepin, Washington, Nicollet and Third Avenue South; the entertainment district along Hennepin Avenue; and strong edges such as Fourth Avenue South and Grant Street, which separate Downtown from the rest of Central Minneapolis.

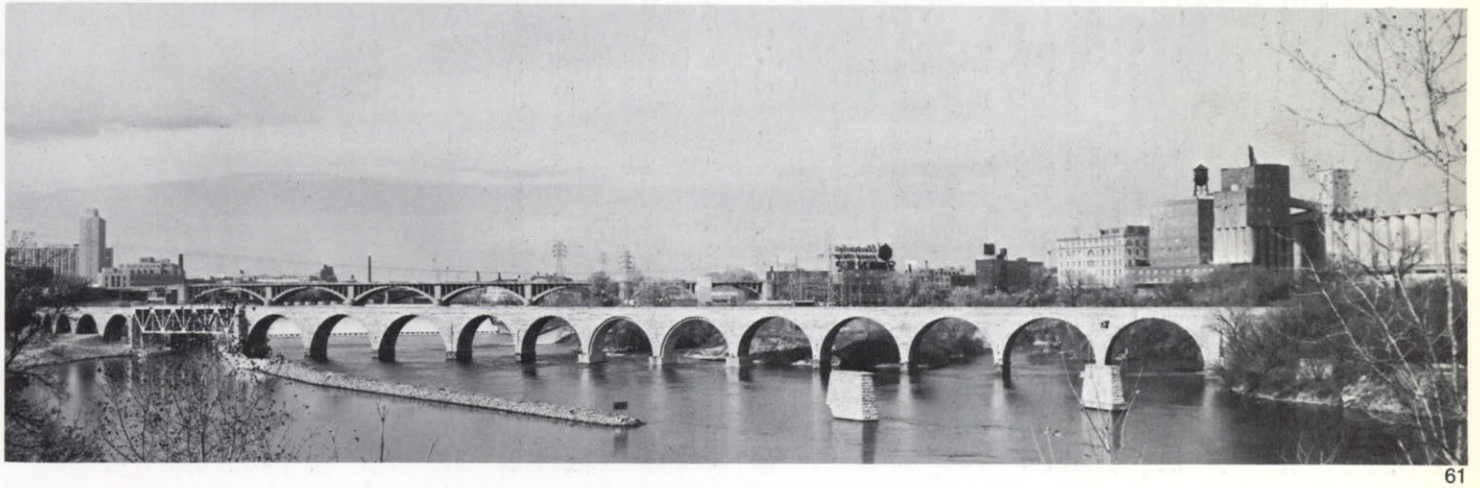
This survey also emphasized the major differences between the reality of Central Minneapolis and how the public incompletely perceives it. The gaps between the two have helped to delineate the problem areas which currently prevent Central Minneapolis from projecting a vivid and coherent image.

Most of these problem areas are those elements which the public rarely notices and therefore does not remember. The riverfront, hidden from Downtown by high grain elevators and cut off by railroad tracks, emerges as less memorable than the bridges which span it. Few people



60

59-61. The Butler Brothers Building, the Basilica of St. Mary, and the Stone Arch Bridge are among the historical structures whose preservation deserves the most careful consideration.



61

are aware that the Downtown street grid changes axis to the north and south of Hennepin. There are areas which lack of identifiable form and inadequate street exposure have left undefined, and therefore unclear in people's minds. On the other hand some areas, such as Washington Avenue, appear more important to people than they actually are.

Since this particular survey was conducted, a number of elements — the Midwest Federal Building, Nicollet Mall, the River Towers, the freeway system — have been constructed. These new center-city structures would undoubtedly be included on an updated image map, although the accelerated pace of demolition and new construction is constantly changing the city form and, consequently, the public view.

Whether the future image of Central Minneapolis will be an identifiable one depends upon the reinforcement of its strong elements, the strengthening of the weak, and the integration of the new. Together, these elements should provide Central Minneapolis with an image that is vivid, coherent, and clearly reflects both the character and history of the city.

VISUAL FORM

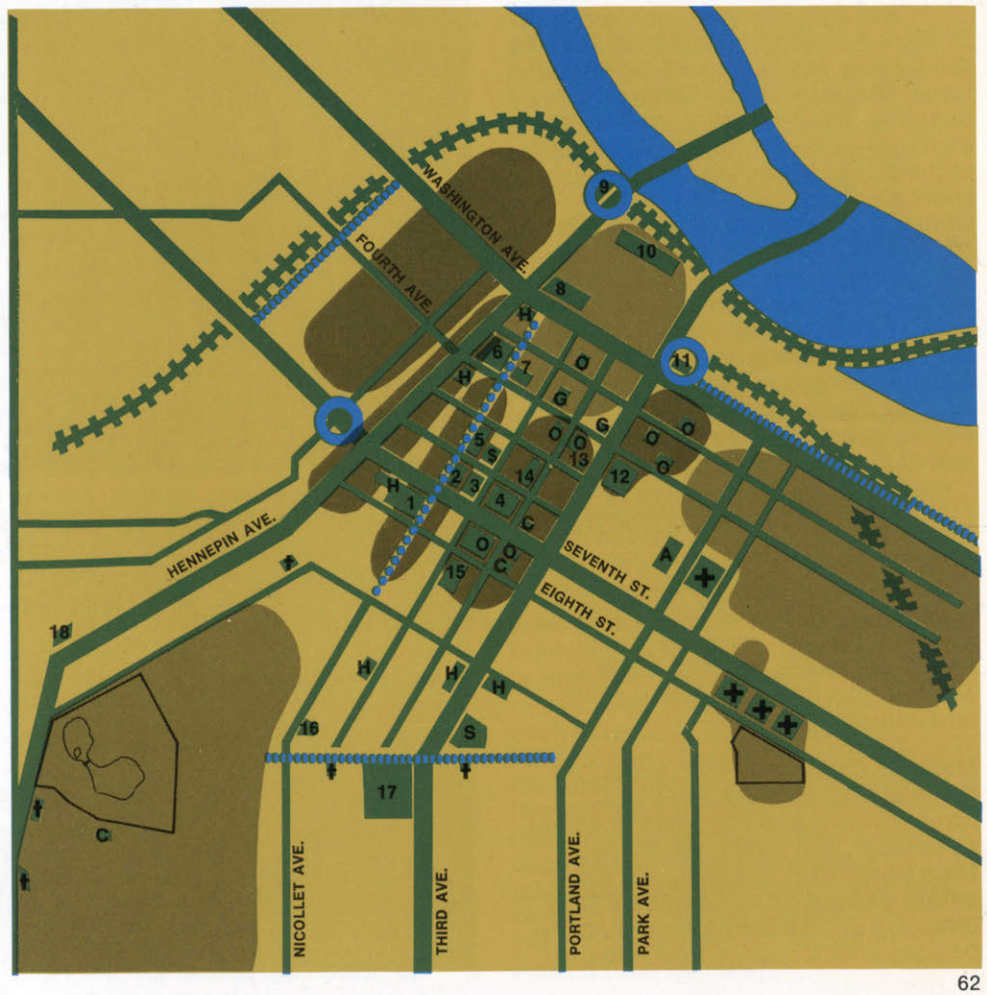
The visual form of a city is the physical reality which our senses grasp and on which we base our visual image of that place. By strengthening the visual elements of the form, whether it is the skyline, the signs, or the placement of street furniture, we will strengthen the visual image.

Let's begin with the skyline. As we approach Central Minneapolis from a distance, we sense the Downtown skyline as the first element in the visual form. What we sense is determined by the juxtaposition of the buildings, the monuments, the play of light, the topography, even the weather. The skyline, then, is a form that is certainly not static. It may change daily with the weather or momentarily as we change vantage points. In fact, the freeways, such as I-35W and I-94, have altered the visual form of the skyline by opening to travelers approaching the city views that were never before possible.

The major part of the skyline extends north to south from South First Street to Grant Street, and east to west from Fifth Avenue South to Hennepin. The skyline formed within this area is pyramidal and quite concentrated, with a dense inner core of the city's tallest structures, most of which are approximately the same height and therefore difficult to distinguish from one another. Because of this similarity in building height, the views of the Downtown skyline, even from various approaches, are too much alike to offer the approaching traveler a sense of orientation to Downtown. As Downtown continues to grow, however, new buildings inside the pyramid will tend to strengthen it, and those outside may create interesting visual contrast and tension.

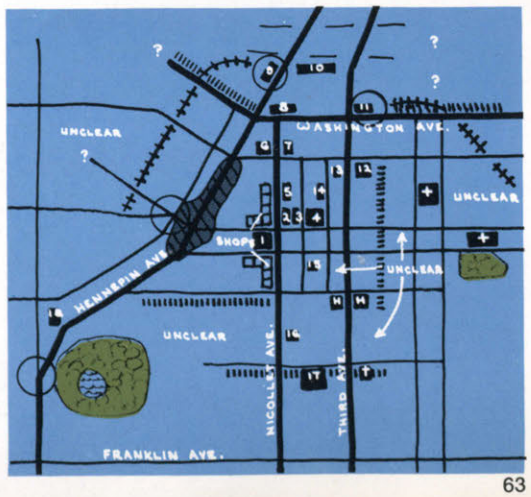
During the day, the skyline plays an important visual role in Central Minneapolis. But at night, most of its landmarks are too dimly lit to be seen. With effective lighting, the night skyline could be an exciting aspect of the Downtown form, especially when one considers that Minneapolis has many long stretches of darkness during the cold months.

The visual form of Central Minneapolis, however, is not concerned only with the external profile of the skyline as seen from a distance. It contains other elements that can be viewed from within the area. These are the natural elements — hills, lakes, river, vegetation — and the man-made ones — buildings, signs, street lights, street furniture — which combine to set each district apart from the others.



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Public Visual Image 1964



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Field Survey of Visual Image 1964

- Major districts
- Minor districts
- Major paths
- Secondary paths
- Railroads
- Pedestrian
- Nodes
- Edges
- Parks
- River

Major landmarks

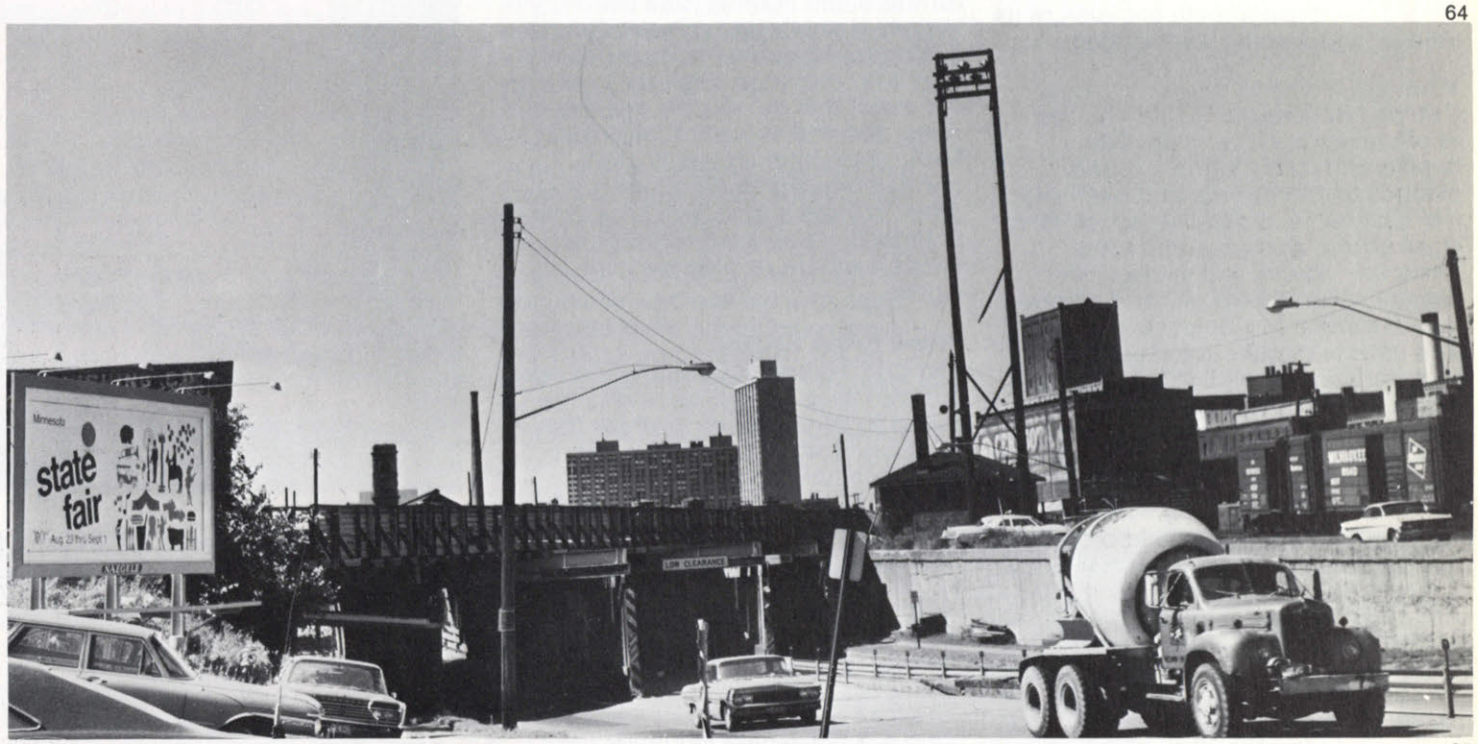
1. Dayton's
2. Donaldson's
3. NW Bank
4. North Star
5. Penney's
6. Library
7. Sheraton Ritz
8. N. W. N. L. Insurance
9. Great Northern Depot
10. Post Office
11. Milwaukee Depot
12. City Hall
13. Telephone Company
14. First Minneapolis Bank
15. Foshay Tower
16. Capp Towers
17. Auditorium
18. Basilica of St. Mary

Minor landmarks

- **S** School
- **†** Church
- **A** Armory
- **✚** Hospital
- **O** Office Building
- **$** Bank
- **G** Government
- **C** Club
- **H** Hotel

64. The unsightly railroad bridge over Washington Avenue blocks the skyline view and hinders movement on this major Downtown street.
65. Unattractive signs, parking lots, and power lines create an unfavorable impression of Downtown.

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How does the visual form within Central Minneapolis appear? The accompanying map shows that some districts — the areas south of Loring and Elliot Parks, the new Glenwood industrial park, the old warehouse district around First Avenue North — stand out because of similarities in either building heights, mass, age, spacing, or architectural style. In other districts, strong elements are distinguished by contrasting with their surroundings. The River Towers apartments and the churches near Loring Park stand out because their bulk and height emerge distinctly from within fairly low areas. Nicollet Mall is distinct from other Downtown streets because of its unique landscaping and lighting.

What are the weak elements in the Central Minneapolis form? The list of offenders is rather long. Billboards and traffic signs line and overpower the streets and even block the skyline. A motley array of street signs strung along the curb confuses the viewer and blocks his sight of other streets. A conglomeration of randomly placed street furniture causes clutter, and large surface parking lots with thousands of exposed cars and dusty gravel pavements interrupt the continuity of buildings. You do not have to look far to find cracked sidewalks, vacant stores with frosted or sign-plastered windows, and paint peeling from buildings. But you do have to search to find the river, hidden obscurely from view by railroad yards, networks of tracks, and old industrial buildings.

These elements cause either the visual chaos that makes confusion or the monotony that leaves us apathetic to our environment. Those who look to the form of Central Minneapolis for direction and orientation, for comfort and beauty, are often disappointed and will continue to be until measures are taken to make that form a strong, identifiable one.

HISTORICAL ARCHITECTURE

As the continuing growth and change of Central Minneapolis increases the rate of building demolition, there is a heightened awareness that much of the area's significant historical architecture is fast disappearing. Over the years, the loss of such admirable buildings as the Pence Opera, the West Hotel, and Mendenhall's Bank was regarded as the price exacted by the city's growth. There was no strong or effective protest to stop the piecemeal destruction of the city's historical continuity — much of it destroyed before World War I. Although Minneapolis has never been richly endowed with buildings of either high quality or historic significance, there are an isolated number of structures left in Central Minneapolis that deserve, either because of superior architectural quality, historic value, or public sentiment, to be preserved. The map shows the structures which are considered worthy of serious consideration on the basis of one or more of these criteria.

STREET DESIGN

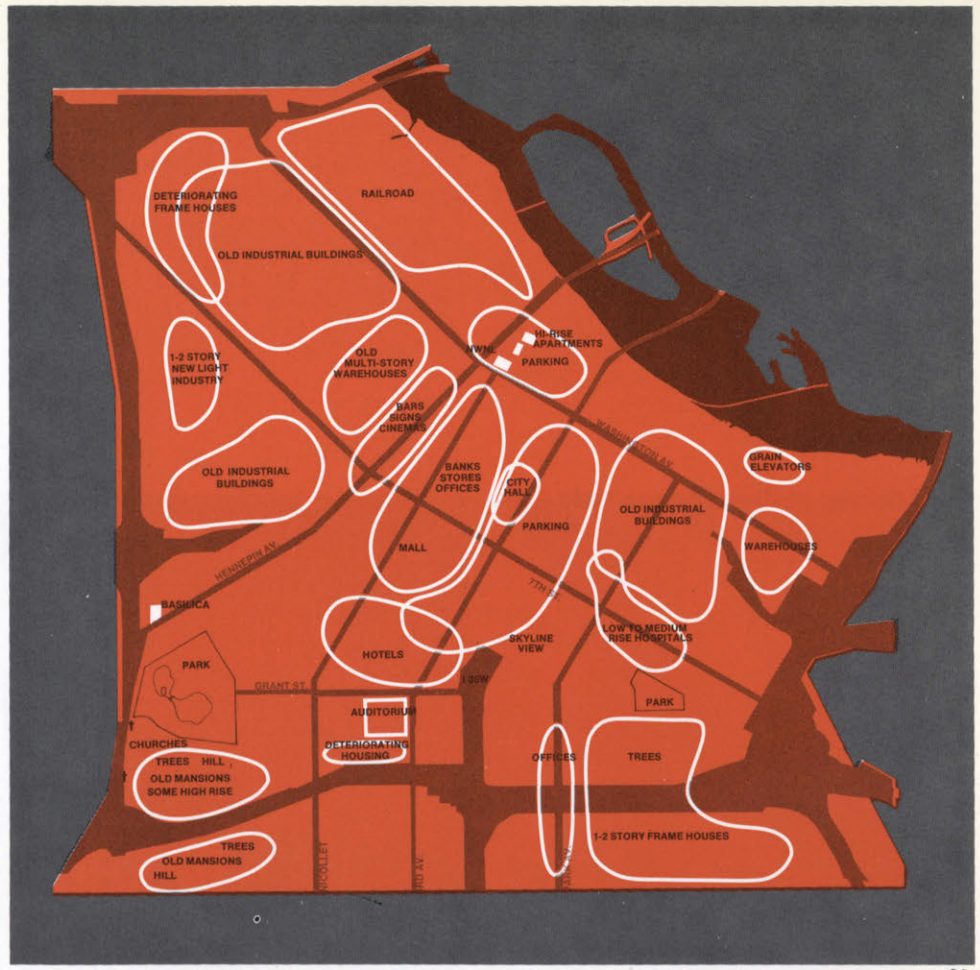
Street design is comprised of a number of elements — street width, the sense of enclosure given by the setback and height of buildings, street furniture and lighting, tree plantings, and public and private signs. In Central Minneapolis, street design has long been neglected, with the result that the streets and avenues, with the exception of Nicollet Mall, are neither varied in width nor distinguishable from one another in appearance, and are characterized mainly by the clutter of street furniture and the mass of signs.

Street Cross Section

The grid system of Central Minneapolis streets is a practical, easily followed pattern but one in which the fairly uniform street width (80 feet) offers too little diversity to provide either visual interest or a sense of orientation. Furthermore, the changes in the grid's axis, in general, minimize the opportunity to achieve relatively long linear views of Downtown's skyline from the north or south. On the other hand, the changes in axis form some interesting terminal vistas which help to define space — as, for example, the auditorium does for Third Avenue South.

A few streets, including Washington and Hennepin Avenues, depart from the standard street width, but little has been done to enhance their special characteristics. Washington Avenue, for example, is the widest street in Central Minneapolis, and would offer fine views of the skyline from the east and west if it were not for the intrusion of nearby railroad tracks and old industrial buildings. Hennepin Avenue, as one of Downtown's major arteries (100 feet wide in places), has the unexplored potential of offering varied visual experiences to its travelers passing from Loring Park, through Downtown to the river. The residential neighborhoods near Loring Park have produced the only curved streets (Groveland Avenue, Oak Grove Street) in the area.

In Elliot Park Neighborhood, most of the east-west streets have nar-



66

Existing Visual Form Structure

rower roadways and sidewalks than other parts of Central Minneapolis, thus offering a potentially quiet and shaded residential area. In contrast, many of the north-south avenues (such as Portland and Park) are wider and some are major arteries.

Of all the transportation corridors, the freeways have the greatest unexplored visual potential. With careful design and landscaping, freeways can counteract their undesirable by-products of noise and chaotic appearance. The elevated portions of the freeway can open new views of the skyline which, with the high speed of freeway travel, will vary in a matter of moments. And freeway entrances may be developed into new and exciting gateways to Downtown.

Vegetation Pattern

With the exception of the landscaping of Nicollet Mall and parts of Gateway Center, the Downtown streets are sparsely planted without any definite plan or character. In some densely developed parts of the residential neighborhoods, street trees and boulevard plantings are either sparse or non-existent. This lack of vegetation is most serious in the areas between Nicollet and Fifth Avenues, northeast of Loring Park, and northwest of Elliot Park, as well as in the pocket residential areas. The preservation of existing trees, therefore, should be given careful attention.

Signs

The average urbanite, whether pedestrian or passenger, is most visually aware of what he sees at or near his eye level. In Central Minneapolis, what he sees most often is an excessive and confusing number of signs with varying degrees of readability and attractiveness.

Signs are a necessary and often an exciting part of the city scene. They provide information, direction, regulation, and sometimes pleasure. Signs may even be a major visual attraction or unite an entire area. How well each sign performs its particular function, however, depends on how well it has been designed in relation to both its application and its environment.

A properly designed sign does a number of things. It expresses its function clearly, makes its environment more comprehensible and often more attractive, and maintains its identity while relating to its surroundings and to other signs around it. If these criteria are neglected, the proliferating signs of a city become a source of confusion, chaos, and ugliness — the antithesis of what they are intended to be.

In Central Minneapolis, although public and private signs are satisfactory in many respects, both exhibit major design problems. There is a proliferation of public regulatory signs as well as of private signs in all sizes, shapes, and styles. Informational and directional signs are difficult to read, especially at night. There is a lack of public information signs and some traffic signs are unnecessarily large. The over-abundance of privately owned projecting signs and billboards is not only visually chaotic but prevents many of them from communicating their message, whether it be for a product, a political candidate, or a business establishment.

A more orderly and well-designed system of signage for both public and private signs would not only rid Central Minneapolis of a major source of confusion, but would enable those who use signs to communicate more effectively. (For a more detailed critique of public signs in Central Minneapolis see "Inventory and Analysis — Signs on the Streets," a report prepared by the Design Team of the Planning and Development Department.)



Street Furniture
In Central Minneapolis, the problem of street furniture is primarily one of clutter, poor design, and inept placement.

"Street furniture" is the term applied to the utilitarian objects — the fountains, benches, mail boxes, bus shelters, signs — placed around the city's streets and sidewalks. By virtue of its design and color, street furniture can either enhance or detract from the appearance of its surroundings. In Central Minneapolis, the latter is true. The design and placement of street furniture in that area has long been neglected with the result that there is a profusion of unrelated styles and a general appearance of clutter and deterioration.

Nicollet Mall is the only Downtown area in which there has been an attempt to coordinate the color, style, and use of materials in street furniture. But while the mall is the best example of street design in Central Minneapolis, the random placement of street furniture still projects a cluttered appearance and in some cases, utilitarian objects overpower and dominate their surroundings. The solution is a set of design criteria that will coordinate the design and placement of street and sidewalk objects within their total environment. (A more detailed description and critique of Central Minneapolis street furniture can be found in "Inventory and Analysis — Street Furniture," a report prepared by the Design Team of the Planning and Development Department.)



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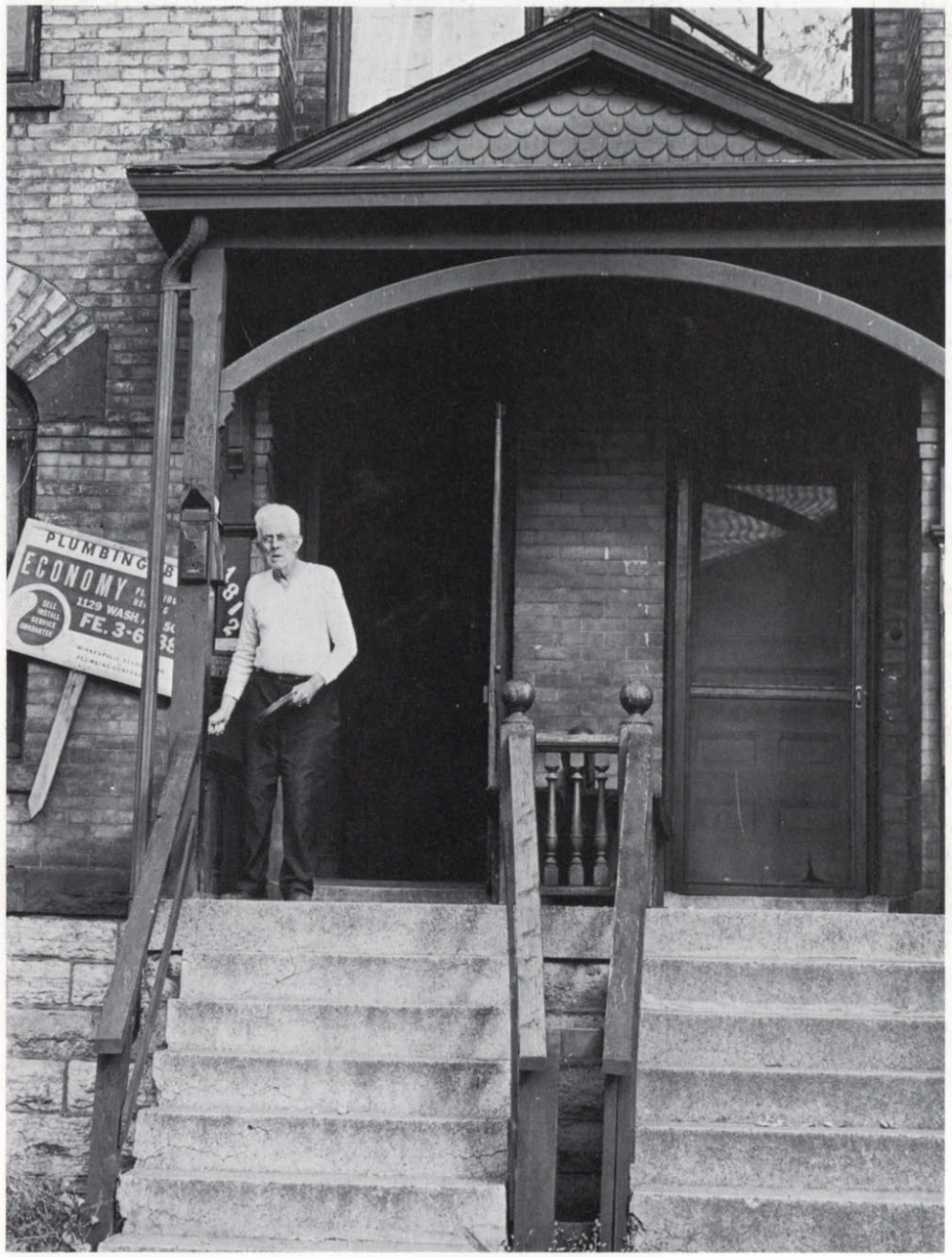
70

68, 70. Coordinated street furniture on Nicollet Mall (top) is a dramatic improvement over the chaotic placement and design of street furniture on other Downtown streets.
69. Downtown offers few open spaces where people may spend leisure time.

Social Profile

POPULATION

Like most aspects of Central Minneapolis, the residential population is changing. The suburbs have taken many of the home-owners, leaving behind a declining population primarily composed of apartment dwellers — the unattached elderly and the single young adults. This is a highly mobile population with specialized needs and a great dependency on community facilities and services. One of these services and a vital one not only to residents but to Downtown shoppers and workers, is protection for both person and property. In this regard, the residential neighborhoods of Loring and Elliot Parks offer the least measure of security.



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71. The proportion of elderly residents in Central Minneapolis is well above the city average.

Population Change and Mobility

At the time of the last census in 1960, the residential population of Central Minneapolis was only 40,000, but the number of people increased to 180,000 during the day and to 60,000 at night. The residential figure shows a 32 percent decrease since 1950, the largest decline of any community in the city and far more than the average decline for the city itself.

Since 1960, the increase in new and converted housing in Central Minneapolis might have reversed this decline, but because of the clearance of large residential areas for such building programs as the freeways, and for business and institutional expansion, the net result has been a decrease in the Central Minneapolis population, with a continued flight of former residents to the suburbs.

Suburban migration, of course, is to be expected. It is characteristic of our time. On the other hand, migration from Central Minneapolis may also indicate that the present quality of housing and environment in that part of the city does not meet the needs of many residents, a fact reinforced by the relatively lower rate of population loss in the attractive area south of Loring Park.

Population mobility is characteristic of areas with a high proportion of multi-family housing, renters and unrelated individuals. Central Minneapolis, with many apartment dwellers, shows the highest mobility rate in the city. Between 1955 and 1960, almost 70 percent of the population (age five and over) moved.

Age Composition

Dependents (those under age 18) total only one-third of the central community's population, reflecting the limited number of children in the neighborhoods. On the other hand, the proportion of persons 65 and over in the center city is well above average. The proportion of those of productive age is swelled by the large number of young adults (18-24), the "working girl" population of the apartment districts.

From this dependency ratio, it is possible to infer a generalized description of population age and family structure in Central Minneapolis. Loring Park Neighborhood has a very small family population, with few children. Young adults are concentrated in the western part of that neighborhood, and the elderly in its eastern part. The northern section of Elliot Park Neighborhood is similar in population to the nearby sections of Loring Park Neighborhood, with

a high proportion of both young adults and old people. The southern and particularly the eastern part of Elliot Park Neighborhood, however, includes a discernibly larger family population with small children.

Education
For most of the population in the central area, educational attainment is definitely below average. Median school years completed by persons age 25 and over is 9.5 years, lowest of any community in the city and well below the city median of 12.2.

PUBLIC SECURITY
The physical and psychological well-being of the people who work, shop, live and seek entertainment in Central Minneapolis depends in a large part on the sense of security which the urban environment offers. Both drivers and pedestrians should be able to move about the streets and sidewalks without fear of harm. Homeowners, apartment dwellers, and businessmen must feel that their homes and places of business are adequately protected.

Does Central Minneapolis provide this security? And if not, what are the problems — either present or anticipated — that must be met and solved?

To begin with, there is some fear on the part of Central Minneapolis pedestrians, particularly at night. Whether there is a real basis for this fear or not is open to question, but the fact that it exists makes it worth considering.

According to national studies, 75 to 90 percent of certain types of personal offenses — including assaults, street robberies, larceny — are committed after nightfall. Although there are no local studies available to prove that nighttime crime in Central Minneapolis reflects these national statistics, the center city does contain certain areas in which nighttime crime is a problem. These are the areas that have poorly lit streets and sidewalks, deteriorated housing or other structures, cheap entertainment and often an indigent population.

In certain sections of Loring and Elliot Park Neighborhoods, for example, there are sections of decayed housing and poorly lit and secluded places (in and near the parks) which appear to foster crime. A recent study of crimes against persons committed in those two neighborhoods during an eight-month period in 1969 turned up a total count of 223 assaults and 68 street robberies, many of these probably occurring at night. The statistics would be even higher if all crimes were reported.

First and Second Avenues North, running through a decaying industrial and warehouse district, also have a high rate of nighttime assaults, mostly against people who use these streets for parking. And nurses traveling to and from work at night in the area of General Hospital are reputed to be fearful, with good reason, of robbery and assault.

But Central Minneapolis crime is not limited to the nighttime hours. During Downtown business hours, there is shoplifting in the stores and purse snatching and other petty crimes on Nicollet Mall. And, if a complete pedestrian skyway is installed in Downtown and remains open on a 24-hour basis, these problems could possibly be compounded.

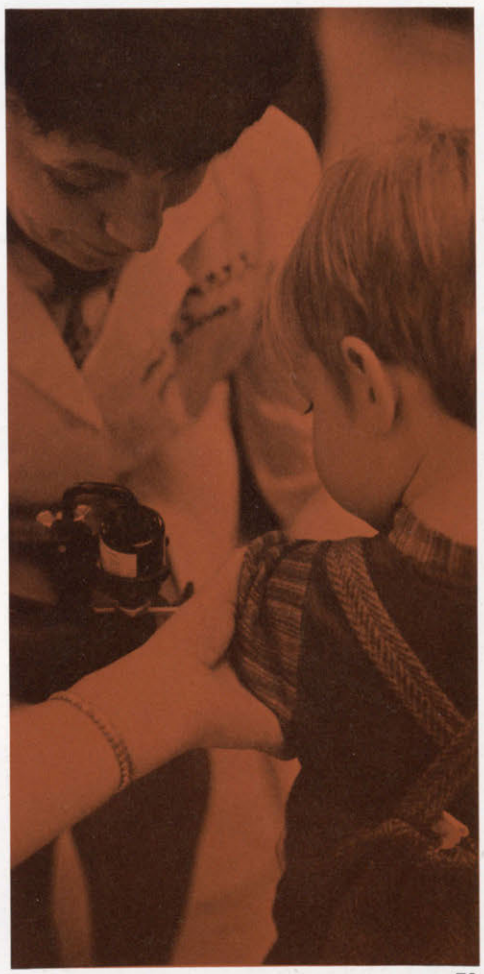
What can be done to make Central Minneapolis more secure? A more effective lighting program combined with increased nighttime activities to bring more people and more vehicles Downtown would undoubtedly act as crime deterrents as well as positive psychological factors. The pedestrian skyways would be designed and maintained for store and pedestrian safety, and possibly by using TV surveillance as a monitoring device, security problems could be kept to a minimum.



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72. Dimly lit streets and sidewalks often encourage nighttime crime.

Community Facilities and Services



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The facilities and services offered by Central Minneapolis vary widely in quality from the excellence of the fire and emergency protection to the obsolescence and inadequate sites of the elementary schools. The central library and its branches provide good library service. The Public Health Center and six hospitals, most of which have either completed or projected expansion programs, make Central Minneapolis a major health center. There are a number of government facilities — the Welfare Board, Minnesota Department of Employment Security — to serve the economic needs of special groups. There are playfields, playgrounds and parks — although access and facilities are inadequate — and a limited variety of entertainment which, plus the absence of cultural facilities, is one of the major liabilities of Downtown.

CULTURE AND ENTERTAINMENT

Although the city of Minneapolis is building a reputation as a regional center for culture and entertainment, Downtown, the symbol of the city, has few facilities for culture and only a limited variety of entertainment.

There are scattered cultural facilities — Northrup Auditorium, Minneapolis Art Institute, Walker Art Center, Guthrie Theater — near the center city, but such structures in Downtown itself are limited to the Auditorium and Convention Hall, which sporadically houses a few shows and summer symphony concerts, and the movie theaters, which occasionally use their stages for a road company performance. There is no theater for touring Broadway shows and performers, and no symphony hall. These absences combined with the lack of art museums, art galleries, a good bookstore, and avant-garde cinema, point to a wide gap in the cultural facilities of the center city.

But lack of culture is just part of that gap. The whole entertainment district is woefully inadequate. At present, most Downtown entertainment is concentrated along the Hennepin Avenue strip of bars, burlesque shows and movie houses. It is a street with limited appeal. It could be an exciting street, but excitement in the city is generated by people, and few people are attracted to Hennepin Avenue. There is no visual excitement in terms of special lighting and signs that would draw people to the area. There are few activities that would appeal to a wide range of tastes and ages. There are no special entertainment facilities — such as ballrooms or light shows — for the large teenage population. In total, the main entertainment district of Downtown falls far short of its potential as an exciting place to spend leisure time.



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73. The Public Health Center provides free innoculations against contagious diseases.
74. Hennepin Avenue entertainment district at night.

HEALTH AND WELFARE

As the major health center for the surrounding area, Central Minneapolis has six hospitals including Hennepin County General, which serves the entire county as a 24-hour emergency center, teaching institution, and center for acute medical services.

All six hospitals have been plagued with serious parking and traffic congestion problems during visiting hours, and most of them have needed more adequate facilities, particularly General Hospital, which serves hundreds of people with a physical plant that has been called "grossly substandard and a disgrace to the community."

In recent years, however, Eitel, Swedish and St. Barnabas have expanded their facilities and Abbot (now affiliated with Northwestern Hospital) is in the process of consolidation, adjustment and expansion. Most recently, in September of 1969, Hennepin County residents approved a $25 million bond issue for construction of a new county hospital. As a result, the health services offered by Central Minneapolis are, and will continue to be, greatly improved.

RECREATION

Central Minneapolis (excluding Downtown) serves the recreational needs of its residents by providing one community playfield and three neighborhood playgrounds. In addition, the southern part of Elliot Park Neighborhood and the Bradford pocket areas are served by playgrounds which are outside the community boundaries but which contain these neighborhoods within their half-mile service radius.

All but the Blaine pocket area lie within half a mile of a playground or playfield in Central Minneapolis.

There are, however, some evident inadequacies in the existing park service. Stevens Square and Steele Square are far below the minimum area for playgrounds. Elliot Park Neighborhood is not effectively served by a community playfield, and access to all parks is impeded to varying degrees by major traffic barriers, with accessibility made even more difficult by freeways, which have also taken some land from both Steele Square and Loring Park.

The recreational facilities previously described have served the central area, excluding Downtown. But Downtown also needs recreational facilities for its thousands of workers, shoppers and visitors. In fact, pleasant open spaces are a major requirement of those who spend much time in the confining and often congested core of the central city. The existing downtown plazas, unfortunately, have not been effectively designed or utilized as places where people may spend their leisure time. There is a need for more plazas at major employment nodes that will be designed for this purpose. In addition, especially because of the long winter months, there should be more facilities for indoor recreation and exercise. These facilities are presently limited to such organizations as the YMCA and the Minneapolis Athletic Club.

One of the best recreational facilities in Downtown is the central library which not only serves Downtown but most of the central community falling within its maximum service radius of one and a half miles. (The areas beyond this radius are served adequately by the Franklin and Walker branches.)

EDUCATION

The educational facilities in Central Minneapolis are composed of five public schools, two elementary parochial schools, three college-level institutions and many other schools and training institutes for post-high school education. Of these, the elementary schools have obsolescent facilities and the parochial schools are unlikely to expand. In contrast, the colleges are growing in enrollment and two of them are expanding.

Public School Facilities

Of the five public schools in Central Minneapolis, four are elementary, and one is a vocational high school serving the entire city both for vocational training and as a technical institute for post-high school training. Junior high and high school students from Central Minneapolis must attend schools outside the area's boundary.

Pedestrian access to all center-city public schools is impeded by heavy vehicular traffic and, with the exception of Vocational and Emerson, the schools are obsolescent, poorly located to serve their districts, and constructed on inadequate sites.

Colleges

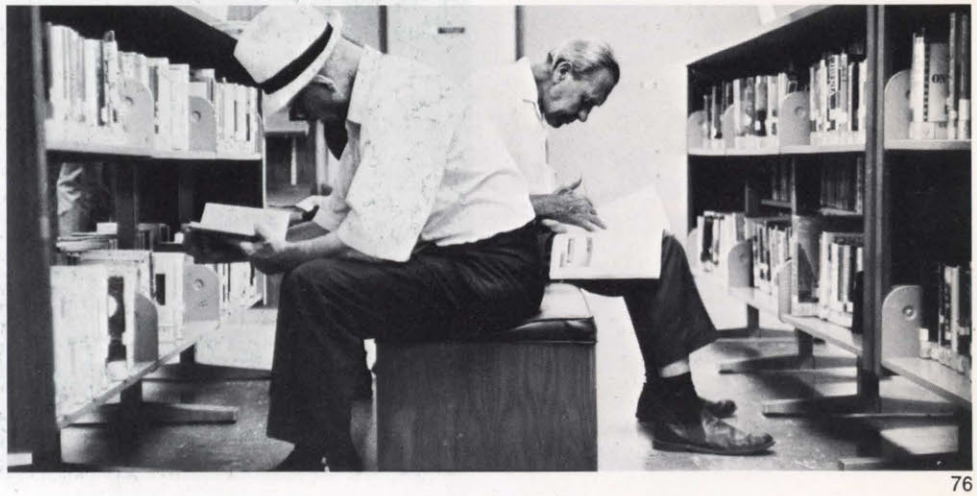
Central Minneapolis contains three college-level educational institutions: Metropolitan State Junior College in Loring Park Neighborhood (1968 enrollment-1,200 students, many part-time); North Central Bible College in Elliot Park Neighborhood (515 students); and the MacPhail Center for the Performing Arts which is part of the University of Minnesota General Extension Division (1,700 students, all part time). Both the junior college and the bible college are presently involved in expansion programs. Lack of off-street parking is a problem at all three institutions.

Other Post-High School Facilities

Most of the facilities for post-high school education in Central Minneapolis are business and technical institutes including schools for computer programming, medical technicians, languages, and correspondence. These schools provide diverse opportunities for continuing education.



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PUBLIC SCHOOL FACILITIES — 1969

School	Neighborhood	Date of Construction	Size of Site (in acres)	Sept. 1968 Enrollment	Percent of Classroom Use
Vocational H.S.	Downtown	1930	2.46	1,698	92
Emerson (K-6 & special)	Loring	1925	2.50	278	64
Madison (K-6 & special)	Elliot	1887	1.70	214	58
Adams (K-6 & special)	Elliot	1874	1.70	388	79
Washington	Industry Square	1888	1.00	Used for special education only	



77

75, 76. Elliot and Loring Parks, and the public library are recreational facilities enjoyed by all ages.
77. The Metropolitan State Junior College in Loring Park is currently involved in a major expansion program.

HOSPITAL FACILITIES — SEPTEMBER 1969

Hospital	Neighborhood	Number of Beds
Abbot	Loring Park	321
Eitel	Loring Park	129
Swedish	Elliot Park	403
St. Barnabas	Elliot Park	310
Swedish-St. Barnabas Combined Facility	Elliot Park	135
*Kenny Rehabilitation Institute	Elliot Park	80
Hennepin County General	Downtown	394

*Specialized long-term care only

EXISTING PARK FACILITIES

Park	Neighborhood	Type	Area
Loring Park	Loring Park	Playfield	35.82
Stevens Square	Loring Park	Playground	2.48
Elliot Park	Elliot Park	Playground	6.92
Steele Square	Elliot Park	Playground	1.54
Peavey Field	*Elliot Park	Playground	7.63
Sumner Field	*Bradford	Playground	4.45

*Located outside Central Minneapolis


TAXI
TAXI

Vehicular and Pedestrian Traffic

Downtown traffic is heavy and increasing with the growing number of cars and the declining quantity and quality of transit service. Convenient parking is difficult to find and, in the industrial areas, truck access for loading and unloading is inadequate. The masses of pedestrians moving through the heart of Downtown are given little protection from polluted air, noise and inclement weather. All of these are problems involving the movement of people and goods in Central Minneapolis, and they combine to make that area an increasingly inaccessible and inefficient place.

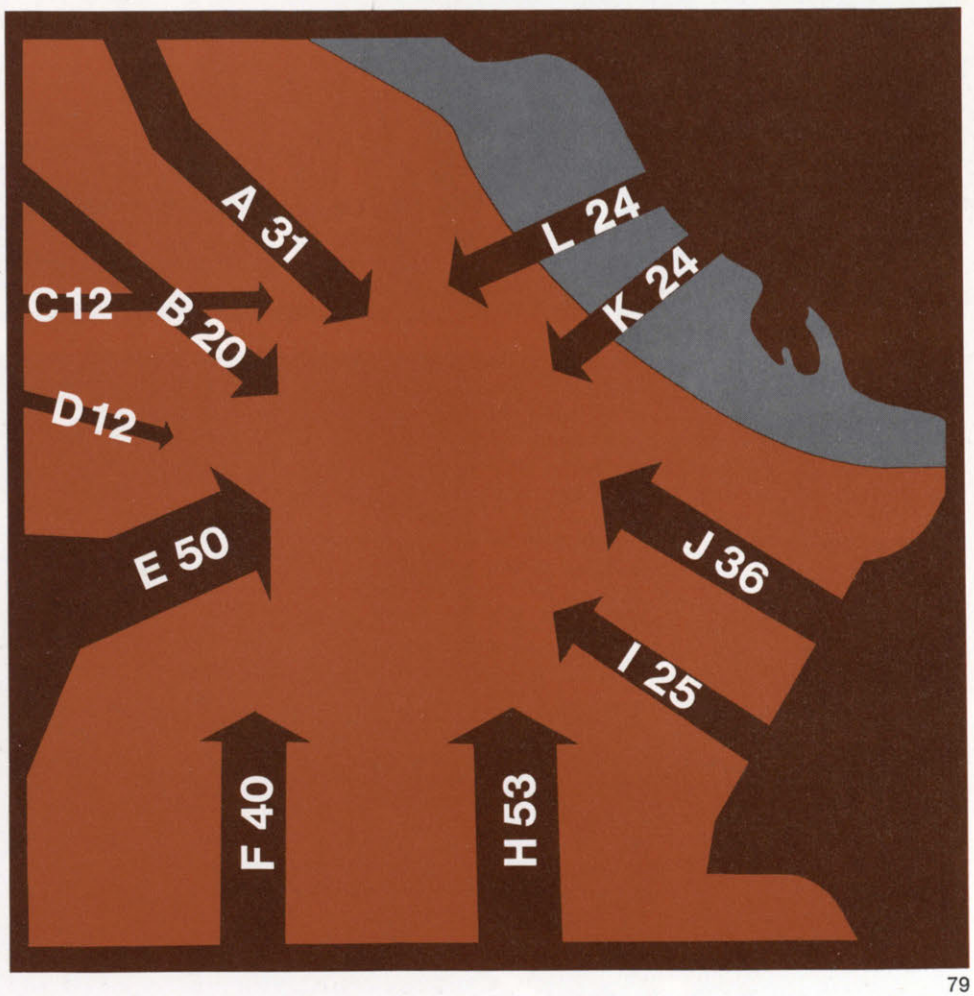
TRAFFIC CONGESTION

Downtown traffic is heavy and congested during rush hours. It is heavy because it has the highest concentration of employment in the metropolitan area and because its central location makes it a throughway for crosstown traffic. It is congested for several reasons — the number of Downtown drivers is growing, a trend reinforced by poor transit service; parking distribution is scattered and often poorly located; slower-moving buses and trucks mix with the faster-moving cars to slow the speed of traffic; and on-street parking permitted in certain parts of the core interrupts the traffic flow. In addition, a key factor contributing to the congestion problem has been the city's inability to carry out an overall traffic circulation plan.

Besides being a problem in itself, traffic congestion contributes to other problems, particularly to air and noise pollution in Downtown, often where pedestrian traffic is heaviest. Traffic congestion, then, becomes not only a problem of movement, but of public health.

Existing Traffic Volumes
(shown to nearest thousand)

Corridors
- **A.** Washington, 3rd, 4th Sts. N.
- **B.** 7th St. N.
- **C.** Olson Highway
- **D.** Glenwood
- **E.** Wayzata Blvd.
- **F.** Nicollet, 1st Av., Blaisdell
- **G.** I-35W
- **H.** Portland, Park, Chicago
- **I.** 7th, 8th Sts. S.—5th, 6th Sts. S.
- **J.** Washington, 3rd, 4th Sts.
- **K.** 3rd Av. S.
- **L.** Hennepin



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1969 TRAFFIC VOLUME

Street	Between	Peak Hour Volume
6th Street	Marquette & 2nd Ave. S.	1,310
7th Street	Marquette & Nicollet	1,480
8th Street	Marquette & 2nd Ave. S.	1,540
Marquette	6th to 7th Street	1,640
Marquette	7th to 8th Street	1,660
2nd Ave. S.	6th to 7th Street	1,550
2nd Ave. S.	7th to 8th Street	1,500

Traffic Volume

According to the latest traffic count, there are over 290,000 vehicles entering and leaving Downtown in a typical day. This figure has remained fairly constant over recent years. During the morning and afternoon peak hours, the volume of traffic reaches 23 percent of the total volume for the day.

At the peak hours, traffic counts on streets in the center of the business district all exceed the rated capacity of 1,200 to 1,300 vehicles per hour.

While the above count indicates that these Downtown streets can carry traffic volumes higher than their rated capacity, it also indicates that these heavy loads of traffic prevent the streets from performing what should be their primary function — providing access to business property. For this reason, the present load on these Downtown streets is considered excessive.

Truck Loading and Unloading

Many of the older industrial establishments in Downtown, particularly in the food distribution warehouse districts, do not have adequate truck loading facilities, a problem which is becoming more acute with increased use of trucks for the movement of goods. As a result, many trucks are forced to park on public streets, making loading and unloading operations difficult and, in many cases, blocking the street traffic.

This situation is improved in the retail and office core, where increasing numbers of business establishments have central underground loading docks within their buildings. Many of these docks, however, are inadequate for the amount of goods they must handle.

THE PARKING PROBLEM
Downtown parking is a major problem affecting Downtown workers, shoppers and visitors.

The existing parking system has been created almost entirely through private enterprise, either as a direct profit-making venture or as an adjunct to a business establishment. There are an estimated 55,000 parking spaces in Central Minneapolis, about 35,000 in parking lots and the rest almost equally divided between parking ramps and on-street parking.

At the peak-time occupancy of midday on an ordinary business day, these parking facilities are occupied to 81 percent of their capacity, about 76 percent by Downtown employees, and only 5 percent by shoppers. (See map.) During this peak time, only parking facilities on the outer limits of the central area contain many vacant spaces, and within the eight-block area bounded by Seventh, Marquette, 10th and Hennepin, facilities are normally filled to 95 percent of capacity. This percentage exceeds even the 85 percent saturation point, above which it is so difficult for a potential parker to locate the unoccupied spaces that he is led to believe there are none.

Up to the present time, parking has been provided in reasonably convenient locations. In the heart of the retail district, for example, the average walking distance for shoppers from parking to their destination is 700 feet, a favorable comparison with the suburban shopping centers. On the other hand, employees destined for the core area walk an average of 900 feet and 37 percent walk more than a quarter of a mile. Typical charges for the most convenient parking facilities are 40 to 50 cents for the first hour, 70 cents to a dollar for three hours, and $20 to $30 per month.

Although in the past decade the amount of parking spaces serving Downtown has increased 20 percent — most of it in new parking structures — there is still a great deficiency in parking facilities for the shopper. More parking space, conveniently located, would undoubtedly stimulate business for Downtown stores. On the other hand, increased concentration of parking in the core retail area adds to another serious problem, that of traffic congestion.

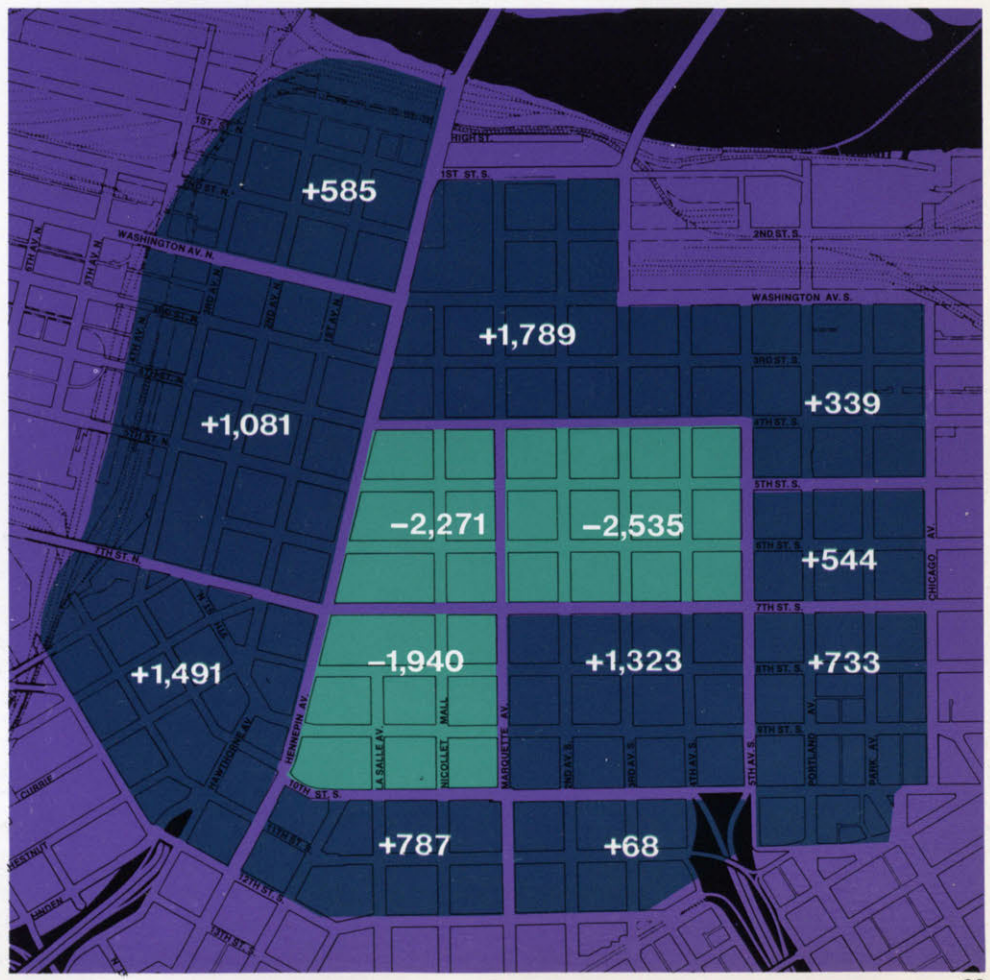
PEDESTRIAN MOVEMENT
On a typical business day, masses of pedestrians move through the Downtown retail-office district, creating problems of efficient and comfortable movement and adequate protection from vehicular conflict, severe weather and air pollution.

According to the 1964 cordon count, 514,000 persons are entering and leaving Downtown every business day. The movements of these pedestrians through Downtown are complex, with the heaviest pedestrian traffic occurring in the retail-office district (See chart) and between this district and major parking areas.

Although the distances that most people are required to walk in Downtown are not great, the environment gives them little or no protection from either air pollution or the severe winter weather. The conflict between pedestrian and automobile also impedes the movement of both. There are seven enclosed pedestrian skyways in Downtown, but these are too few and too scattered to give adequate protection in the winter when their use more than doubles — from 7,000 persons on a typical summer day to 18,000 in the wintertime. The lack of protection in bad weather not only increases the misery of pedestrians but has an adverse effect on business.

Furthermore, some sections of Central Minneapolis are not well lighted and discourage pedestrian traffic on Downtown streets at night.

Parking Demands By Areas 1969
- Shortage
  (spaces not available to those desiring them)
- Surplus
  (spaces available which must absorb cars from storage areas)





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81-83. Vehicular-pedestrian conflict, lack of protection from the rigorous Minnesota climate, and inadequate off-street loading docks are just a few of the growing circulation problems plaguing Downtown.



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INADEQUATE TRANSIT SERVICES

A recent study by the Metropolitan Transit Commission shows that public use of mass transportation in the metropolitan area has declined substantially over the last two decades, with a corresponding decline in both the quantity and quality of transit service. The lessening in quantity is the result of excessive headways, or time between buses, and undependable service. Substandard quality is evidenced by the old, uncomfortable buses, the crowding of passengers during rush hour, confusing bus schedules, and almost total lack of bus shelters. But in spite of the declining services, many city residents depend upon buses for transportation. If this service were discontinued, more people would be driving to work, adding further congestion to Downtown streets and compounding the parking problem. In addition, many people could not come Downtown at all, with a resulting decrease in Downtown activity and therefore, vitality.

The most significant measure of the dependability of transit service is the extent to which vehicles arrive on time. An acceptable range of deviation from "on-time" performance under current operating conditions lies within the limits of one minute early and four minutes late. Checks at several points around downtown Minneapolis showed that 29 percent of the inbound buses between 7 a.m. and 11 a.m. failed to meet the dependability criteria. About 25 percent of outbound buses passing the same points between 3 p.m. and 7 p.m. also were outside the one-minute-early, four-minutes-late range.

Transit Riders

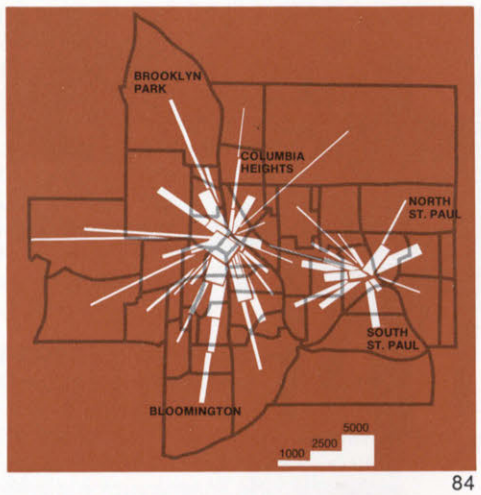
Approximately three of every four people who ride the Twin City Lines are "captive riders," and about 81 percent of the captives are women. Transit studies indicate that the women riders, who may be using the bus to reach work and supplement a low family income, come from families owning either no car or possibly one, which the husband must use to get to work. The zones with more than 80 percent captive riders are generally those close to the downtown areas of Minneapolis and St. Paul, where 1968 median family income levels are less than $6,000.

Work-related trips account for a substantial majority of transit rides in the Twin Cities area. Slightly more than two-thirds of the 78,128 passengers surveyed on the area bus lines were making the journey to work.

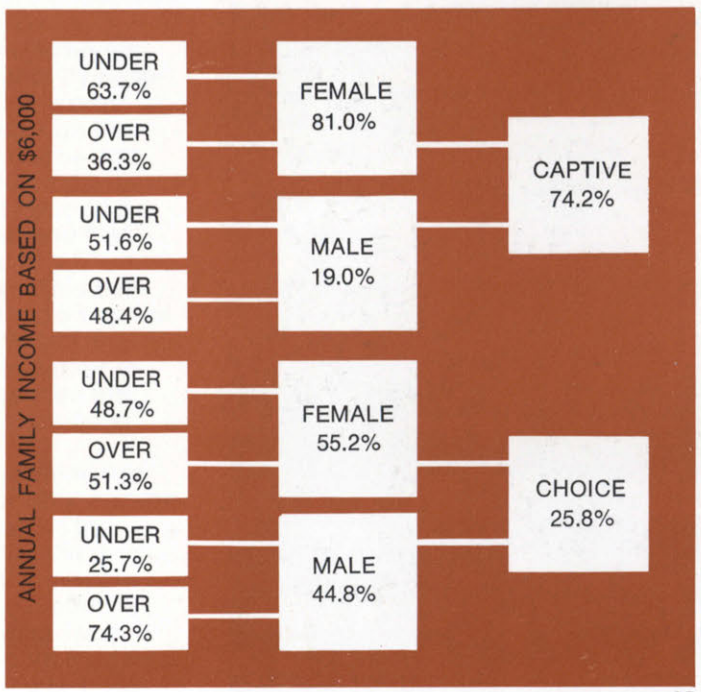
The downtown areas of Minneapolis and St. Paul are the prime attractors of transit riders. Of the total 88,382 transit riders, almost one-half (36 percent in Minneapolis plus 13.8 percent in St. Paul) are traveling to one of the two central business districts. If junior and senior high school bus trips are omitted, then 56 percent of the remaining trips are focused on the Downtowns, increasing their predominance as destination points.

Approximately 60 percent of all home-based trips for purposes other than work or school also have

Transit Trips to the Downtown Areas

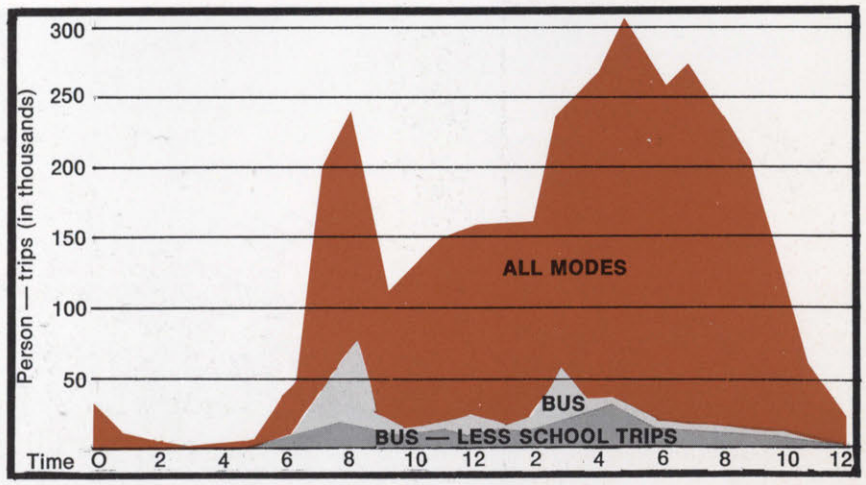


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Characteristics of Twin Cities Lines Riders — Choice and Captive



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Person Trips By Time of Day

destinations in either downtown Minneapolis or St. Paul. In downtown Minneapolis, the four traffic analysis zones with the greatest number of transit trip attractions form the basic Downtown core area. This core area is bounded by Hennepin Avenue and 3rd Avenue South, and 4th and 8th Streets South. It contains the major retail area and several key commercial buildings and also has the greatest Downtown concentration of bus service. This suggests the need of providing special bus lanes and bus shelters in this area.

Other areas with relatively large numbers of transit trip attractions are the two zones adjacent to the southern boundary of the core and another zone to the east of the core which includes City Hall.

More than two out of every three transit riders in the Twin Cities area walk both to and from the bus. In Downtown, this suggests that special attention should be given to provide for a pedestrian circulation system between the major concentration of bus stops and high employment blocks.

Transit Routes

Approximately three out of every four bus riders destined for downtown Minneapolis originate their trip from other sections of the city, with the areas south and southwest of Downtown producing a substantial number of these trips.

Based on current demands for transit service, the major transit-travel corridor focusing on the business district extends south-southwest of downtown Richfield and Bloomington. There are also a relatively large number of trips between Downtown and the southeast section of the city, and a third major corridor from Downtown to the northwest section of the city, that includes the Robbinsdale and Brooklyn Park-Brooklyn Center areas just outside Minneapolis. There is minimal transit travel between the downtown sections of Minneapolis and St. Paul.

Approximately two-thirds of the lines in the Twin City Lines' Minneapolis Division are routed through Downtown, and about three-fourths of these run on a generally north-south axis. There are three east-west crosstown routes in Minneapolis — one north and two south of Downtown.

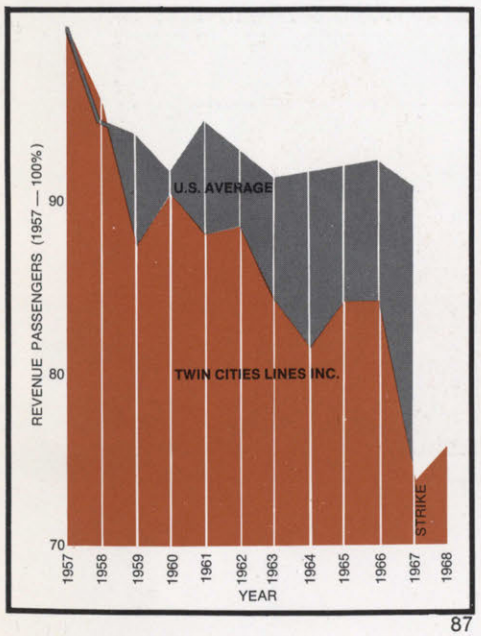
All Downtown routes in the Minneapolis Division operate at peak headways of 12 minutes or less. In fact, five routes have less than a five-minute interval between buses in the peak hours. Peak headways on Minneapolis crosstown routes range from 12 to 20 minutes.

Twin City Lines, Inc., under special agreement with the Metropolitan Transit Commission, recently (August 1968) initiated service between the downtown districts of Minneapolis and St. Paul and the Metropolitan Airport. During peak hours, the buses operate on approximately 20 minute headways to each city, and a total of eight buses is required to meet this schedule. Off-peak headways range from 40 to 60 minutes and require from two to four buses. Fares are charged, with operating losses to Twin City Lines, Inc., subsidized by the transit commission.

From an extensive home interview on the community's acceptance of bus operations, and to measure public attitudes about current transit use and views on major transportation issues, it was clear that:

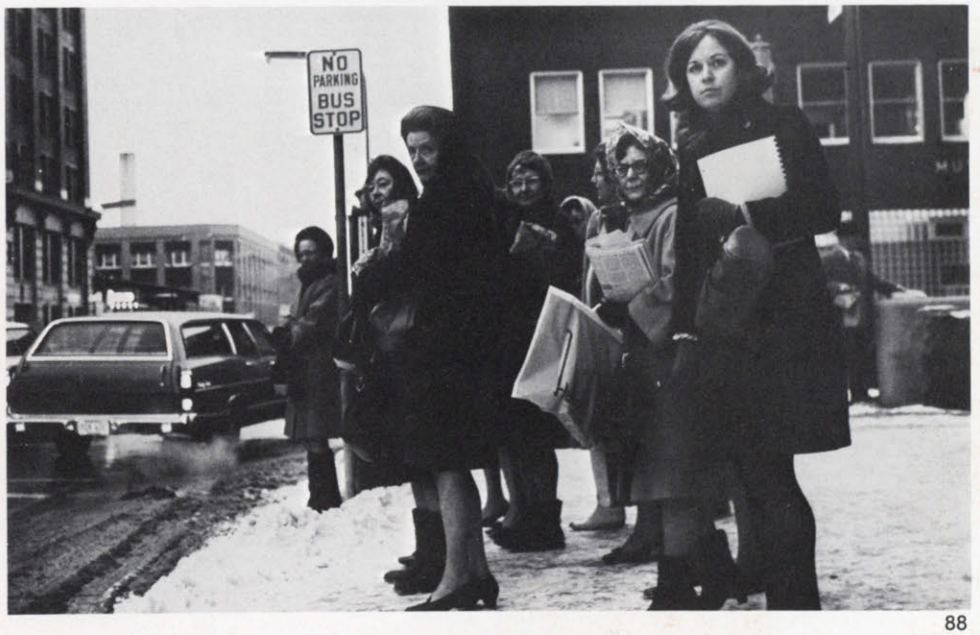
The resident population considers a good bus system essential to the growth and prosperity of the area.

More than three-fourths of those interviewed believe that it is continued planning and construction of both automobile and transit facilities that is needed to solve the passenger transportation problem.



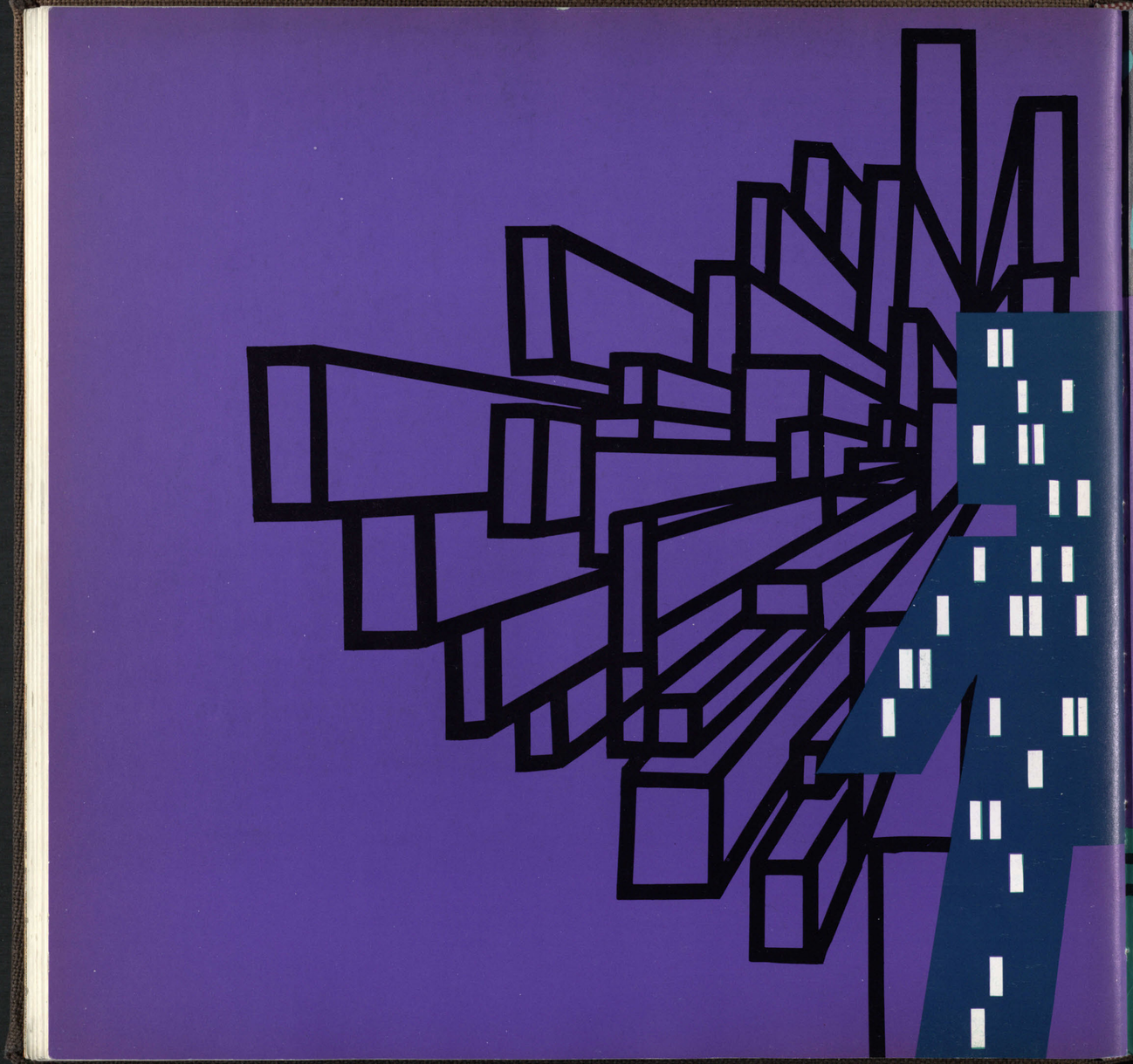
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Trend of Transit Revenue Passengers
Twin Cities Lines Inc. compared to U.S. Average
for urban areas over one million



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88. Many city transit riders know the misery of waiting for buses without shelter from the cold.




THE FUTURE

INTRODUCTION

Throughout history, the fates of cities have depended on their ability to adapt to change, and change comes faster today than ever before. But mere survival is not enough; the real challenge is to create an ever better environment for our people. The hope for such an achievement lies only with the cities that look ahead.

Looking ahead is the strategy of survival chosen by those who believe that a better tomorrow is built today. And because cities are relatively stable elements in our society, they can look ahead with the reasonable assurance that what they build, or rebuild, today will be of use tomorrow — or at least that it will be more adaptable to tomorrow's change.

Looking ahead also requires something to look *toward.* The plan for Central Minneapolis, or the Metro Center, is aimed at a middle year — 1985. This is the year toward which many of the statistics on the Twin Cities Metropolitan Area's traffic and population growth have been projected. In addition, 1985 is the target date for projections of some national trends.

Once a city has decided to look ahead to accommodate for its growth, the most important decision is yet to be made: What kind of human habitat will the future metropolis provide? We have a choice.

One alternative is the super-controlled, astringent environment of Orwell's *1984*, plus one.

A second, if our apathetic response to present trends continues, is the increasingly abrasive environment of a sprawling, disconnected metropolis in which congestion, visual chaos, blight, and inequitable dispersion of jobs, of people, and of space will all take their toll in the declining quality of human existence. In this metropolis, the deteriorating central city will imprison the poor, the aged, the minorities, and the unemployed. Negro and white, well-to-do and poor, will move farther apart both physically and socially. As a result, alienation, an absence of community and, consequently, of communal responsibility will be the shared burden of the populace.

But there is a third choice. It is a metropolis in which opportunities beyond those for mere survival are extended to the poor, in which minorities have an equitable share in the life and productivity of the community, and in which there is a general awareness and respect for the human condition.

What will be the physical image of such a place? The inescapable metropolitan sprawl will remain. But freedom of movement will replace congestion, pleasant open spaces and parks will erase blight, there will be a choice of housing for all income groups and in total, a sense of order and variety. In this emerging metropolis, a revitalized central city will provide increased job opportunities, an exciting focus of activity, and a strong link between the diverse elements of the metropolitan community.

Although this final choice is admittedly utopian, those of us who live in cities must have a clear image of what the city can and should be if we are willing to place the future needs of the community as a whole before individual and group selfishness. We must also be aware that the articulation of this image and the improved quality of life it offers depends on what we, the public, decide today. On this decision hinges not only the future quality of life, but our own happiness.

89-92. Married student housing on the Charles River in Cambridge, Mass. (top) and Gateway Center in downtown Minneapolis (bottom). Physical renewal can erase city blight (center), but it is only part of the solution to the growing problems of the cities.



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United States '85

PROJECTED TRENDS

If the world is becoming a "global village," as Marshall McLuhan has assured us, then the metropolises of the United States are indeed close neighbors, linked by high-speed transportation and communication and a growing sense of world community. As neighbors, the large American cities often share a common denominator of "urban problems." As part of the American mosaic, they are the most colorful, the most vital, and often the most pock-marked reflection of the nation both today and tomorrow.

What are the predictions and projections for the cities of 1985? And how will these affect our metropolitan area? There is no certain answer. But based on our own interpretations of studies done by both the federal government and private groups, we have attempted to touch on a few of what we consider to be the major forces and problems shaping our nation's urban centers, and our own Metro Center in 1985.

Socio-economic Trends

The projected trends of population growth and change pose a real challenge to those cities that must plan to accomodate for this growth in the future. By 1985, over 70 percent of the 252 million people projected for the United States will be concentrated in metropolitan areas.

What will be the characteristics of this predominately urban population? To begin with, the balance among age groups will change, with majorities shifting to the old and the young. The population of 1985 will be better educated, and national trends toward rising disposable incomes, a declining average work week, and a decreasing number of working years all point toward a society with a great deal of leisure time.

What is projected for America's center cities? Given the continuation of current policies and postwar trends, center cities by 1985 will have become selectively depopulated. The suburban areas will have attracted the young, the well-to-do and the white, leaving the aged, the unemployed, the poor and the Negro to live in the urban core. The rush of white residents to the suburbs, combined with the increasing migration of nonwhites to urban areas, has resulted in what the Douglas Commission report has called "an almost unyielding pattern of segregation." It is also creating a potentially explosive problem. The Negro, rather than becoming assimilated into the social life and opportunities of the city, could become increasingly isolated. Between 1960 and 1985, center cities are expected to lose almost two and a half million whites, but gain 10 million nonwhites — a 5 percent loss against a 94 percent increase. As a result, the percentage of nonwhites in the nation's urban centers would increase from 18 to 31 percent.

Most Negro migrants move from one city to another seeking jobs. But where, in 1985, will all the jobs have gone? The city employment problem is a difficult one to assess, but John Kain, Harvard professor and member of the Joint Center for Urban Studies, has ventured the following speculations: The loss of employment from center cities is accelerating; if historical trends continue, future center cities will have "substantially smaller populations and employment levels"; and employment seems to be dispersing even more rapidly than the metropolitan population.

Unless there are intensive efforts to reverse these trends, cities will be in serious trouble. The slums in the largest cities may well become disaster areas. The greater concentration of center city Negroes forced to live in substandard housing and far from the job market will probably cause increased tension and violence. If this

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93, 94. Continuing trends toward suburban migration and development, if unchecked, may result in further polarization of Negro and white, well-to-do and poor.

violence is met by repression, blacks and whites could become even more polarized, with a resulting flight of more businesses, and therefore jobs, to the suburbs.

Technological Trends

As the United States continues to move to the unprecedented pace set by its advanced technology, there seems to be a growing skepticism about the future direction of technological and scientific advances. The use of nuclear energy is a dramatic example. Will man have the wisdom to avoid its use as a technique of mass destruction? And even if he does, will increased peacetime use of nuclear power pose serious problems of disposal and pollution?

In the past, we have let technology go its own way. We have accepted without question its innovations, and the faster pace and easier life they offered. Only much later have we stopped to evaluate its tremendous impact on our lives. The automobile has changed our streets and patterns of settlement. Television has changed our whole pattern of leisure time and some would say even of family life. Computers and automation have changed the pace, the products, and the techniques of business and industry. Nuclear energy has changed the materiel of war. New construction methods have changed the image and skyline of the city. And telecommunications and transportation have reduced the world to village size. There is almost no aspect of our lives that technology has not touched, and affected.

What changes does future technology imply? It depends on man's direction of it. At present, the by-product of technological advances has been increasing problems. Industrial technology has produced new kinds of residues that poison our rivers and wildlife, and accumulate in the air. There are new kinds of salvage that cannot be reused



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and so accumulate by the roadside. The cities are congested with automobiles and the airports are inundated with planes.

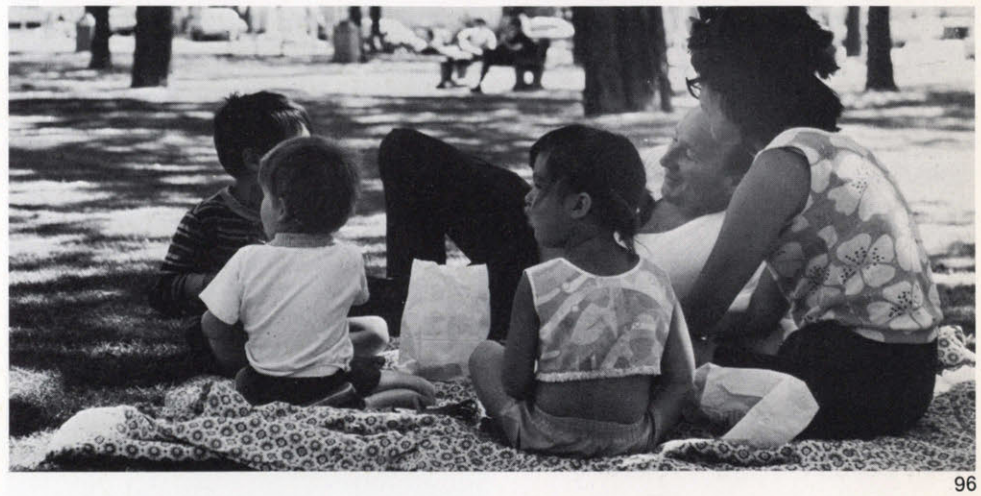
But although technology has created the problems, it can also find ways to solve them. Technology can purify the wastes it creates. It can devise techniques to reuse salvage. It can computerize freeways and create new rapid transit hardware to free cities from congestion. It can mass produce low-cost houses to increase home ownership and provide the source of energy to warm and cool the city air.

The use or abuse of technology, and the subsequent implications for the benefit or harm of society is one of the greatest challenges of the century.

INTERGOVERNMENTAL COOPERATION

The phenomenal growth of American cities is reflected not only in their greater size and numbers of people, but in the proliferation of local governmental units within metropolitan areas. In the Twin Cities Metropolitan Area, alone, there are over 300 different, contiguous or overlapping government units.

The result of this multiplicity of governments — many of them tax-



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levying and all of them with a distinct point of view — has been a fragmentation of responsibility that makes a coordinated response to urban problems difficult, if not impossible. A solution to the problem, however, has been proposed in the concept of a metropolitan government which assumes the responsibility for coordinating and guiding the general development of the metropolitan area as well as for taking over those functions which cannot be effectively handled at the local level. The Twin Cities Metropolitan Council, created by the Minnesota state legislature in its 1967 session, is one of the first and most significantly empowered of the metropolitan governments. There is an increasing trend for other metropolitan areas to follow suit.

At the same time, however, there is a tendency for local government to shift some governmental functions in the opposite direction — to the neighborhoods — a trend toward "citizen participation" supported by the federally subsidized Model Neighborhood and Pilot City programs. But the phenomenon of citizen participation is not limited solely to cities nor to governmental operations. The nation is becoming increasingly aware in all aspects of its life of the drive of citizens to exercise greater participation in and control of public policies.

Besides the urgent needs of cities to coordinate governmental responsibility and to involve citizens in public programs, there is an increasing need for the central government to play an active and expanding role in dealing with urban problems.

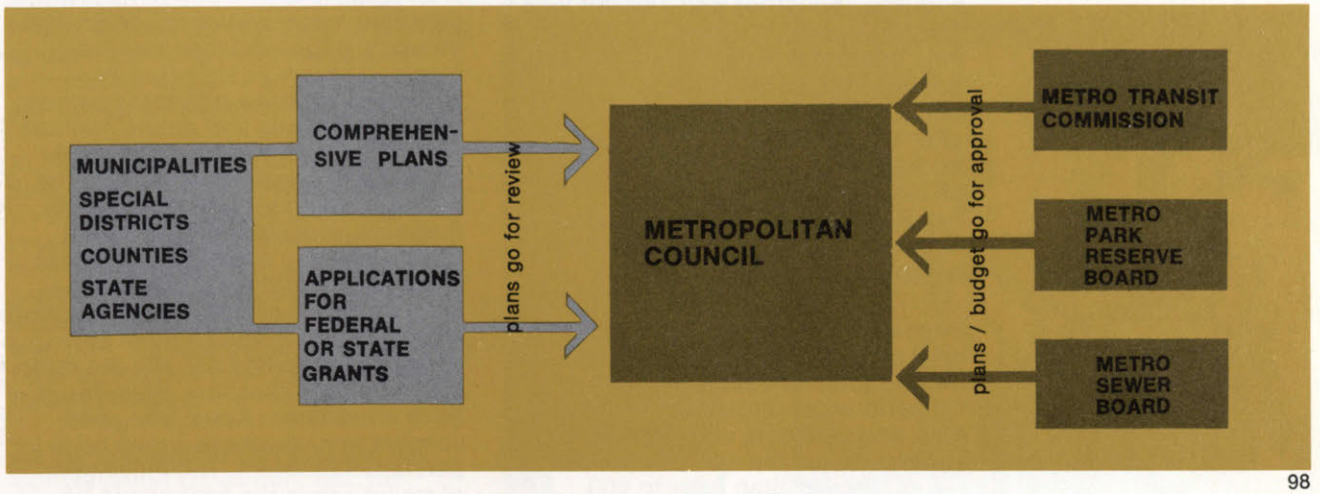
Cities are no longer able to raise enough money to meet either the expectations of their growing population or the requirements set by state and federal standards. The federal government has responded to this need with intensified concern, and a broadening base of financial assistance for such "urban problems" as central-city housing (the Model Cities program), law enforcement (as a result of the recent Department of Justice national crime study), transportation and education. In addition, the new fiscal policy of tax sharing, which is just beginning, may eventually return large portions of federal revenues to state and local governments for their own use. What Congress has appropriated for urban progress, however, continues to fall far behind the needs of urban areas.

In the past years, the political center of gravity in both the state legislatures and Congress has been urban, with the so-called Urban Bloc replacing the Farm Bloc as the most vocal and active group in the legislatures. Now the power structure is changing. The Douglas Commission report points to strong indications that there is a new political force — the rural-suburban coalition — rising to challenge the power of the urban group. This new coalition threatens to significantly limit the ability of urban legislators to push through laws affecting the center cities, and reinforces suburban exclusiveness by sharply limiting the migration of low-income families to the suburbs.



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95, 96. Increasing pollution and decreasing open space are two of the most serious problems facing the nation's metropolitan areas.
97. Model Neighborhood program, part of the national trend toward citizen participation.



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Present Organizational Structure for Metropolitan Development

Metro Area '85

A 600 SQUARE MILE METROPOLIS

Like other metropolises, the Twin Cities Metropolitan Area is growing in population and physical size and changing in its patterns of industrial and residential settlement, in its traffic patterns, and in its governmental organization.

In 1985, the metro area will contain two and a half million people — two to three times the present population figure. Where will all these people find a place to live? The answer, if the center cities fail to meet the present housing crisis, will be: In the suburbs.

In our increasingly overcrowded cities, the attractiveness of the open countryside has been a prime mover of suburban migration. The suburbs offer lower land costs, lower taxes, and more space. For example, a suburban family demands — and gets — 13,000 sq. ft. of land for a home as compared to the 5,000 sq. ft. allowed for a typical family home in older sections of Minneapolis and St. Paul.

Available and accessible suburban land has also caused a proliferation of shopping centers and attracted business and industry away from the crowded, deteriorating, and functionally obsolescent industrial locations in the central cities. In the suburbs, industries find enough land for the modern, single-story buildings that not only house their straight-line production methods and provide better working conditions, but which offer them status value. Suburban acreage provides enough room for efficient off-street parking and loading, and even allows for landscaping to screen industrial buildings from neighboring residential areas.

The search for space, then, has created a new, spreading pattern of metropolitan development and a tremendous expansion of the area's land requirements that by 1985 should double the size of the Twin Cities Metropolitan Area to 600 square miles. This new pattern of development has created a dramatic contrast between the use of land in the suburbs and in the center cities. In the suburbs, there has been a tremendous surge in construction of new homes, stores, industrial plants, and apartment buildings. By comparison, the buildings surrounding the downtowns of both Minneapolis and St. Paul are deteriorating from age, crowding, and functional obsolescence. Although there are major renewal projects underway in both downtowns, rejuvenation has not kept pace with the inexorable aging process of the older parts of the cities. It is evident that the survival and vitality of both downtowns will depend on greater renewal efforts in the future.

Besides the changing pattern of where people live and industry locates, there has been a significant alteration in the metro area traffic pattern. Downtown Minneapolis has felt the greatest impact of that change. Although the number of people traveling to Downtown has not substantially increased in the past 20 years, more and more people are driving Downtown either to work or to shop. This greater number of vehicles (with fewer persons per car), combined with a subsequent decline in mass-transit passengers, has created serious problems of both traffic congestion and inadequate parking.

Why have so many people become drivers rather than passengers? There are various reasons. There is a great deal of prestige value in owning your own car and being able to drive it anywhere. Transit service costs have gone up and quality has gone down. And, as in the formation of other metropolitan patterns, private decisions to change transportation modes have been reinforced by public policies — in this case, by building more efficient freeways.

If all these growth trends — toward suburban migration of residents and industry, expanded land requirements, change in transportation modes — continue unaltered by new private decisions and public policies, the Twin Cities Metropolitan Area of 1985 will physically resemble the form shown on the growth map. By that time, present trends forecast that all existing subdivisions except those on the farthest fringes of the area would be part of an inner-suburb ring, with a new outer ring of subdivisions spreading out into the open countryside. Lakeshore sites would be at a premium. Adequate parks, schools and sewerage would be a persistent problem. The movement of traffic within the area would be heavy and almost immobilized in and near Downtown, and Downtown itself would become increasingly deteriorated and inaccessible.

The environment promised by these unaltered trends is not a particularly appealing one. It points to a great deal of time, energy and frustration expended merely to exist — to say nothing about enjoying it.

The alternative is an environment designed to eliminate (as much as possible) unnecessary frustration, to provide for the population's needs, and in some way fulfill their aspirations. The choice is up to the metropolitan population. Their decisions are the basis for new public policies; these, in turn, alter and refocus the trends of change for the public benefit.

Altering the trends of change, however, requires guidance. Metropolitan change is too complex to be guided either by accident or by too many decision-making bodies, each following its own unique course of action. It is obvious that the coordination of the decisions made by the over-300 governmental units in the Twin Cities Metropolitan Area must have a common reference point, or objective. This objective is provided by the Metropolitan Development Guide.

The Metropolitan Development Guide, completed in 1967 after four years of research and design, is the basic tool for encouraging development decisions that will enhance both the livability and efficiency of the metropolitan environment. The guide was worked out through the Joint Program, a continuing land-use and transportation planning program undertaken collaboratively by the metro area's existing public agencies, including the city of Minneapolis.

CHOOSING A METRO AREA PATTERN

There is no set pattern by which cities must grow. But there are patterns which a city would find more desirable than others. Choosing the right one — the pattern that best suits the future needs of the people — is a decision each metropolis must face.

According to its present growth trends, there are several patterns into which the metro area could be guided. For example, the metropolis of 1985 or even 2000 could grow into a so-called *spread city*, or it could be spanned and linked by *radial corridors*, or it could develop into a series of *multiple centers.* These are the three alternatives. Each emphasizes certain goals at the expense of others. Each is built around different major characteristics — in potential conflict — of metropolitan development. Each is a "pure" form of development. Let's examine them in more detail.

Spread city emphasizes the metro area's current pattern of dispersed development. This pattern is characterized by a low-density residential environment, small clusters of convenience shopping facilities, and an extensive highway system providing the essential link between the other elements of the pattern.

Radial corridors aptly names the alternative in which large and dominant downtowns are served by a radial pattern of rapid transit lines and freeways. High-density residential development would be clustered along the transportation corridors and major open spaces would be developed between them.

The choice of multiple centers would create a metropolis dominated by large, outlying commercial and industrial centers (even larger and more diversified than Southdale), as well as containing major shopping centers. In this kind of metropolis, residential settlement and transportation facilities would support the multiple centers concept.

These are the patterns that were studied and compared by the agencies that form the Joint Program. But the decision as to the most suitable pattern was not made solely on the judgment of experts. Wisdom dictated that the selected pattern be as close as possible to the desires of the people who would have to live in the metropolis and the officials who would have to govern it. To this end, representative groups of about 400 citizens, private developers, and government officials met in a series of discussions focused on their aspirations for metro area growth.

On the basis of these surveyed responses and with the professional guidance of the Joint Program's planners and engineers, the Joint Program agencies selected what the consensus indicated as the most desirable growth pattern for the Twin Cities Metropolitan Area. It is a pattern that meets the stated needs and desires of the area's residents and takes into account its geographic, political and social characteristics. The pattern was named *Constellation Cities*.

THE CONSTELLATION CITIES PLAN

The Constellation Cities pattern can best be described as a combination of the metro area's alternative patterns: Spread city, radial corridors and multiple centers. It has an abbreviated form of the radial corridors' transportation system, dominant downtowns nearly the size of those envisioned for both radial corridors and multiple centers, and outlying centers smaller than those in the multiple centers plan, but frequently of the same diversified composition.

In this constellation pattern, still not completely defined, the two downtowns of Minneapolis and St. Paul would be one and a half times as large as they are today. There would also be 20 to 30 large, diversified suburban centers — similar to and including existing complexes such as Southdale — providing focus and identity for outlying communities and containing a full range of office and shopping facilities. Supplementing these diversified centers would be 40 to 60 retail centers comparable to Har-Mar Mall or Knollwood Plaza.

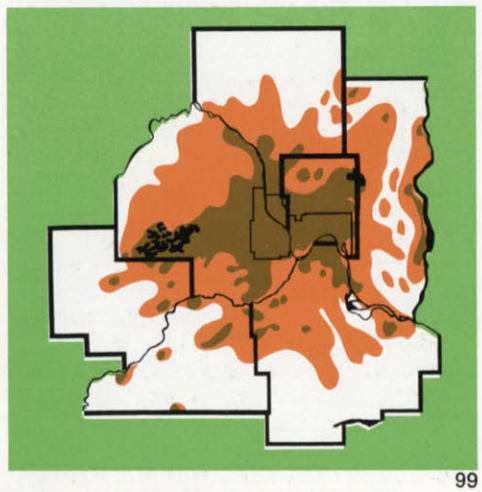
All of these concentrated centers would be linked by a transportation system based primarily on freeways and a new rapid transit system traveling on radial routes to connect the two downtowns to the major suburban centers. These centers would also be served by grid highway systems carrying local buses and automobile traffic to and from the surrounding residential areas.

In the Constellation Cities, open spaces — including the nearby countryside, formal parks and natural recreation areas — would contrast with and break up the urban concentrations. Housing would vary widely in both type and density, with the highest-density, multi-family housing located near the major centers of activity.

As the first step in carrying out the Constellation Cities concept, the Metropolitan Council, in August 1969, adopted the policies to encourage growth around centers and the metro area's natural features. The council will continue to review this growth concept and is expected to adopt other parts of it in the future.

Downtown's Role in Constellation Cities '85

As the population and size of the metropolitan area continue to grow and spread across seven counties, two cities and innumerable suburbs, there is a developing awareness among the people living in those dispersed places that they are all part of one, large metropolis. One



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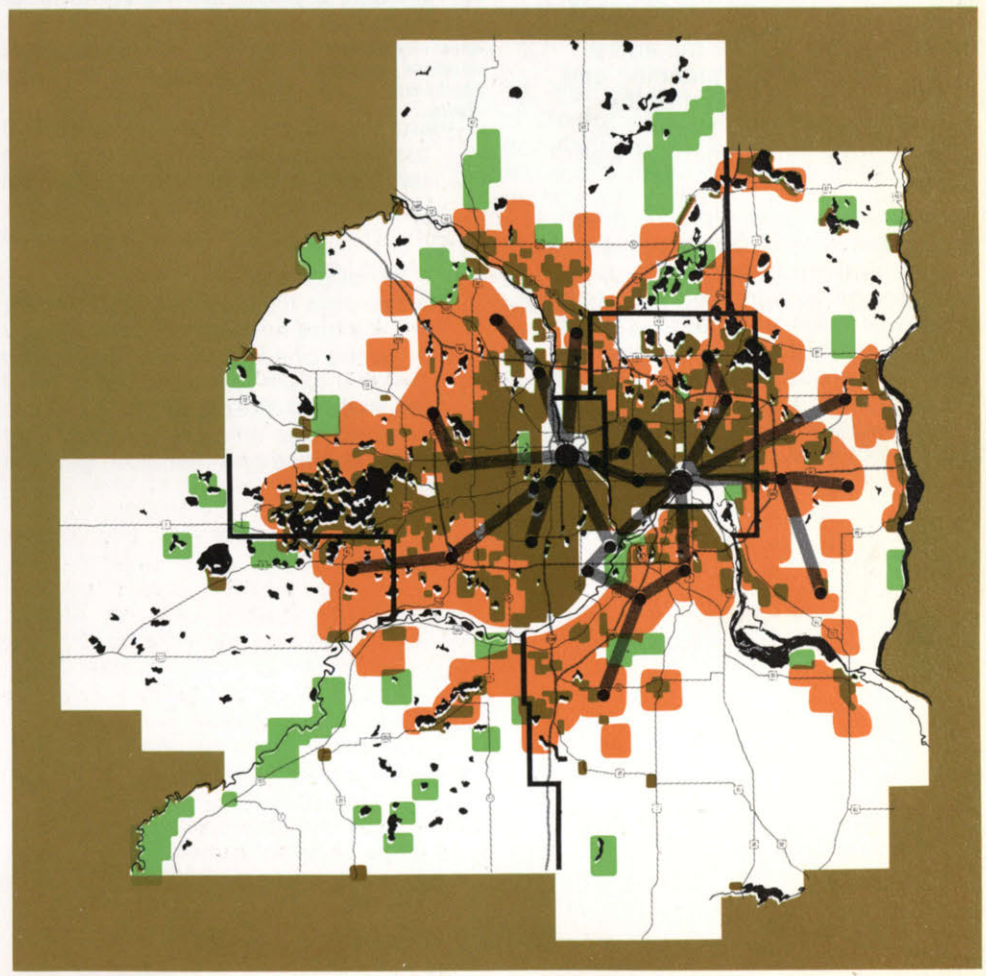
Metropolitan Growth Pattern

- Present Growth Trends By 2000 AD
- Growth By 1967

Constellation Cities Plan

- Residential Development 1968
- Residential Development 1985
- Major Centers
- Express Transit Corridor
- Metropolitan Park Site

100



of the goals of Constellation Cities, therefore, is to strengthen this new sense of metropolitan community. In order to realize this goal, the cities and the suburbs must define the roles they will play.

The role played by downtown Minneapolis could be defined in three words: Compact, varied and vital. Downtown offers the metropolis a compact center of focus, a variety of activities, and a vital link between the dispersed elements of the metropolitan sprawl. While strong suburban centers will spring up, they will never be able to eclipse or replace a downtown that maintains and enhances its unique qualities.

Only a vital urban center can support a large symphony hall, attract buildings of the stature of the 57-story IDS structure and the innovative Federal Reserve Bank, or provide a parent department store with the size and scope of Dayton's. A compact, centralized downtown increases the need for a rapid transit system, provides a broad laboratory for applying new job techniques, and attracts headquarters offices of business and industry.

Downtown Minneapolis is the source of varied and specialized activities — convention facilities, certain wholesale and retail goods and services, finance, information — not only for the metropolis, but for the entire Upper Midwest. With planning and public support, the heart of the city could be a major center for culture and entertainment as well.

These are the dimensions — present and potential — of Downtown's role. They offer the metropolis the opportunity for an exciting focus of activity, a place of heightened participation, and a sense of community identity. Whether the community will support this necessary role is a matter of public decision. But it is a decision that cannot wait.



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101, 102. As a regional and metropolitan center for specialty shopping and conventions, downtown Minneapolis has no suburban rivals.

Goals for Metro Center '85

The following goals for Metro Center '85 focus attention on basic issues and establish a common ground for agreement among those many groups and individuals who are involved in preparing and achieving plans for Downtown and the metropolitan area. These goals will provide the best direction for Metro Center '85.

GENERAL GOALS

In order to fulfill its role as a vital Metro Center, Central Minneapolis must:

1. Remain and grow as an area of concentrated and highly productive human activity.
2. Broaden its developing role as a major center for culture, higher education, finance, sports and information.
3. Strengthen its position as a regional center for specialized goods and services in both wholesale and retail markets.
4. Maintain and enhance its attraction as a national convention center.
5. Become a laboratory for applying new techniques that will extend job opportunities to the unemployed, the underemployed, and the misemployed.
6. Provide a visible and meaningful link between Downtown and its many workers and visitors who reside throughout the metropolitan community.

SPECIFIC GOALS

Those individuals and groups responsible for planning public facilities in Central Minneapolis should:

1. Encourage both the location and growth of:
– Administrative offices and headquarters of private, institutional and public organizations.
– Financial institutions which handle the flow and investment of money, credit and securities.
– Professional and nonprofessional services which, because of their specific needs, can only be rendered effectively at a limited number of locations in the Upper Midwest.
– Cultural, recreational and educational activities which, because of their specialized needs, can only be conducted effectively in a few locations in the region.
– The display and marketing (though not necessarily storage) of wholesale merchandise.
– The display and retailing of merchandise which is either highly specialized, or provides maximum opportunity for comparative shopping.
– Above all, encourage the Central Minneapolis location of those activities which would contribute more to the productivity and character of the city, the metropolitan area and the Upper Midwest than they would to any other regions; discourage the Central Minneapolis location of those activities which would not increase the productivity and character of the city, the metropolitan area and the Upper Midwest.

2. Group basic activities within Central Minneapolis into several compact areas, each maintaining its own identity.

3. Provide transportation facilities, such as minibuses and enclosed pedestrian skyways, which will link compact areas of related activities within Central Minneapolis.

4. Provide direction, design and technology for the broad development of a comfortable, climate-controlled environment for Downtown workers, shoppers, and visitors.

5. Support Central Minneapolis business by providing more secure and efficient transportation systems, terminals, warehouses, display, and retail centers.

6. Contribute to the realization of a high-level mass transit system that will: Relieve congestion and encourage movement in and out of Central Minneapolis; make it acceptable and desirable to leave private vehicles at home or in peripheral parking facilities; and provide mass transit facilities for those who are either physically, economically or mentally incapable of operating private vehicles.

7. Facilitate the rapid and pleasant movement of persons between the major air terminals and Central Minneapolis.

8. Maximize use of the Mississippi riverfront for recreation, business, and housing.

9. Improve the general environment of Central Minneapolis by eliminating air, noise, and water pollution.

10. Identify, preserve, and dramatize historical structures and locations within Central Minneapolis.

11. Promote focal points of excitement and interest for pedestrians moving between and within the compact areas of Central Minneapolis.

12. Sharpen the visual identity of Central Minneapolis by creating a Downtown design that enhances the visual and psychological values of diversity, meaning, comfort, and relatedness.

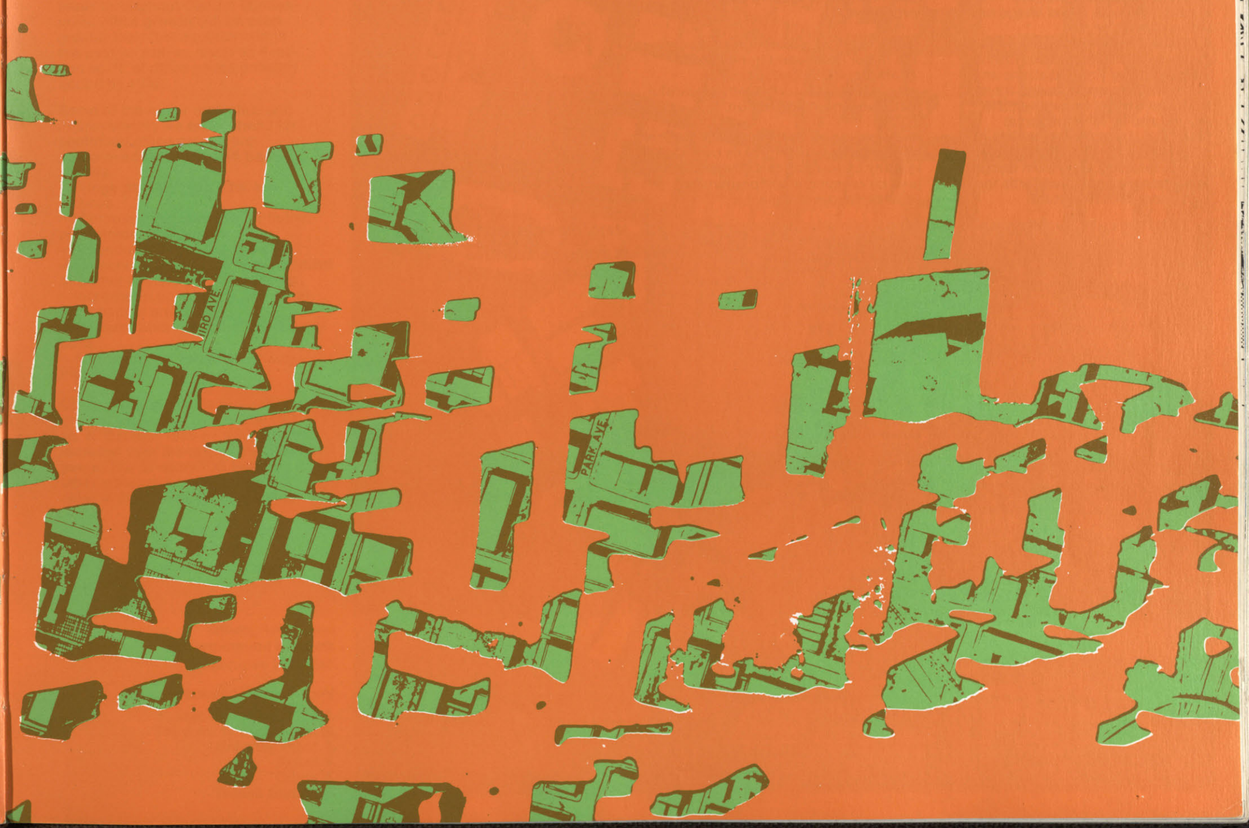
13. Strengthen the image of Central Minneapolis by augmenting important local and regional events in such areas as the arts, athletics, religion, entertainment, and politics.

14. Further the design development of Central Minneapolis to provide a comfortable, friendly atmosphere while maintaining a sense of efficiency and order.

These goals have described the general aspects of livability, the ultimate qualities we want Metro Center to have. Goals tell us what to reach for, but they cannot tell us how it can be obtained. This is the function of a plan and a program. Together, they offer a vision and a design for Metro Center '85.

THE PLAN





Land Use Framework

INTRODUCTION
The challenge of Metro Center '85 calls first of all for a plan, a set of strong but flexible guidelines to most effectively focus public and private efforts toward their common goal: A better quality of life. The following Framework for Development gives the guidelines in five interrelated parts, each essential.

1. Land Use Framework — for better use of land resources and building space for projected activities in Metro Center.
2. Circulation Framework — for efficient, safe, and pleasant vehicular and pedestrian movement in Metro Center, and provision of well-located terminals for parking, loading, and change of transportation modes.
3. Visual Image Framework — for a vivid, coherent visual image of Metro Center.
4. Visual Form Framework — for the strengthening of the following elements: The visual districts and the visual sequence as one travels from one district to another; the skyline and its illumination at night; the street design, which includes cross-section design, plans for landscaping and street lighting, and principles and standards for signs and street furniture.
5. Environmental Quality Control Framework — for reducing air, water, and noise pollution, and protecting the pedestrian from inclement weather.

THE COMPREHENSIVE FRAMEWORK FOR DEVELOPMENT:

Is a set of general guidelines for development in Metro Center. Once these guidelines are adopted, a more detailed design can be drawn up and finally carried out.

Can be considered as the basic structure of the parts which combine to make up Metro Center '85.

Is a synthesis of ideas, concepts, and plans which considers, and often incorporates, consultants' recommendations, some of which have been revised to resolve conflicting proposals.

Is the result of a thorough study of the major forces and trends which affect Central Minneapolis and which must be controlled by careful, decisive, and timely action.

Is based upon the belief that Central Minneapolis can control its own destiny by forming realistic goals and by creating a comprehensive plan for its development.



Major Planning Districts
- Fringe Parking Area
- Riverfront Open Space

INTRODUCTION

One of the main concepts of the plan for Central Minneapolis is to develop the area into functional, compact districts, so located in relation to one another as to reflect and complement their vital inter-relationships.

The Land Use Framework outlines specific ways to utilize land and building space to achieve the goals and, as a result, to attain a desirable quality of environment for Metro Center.

FINANCIAL AND ADMINISTRATIVE CENTER

Central Minneapolis is and will continue to be the major office and financial center for the entire Upper Midwest Region. With expected new development in other functional areas throughout Central Minneapolis, office growth will be even greater than that experienced in the past — with as much as 4 million sq. ft. of office space possibly added by 1985.

Some of the major amenities and improvements we recommend for continued office growth are:
– Improved vehicular and transit access.
– Fringe parking ramps for employees.
– Minibuses and skyways for better pedestrian circulation.
– A comfortable year-round environment through the development of partial climate control systems.
– Increase in open space and other recreational areas.
– Modernization of some retail functions.
– A thriving and varied entertainment district.

Office development is projected to grow at an annual rate of 260,000 sq. ft. through 1985 — a 30 percent increase over the rate of the past ten years. The 57-story IDS Building and other construction on its site is a clear indication of the continuing



Office, Retail, and Entertainment Districts
Illustrative Site Plan

Proposed Development

Fringe Parking Ramps **1.**
Third Av. N. Distributor **2.**
Entertainment **3.**
Retail **4.**
Office **5.**
Transit Station **6.**

confidence in Downtown. This building, with over one million sq. ft. of office space, is almost entirely committed for occupancy, which means that there is still a large, unfilled demand for centrally located office facilities.

The heart of the office core is bounded by Nicollet Mall, Fifth Street, Second Avenue, and Ninth Street. This district has become intensely developed and congested. In the future any major expansion of office space should take place in the frame surrounding this area rather than within it, with growth taking place in the Civic Center district through to Fourth Avenue on the east ,and north from Fifth Street to the river including Gateway Center, in which there is still a considerable amount of land for development. Additional offices may also locate in other districts (such as industrial districts) where compatible land-use development vital to their function is assured.

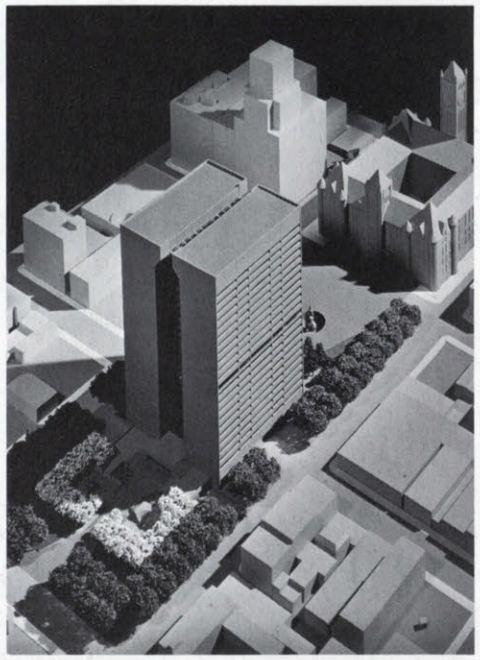
A City-County Building containing approximately 800,000 sq. ft. will house government functions on a site which covers the two blocks south of the courthouse. The building, designed by John Carl Warnecke and Associates, will be the tallest in the eastern section of Downtown and will become a major landmark on the skyline. The present plans call for it to be centered between two large, landscaped plazas, which will transform the area into a significant indoor-outdoor, multiple-use space.

Construction of the Civic Center should spur on a large amount of private construction in the surrounding blocks which are vastly underdeveloped and present an ideal location for private office expansion. With the county hospital and health care complex to the east, and the retail and entertainment districts to the west, the blocks along Third and Fourth Avenues are logical and economically advantageous sites for future development. Site clearance would be minimum since much of the area is covered by surface parking.

The proximity of the Civic Center area to the office and financial district will increase the size of the present district without destroying its compactness, especially if it is linked to other districts and fringe parking by skyways. Direct freeway and mass transit access to this area will allow vehicular traffic to avoid using congested streets in the heart of the core retail area.

Construction of the City-County Building is expected to begin early in the 1970s and we foresee the development of about 1.4 million additional sq. ft. of private office space in this area by 1977, with another 800,000 sq. ft. by 1985.

Additional office construction can take place in the area north of Fifth Street, generally bounded by Marquette and Second Avenues. Part of this development will take place in Gateway Center where two half-block sites are available next to the Federal Courts and the IBM Buildings. These sites have already been designated for office use in the Gateway renewal plan and will connect to the skyway network. Another office structure may develop on the present Boutell store site on Fifth Street. Approximately one million sq. ft. of office space is projected for this area and for auxiliary development in other districts by 1985.



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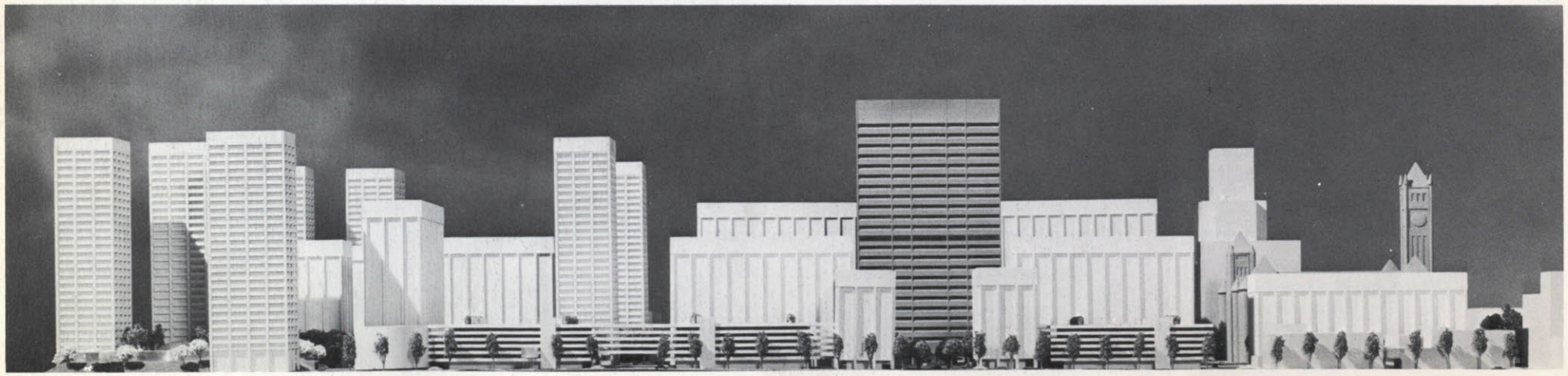
The Environment

Zoning and fringe parking will encourage new offices to locate around the core area where available open space offers opportunities for plazas and courts.

These amenities will benefit both the building owner, by increasing the floor area ratio, and the city, by providing more planned open spaces. Skyway connections to both fringe parking and the adjacent districts will undoubtedly accelerate the rental of office space in these areas.

The interior as well as the exterior of offices should be designed with utmost care to assure office workers a better working environment with privacy, quiet, proper lighting, attractive views, a pleasant atmosphere, and relaxation areas.

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RETAIL CENTER

The compact retail district will remain one of the most important Downtown functions serving the city, the metropolitan area, and the entire Upper Midwest Region as a specialized and comparison shopping center, as well as providing a convenient shopping center for inner-city neighborhoods.

No large-scale additions in space are expected within the next 15 years. Much of the change should be centered in the modernization of the existing stores, in providing more shopper services, and in improving access to the office district.

The strength of the retail activities can be maintained by:
– Building up the office district to create more jobs.
– Providing a totally enclosed pedestrian circulation system.
– Providing adequate, visible, and more convenient parking for shoppers.
– Increasing shopper services, such as baby-sitting services and a shopping directory.
– Planning more attractions and promotions.
– Reorganizing the street pattern of the Downtown core to make it more pedestrian-oriented.
– Providing good linkage to the hotel district through minibus service and pedestrian skyways.
– Developing the riverfront for housing, renewing Loring and Elliot Park Neighborhoods, carrying out the Model Neighborhood and Pilot City programs, and accelerating the renewal programs on the east side.



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The Retail Core

The main retail core focuses on Nicollet Mall, from Fourth to Eighth Streets, and on some of the cross-streets within this area. From 8th to 11th Streets there is a variety of specialty shops which will continue to maintain a strong position in both Downtown and regional markets.

Despite the growth of suburban shopping centers, Downtown continues to show strength as a retail center. The new LaSalle Court includes 27 shops for commodities or services, and the IDS Building, when it is completed in the early 70s, will contain some 300,000 sq. ft. of retail space, a third of which will replace stores which were cleared for the new building.

While Downtown cannot be expected to regain the retail dominance it possessed in the pre-automobile era, it does have several vital roles to play in the metropolitan market — roles that could not be filled by any suburban center. Downtown is a center for:
1. Specialty shopping for the entire region.
2. Community shopping for Central Minneapolis and nearby neighborhoods.
3. Convenience shopping for the daytime working population.

To strengthen these roles in the future, specific improvements should be made. First, by carrying out the recommendations presented in this plan for Metro Center '85, there will be a 50 percent increase in Downtown employment in the next 15 years. This will provide an expanded market for retail business.

Second, the present skyway system must be extended to connect the retail district with offices, parking, convention and entertainment facilities. An expanded second-level circulation system necessitates the careful planning of second-level space for the buildings served by skyways to assure compatibility with space use on the ground floor. Development of a second-level space use plan could further encourage the trend of locating banks, brokerage offices, art galleries, restaurants, and consumer services along this floor. In addition, the skyway route can provide display space for ground-level stores which would add significant visual interest.

Third, more parking must be provided at convenient locations within a reasonable walking distance (750 feet) from the retail core.

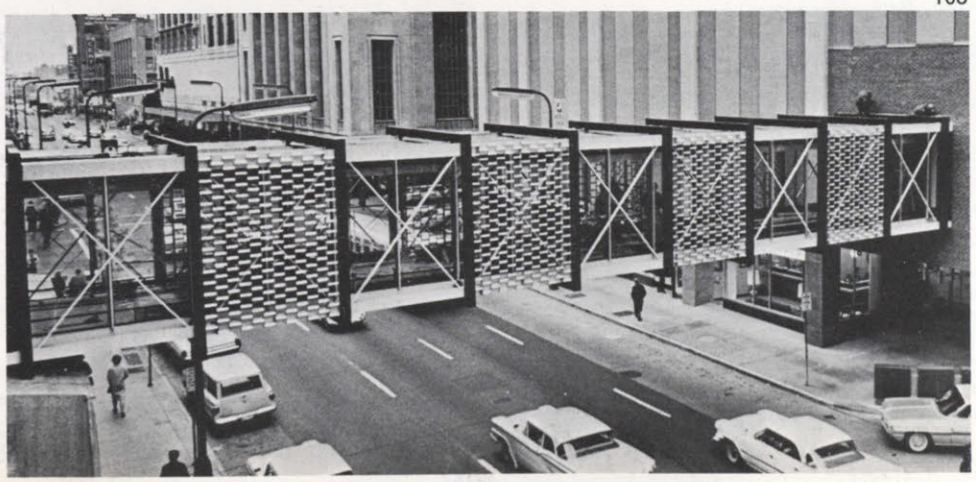
Fourth, for Downtown to compete effectively with new suburban shopping centers, amenities must be provided which surpass those found in the outlying areas. The most basic of these, diversity in the type and quality of facilities and merchandise, already exists in Downtown, but it must be reinforced by more shopper services.

A joint baby-sitting service could be incorporated with a playground, either indoors (in the manner of the Southdale Center), or possibly on the roof of a department store (as in Tokyo). Storage lockers could be provided in dispersed locations and baby strollers could be made available by the major parking ramps and by the stores. Directories and kiosks showing the location of stores could be placed throughout the shopping district.

And fifth, a systematic, coordinated advertising campaign for the Downtown retail business should be further developed and improved. More special attractions should be planned for different age groups, such as fashion shows, college days, perhaps even children's festivals with familiar cartoon and television characters on the mall and in the stores.

While it is necessary to strengthen the existing retail core by the above actions, at the same time it is also necessary to discourage other actions outside the core which might be too competitive for Downtown business.

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107, 108. Downtown specialty shopping will continue to grow on both street and second levels.

Neighborhood Shopping
The residential neighborhoods in Central Minneapolis should be renewed and the existing retail facilities should be consolidated into compact centers. Shopping for the Loring Park area will concentrate mainly along Nicollet Avenue from 15th to 19th Streets. Elliot Park shopping will be centered in the two blocks surrounded by 9th and 10th Streets and Park and Chicago Avenues.

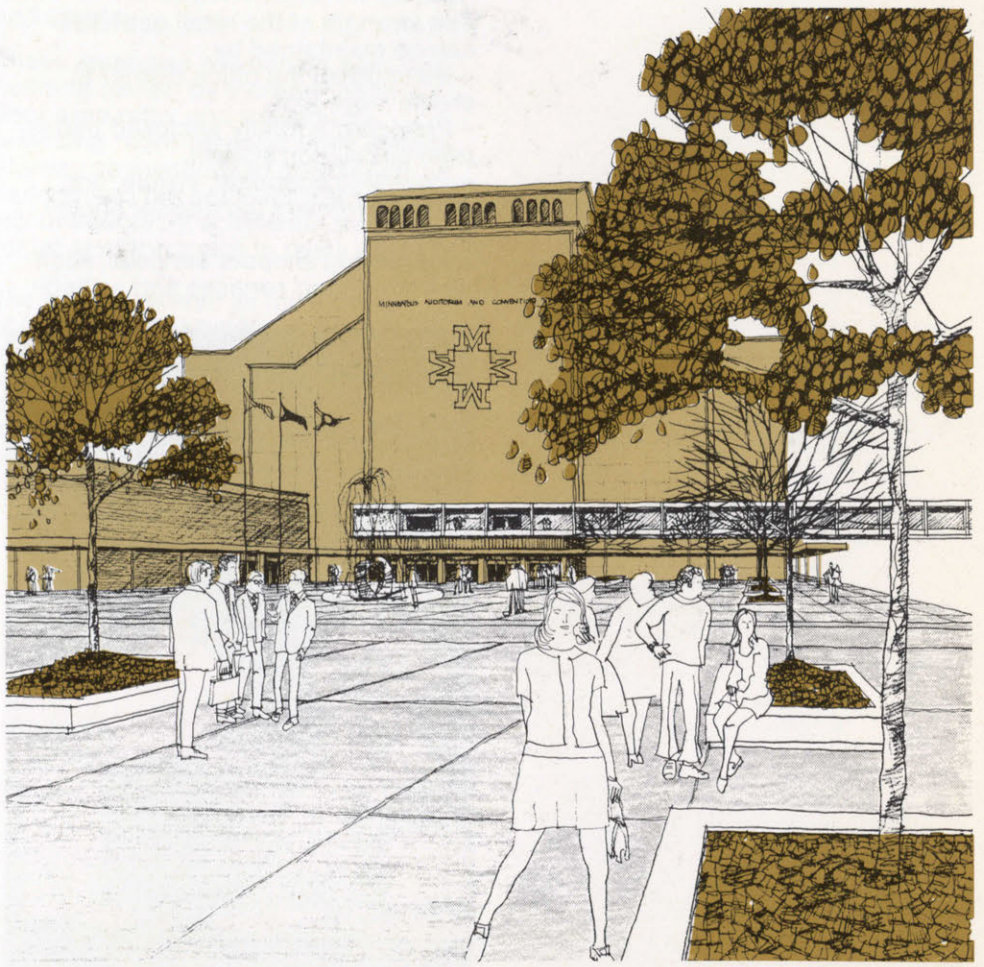
For the new residential developments along the riverfront and in the Civic Center-General Hospital areas, the development of some sub-neighborhood retail services such as grocery stores, cleaners, and beauty shops will be necessary. Total space needs, however, will depend upon the intensity of residential development.

Within the riverfront housing, about 30,000 sq. ft. of space will be required to create a satisfactory convenience retail center for a population of 5,000 to 10,000 people.

Facilities in the Civic Center-General Hospital area should contain about 60,000 sq. ft., 30,000 sq. ft. of which is programmed to be built before the mid '70s, with the remainder constructed by 1985. Although the permanent housing population will be less than that along the riverfront, the plan calls for more retail space here since the area includes a large portion of the hotel-motel space and new office development. Aside from service facilities for housing, boutiques and other small shops will be located within new hotels to serve their transient population.



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109. Baby sitting service for Downtown shoppers.
110. Expansion of the Auditorium and Convention Hall will make Minneapolis a strong competitor as a major convention city.



Auditorium and Hotel Districts
Illustrative Site Plan

Proposed Development

1. Auditorium Expansion
2. Central Lutheran Church Expansion
3. Auditorium Church Parking
4. Parking
5. Hotel, Apt.
6. Hotel
7. Hotel Trade Mart
8. Apt.

CONVENTION CITY

The amount of money being spent for conventions and business meetings has a significant economic effect on cities and their hotels, airlines, and other associated tourist and travel activities. According to some estimates,1968 conventioneers spent close to $7 billion in the United States and that figure is growing fast. In that same year, Minneapolis conventioneers brought the city an estimated $27.7 million in revenues — a 90 percent increase over 1958!

Minneapolis convention business will continue to grow rapidly as a result of a number of projected improvements including:
– Provision of parking facilities.
– Expansion of the Convention Hall.
– Development of the four blocks east of the Convention Hall by the Central Lutheran Church.
– Development of rapid transit from the airport, and the construction of a new airport to service the Twin Cities Metropolitan Area.
– Improved auto access with the construction of an exit ramp from East I-94 into Downtown.
– Development of off-street loading docks.
– Increase in the number of meeting rooms.
– Additional hotel facilities and banquet halls.
– Development of an exciting and diverse entertainment district along with other cultural facilities all linked together with the hotel-convention area by expanded skyway and minibus systems.

Auditorium Parking

The first major step for expansion of the Auditorium and Convention Hall will be the development of additional parking with the creation of about 750 spaces in the two blocks immediately south of the present facility. Later, these two blocks can provide the necessary site for auditorium expansion and a new garage can then be constructed on the two southernmost blocks owned by the Central Lutheran Church, to be shared by both facilities. The blocks west of the auditorium should be kept generally underdeveloped to serve as a potential land bank for future expansion of the convention center complex.

In addition to the above parking facilities, fringe parking ramps will be developed, possibly along Marquette and Second Avenues between 10th and 12th Streets. These will be constructed in stages and connected with the main skyway network to serve the southern part of the core area during the day and the hotels and convention center in the evening.

Hotels
The second step in the further development of the hotel and auditorium districts is to provide more facilities and rooms.

Much of the increase in convention business during the past ten years has been due to the expansion and renewal of hotel facilities in Central Minneapolis and of the Auditorium and Convention Hall, but these facilities are now being used at close to capacity much of the year.

Convention business is limited by hotel accommodations, especially for conventions which cater to large professional groups. It is important, therefore, to increase hotel-motel space before increasing exhibition facilities. Large conventions prefer to be situated in one central area — close to exhibition space, meeting rooms, cultural events, restaurants, shops, and nightclubs. This southeastern sector of Downtown ideally meets all of these criteria. The sharing of facilities, such as parking and meeting rooms, and the proximity to the Convention Hall would make a compact clustering of major hotels in this district most advantageous to both owners and patrons.

An economic study of downtown Minneapolis in 1959 by the Real Estate Corporation indicated a hotel and motel room shortage of 1,700 to 1,900 rooms. Furthermore, after the shortage was finally met, they felt it would be necessary to increase the number of hotel rooms by 60 per year in keeping with the normal growth of the city. This original shortage has been subsequently met, but the yearly increase has not.

If all, or even some of the improvements listed in the beginning of this section are implemented, and if Minneapolis is to join other large cities as a major convention city, it can be estimated that 3,500 to 4,000 new hotel and motel units will be needed by 1985. A portion of these will replace obsolete hotels that have inadequate plumbing, poor room layouts, and lack such convention facilities as meeting rooms and banquet halls.

The Convention Hall
The third step to follow should be the expansion of the Convention Hall. The first phase of this development could be completed by 1985 with expansion on the two blocks south of the present hall which could essentially double the existing exhibition and meeting room space. The new facility should contain as much as 100,000 sq. ft. and be attached to the present building. New truck loading docks should be incorporated with this construction and be completely separated from the street right-of-way.

In conjunction with this development, 16th Street would be upgraded and rerouted to connect with the I-35W overpass of 15th Street and then continue westward to I-94.

About 20 new meeting rooms could be provided on the upper level of the expanded exhibition facilities. These rooms should vary in capacity and be flexible in design to be able to divide or combine into larger or smaller areas as desired.

There is a need for a multi-purpose room which could comfortably accommodate as many as 5,000 people for a banquet or be partitioned to serve smaller groups. The present Convention Hall can seat about 2,500 people, but when expanded over the adjacent two blocks the capacity will be doubled. A facility such as this could bring in many new conventions which in the past were forced to go elsewhere.

Circulation
The fourth step is to link the Auditorium and Convention Hall to the rest of Downtown through the pedestrian skyway and minibus systems. Involved in the total question of improved circulation to and within the Downtown will be the possibility of constructing an exit from I-94 into Downtown, and by providing rapid transit, especially from the existing and any new airport.

Public Information Services
Finally, increased public information services are needed to familiarize visitors with the city.

A visitor and convention bureau in the heart of Downtown can provide information on places to see, hotel and motel accommodations, entertainment, cultural events, special ceremonies, and exhibits. Some of these services could be incorporated into kiosks on the mall. Fully automated tourist information machines could show lighted directory maps of the Downtown area and dispense information concerning each of the landmarks and major districts.

CULTURAL MILIEU
Cultural activities at present are largely conducted outside of Central Minneapolis. When located in Downtown, however, these functions can complement many of the other activities, thereby making the area more diverse, exciting, and distinctive. In addition, the Minneapolis Institute of Arts, the Walker Art Center, and the Tyrone Guthrie Theater can all be linked with Downtown through minibus service.

A total cultural complex should be constructed in Downtown by 1985 to strengthen its role in these activities and should include:
– A symphony hall
– One or more theaters
– A science and technology museum
– Exhibition space to be used primarily for art, architecture, environmental design, and music displays
– Teaching facilities
– Restaurants and lounges
– Gift shops
– Major plazas
– A riverfront promenade (if the



center is developed along the Mississippi River)
– Sufficient parking

The present facilities for the Minnesota Orchestra are inadequate. The acoustics in Northrup Auditorium are poor and parking is insufficient. The lack of adequate public transportation to the area limits attendance by the elderly and poor. There are few restaurants in the area to serve concert goers.

The opposite is true Downtown. Parking is plentiful in the evening. There is direct freeway access, public transportation, and a number of fine and conveniently located restaurants. All these, plus its central location in the metropolitan area, make Downtown the logical site for a concert and symphony hall.

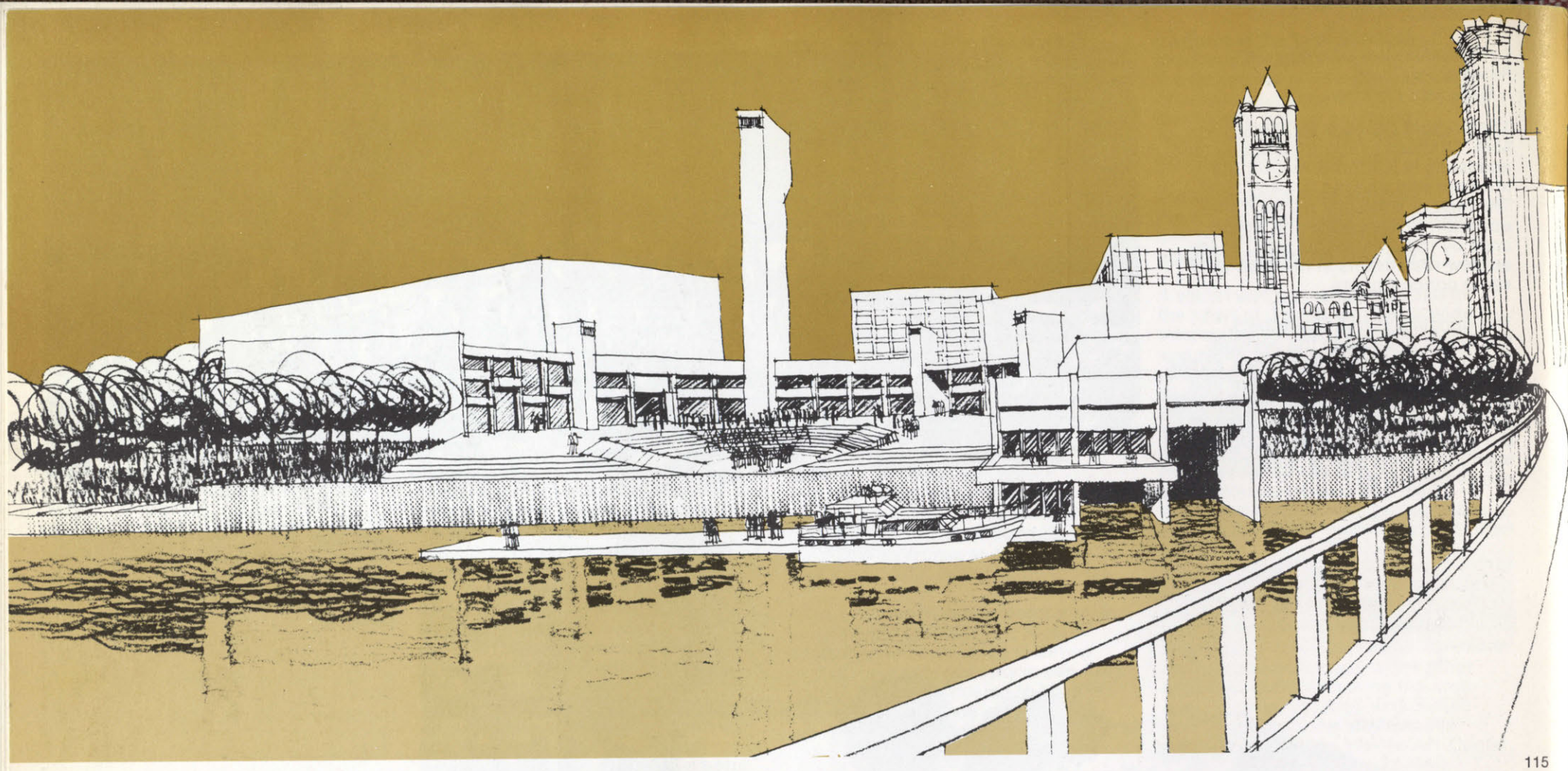


113



114

112. Hotel district in the lower loop.
113, 114. A science and technology museum and symphony hall will be part of the new cultural center in Downtown.



115

The Site
Several potential sites have been considered for the location of the cultural complex:

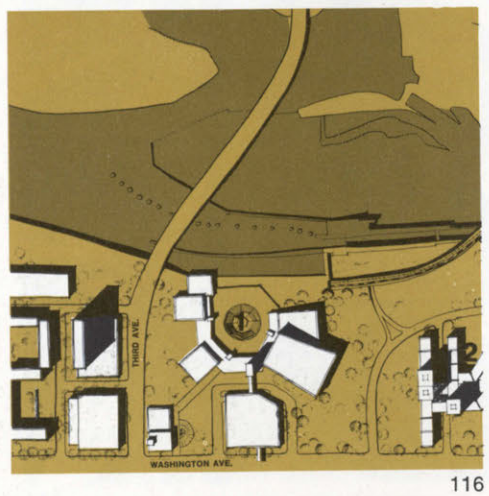
In the vicinity south of Franklin Avenue near the Minneapolis Institute of Arts — an unsatisfactory location since it would be difficult to amass an adequate site, and is removed from the mainstream of activity.

In the blocks west of the Convention Hall — unsatisfactory as it is preferable to reserve this area for parking and future expansion of the Convention Center.

In the entertainment district — unsatisfactory because of inadequate site and the possibility that the vibrant atmosphere of the entertainment district may not be compatible with the more subdued atmosphere often associated with a cultural center.

The site of the Great Northern Depot along the Mississippi — an advantageous location, but limited by the uncertainty of the railroad company's future plans for the depot. It is considered a viable alternative to the recommended site described below.

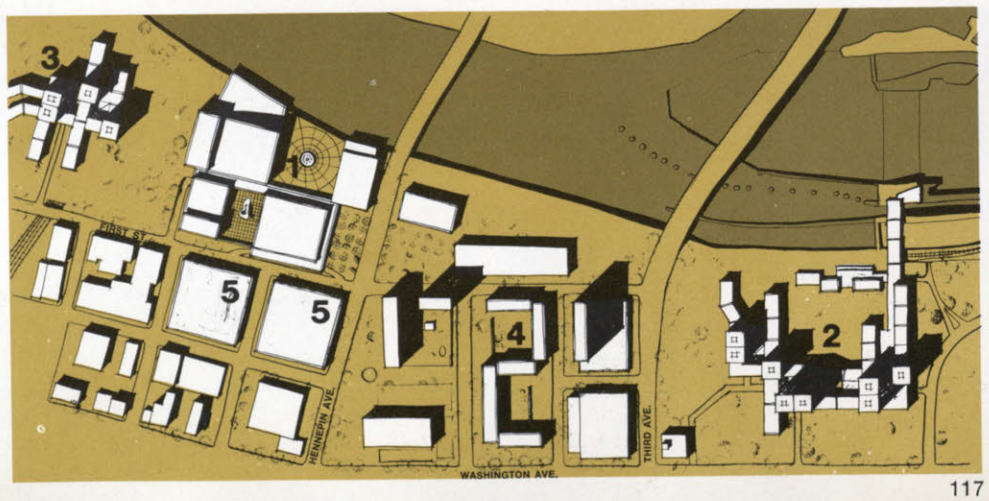
The site of the Milwaukee Station —



116

Cultural Center
Illustrative Site Plan

Proposed Development
1. Cultural Center
2. Riverfront East Apts.



117

Alternate Cultural Center
Illustrative Site Plan

Proposed Development
1. Cultural Center
2. Riverfront East Apts.
3. Riverfront West Apts.
4. Gateway Center Apts.
5. Parking

this offers the best possibility for development and can be justified by merging the present railroad facilities with the Great Northern. The large decrease in passenger train travel has obviated the need for two separate depots in Downtown. It may also be possible to develop this site by expanding the Gateway Renewal project whose boundaries now abut this area, thus qualifying the site for federal urban renewal grants.

This 25-acre site is large enough to develop a total cultural center with all of the previously listed components. The advantages are many: Direct freeway access; proximity to offices, which affords the multi-use of employee parking in the evening; a potentially fine view of the skyline, the river, and St. Anthony Falls and Locks; and direct greenway access from the government buildings to the south.

The Components
The following is a more detailed description of the facilities which should be included in the cultural center. They apply to both riverfront sites.

SYMPHONY HALL
A new symphony hall should have a seating capacity of 2,500 to 3,000, a size suitable for the Minnesota Orchestra and visiting groups in the performing arts. Although smaller than Northrup Auditorium, it will be more conveniently located, will utilize the latest in acoustical technology, and be adaptable to varied uses.

THEATERS
A maximum of two theaters for legitimate and experimental productions are recommended, one of which should be large enough to accomodate 700 to 1,000 people.

EXHIBITION SPACE
The cultural center should contain about 20,000 to 25,000 sq. ft. of exhibition space, including an area to be used as a design center for architectural, environmental, industrial arts and music displays, and a small art museum or series of galleries which could be open during the day as well as in the evening.

SCIENCE AND TECHNOLOGY MUSEUM
There is a tremendous need for a new science and technology museum in the Twin Cities area and we propose that such a facility be part of the cultural center complex located near the central library.

The Minneapolis Public Library has a small science museum, but the facilities and budget are not adequate to handle a diversity of exhibitions. The Bell Museum of Natural History on the university campus is a fine museum which concentrates on certain natural sciences leaving a large, unfilled gap in other scientific fields as well as in technology.

We support the recommendation of Dr. Ervin Gaines, Director of Public Libraries, that a study be conducted to determine the scientific areas on which the new facility should concentrate in order to prevent unnecessary duplication, and also to determine the feasibility of creating an entirely new city department to administer the museum.

AUXILIARY FACILITIES
The cultural center should contain classrooms for music and art training, gift shops, cocktail lounges, and restaurants along the riverfront.

PLAZAS AND RIVERFRONT PROMENADE
The provision of outdoor spaces for congregating, for the display of sculpture, for capturing the view of the river and skyline, and for small cafes, should be a primary goal in the development of a cultural complex. A promenade would link the center with the river.

PARKING
About 1,700 to 2,000 spaces should be provided in ramps adjacent to, or within, the cultural complex. Fringe and other employee parking ramps in the vicinity could be used for any overflow.

The Total Cultural Scene
Cultural events in Central Minneapolis should not be limited to the cultural center. Many other existing facilities can be used for exciting displays and exhibits. It is interesting to note that during 1969, while the Walker Art Center has been rebuilding, numerous displays have occurred throughout Downtown, such as the exhibit of Lindner paintings and collages in Dayton's Auditorium, and a light sculpture show at the NSP Building. The pleasure of suddenly coming upon a new exhibit in unusual settings can add tremendous interest in Downtown and can expand the cultural capability of the area with a minimum of expense.

ENTERTAINMENT SCENE
Increased leisure time and metropolitan growth will create a future demand for more entertainment and recreational facilities in the Twin Cities. Added convention business, surplus parking at night, greater accessibility to Downtown via transit

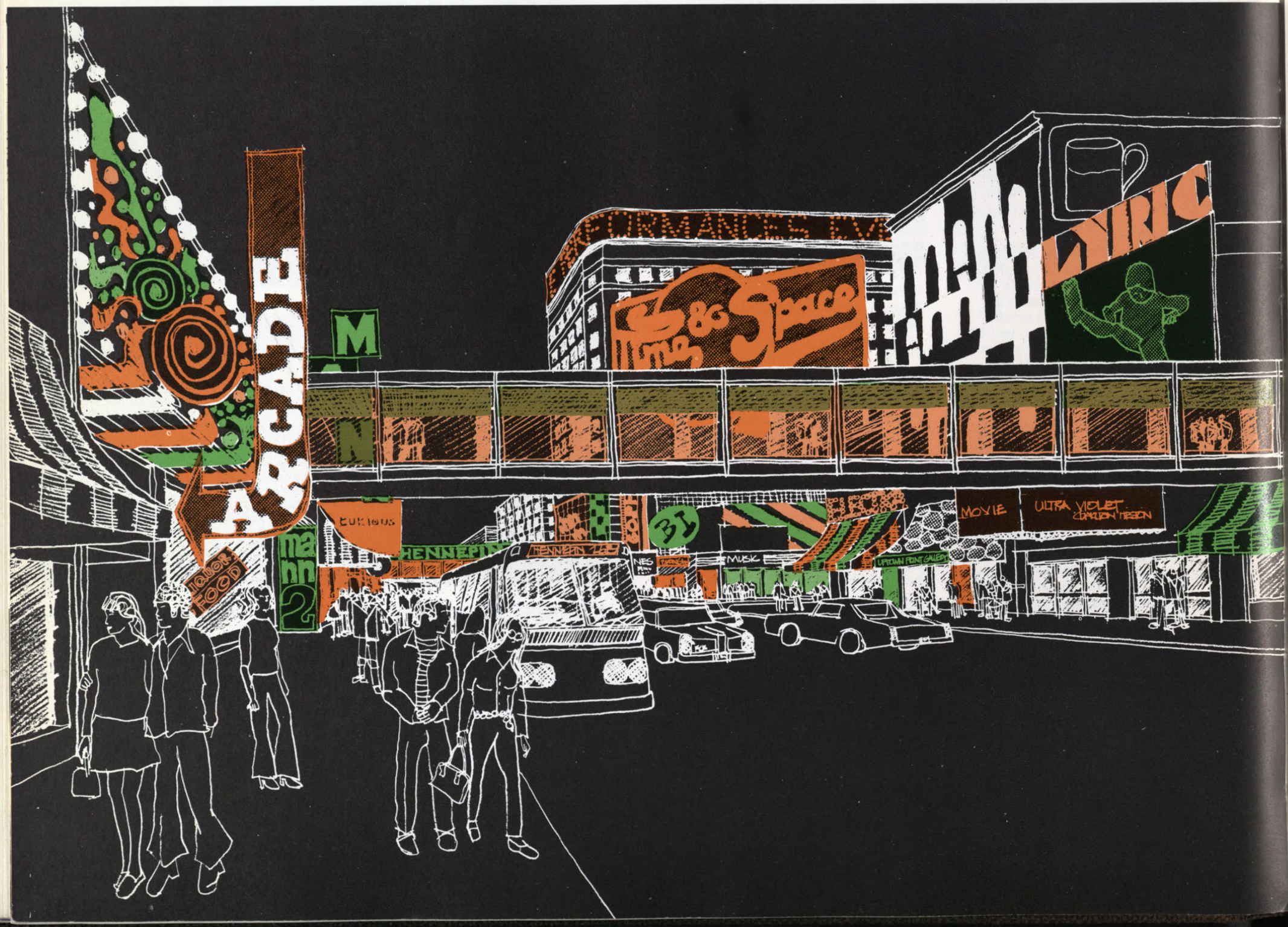


118



119

115. View of the proposed cultural center along the riverfront.
118, 119. Use of Downtown offices and stores (such as Dayton's Auditorium, shown above with exhibition of Richard Lindner's paintings) to house exhibits, and development of multi-purpose space in the armory to house displays and entertainment, will enable Downtown to greatly expand its cultural and entertainment facilities.


ARCADE
Time & Space
MOVIE
ULTRA VIOLET
MUSIC
HENNEPIN
FOOD

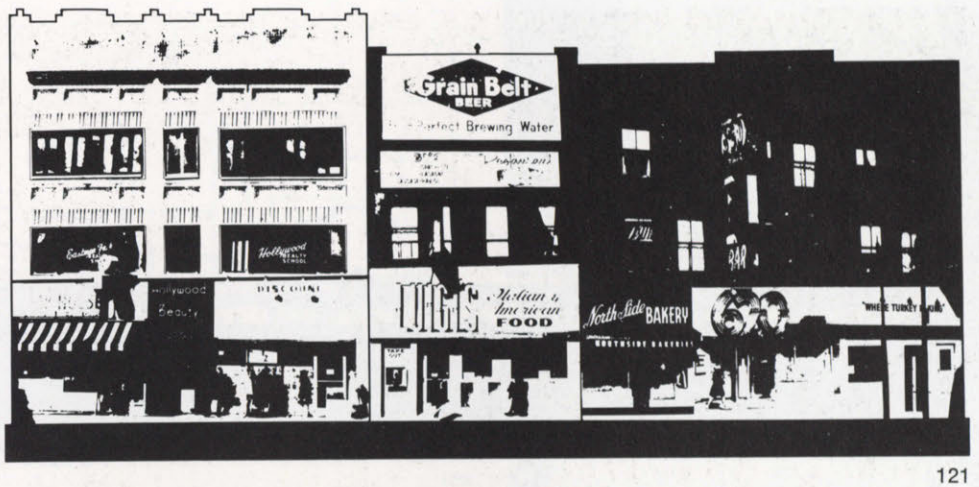
and freeway, and an existing nucleus of entertainment activities on Hennepin Avenue (between 4th and 10th Streets) make Downtown the logical place to create a compact, yet varied, entertainment center. The use of imaginative and ever-changing light shows, environmental sculptures, signs and super-graphics, coordinated street furniture, and vivid color combined with new theaters, cinemas, a teen center, restaurants, bars and nightclubs, can make Hennepin Avenue an exciting potpourri of events, lights, and motion. Tied together by an underlying design force, the result will be a varied mixture of entertainment in a cohesive district that will be unique to Minneapolis.

The linear quality of the entertainment district should be supplemented by developing entertainment activities on full blocks that can be connected by a series of skyways, open spaces, and arcades, on both the ground and second levels. While the avenue's linear aspect will remain visually dominant, this added scope of spatial variation in three dimensions can create a new atmosphere of infinite surprises.

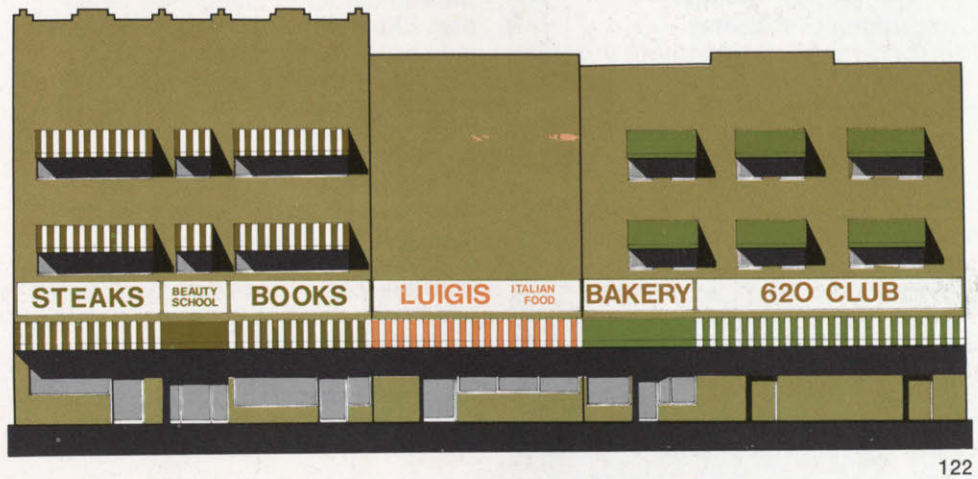
In these blocks there should be some minor sub-grouping of activities with respect to the type of facility and the age group to which it caters. One block may be devoted to activities which appeal to teenagers. Another may contain cocktail lounges, piano bars, discotheques, or movies. And yet another may have some small theaters and cinemas for foreign and experimental films.

Improvements in the entertainment district fall into two categories: Those which are immediate and relatively low-cost and those which are long-range and pertain more to the expansion of facilities than to aesthetics.

Immediate Action Programs
The following are some steps which can be taken immediately to upgrade the image of the Hennepin Avenue entertainment district.



121



122

120. Hennepin Avenue transformed by new events, bright lights and activity.
121, 122. A block along Hennepin Avenue between 6th and 7th Streets before and after fix up-paint up — a quick and relatively inexpensive method of upgrading the image of the street.

1. Creating a total image for Hennepin Avenue by experimenting with the following forms — either alone or in combination: Lighting techniques as an art form; screen projections; environmental sculptures; supergraphics. These can provide the underlying design force which will create a cohesive entertainment district.

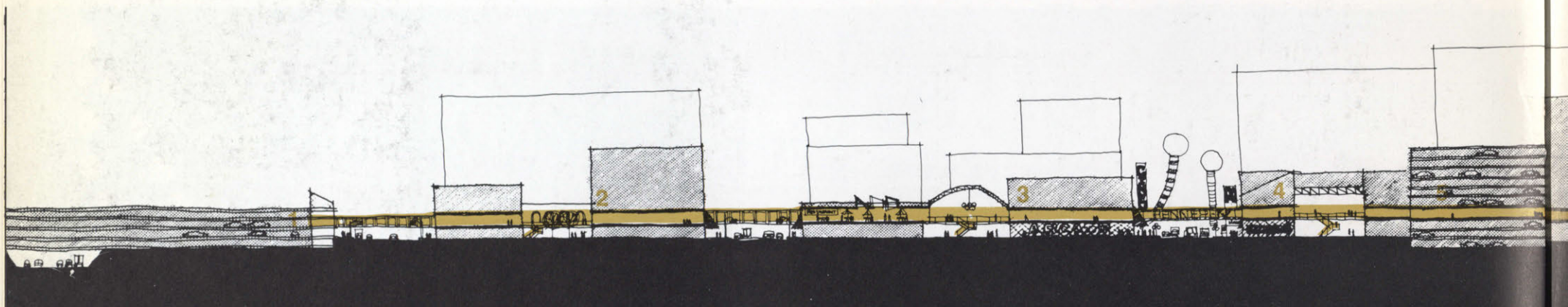
2. Replacement of some street furniture with priority given to new pedestrian-scaled street lights and trash receptacles.

3. Addition of bus shelters, heated sidewalks and canopies for pedestrian comfort.

4. Development of a new system of traffic signs that are coordinated with other municipal signs, and the addition of signs which lead motorists to parking areas.

5. A coordinated system of painting and cleaning the facades of older buildings (fix up-paint up) — an inexpensive method of upgrading the visual image of the street.

6. Creation of an entertainment area symbol identifying both the entertainment district and Downtown.

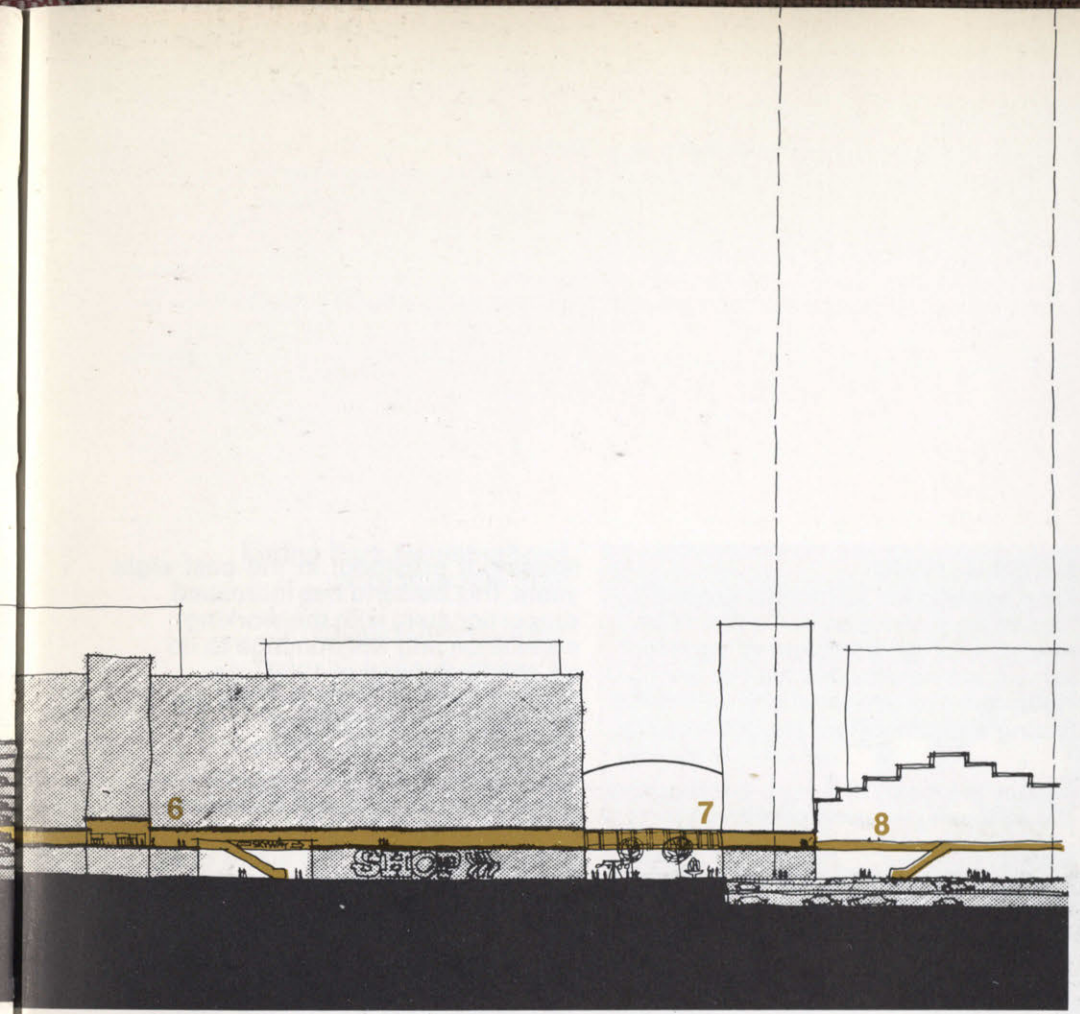


Long-Range, On-going Development Programs

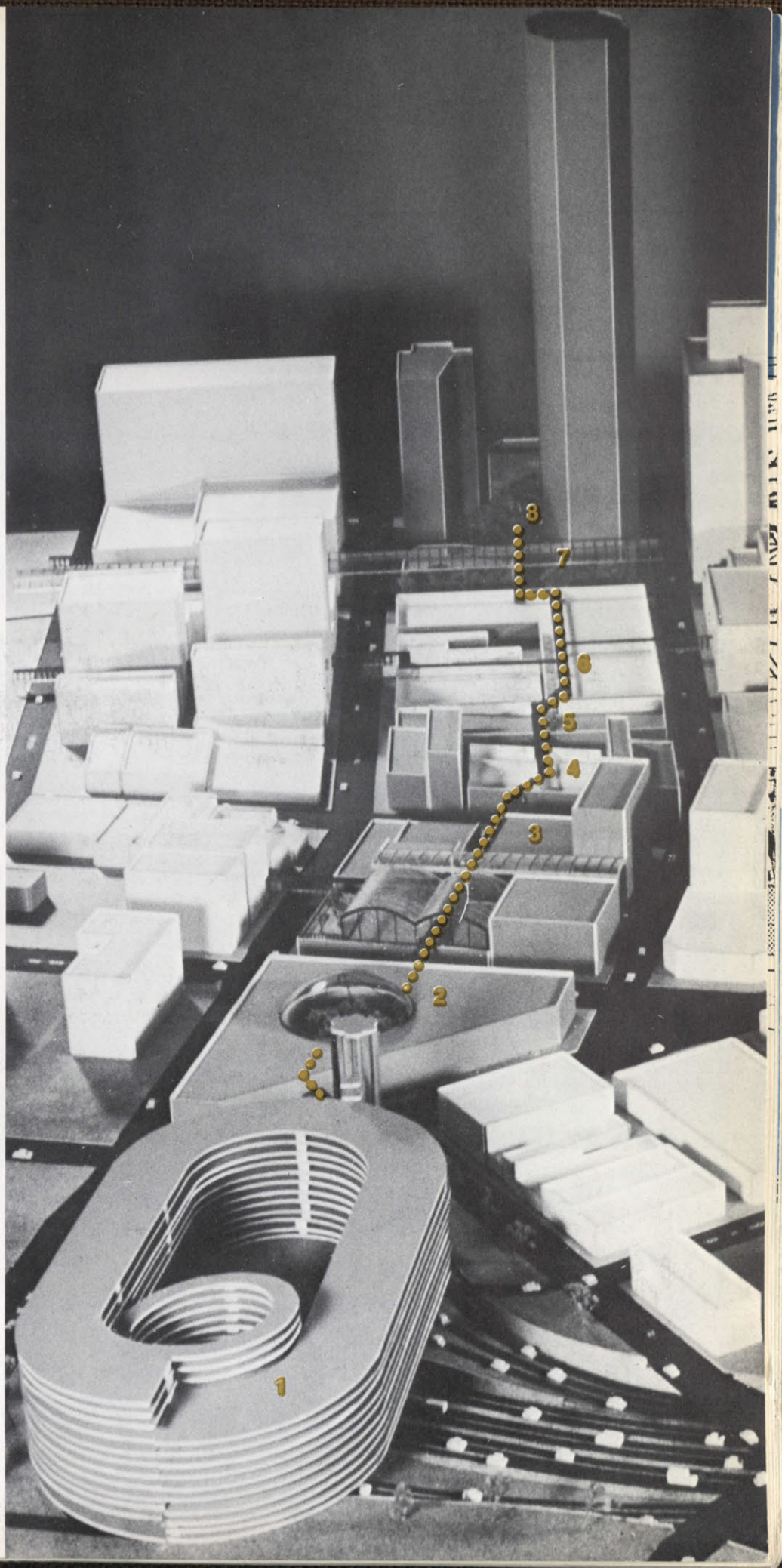
The long-range development program will take time to complete, but it is vital to the future of the entertainment district. The following programs, therefore, should be initiated as soon as possible.

1. Skyway connections from the entertainment district to major fringe parking along the Third Avenue N. distributor.
2. Avant-garde, legitimate, and dinner theaters to appeal to all tastes. By 1985 there will be at least six new theaters in Downtown — three to occupy renovated structures and the remainder in totally new facilities. Experience in the Cedar-Riverside area has shown that modifications in existing buildings can accommodate entertainment functions without incurring heavy costs.
3. At least three more cinemas — in addition to the already programmed Mann II — with a capacity of 300 to 750 seats each.
4. Facilities for teenagers and a multi-purpose space and teen center which can be used for direct public participation activities, such as dances and light shows, or for theatrical productions by dance companies, theater groups, and filmmakers.
5. A variety of nightclubs, lounges, and international restaurants.

Additional entertainment facilities will locate in other parts of Central Minneapolis, but their number should be limited. The IDS Center will contain a 355-seat movie theater, and a 1,400-seat theater and amphitheater is recommended for the Civic Center area. Some of the new hotels may also have small supper clubs and piano bars in addition to restaurants. We also recommend that the armory be retained — with some modification it can become a fine space for a multiplicity of uses including indoor light shows, rock concerts, and exhibits.



123



124

123, 124. Cross-section and model of the skyway route leading from Third Avenue N. distributor parking (1), through the teen center (2), Mann Theater Block (3), Lyric Theater (4), Dayton-Radisson Ramp (5), Dayton's (6), and covered Nicollet Mall (7), to the IDS Center (8) and beyond.



125

125. New hillside townhouses in Loring Park.

INTOWN LIVING
New housing for all income groups should be developed in Central Minneapolis. Large areas along the riverfront are ripe for this type of development, as are locations within the Loring and Elliot Park Neighborhoods.

Within the next 15 years, we propose the following housing additions:
– Rehabilitate and redevelop Loring Park Neighborhood, including the addition of 450 to 600 dwelling units.
– Rehabilitate and redevelop Elliot Park Neighborhood, including the addition of 350 to 500 dwelling units.
– Create two new residential areas along the riverfront — Riverfront East and West — to be self-contained neighborhoods, each with its own environment. Development may range from a low of 4,700 units to a high of 7,500 by 1985.
– By 1985, develop about 900 dwelling units in and around the hospital district for employees and staff.

The Need
The demand for intown living will continue to grow as land available for housing moves further away from the central city, and as traffic congestion and commuting time increase. Other factors contributing heavily to this demand are: The ease of apartment living; the increase in young families; the "tight money" situation and the difficulty of obtaining mortgages; the inflationary spiral and high cost of single-family homes; the increased desire for mobility which encourages many people to rent rather than buy; and the large increase in the elderly population.

New housing in Central Minneapolis has been negligible in the past ten years. Compared to other cities of its size, Minneapolis ranks low in the number of its intown dwelling units. In 1962, a survey of Downtown workers by the Housing and Redevelopment Authority showed that 6,000 couples desired, and would immediately move into, central area housing if provided. In the past eight years, this demand has increased proportionately with the working population and will continue to do so, but by the end of 1969 less than 13 percent of the current demand had been satisfied.

Estimated projections indicate that by 1985, 6,000 to 9,500 additional housing units will be needed in Central Minneapolis. (This figure does not include the additional 1,000 units already committed for Gateway Center.) Fulfillment of this need will depend upon whether adequate sites can be acquired and a safe, attractive environment can be created. Future transit can also disperse as well as concentrate the housing demand.

Environment and New Housing
It will not be sufficient to provide housing only for those with middle to upper-middle incomes. The demand for housing is diversified with respect to both age group and income, and the needs of all groups must be satisfied. Higher construction costs, increased land prices, and high mortgage rates have made low and low-middle income housing difficult to build, especially in this inflationary period. An increase in federal assistance in the form of land assembly, construction, low interest loans, rent subsidies, and turnkey projects will be necessary. Furthermore, recent and future improvements and innovations in prefabricated, quickly erected housing can make low-rental units in the future both possible and profitable.

Operation Breakthrough may provide some of the answers to these housing problems. According to HUD Secretary George Romney, Operation Breakthrough is "a new program designed to utilize modern techniques of production, marketing, and management to provide housing for all income levels through a partnership of labor, consumers, private enterprise, and local, state

Loring Park Neighborhood
Illustrative Site Plan

Proposed Development

Junior College **1.**
Apt. Complex **2.**
Auditorium Expansion **3.**
Central Lutheran Church Expansion **4.**
Auditorium Church Parking **5.**
Neighborhood Retail **6.**



and federal governments." New techniques in housing production, marketing, and management can be developed and applied to prototype housing. This project can afford the opportunities of using materials and techniques not currently utilized by building crafts and to foster off-site construction of housing. The two riverfront sites can provide an excellent starting place for this project in Central Minneapolis.

Innovative methods of new and inexpensive housing cannot, however, provide the total solution to creating a quality environment. Construction and architecture are only part of the answer. There must be a total understanding of the existing environment, of the new environment which increased development creates, and of the social interractions which it fosters.



127

127. Preservation of old mansions in Loring Park will maintain the distinctive character of that neighborhood.
128. In Elliot Park Neighborhood, the center of residential blocks can be developed as green space for recreation.

Both existing and new neighborhoods must have area identification, especially when they are within a highly populated district. Even with medium and high-density living conditions, people can identify with and have pride in their neighborhood unit, and thus create a tightly woven community. The existence of both Loring and Elliot Parks immediately provides a source of neighborhood identity. The preservation of useful and attractive old buildings within these neighborhoods can also maintain a continuity with the past and lend variety to the area.

Other factors which affect the social environment, especially within medium to high-density neighborhoods are:

THE DESIRE FOR PRIVACY
Although a great degree of privacy is difficult to achieve in high-density areas, thoughtful architecture and careful siting of buildings can do much to assure some measure of privacy to residents. Low site coverage with more open space, good insulation between units, balconies facing away from other units, townhouses and garden apartments with private patios, room layouts carefully designed so that apartment windows do not face each other, are some of the methods which can be employed to solve the problem of privacy.

USABLE OPEN SPACE
Site coverage should be low so that well-planned functional and attractive open space can be made available to the residents.

DIVERSITY OF HOUSING TYPES
A mixture of high, medium, and low-



128

rise housing avoids repetition and monotony both in form and design. Further diversity can be created through variations in landscaping techniques and the design of open spaces.

COMMUNITY FACILITIES
The neighborhood should be within close proximity to schools, recreational facilities, shopping, theaters, and medical services.

SAFETY
The concept of safety covers a wide range of activities, from the avoidance of conflict between automobile and pedestrian, through the reduction of crime, to the health factors involved in air, water, and noise pollution.

Loring Park Neighborhood
Loring Park is adjacent to the Guthrie Theater and Walker Art Center, and is within walking distance to the heart of Downtown. This neighborhood will continue as a major residential district in Minneapolis, and the picturesque character of Loring Park with its large mansions and winding streets should be preserved. Some of the improvements which can be made are:
– Rehabilitating and redeveloping some of the older mansions into multi-family dwellings.
– Reducing the crime rate through increased police patrolling and better street lighting.
– Consolidating neighborhood shopping on Nicollet Avenue into a compact center with adequate parking.
– Creating new high-rise residential buildings, garden and walk-up apartments, but maintaining the neighborhood at a medium rather than a high density. We estimate that 450 to 600 units can be developed by 1977.

In addition to the above new apartment units, the Volunteers of America Service Club is presently constructing a non-profit apartment building for the elderly to be located on the southeast corner of Nicollet Avenue and Grant Street. This building will contain 208 low-rental efficiency and one-bedroom apartments. As the shortage of housing for the elderly increases, more projects of this type will be needed and must be encouraged throughout the city.

The Loring-Nicollet Community Council is an active community organization and their continuing efforts in maintaining the area can be most instrumental in preserving the quality of the neighborhood.

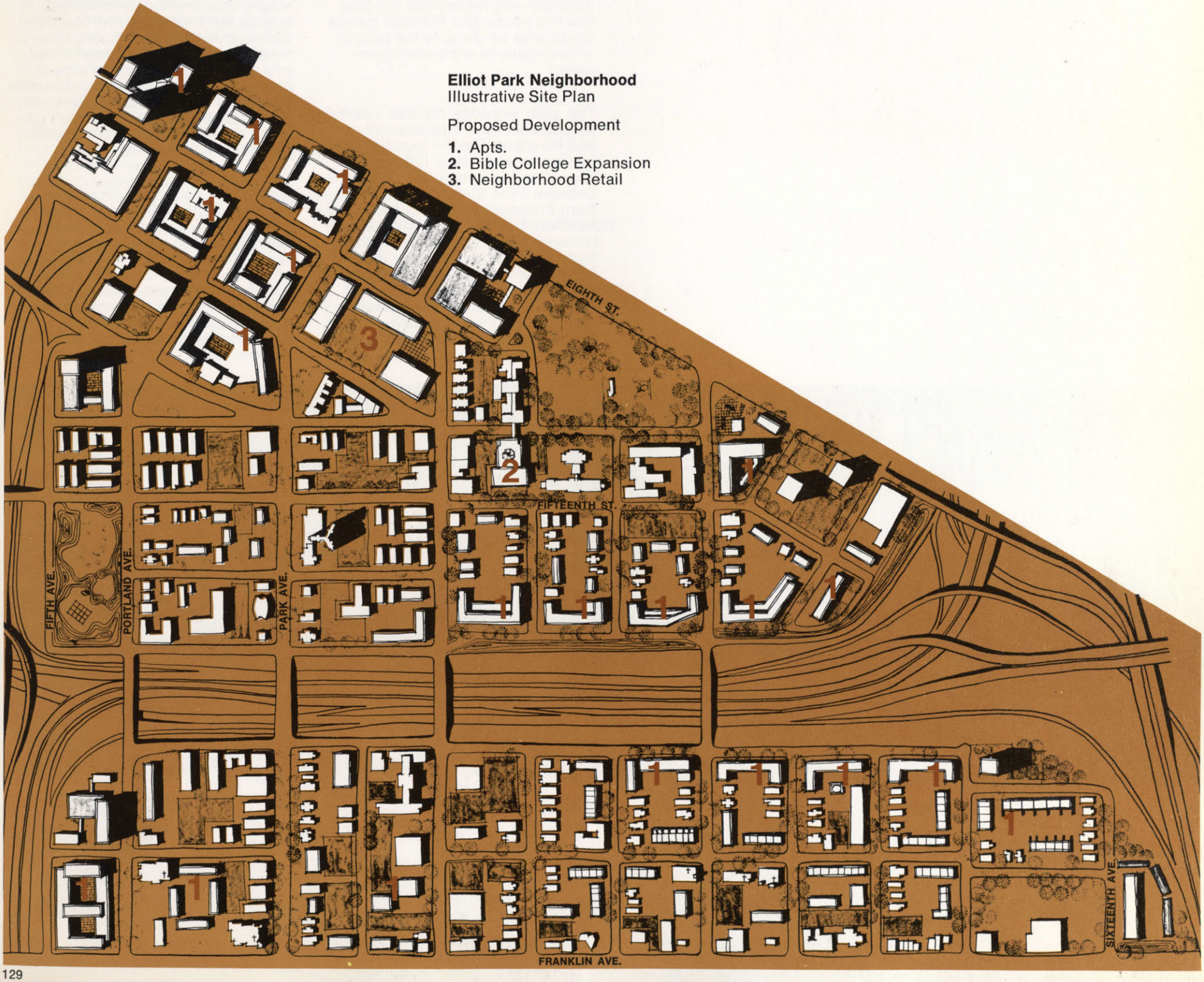
Elliot Park Neighborhood
The character of the Elliot Park Neighborhood has been altered with the expansion of hospitals and educational facilities, and with the construction of I-94. The neighborhood contains some single-family homes and many will remain, but future construction in the area should be mainly low to medium-rise, multi-family apartments and some town houses, with 500 new units developed by 1977.

Combating the problems created by freeway noise and heavy street traffic must become a major design element in any new construction. Residential buildings can be oriented away from the freeway and other busy streets with the center of the blocks developed as green space to be shared by all the families surrounding it. Freeway and street noise does not have to be an insurmountable menace and careful design can eliminate much of the problem. Some of the noise-control methods which can be employed in Elliot Park are described on page 134 in the section on the control of noise pollution.

Elliot Park Neighborhood
Illustrative Site Plan

Proposed Development

1. Apts.
2. Bible College Expansion
3. Neighborhood Retail



Riverfront East and West
The lack of adequate sites has been one of the major reasons for the slow development of medium to high-density Downtown housing. Riverfront land in the area within the freeway ring is devoted to railroad use, grain elevators and mills, and some small industry. The land is vastly under-used and we recommend that a large portion of it be developed for housing to create two new neighborhoods. For many years, our accessibility to the river has been severely limited and it is time that this scenic and potential recreational area be given to the people in this region to enjoy and appreciate.

The plan provides for two riverfront neighborhoods — Riverfront West and Riverfront East — together containing approximately 170 acres. Riverfront West includes all the land between First Street N. and the river from Plymouth Avenue to the Great Northern tracks. Riverfront East includes all the land between Washington Avenue and the river from I-35W to Portland Avenue S. Although the areas are now part of the North Loop and Industry Square, respectively, the land recommended for new housing contains little productive industry.

Each riverfront neighborhood can be large enough to form a total community with educational, recreational, and commercial opportunities. Twenty-five percent of this land, about 43 acres, should be preserved for public open space and river access. It is expected that 4,700 to 7,500 dwelling units can be constructed by 1985 with an overall density of 38 to 57 units per acre.

Housing should be developed in stages to take into careful consideration the existing properties and their eventual phase-out. Any remaining railroad tracks, as well as new mass transit, should be depressed below the housing. In areas where this would not be feasible, housing should be built on platforms above the tracks with special insulation to reduce the noise.

Most of the housing in Riverfront East should be built above the bluff with the land closest to the Mississippi devoted to a river parkway. There should also be public strip open space along the shore in both neighborhoods, and Bassett Creek in Riverfront West can be reopened to penetrate the area and to provide close identification with the water.

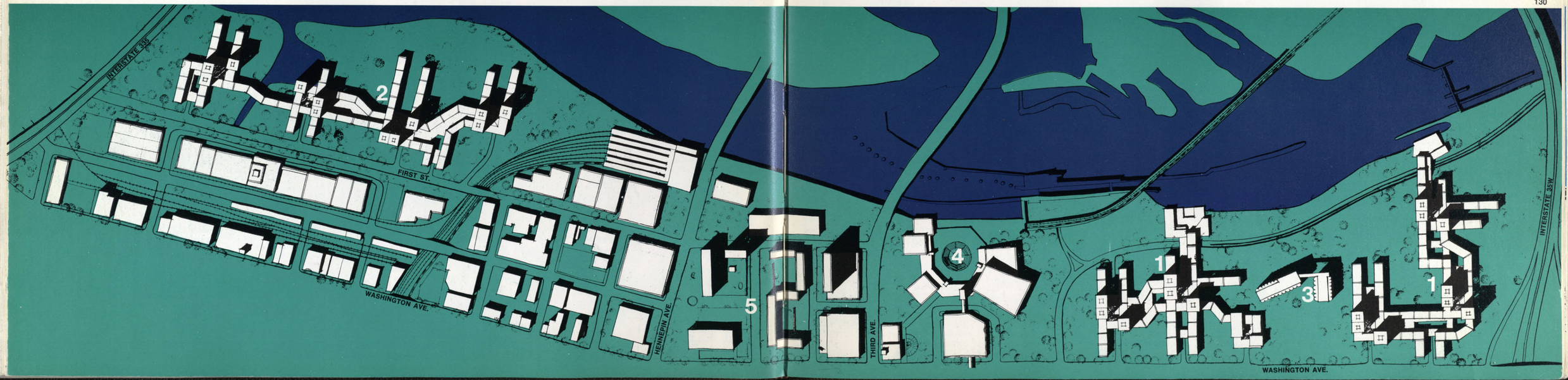
Both neighborhoods should contain a mixture of low, medium and high-rise apartment buildings. The approximate breakdown of apartment types should be: 14 percent efficiency; 40 percent one-bedroom; 35 percent two-bedroom; 11 percent three-plus bedroom. About 20 percent of all the units should be government subsidized with the remainder financed from private sources. Condominium units should also be included in the development.

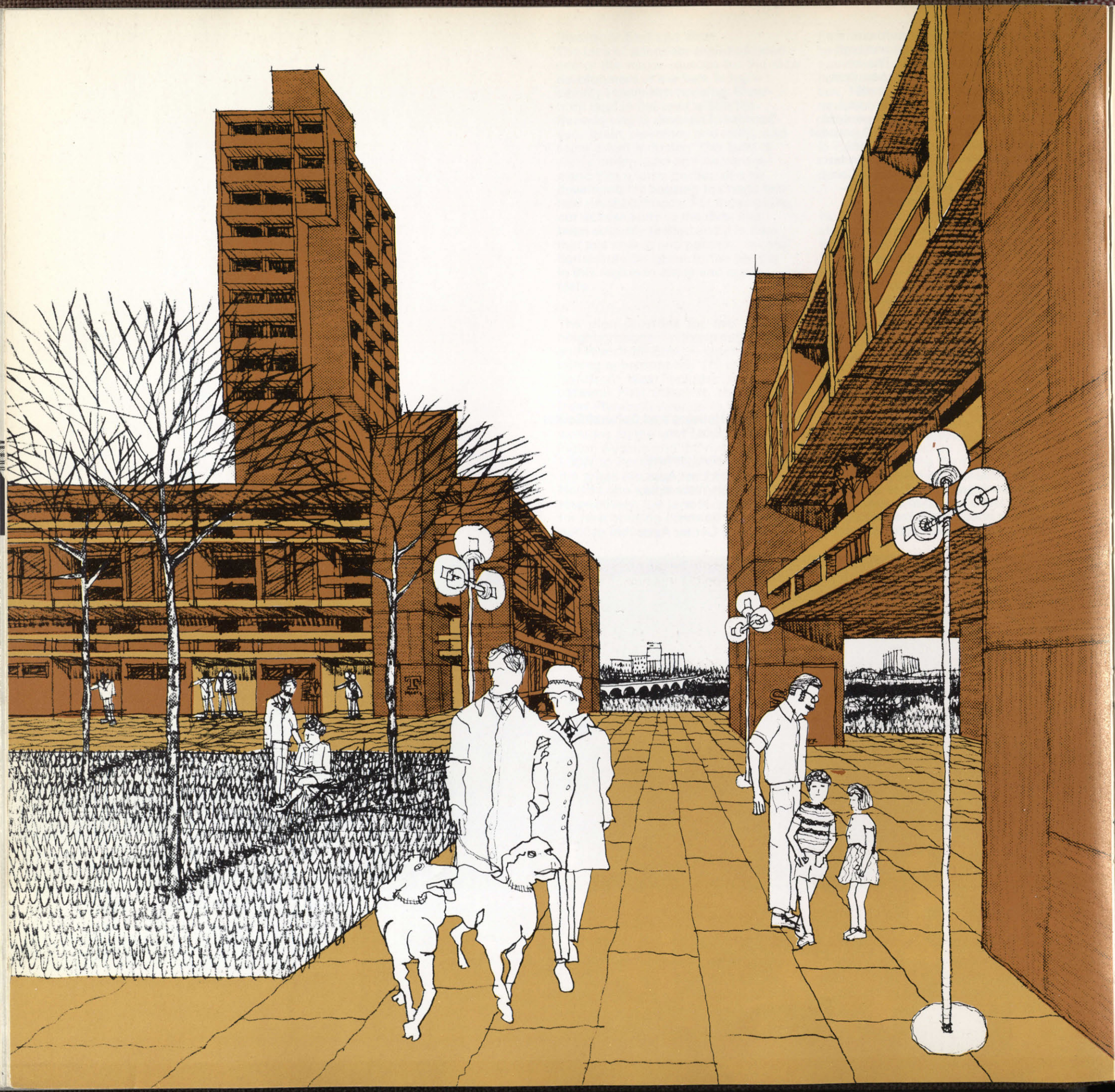
In the riverfront housing, siting is important for wind protection, to create a comfortable and cohesive environment, to protect individual residents' right to privacy, and at the same time to foster social interaction. Low buildings can be grouped together to assure a continuity of pedestrian movement with the creation of central spaces, some of which can be open and others enclosed. Covered spaces could be used year-round and contain various recreational, educational, and commercial functions. These spaces should be supplementary to a public riverfront park.

Towers must be carefully placed to take advantage of the view as well as to create a balanced skyline. The total riverfront development should identify with the river both actively

Riverfront Housing and Cultural Center
Illustrative Site Plan

Proposed Development
1. Riverfront East Apts.
2. Riverfront West Apts.
3. Grain Elevator
4. Cultural Center
5. Gateway Center Apts.





131. Riverfront neighborhoods provide a variety of housing for all ages and income groups, as well as direct access to the river.

and passively, yet retain definite linkages with the Downtown core. Direct access to the Mississippi, the opening up of Bassett Creek with marinas, and the placement of some of the housing units and platforms at the edge and even over the shore can provide active participation and identity with the river. Open views to the water from the apartment buildings can create a pleasant, passive relationship.

Separation of the residential areas from the surrounding industrial land to the south should be subtle. A "wall effect" or strong edge separation would not only divide it from industry, but also from the rest of Central Minneapolis. Careful massing and orientation of the buildings with some openings on the southern boundaries, along with distinctive street landscaping, can create the necessary buffer without isolating the community. Views and pathways, both vehicular and pedestrian, can tie the neighborhoods to the Downtown core.

Streets which penetrate the housing areas should be completely separated from pedestrian paths and used only by service vehicles and tenant access to parking. The river road along the bluff should be restricted to private autos and be out of view from most of the housing units, but the road itself should afford vistas of the river.

As noted previously, the riverfront housing should be developed in stages to phase out existing railroad and industrial land. Riverfront East can begin development during the early 1970s in the areas closest to Gateway Center and then move eastward in stages. The timing will be determined by the success of the project and the eventual compatibility with, or phase-out of, newly constructed industrial property by IDS near the I-35W bridge. Riverfront East is now part of Industry Square, which can be revitalized through urban renewal, and the land can be cleared and prepared for development by this process.

Riverfront West can begin building in the late '70s with completion by 1985. Initial development should take place west of the Great Northern depot.

The Hospital Area

We propose that the Civic Center and hospital areas contain 900 new dwelling units. The purpose is not to delineate a residential neighborhood, but rather to provide very conveniently located housing to be occupied mainly by employees, students, nurses, and young adults working in Downtown. Rentals, therefore, should be geared to those with low-to-middle incomes.

Convenient shopping and open space can provide amenities in this area for the enjoyment of both the residents and institutions which comprise the district.

LABORATORY FOR LEARNING

More leisure time and the necessity for skilled labor has made education a lifetime process for many people, and this trend will continue to increase significantly in the future. The location of many businesses and industries in Central Minneapolis makes that area a natural learning laboratory.

Some of the educational facilities which could and should be developed in Central Minneapolis over the next 15 years are:
– Training centers for the unskilled, unemployed, and mis-employed.
– Expansion of the Metropolitan Junior College in Loring Park to provide facilities for at least 3,000 daytime students, and an equal number in the evening classes.
– Expansion of the North Central Bible College in Elliot Park.
– Development of small business colleges, secretarial schools, and computer program training.
– Removal or renovation of obsolete elementary schools and consolidation of facilities.
– Building new elementary school facilities to accommodate the increase of children in the area resulting from new housing development.
– Development of educational and learning centers for kindergarten through senior high school students.
– Increase in adult study programs.

Training Centers

Educational facilities are needed for training the unskilled and unemployed beyond secondary school age for new jobs and skills. Provisions could be made in renovated warehouses and industrial buildings for specialized training programs established, and supervised by, industries and businesses located in Central Minneapolis. Interest in this type of program has already begun with the establishment of the Control Data Institute in the North Loop.

Metropolitan State Junior College

The Metropolitan Junior College, near Loring Park, is expected to provide facilities for about 3,000 day and 3,000 night students. For accessibility and amenities, the Loring Park area is ideal and the college can be located on a site either north or south of Harmon Place. The actual location and campus plan will have to be worked out with more studies, and we hope that site acquisition and campus planning, and finally construction, can begin in the early seventies.

The college should be structured to meet the needs of various groups of students: Those who wish to transfer to a four-year college or university; those seeking a two-year college education; those involved in vocational and occupational sequences; and those who want to study for self-improvement and cultural enrichment.

Bible College

The North Central Bible College, on Elliot Avenue opposite Elliot Park, purchased an adjacent 1-1/2 block site on E. 14th Street south of the park to construct a chapel-auditorium complex. The site is part of the former Asbury Hospital and when the campus is completed in 1971, it is expected to accommodate an enrollment of about 700.

Education of the Young

New concepts in education can take advantage of the opportunities found in Central Minneapolis. A report for the Minneapolis Public Schools, "A New Educational Thrust", was released in 1969, and contains many sound recommendations which will require further study by the Minneapolis School Board. Although not yet officially approved by the public schools, some of the proposals related to Central Minneapolis have been reviewed by the Planning and Development Department staff, who have found them to be complementary to the Development Plan. In a few areas, the recommendations have been expanded to meet the additional need which will be created by the riverfront housing proposal.

The report recommends that the three elementary schools in Central Minneapolis — Adams, Emerson, and Madison — be phased out in favor of two new schools to be constructed south of Franklin Avenue, although the Adams and Madison sites may be retained for future expansion of the school system.

New housing in Central Minneapolis will increase the number of school-age children in the area. The major group will most likely be of elementary school age, and by 1985 the two new school complexes proposed south of Franklin Avenue may not be adequate to handle the school population. In this event, a new elementary school to accommodate up to 750 students should be constructed in the park space north of Washington Avenue in Riverfront East, or possibly on either of the sites formerly occupied by Adams and Madison.

Until the new school is built, children above the second grade could be bused to schools outside of Central Minneapolis, but children in the pre-kindergarten to second grade



age group could be taught in facilities rented by the Minneapolis Public Schools within apartment complexes.

To supplement the elementary and secondary schools, the report proposes a number of educational centers and learning laboratories, some of which should be located in Central Minneapolis.

Educational Centers
An educational center would be a specialized facility for elementary school children to provide educational opportunities not available in the home school. Students from around the city would attend the educational center on certain days throughout the school year for art, music, language, mathematics, science, home economics, and the industrial arts. Through this program, special facilities such as industrial shops and swimming pools can be made available to children at a younger age than before. The use of a few educational centers for all the city's children can ensure a more skilled teaching staff, and the most effective use of equipment and facilities without the expense of duplication. The report proposes that Emerson School near Loring Park become the educational center in Central Minneapolis.

Learning Laboratories and Vocational High
Another educational proposal advocates the creation of learning laboratories for secondary school students. The major purpose of such laboratories would be to expose students to the realities of the working environment and to relate this experience to their school work. Each student would attend the laboratory for one quarter out of the normal school year. The program can provide for more direct participation and increase the students' skills in researching as well as aid in their social development.

For ninth graders, emphasis would be placed on helping them understand the job requirements of various fields and to relate their own abilities and interests to a wide range of occupations. Students in grades 10, 11, and 12 would gain work experience in special learning laboratories which would be located around the city.

Many learning centers are recommended for Central Minneapolis because it contains a number of local agencies which can make facilities and personnel available to this educational program. Some of those businesses and agencies that may participate are: Airlines,



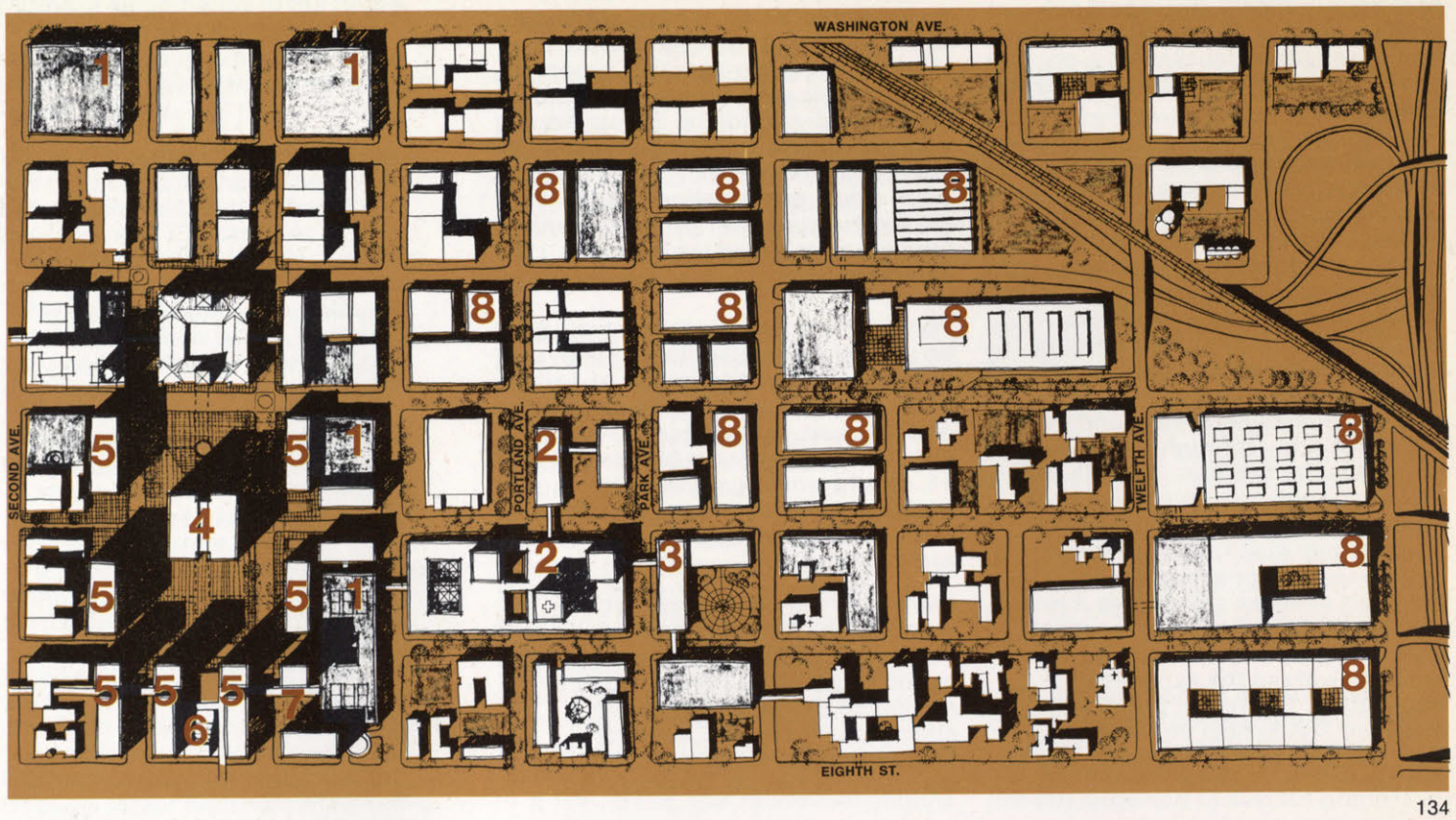
133

132, 133. Control Data Institute and Vocational High School offer training in specialized skills.

Civic Center Area and Industry Square
Illustrative Site Plan

Proposed Development

Fringe Parking **1.**
General Hospital Complex **2.**
Ancillary Medical Facilities **3.**
Civic Center **4.**
Office **5.**
Theater **6.**
Apt.-Hotel **7.**
Industrial Complex **8.**



railroads, and trucking industries; banks and financial institutions; city, county, state, and federal departments; industrial and manufacturing concerns; medical complexes; and trade and technical schools and colleges.

Vocational High School in Central Minneapolis now operates a program for high school students, for high school graduates, and for other persons of post-secondary school age. Under the new program, the school board consultant proposes that Vocational High School be used as a technical-vocational learning laboratory available to all high school students, with the future possibility of constructing a new Vocational High School to serve the former programs since the present building is not suitable for training in heavy equipment and auto shop. Until new facilities are provided, however, the present building should serve both purposes.

Public Library and Information Center
With the vast increase in knowledge and information, the efficient operation of both government and private enterprise has created the need for a more systematized information system. We propose the initiation of studies to determine the feasibility of locating such a center in Downtown under the administration of the Minneapolis Public Library.

The public library is the most desirable choice to manage this system as its resources can be utilized to create an extremely efficient information retrieval and reference library. The expense of operating this system, however, must not be assumed by the existing library.

Initially, the information center can be organized to effectively obtain sources (either the original through the mail, or copies of pages extracted electronically) not available at the public library. In the future, it may be possible to create a municipal reference library which contains collections of books, periodicals, statistical reports, and indexes pertaining to municipal government, with eventual expansion to include all private library sources in the area.

Education of the young, and continuing education and training for adults, should become a major function of Central Minneapolis. The area offers numerous possibilities for learning and they should be used to advantage. Proximity to the university, a number of business and technical colleges, the large selection of businesses and industries, a growing and renowned medical complex, cultural centers, an excellent public library, and public transportation, all combine to provide excellent opportunities for anyone interested in expanding his knowledge or learning a new vocation.

INDUSTRIAL CENTER
Industry Square and North Loop, the two major industrial areas within Central Minneapolis, are both in need of redevelopment. Some strong industries are located here, but the lack of room for expansion and the excessive number of small blocks making land assembly difficult and tedious, have been major deterrents to the growth of these two areas.

Promoting the future expansion of the two industrial districts entails the following steps:
– Eliminate conflicting land uses.
– Give priority to sound existing industries for expansion.
– Reorganize the street system in order to provide maximum land area for productive use.
– Provide off-street parking and a minimum amount of curb parking.
– Provide adequate off-street loading and unloading service areas.
– Offer a considerable variety of parcel sizes.
– Use modular construction and the

functional grouping of industries to permit flexibility in expansion and economy of construction.
– Require building and street landscaping.
– Establish design control standards.
– Apply noise standards and stringent air pollution controls.
– Encourage the employment densities to vary in range from 15 persons per acre for food-related industry to 80 persons per acre for apparel.

Industry Square
The principal industries in Industry Square are paper, printing-publishing, food and related products, electrical machinery, and electronics. Continuation and expansion of this type of industry should be encouraged. Because of its proximity to the university, with which it may share knowledge and personnel, research and development industries (especially in the electronics field) are particularly suited to this area.

Easy accessibility to major arterials and highways, high quality and high capacity freeway access to the airport, and the availability of utilities are all important reasons for locating industry in this section of Central Minneapolis.

Industry Square should become an urban renewal project so that obsolete industrial plants may be redeveloped and the graphic arts industry be consolidated and strengthened. Some of the streets can be vacated in order to assemble larger land parcels, and building construction can also take place above and below streets which cannot be closed off. This will, in effect, create larger land parcels than before.

The proposed overall employment density for Industry Square is 60 persons per acre, varying from 20 persons per acre for the electrical machinery industry to 80 persons per acre in apparel. Although relatively high, this density is characteristic of research and development industries and light manufacturing, which require less room than other industries, but higher employment for their successful operation. Although the desirability of horizontal expansion for most industries is recognized, expansion of research and development firms can often occur vertically. These firms may be accommodated on smaller sites, provide for a more economic use of the land, and relate the area to the central core. Some office space in medium-rise structures can be made available for university faculty and others who may be consultants to the industries located in Industry Square.

North Loop
The North Loop can be developed as an intown industrial park with intensive light manufacturing and processing, warehousing, and wholesaling as the major land uses. In addition to easy accessibility to highways and the airport, the North Loop has the convenient rail access essential to this type of industrial development.

One of the areas in the North Loop which can be consolidated to form a large site is a 7-block tract bounded by 10th Avenue N., Fifth Street N., Sixth Avenue N., Seventh Street N., and Oak Lake Avenue. Once consolidated, this tract will contain over 20 acres of land and could serve as a site for a new city food distribution center or for other industries requiring such a central location. The existing center is outdated, afflicted by traffic congestion, inadequate parking and docking space, dilapidated buildings, and sanitation deficiencies.

Other sites in the North Loop should also be consolidated and rebuilt, possibly through urban renewal. It is estimated that the future overall employment density will be 45 persons per acre ranging from 15 persons per acre for the fabricated metals industry to 60-plus persons per acre for textile-related firms.



North Loop
Illustrative Site Plan

Proposed Development
Fringe Parking Ramps **1.**
Third Av. Distributor **2.**
Transit Station **3.**
Industrial Consolidation **4.**

Off-street parking and loading facilities should be required in all new developments, both in the North Loop and Industry Square. These facilities, along with coffee shops and other services, can be shared by several industries. Design controls and standards should be established: To assure minimum noise and air pollution; to establish guidance for building heights, setbacks, materials, colors, landscaping elements, street furniture, and signs; and to promote a distinctive visual image for the districts.

The industrial areas should be developed with emphasis on providing new job opportunities for the city's unemployed, underemployed, and mis-employed. Existing training programs should be improved and new ones instituted to equip these people with the necessary skills.



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HEALTH CARE COMPLEX
A compact hospital district is planned for location in the eastern section of Central Minneapolis. This district will contain both public and private facilities to provide the residents of the metropolitan area with the finest and most advanced methods of health care. Related and ancillary facilities included in the plan are: Schools and residences for nurses, doctors, and staff; doctors' offices; laboratories; and research centers.

There are a total of six hospitals in Central Minneapolis including Swedish, St. Barnabas, Kenny Institute, and Hennepin County General in the eastern section, and Abbott and Eitel in the Loring Park Neighborhood. Some of the additions being planned for these hospitals in the coming 15 years are:
– Expansion of Hennepin County General in the early 1970s to cover three or four additional blocks by 1985.
– Completion of the plans for Swedish and St. Barnabas for a mutual medical complex and facility-sharing project.
– Possible expansion of Abbott Hospital and merger with Northwestern Hospital.
– Construction of at least two nursing homes for the elderly.

Swedish and St. Barnabas
These two private hospitals have been working together to form a metropolitan medical center in a 5-block area adjacent to Elliot Park (figure 134). A number of shared facilities, most of which have been completed, are interconnected with tunnels under Seventh and Eighth Streets. A food service building is currently being planned which will bring the Swedish and St. Barnabas Hospital complex in close proximity with Hennepin County General. In the future, as parking demands continue to rise, it may be possible to provide parking faciilities beneath Elliot Park to serve all of the institutions surrounding the park and link those on the south side with the hospital complex.

Hennepin County General
The first phase of the expansion of Hennepin County General Hospital is expected to be completed in late 1973. A $25 million bond issue was passed by Hennepin County voters in September 1969, and planning will begin in early 1970. Expansion should take place on the blocks surrounding the present site, since this location is accessible to major concentrations of the indigent population, and close to urban voluntary hospitals, health agencies, public facilities, the University of Minnesota, mass transportation, and major arterial routes.

The hospital's expected space needs, covering three to five blocks, will be 465,000-560,000 sq. ft. for 1975 and 565,000-660,000 sq. ft. for 1980. In addition to those spaces listed, about 85,000 sq. ft. will be required for a nursing school and residence, and 20,000 sq. ft. will be needed for a research facility. Included in the plans are provisions for 800 to 1,000 parking spaces, some of which can be in ramps along Fifth Avenue S.

A heliport will be part of a new county program which aids accident victims by speeding them to the hospital by helicopter rather than ambulance. Certain facilities such as additional parking, research laboratories, food and laundry services, housing, and nursing programs could be shared by the hospitals in this area and be linked together by skyways. General Hospital will be connected to Downtown by the main skyway network.

Hennepin County General Hospital should be designed to combat the effects of street noise. Total climate control can aid in this area, but it will not be sufficient by itself. The main bed-care buildings should be designed so that they face inwards, away from the streets, possibly into enclosed interior courts to be used year-round by patients and staff. Part of the hospital complex can also be constructed over streets by using air rights to provide added floor space without incurring extra land acquisition costs. This type of construction can also provide added connections between various parts of the hospital.

Abbott and Eitel
Future plans for these two hospitals have not yet been formalized, although it is expected that both will embark on expansion programs. Abbott Hospital has announced a merger with Northwestern Hospital and plans for a facility and service-sharing project is a certainty. There is also the possibility of constructing a nursing home and adding a physicians' office building on the block east of their present location.

Eitel Hospital, near Loring Park, is also examining its role for the provision of added health care services in the light of future neighborhood renewal.

SPATIAL DIVERSITY
Parks and other open spaces will become increasingly important to Central Minneapolis workers and residents as Downtown continues to grow. Plazas are needed to offset the massiveness of skyscrapers and give them a proper setting. Parks, aside from their visual attractiveness, are needed to provide people with a source of the serenity and privacy of which a city often deprives them.

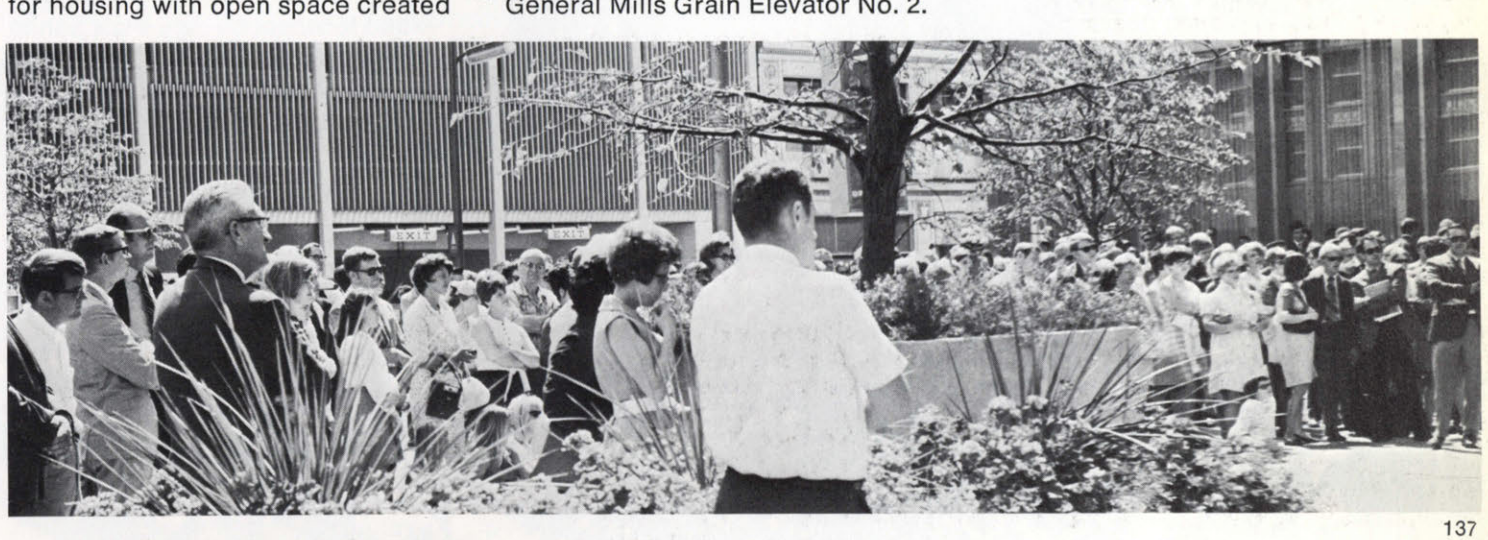
Among the proposed additions to existing park areas are:
– A riverfront park.
– A series of plazas and courts, both open and enclosed.
– Recreational spaces on garage roofs.
– More pedestrian pathways.

Parks
The Mississippi River and its banks, a natural landscaped area with bluffs, trees, grass, boulders, wildflowers, and rushing water, has been neglected for too long, its presence unfelt, and its beauty often ignored. But it was the major force which shaped the form of Central Minneapolis, and more and more people now realize its potential as a scenic and recreational area.

The riverfront should be developed for housing with open space created for a park with public access to the river. There should be park land in both Riverfront East and West, but the major space should be in the east development with approximately 43 acres devoted to this use and to a river road. The parkway should be a continuation of the river road which runs along the Mississippi south of Central Minneapolis, to extend to Portland Avenue with termination in Downtown.

The entire riverfront area within Central Minneapolis should become a continuous green space containing nature trails and meandering pathways on which people can wander or bicycle. The park can also include promenades and platforms over railroad tracks, perhaps extending over the river's edge in places, and the entire strip should be available to everyone, visitors and residents alike.

Additional neighborhood recreational areas and community facilities may be developed along with riverfront housing to include playgrounds, yards, courts, and other recreational areas for those ranging from preschoolers to the elderly. Also included should be a natural area and park-like space for free play, as well as the preservation of the historic General Mills Grain Elevator No. 2.



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136. Swedish-St. Barnabas Hospitals complex.
137, 138. Use of Downtown plazas is restricted to warmer weather.

Loring and Elliot Parks are each adequate to serve their respective neighborhoods, but some new facilities and replanning may be necessary as development increases around their boundaries. Included may be the reservation of space in Loring Park for the junior college and more playground room and equipment in Elliot Park.

Plazas
Two major plazas will be created on the site of the proposed City-County Building. The first, north of the building facing City Hall, will be a formal space to function as the city's central civic plaza. A second plaza on the south will be more informal and intimate, with areas of grass, trees, fountains, and sculpture (figure105).These two plazas should stimulate more creative open spaces in new private development in this area. Through the two blocks north of City Hall, a 100-foot wide, green open space with trees, shrubs, and benches, will provide a landscaped linkage between the government buildings and the cultural center.

Some of the new garage roofs can become attractive multi-purpose plazas for use either as recreational activity areas (tennis and basketball courts) for nearby residents, or as more passive areas for relaxation. Plazas can be both exciting and comfortable by providing the right sense of enclosure.

Sensitive treatment and placement of landscaping and furniture can create a variety of spaces within one large space. Sculpture can add dimension to the space, and kinetic sculpture can provide constant stimulation. Outstanding local and national artists should be commissioned to create environmental designs.

Since Minneapolis winters are rigorous, many of the city's plazas and parks are under-used for part of the year. We recommend that some of these spaces be enclosed, either permanently or seasonally. The enclosed court proposed for the IDS complex will be most useful all year round. Seasonal enclosures can be relatively inexpensive and would provide continuous use of open space. They could be in the form of domes or air-supported balloon structures which could be erected and dismantled quickly. Zoning premiums and other incentives should be used to encourage as many well-designed, properly located, enclosed courts as possible.

Pedestrianways
Special pedestrian walkways should be developed throughout Central Minneapolis. It is desirable to extend Nicollet Mall to 11th Street and then continue it to Loring Park, creating a tree-lined pedestrianway linking the Downtown core with the junior college. It may also be possible to cover part of the mall, initially from Fifth to Eighth Streets, and to utilize a new type of pollution-free transit. This would create a climate-controlled space in the heart of the shopping district.

Sidewalks along Sixth Street should be widened and landscaped to become first a major pedestrian path, and then eventually a pedestrian mall tying the retail and office district with the Civic Center. Other unique walkways can be created by converting some of the mid-block alleys to shopping arcades.



EMPLOYMENT OPPORTUNITIES

As Central Minneapolis continues its present revitalization and makes better use of its land, its job opportunities will increase. There will be more jobs in all categories, and with deliberate and coordinated efforts more opportunities can be assured for the unemployed and underemployed.

By 1985, we estimate that there will be 165,000 jobs in Central Minneapolis with 120,000 of these in Downtown. This will mean a net increase of 37,000 in Downtown and 6,000 in the remainder of the area. This projection is based on both city and metropolitan employment trends, employment studies by state agencies, land and space use projections, and a survey of major employers in Central Minneapolis. The accompanying table gives the occupational categories and number of jobs in Central Minneapolis for 1985.

The majority of new employment will be found in Downtown, where the professional-technical, managers-officials, clerical, and sales occupations will experience the most substantial increase. In the remainder of Central Minneapolis, the majority of new jobs will be created through industrial redevelopment in the craftsmen, operatives, and labor categories.

Employment in the two industrial areas, Industry Square and North Loop, will increase, and in the former there will be an average density of 60 persons per acre. This higher density is due to the increase in research and development industries which require less land and have higher employment densities than many light manufacturing industries. The expansion of the Hennepin County hospital will also create technical and service employment in Industry Square. Riverfront housing and the cultural center complex will provide new service occupations in that same area.

In the North Loop, the average density will be 45 persons per acre, and while there will be some reduction of land in industrial use, the higher industrial density and the riverfront housing and entertainment facilities east of Third Avenue N. will increase employment in this area. Although some industrial land in both North Loop and Industry Square will be converted to residential use, there will not be an overall loss of employment since much of this land is now occupied by railroads and vacant warehousing which have either no employees or very few.

Aside from the normal rate of growth, there will be small increases in employment in other areas of Central Minneapolis outside of Downtown. These increases will be due mainly to expansion of the junior college, of the auditorium, and of the hospitals surrounding Elliot Park.

The single greatest demand for new employees within Downtown will be for clerical workers, an occupational category in which the present demand exceeds the supply. The satisfaction of this demand, therefore, will be vital to Downtown growth. The Fantus report of Minneapolis-Hennepin County cites labor availability, specifically clerical personnel, as the number one obstacle to the attraction of office headquarters to Minneapolis. Twenty-five of the largest Central Minneapolis employers who were surveyed as to their 1975 employment needs, indicated a desire for 10,400 full time additional and replacement employees in the next five years. The most crucial employer need for the next six years is for 6,500 clerical workers. This, in turn, is followed by jobs in the professional-technical, labor, and craftsmen categories.

Included in the survey for employment needs were questions regarding minimum job requirements related to expected employment opportunities. The three basic criteria determined were age, educational background, and experience. For all categories of employment, except professional and manager, the most common minimum educational requirement was a high school education. Within the crafts, operatives, service, and labor categories there was willingness to employ persons with only eight years of education, and in the manager group some post-high school education was preferred. For the professional group, the most common requirement was a college degree.

The increased number of available jobs in Central Minneapolis illustrates the immense employment opportunities in that area for persons with little or no experience and minimal education, as well as for those with a college background and many years of experience. But these jobs cannot be filled unless concerted efforts are made to employ the hard core unemployed and the underemployed.

PROJECTED 1985 CENTRAL MINNEAPOLIS EMPLOYMENT BY OCCUPATIONS

Occupations	Percentage	Number
Professional, technical	14	23,100
Managers, officials	8	13,200
Clerical workers	27	44,550
Sales workers	6	9,900
Craftsmen	12	19,800
Operatives	17	28,050
Service workers	12	19,800
Laborers	4	6,600
	100	165,000



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139. Tree-lined walkways in Downtown add a more human scale to the urban environment and provide relief from hard building surfaces.
140. An increase in industrial employment will require expanded job-training programs to fill this need.

Circulation Framework

INTRODUCTION
Traffic congestion and the parking shortage are the foremost problems in Central Minneapolis. Through the creation of a distributor system, fringe parking ramps, a minibus system, and rapid transit, these problems will be minimized and both vehicular and pedestrian traffic can flow smoothly in Downtown.

As the circulation plan is developed, some of the factors which should be taken into consideration are increases in employment, out-of-town visitors, shoppers, and people coming Downtown for entertainment and cultural activities.

Although completion of the freeway ring will reduce the amount of traffic that would otherwise travel through the core, the above factors will substantially increase the amount of traffic entering Central Minneapolis during the day, as the contrasting volume maps attest.

A typical 56-foot street is designed to carry from 1,200 to 1,300 cars per hour during peak hours to facilitate a smooth flow of traffic and to provide relatively easy access to abutting properties. Many of the streets in the Downtown core are already overloaded. For example, Marquette Avenue carries close to 1,700 cars per hour and if no improvements are made in the circulation system, it can be projected that this street will have to carry more than 2,200 cars per hour by 1985. This, of course, is impossible — 2,200 cars cannot travel on a 56-foot street in one hour without a complete breakdown of traffic. The restriction of a further increase of traffic within the core is therefore imperative to Downtown survival.

It is increasingly apparent that the city cannot depend entirely on its freeway system to deliver all personal vehicular passengers to and from Downtown during peak hours. Yet, at the same time, the present transit facilities are continuing to decline in terms of service and public appeal.

PARKING AND CIRCULATION GUIDELINES
In recent years the city has met the Downtown traffic problem with a number of actions:
– One-way streets have been introduced to facilitate traffic.
– Streets have been widened.
– Off-street parking facilities have increased.
– Nicollet Mall has become an exclusive bus transitway.
But the traffic congestion and parking shortage continue to increase at a quickening rate.

A new concept of traffic circulation and parking in Central Minneapolis, and a general and strong support for such a new concept is needed to divert through-traffic around the central area, bring Downtown-bound traffic as close to its destination as possible without clogging the core streets, and redress the balance in favor of the pedestrian. The following steps should be undertaken to realize the above objectives:

ACCESS TO DOWNTOWN
– Better access to Central Minneapolis through the construction of new transit.
– The immediate improvement of the existing bus system.
– Establishment of outlying parking and transfer terminals at the city limits or at least two to three miles from the Central Minneapolis boundary, to link with transit into Downtown (park 'n ride, kiss 'n ride).
– More efficient use of existing freeway facilities (television surveillance and computer control of traffic flow).

INTERNAL CIRCULATION
– Completion of the one-way street system in Downtown.
– Establishment of a primary and secondary distributor system (ring streets around the core), construction of the Third Avenue N. distributor, and upgrading of other existing distributor streets.
– Creation of a minibus network in Downtown.
– Creation of special loading and unloading passenger zones on some local streets, and in or near the fringe ramps.
– Appropriation of more funds for efficient operation of snow removal to increase the traffic flow, and for heated roadways at crucial intersections.

MOVEMENT OF GOODS
– Construction of freight tunnels and more centralized truck terminals which can serve many blocks.
– Prohibiting trucks and deliveries in the core area during peak hours.
– Enforcing the use of truck routes around the core.

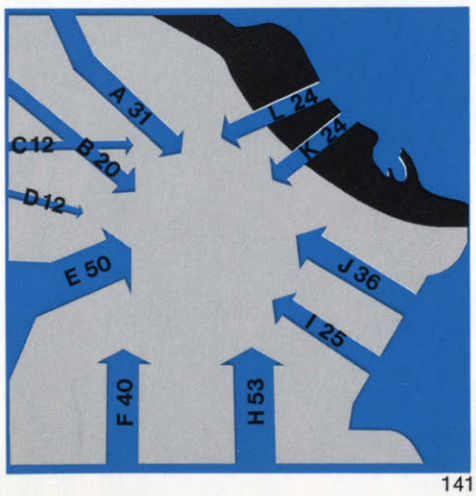
PARKING
– Creation of fringe parking ramps connected to the distributor network and freeways on one end, and pedestrian skyways into the core on the other.
– Prohibiting, through zoning, the development of any new parking ramps within the core by restricting the maximum number of parking spaces that may be permitted in any new building.
– More heated parking, better architectural design of ramps, and improved signs leading motorists to parking areas.
– Elimination of on-street parking throughout the core and on all other primary streets.

PEDESTRIAN MOVEMENT
– Development of a complete pedestrian skyway system.
– More heated sidewalks and canopies for pedestrian safety and comfort.
– Establishment of special signals at busy intersections to permit pedestrians to cross intersections diagonally.
– Increasing provisions and comfort for pedestrians on the secondary streets.

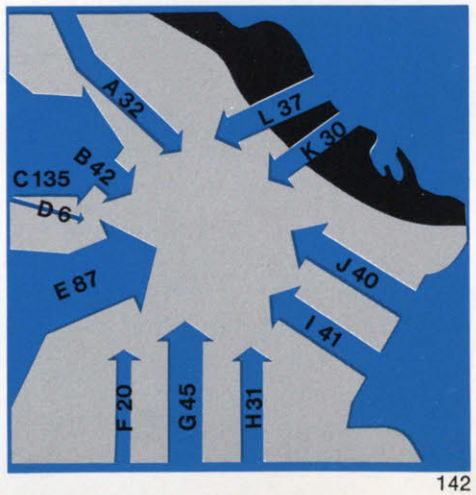
Existing Traffic Volumes

Projected Traffic Volumes
(shown to nearest thousand)

Corridors
Washington, 3rd, 4th Sts. N. **A.**
7th St. N. **B.**
Olson Highway **C.**
Glenwood **D.**
Wayzata Blvd. **E.**
Nicollet, 1st Av., Blaisdell **F.**
I-35W **G.**
Portland, Park, Chicago **H.**
7th, 8th Sts. S.–5th, 6th Sts. S. **I.**
Washington, 3rd, 4th Sts. **J.**
3rd Av. S. **K.**
Hennepin **L.**

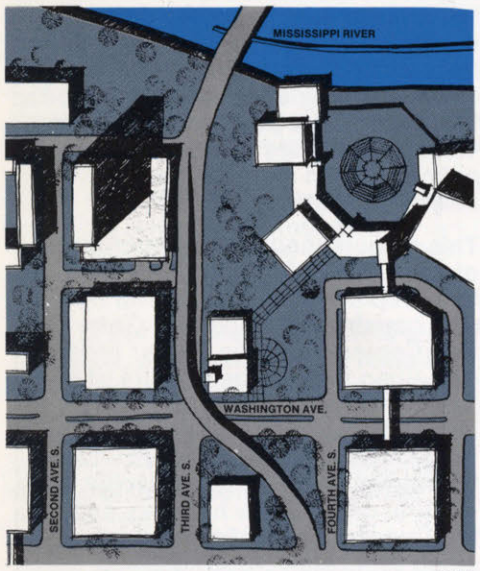


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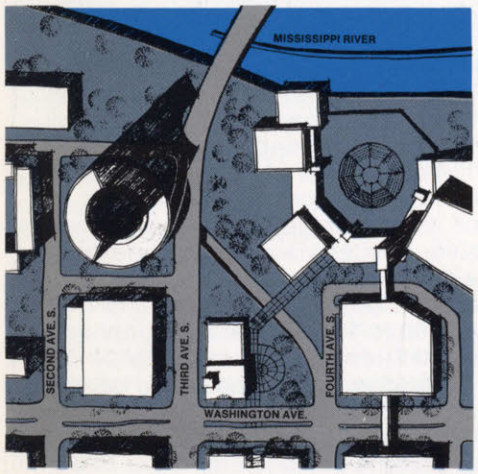


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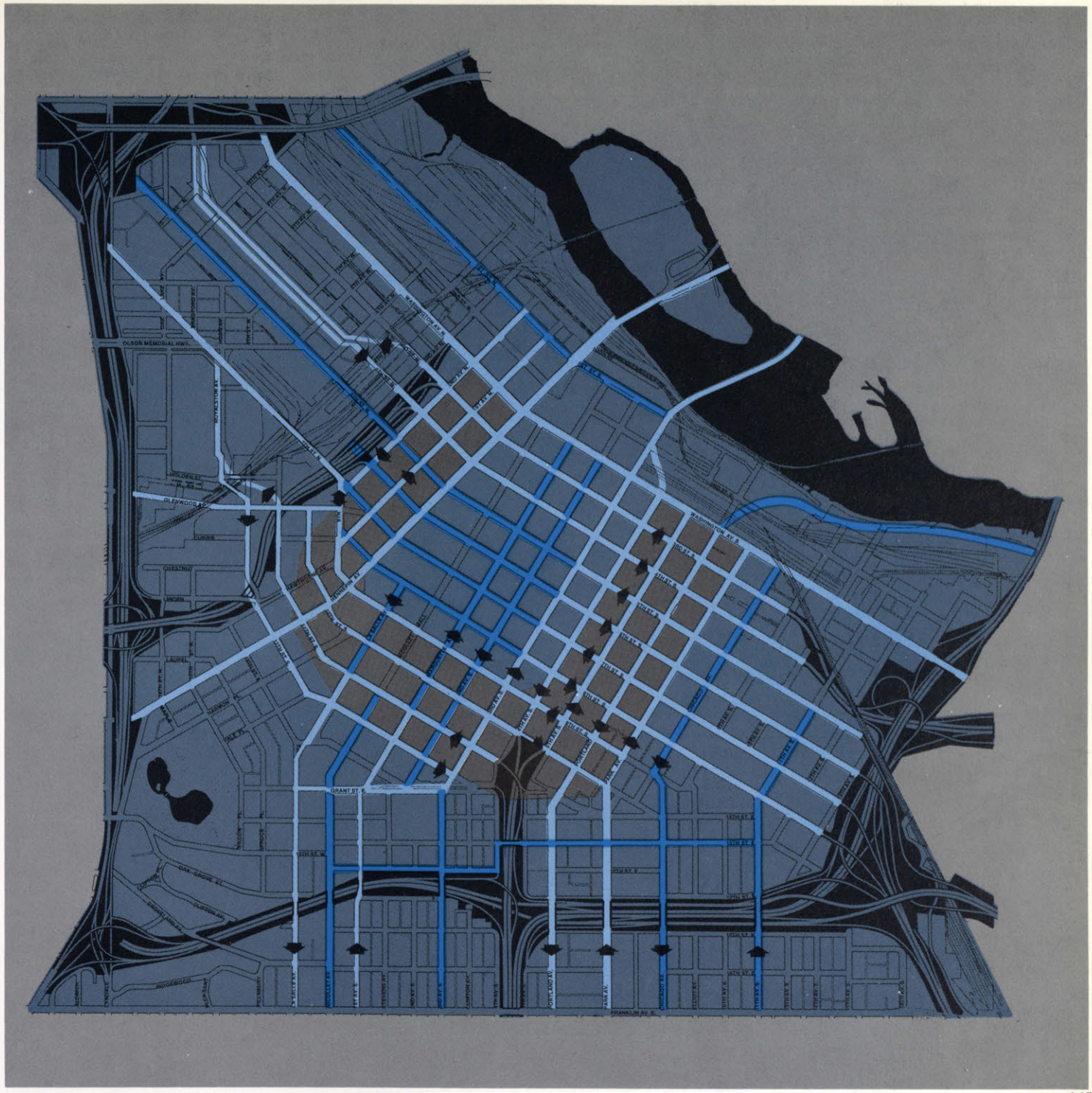
143, 144. Two schemes for directing traffic from the Third Avenue Bridge to Fourth Avenue S.



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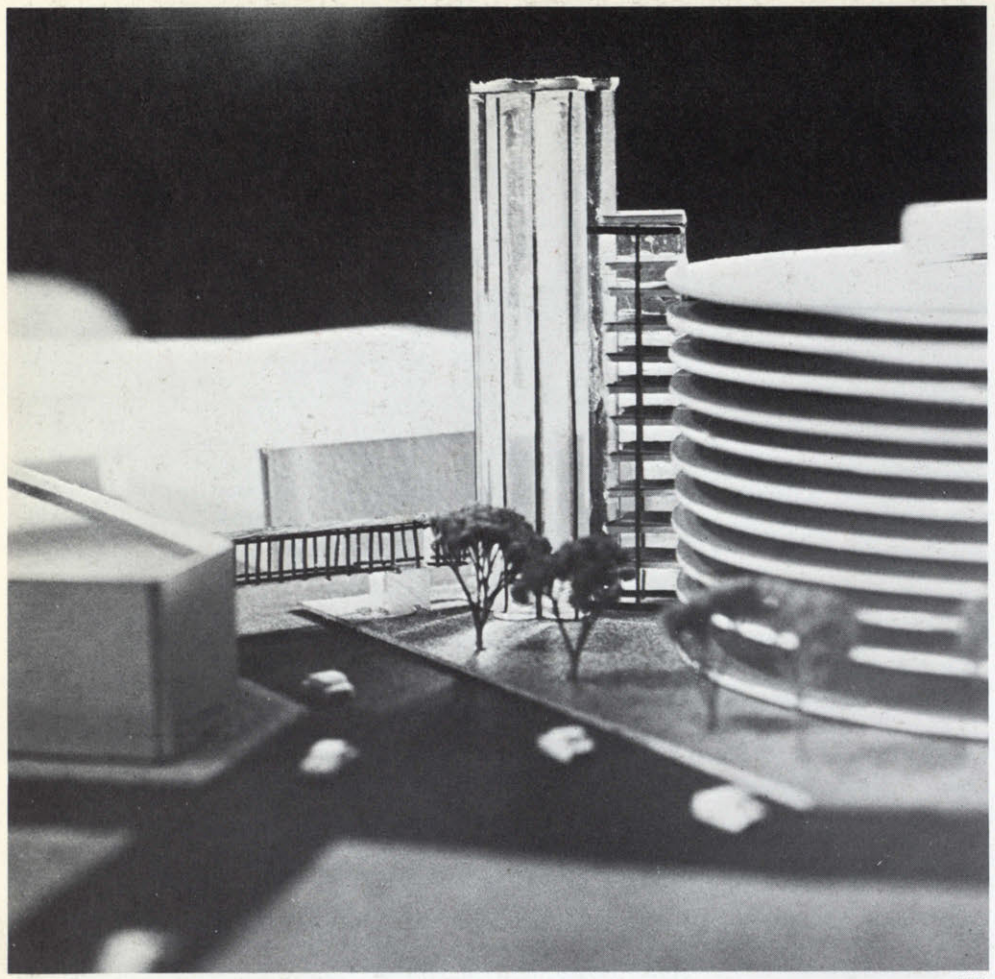
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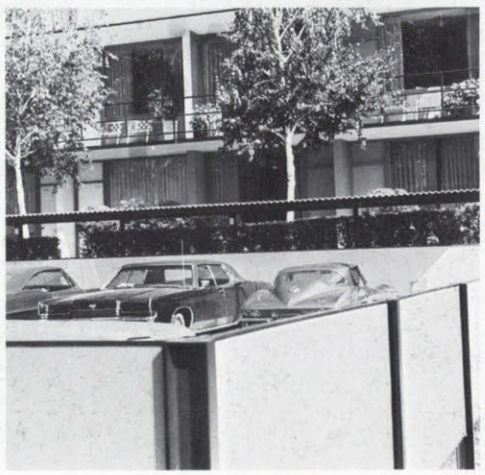
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Street and Parking Plan

- Major Vehicular Paths
- Minor Vehicular Paths
- Fringe Parking Area



146



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146. Fringe parking ramps will have direct access from freeways as well as skyway connections into the core.
147. All surface parking lots should be hidden from public view either by landscaping or by low, sculptured walls.

All of the steps listed above must be acted upon if Downtown is to function in the coming years. The area cannot tolerate further traffic congestion and all of these steps are means towards achieving the goal of a free, safe, and continuous flow of traffic for both motorist and pedestrian.

The freeway ring is committed and under construction and few adjustments would be needed to create the one-way couplets around the core, but the final success of the street plan is based upon the construction of fringe parking ramps. Other necessary changes in the street concept are:

– Construction of the Third Avenue N. distributor.
– Conversion of 12th Street to one-way and upgrading of Royalston Avenue with grade separation to Olson Highway.
—Conversion of Third Avenue S. to one-way, and the building of a connection from Third to Fourth Avenues S. south of the bridge. A number of schemes have been suggested for directing southbound traffic to Fourth Avenue S. Two of these schemes are shown in figures 143 and 144: The first is an overpass; the second, a loop with the possibility of building above it. The scheme which will eventually be used must not only be functional, but must also be carefully designed because of its important location at this Downtown *gateway*. Neither of the two schemes can be considered as final solutions at this time since neither fulfills both requirements. This project needs further study before a definite decision can be made.
– Creation of a one-way couplet through the North Loop direct to the freeway by relocating Third Street to make it adjacent to Fourth.
– Development of a new exit into Downtown just west of I-35W for persons traveling east on I-94.
– Replacement of the bridges crossing the railroad tracks northwest of Third Avenue N.

The Parking Concept
Today, there are 35,500 parking spaces in Downtown with 4,200 additional spaces now under construction or programmed for the IDS Building, the City-County Building, Gateway Center, and similar projects. Based upon the assumption that a new rapid transit system will be developed in Minneapolis by 1985 (this system would have a higher level of riders than current transit facilities, but not nearly as high a level as that which exists now in Toronto), an additional 17,500 to 19,500 parking spaces will be needed to satisfy a total parking demand of 46,000 spaces. If rapid transit is not provided, then the total demand may be as high as 53,000.

This amount includes the number of spaces (11,000) which will have to be replaced due to removal by new construction mainly in Gateway Center, the Civic Center area, and along the proposed route of the Third Avenue N. distributor. This demand also presupposes that parking for special developments within Downtown such as the hospital area, cultural center, new housing, and the Convention Center will be provided separately. (See sections relating to each project for discussion.)

All new major parking in Downtown must be developed in ramps rather than surface parking. Land devoted to surface parking now totals about 119 acres, and while parking is essential to Downtown, the amount of land devoted to this use is excessive, creates visual blight, and results in a poor tax return. If all of the anticipated 1985 parking of 46,000 to 48,000 spaces is provided for in 7-level structures, only 43 to 45 acres of land would be involved, which is just a little more than a third of the land now devoted to parking 29,000 cars.

All of the new parking demand should be satisfied by multi-level ramps in the fringe of Downtown. These ramps would be used for all-day employee parking, whereas existing facilities within the core would be reserved primarily for short-term parking (shopping and errands).

All peripheral ramps should have direct vehicular access from distributor streets and then pedestrian access via skyway connection into the core.

Distribution of new parking should be as follows:
8,000 - 10,000 spaces above or near the Third Avenue N. distributor.
3,000 - 4,000 spaces between 10th and 12th Streets S.
6,500 - 7,500 spaces between Fourth and Fifth Avenues S. (includes 1,500 additional spaces required for the City-County Building).

Most of the surface parking lots are unsightly, and those that do remain should be made less objectionable by surrounding them with shrubbery or low, sculptured walls and landscaping. Parking signs and graphics should also be more standardized and controlled.

Rapid Transit
In a built-up city like Minneapolis, it is increasingly difficult, if not already impossible, to add any more freeways to those either existing or programmed. Furthermore, it is evident that freeways alone cannot take care of peak-hour traffic converging on Downtown. It is time to start serious thinking about faster and more efficient rapid transit hardware.

Mass transit is needed not only to relieve the problem of peak-hour traffic congestion, but also to provide a transportation mode for those who cannot or do not drive, to reduce the increasing hazards of air pollution, and to free land for other uses.

It should be added that mass transit alone will neither solve the urban transportation problem nor totally replace the highly developed private transportation system — we must develop a balanced system which will give equal attention to both transit and freeway.

The present bus system is inefficent, and since new forms of rapid transit take years to develop, the first step to be taken should be to improve bus service in the metropolitan area in order to maintain, and then upgrade, the present level of ridership. Some of the major improvements recommended to the Twin Cities Area Metropolitan Transit Commission (MTC) have been reviewed by Planning and Development staff in considerable detail and we support the following recommendations:
– The MTC should begin a bus purchase program which, by 1978, would reduce the average age of the Twin City Lines' fleet from 13 years to about five years.
– Use of minibuses to supplement regular bus service.
– Development of bus shelters and the creation of a priority program for shelter placement.
– Development of park 'n ride sites.
– Elimination of excessive bus stops and the initiation of a bus signing program showing stops and routes.
– The potential use of electronic computers for scheduling purposes.
– Two-way radio operation.
– Use of reserved lanes for transit vehicles (possibly Seventh and Eighth Streets in Central Minneapolis).
– Creation of a centralized public information service.

Along with this improvement program, planning has begun for a new transit system. The MTC's consultant, Alan Voorhees and Associates, has recommended:
– Rail Rapid Transit constructed in stages with an initial trunk line of 19 miles by 1980, 31 miles by 1990, and



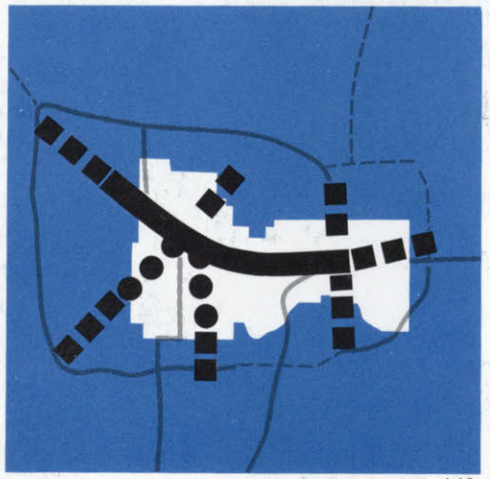
148

Circulation and Transit Plan

- Skyways
- Underground Concourses
- Minibus Route
- Mechanical Distributor and/or Transit Tunnel
- Rapid Transit Route
- Fringe Parking Area
- Fringe Parking Ramps
- Rapid Transit Stations

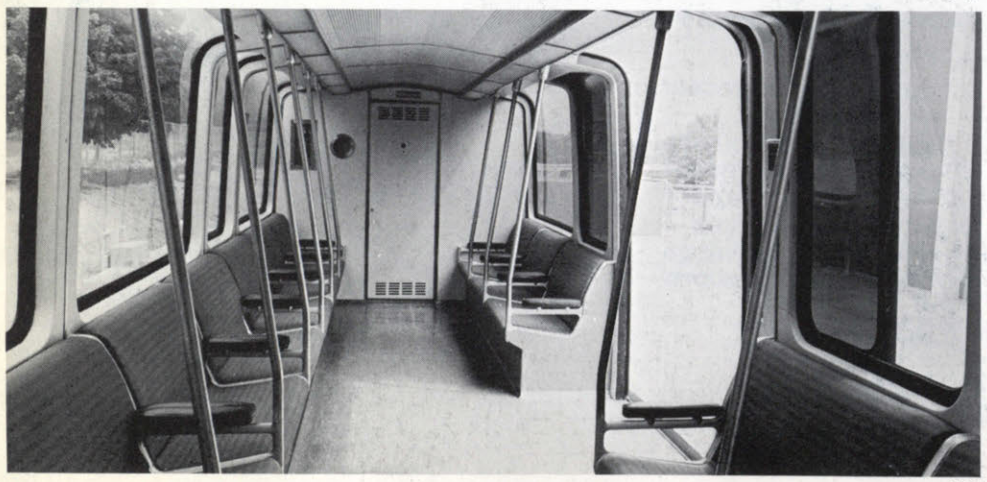
Proposed Transit Corridors

▬ Completed by 1980
●● Completed by 1990
■■ Completed by 2020



149

150. Interior of Westinghouse Transit Expressway vehicle.
151. A future rapid transit terminal with direct connections to buildings, surface transit, and skyways.



150

an ultimate network of 71 miles.
– Limited-stop bus operation on freeways, expressways, and major arterial streets.
– A network of feeder lines for service to trunk-line stations, and bus service for local trips between points of lower density.
– Complementary service within high activity areas such as the downtowns, major educational institutions, and other major centers.

The buses will utilize separate rights-of-way wherever possible. Bus service is recommended as a temporary expedient until new technology provides a permanent solution. The initial trunk line will run from the northwest suburbs through North Minneapolis, Central Minneapolis, the university, and St. Paul.

In Central Minneapolis, it is likely that rapid transit would make use of existing rail included with, or supplemented by, an underground subway system. Existing rail service could run on tracks along the river and also west of the Third Avenue N. distributor (figure148). Placement of subway tunnels will be strongly influenced by the axes of employment. In the east-west direction they would probably run beneath Sixth Street, and the north-south direction beneath Nicollet or Marquette Avenues.

If two separate systems are employed, line-haul equipment could discharge passengers at terminals or stations at the edge of Downtown, and then a relatively high-capacity, secondary system could distribute passengers from the terminals to their individual destinations. This "mechanical distributor" could possibly be used at night for the distribution of goods in Downtown, eliminating much truck congestion. Needless to say, the pedestrian skyway system and the minibus system will also provide an effective means of internal circulation in Downtown.

The most likely alternative to this proposal would be one system where line-haul equipment using the rails could then become a subway and pass through Downtown, acting as its own distributor and making station stops at points two or three blocks apart. All stations should connect to pedestrian passageways, either below or above street level, which lead directly into major buildings.

Pedestrian Circulation

The provision of fringe parking ramps and rapid transit stations creates the need for developing a continuous system of pedestrian circulation from these outlying points directly into the core retail area. Neither fringe parking nor rapid transit can be successful unless the pedestrian is comfortably transported from his terminal point directly to his destination in Downtown. Furthermore, the rigorous Minnesota climate and the worsening conflict between the automobile and pedestrian requires, in the interest of pedestrian safety, uninterrupted circulation on one hand, and control of noise and air pollution on the other. It is clear that there is an urgent need for separation between these two modes of travel.

A complete weather-protected pedestrian circulation system primarily on one level should be established to connect all of the major activities in Downtown. Because of the development and success of the second-level skyway system in Minneapolis, this pedestrian network should be expanded throughout Downtown.

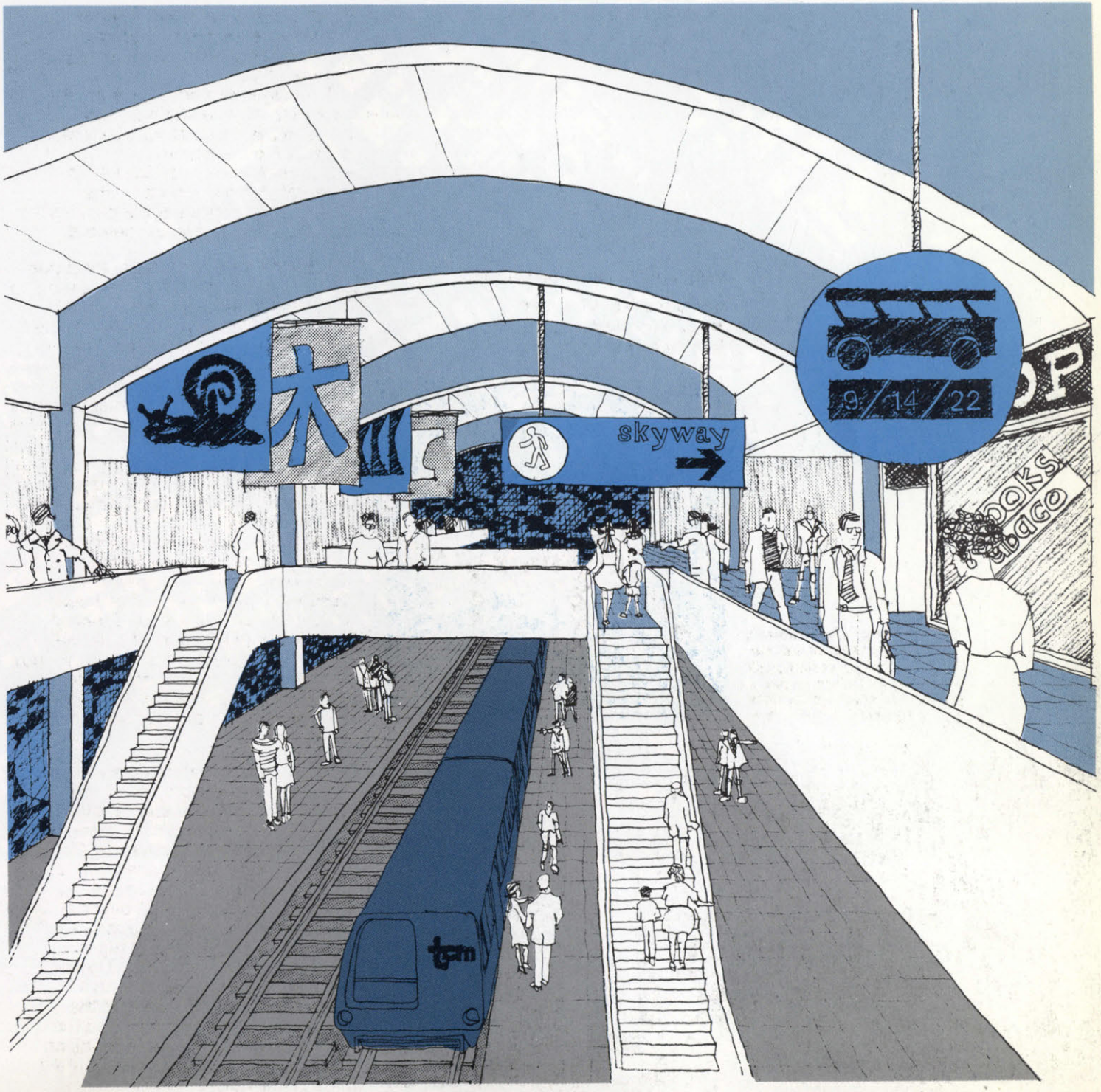
Sub-level concourses can connect the transit stations and Civic Center to conveniently located interchange points, where elevators and escalators safely transport the people to both the ground and skyway levels with little delay. Entrances to the skyway system from the street level should be clearly marked with signs or symbols, and the vertical transportation should be mainly escalators.

The skyway and arcade system should be independent of the buildings through which they pass, and with adequate police patrolling, coupled with the possible use of television surveillance, the system can eventually operate continuously.

Mechanical conveyers or moving sidewalks can be helpful on some major routes where pedestrian traffic is heaviest. These moving facilities, however, have a number of design criteria, (one of which requires following almost continuously straight routes) which may make this system difficult to implement. Furthermore, moving conveyers and sidewalks are expensive and can be justified only if there are sufficient outside funds to assist construction.

At present, the average walking distance in the core area from automobile parking to work is 900 feet, and most of this distance is now travelled on the street. The average distance from fringe parking ramps or transit stations would be about the same or less, with the added convenience of walking in climate-controlled comfort. (For a more complete description of the skyway system, see the discussion beginning on page 130.)

Minibus System
In addition to the skyway network, a minibus system supplementing the regular bus service will be implemented, with the initial routes linking the major activity centers and fringe parking (See figure 148). This minibus system should begin to serve these areas immediately. Once the skyway network and other Downtown development is completed, however, the minibus routes can be altered to include new areas such as riverfront housing, and can be expanded to serve such outlying facilities as the Walker-Guthrie complex, the Minneapolis Institute of Arts, Cedar-Riverside, the university, and large park 'n ride sites beyond Central Minneapolis.





Metro Center '85
Illustrative Site Plan

Visual Image Framework

INTRODUCTION

Minneapolis must look like Minneapolis — not Chicago, Kansas City, St. Louis, or even St. Paul. It must present an image which people can relate to, belong to, and establish an identity with. It must be structured to permit an ease of orientation and direction, and foster the assurance of an ongoing relationship between man and his environment which is constantly stimulating and never static.

Central Minneapolis must possess an environment which clearly reflects its history and heritage, its growth and change, its origin and natural setting along the Mississippi River at St. Anthony Falls. At the same time, it must offer enough diversity in visual, physical, social, and functional organization and experience to be able to satisfy all levels of taste. At no time must the scope of diversity become so varied and intense as to reach the point of visual overload, where one element cannot be distinguished from another, and where visual chaos and confusion emerge.

Four basic criteria for developing the visual image framework for Central Minneapolis are:

1. There should be visual diversity. The contrast can range from modern housing along the riverfront to old mansions in Loring Park; from tall office buildings in the core to low industrial buildings in the North Loop; from elegant specialty shops along Nicollet Mall to brightly colored and more informal boutiques along Hennepin Avenue.

2. Visual design should reflect and express the functions and activities of Central Minneapolis. By controlling the lighting, landscaping, width, capacity, and spatial configuration, the design can reflect the purpose of each element in the total image. For instance, a formal design approach in the Civic Center area and a less rigid placement of towers in the office core will give meaning to each district. Landmarks and monument sites can give a sense of orientation and identity, and the preservation of historical structures can enhance and strengthen the heritage of this area.

Special design of the riverfront following the natural edge through open spaces; special areas of enclosure; distinctive lighting treatments; enclosed and open views of the river, the locks, St. Anthony Falls, the bridges, and the skyline; and preservation of some of the grain elevators and mills, can all work together to give Minneapolis a renewed identity with the Mississippi

Location of Significant Architecture

1. F. C. Hayer Co. (1886) (long known as the National Biscuit Building) Third Avenue North at 3rd Street. Joseph Haley (Minneapolis)
2. St. Joseph's (German) Roman Catholic Church (1885-86) Fourth Street North at 12th Avenue North. Carl Struck (Minneapolis)
3. The City Hall-County Courthouse (1889-1905) Fourth to Fifth Streets — Third to Fourth Avenue South. Long and Kees (Minneapolis)
4. The Flour Exchange (1892-1909) 310 Fourth Avenue South. Long and Kees (Minneapolis)
5. The Grain Exchange (1900-02) (Originally Chamber of Commerce) Fourth Avenue South at Fourth Street Kees and Colburn (Minneapolis)
6. Advance Thresher Building (1900) and Emerson-Newton Plow Co. (1904) 700 and 704 South Third Street Kees and Colburn (Minneapolis)
7. Deere and Weber Co. (1902) (Now Midwest Merchandise Building) 800-818 Washington Avenue North. Kees and Colburn (Minneapolis)
8. Butler Brothers (1906-1908) First Avenue North at 6th Street. Harry Jones (Minneapolis)
9. Plymouth Congregational Church (1907-1908) 1900 Nicollet Avenue. Shepley-Rutan-Coolidge (Boston)
10. Cathedral Church of St. Mark (1908) 519 Oak Grove (at Lyndale). E. H. Hewitt (Minneapolis)
11. Hennepin Avenue Methodist Church (1914) 511 Groveland (at Lyndale) Hewitt and Brown (Minneapolis)
12. Basilica of St. Mary (1908-ca. 1925) Hennepin Avenue at 16th Street E. Louis Masqueray (St. Paul)
13. Pittsburgh Plate Glass (1910) (Formerly Northern Implement Co.) 616 South Third Street. Kees and Colburn (Minneapolis)
14. Stone Arch Bridge (1881-1884) Colonel Charles L. Smith
15. Third Avenue Bridge (1917-1918)
16. General Mills Grain Elevator No. 2 (1916-1929) Second Street and 10th Avenue South
17. The Pacific Block 218 thru 228 Washington Avenue North



River and emphasize the importance of this waterway in the history and development of the city.

3. Visual form in Central Minneapolis should be related. Forms and elements along the street should be designed to be cohesive and in harmony with one another, but not to be monotonous. The ideal qualities of relatedness and diversity occur between the two extremes of monotony and visual chaos, and a mutually reinforcing relationship must be found.

4. Neither visual pollution nor monotony should be tolerated. The total design should be a culmination and blending of the previous three requirements to create a comfortable visual image. It should also correct those problems which now add to the sensory overload such as signs, street furniture, exposed surface parking lots, air and noise pollution, and those which add to the sensory underload, such as monotonous street design and "look-alike" buildings.

The visual image of Central Minneapolis should be one which people can relate to and identify with and it should impart to them an understanding of the environment, its history and progress, and fulfill their desire to be part of a 21st century business and decision-making center.

VISUAL IMAGE FRAMEWORK

The Visual Image Framework presents a number of guidelines for creating a more visually distinctive Central Minneapolis.

Paths

Major and minor paths have been designated as such either because of their relatively strategic location, traffic visibility, volume, or associated characteristics. Freeways should be considered as super-paths because of their visual dominance. Through sensitive design of lighting, landscaping, and the sense of space created by buildings and other man-made elements, it is possible to articulate a sequence of views as one travels on these paths, and to project a designed visual impression.

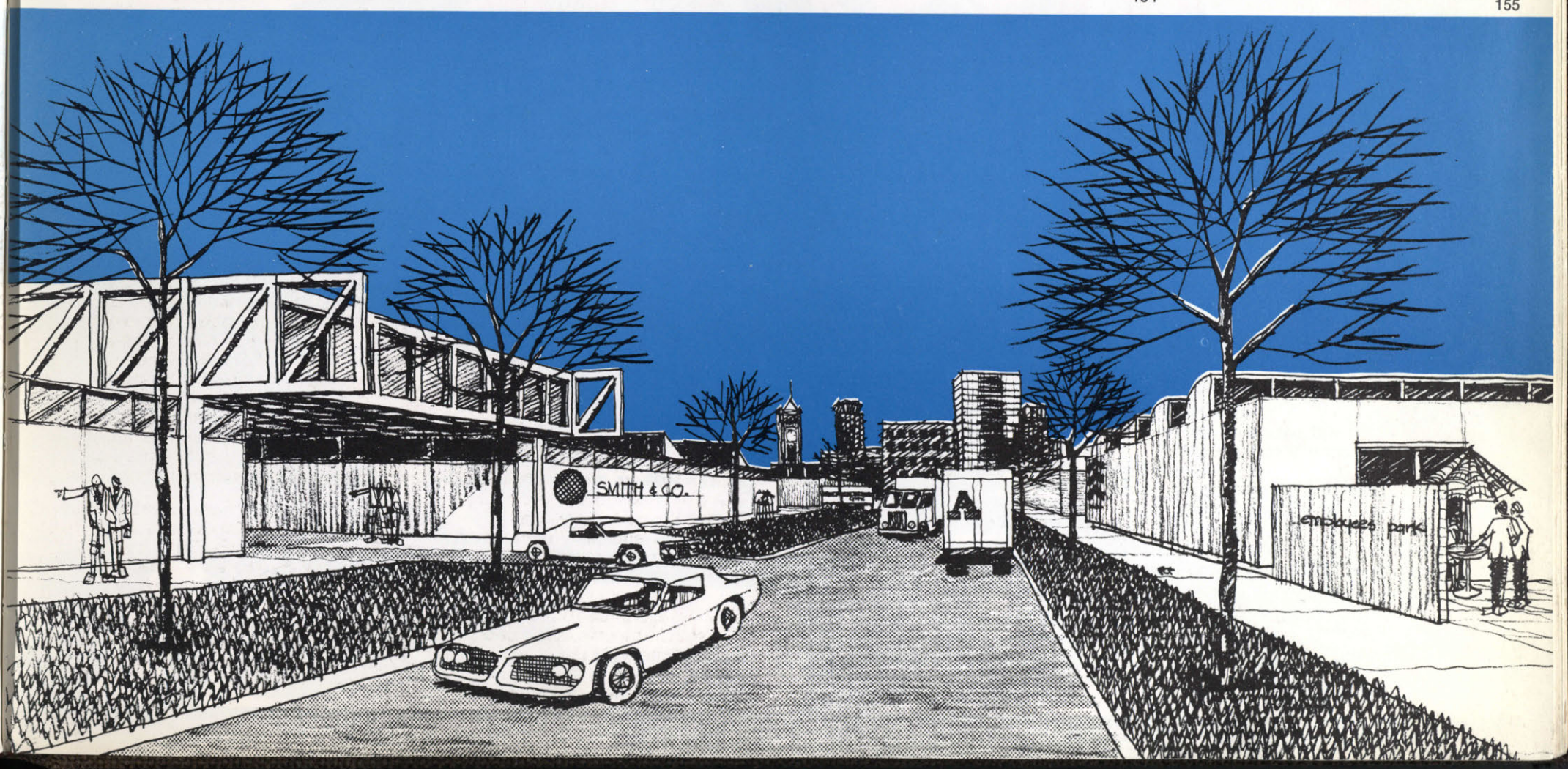
Paths will also occur in the pedestrian precinct, such as along Nicollet Mall and Sixth Street, above street level along the skyway routes, and below street level in tunnels and concourses. This multi-level structuring of paths may show up as a system and be visualized by some people in a three-dimensional spatial configuration.



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154. One of several deteriorating North Loop bridges that should be replaced.
155. With proper land assembly, physical renewal, and careful design, industrial areas can be visual as well as economic assets to Central Minneapolis.

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Visual Image Structure 1985
Major Path
Minor Path
Major District
Minor District
Major Open Spaces
Major Landmarks
Minor Landmarks
Major Nodes
Minor Nodes
Major Edge
Minor Edge
Gateways
OLSON HWY.
HENNEPIN
NICOLLET
3RD AV.
4TH AV.
5TH AV.
PORTLAND AV.
PARK AV.
RIVER ROAD
WASHINGTON AV.
3RD ST.
4TH ST.
5TH ST.
6TH ST.
7TH ST.
8TH ST.

Districts
Through zoning and design control, districts can become cohesive and harmonious in design, and certain districts can project as major parts of the public image. This should be true of the office and retail core, the cultural center, the residential neighborhoods, the entertainment area, and parts of the industrial loops.

Minor districts will become evident in areas where the land uses are somewhat mixed, but one land use predominates. This should be especially true in the hospital area, Industry Square, parts of the North Loop, and Gateway Center.

Open Spaces
Major open spaces will be dominant because they change in visual character and texture from the more densely developed areas which surround them, and because of their special uses. These spaces include the parks such as Loring, Elliot, and Riverfront, and the larger plazas such as the Civic Center and cultural center.

Landmarks
Both major and minor landmarks will emerge as the result of a number of factors — new developments, historical preservation, the imaginative use of sites, improved nighttime lighting techniques, and the care given to the visibility of the skyline when viewed from the various approaches into Downtown.

As development takes place, landmarks will constantly change and new ones will be added, especially along the riverfront as part of the new housing construction. The final siting of apartment towers and any other new towers must be partly determined by considering their effect on the form of the skyline as seen from all major vantage points. Each new addition should enhance the total form and add to a balanced and exciting skyline that is sculptural in quality, and symbolizes the importance of Minneapolis.

Other Central Minneapolis landmarks will be the IDS Building, Basilica of St. Mary, City Hall, City-County Building, Foshay Tower, River Towers, Hennepin County General Hospital, and St. Joseph's Catholic Church.

Nodes
New nodes, or visual junctions, will develop at freeway interchanges, at transit stations, and possibly along the skyway network at the crossing point of the two primary systems.

Edges
The river will become a major edge through the opening up of the view to and from Downtown in a continuous sequence, rather than in fragments. Other major edges will occur along the transit lines, the freeways, the Third Avenue N. distributor, and along Grant Street where the street grid and the texture of land use changes.

Minor edges will occur along Fifth Avenue S., where the higher buildings of the Civic Center contrast with the lower buildings in the hospital and industrial areas, and along 11th Street, which is the southern boundary of the office and retail districts.

Gateways
Gateways are the major entry points into Central Minneapolis and they should be designed to reflect the change in scale from the outlying areas to Downtown. From these gateways, the skyline should be visible and the individual landmarks and the dominance of Downtown should be distinguishable.

Visual Form Framework

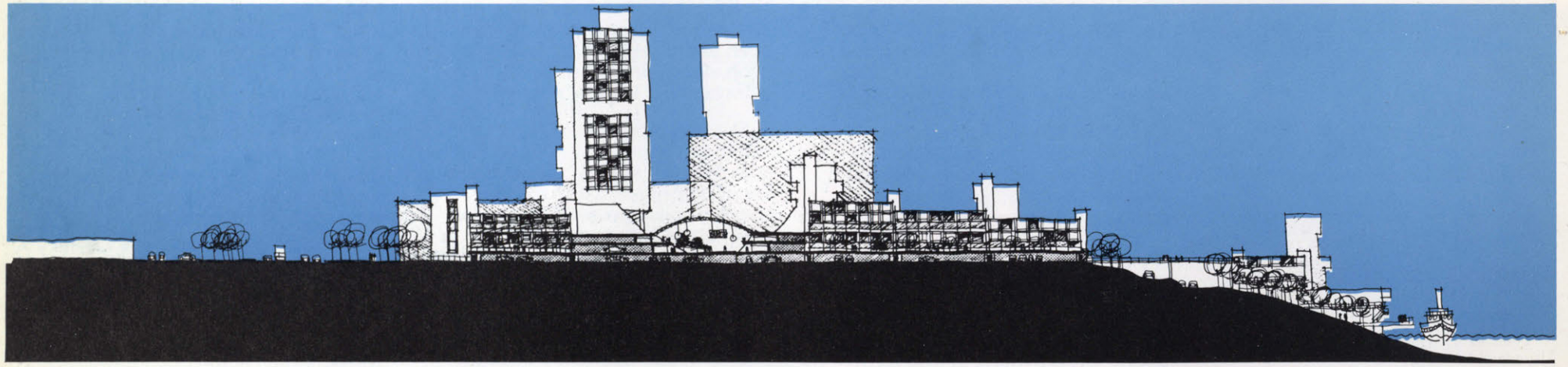
INTRODUCTION
The major goal of the visual form structure is to develop a design framework for the overall pattern, spatial sequence, street design, and architecture of Central Minneapolis that reflects the character, heritage, and topography of that area. This design framework is necessary to create both a keen awareness of the central-area form and a strong visual identity (as outlined in the Visual Image Framework).

The three major components of the Visual Form Framework are:

1. The Visual District Prescription which
–Provides definite edges and boundaries between districts.
–Prescribes vivid, identifiable characteristics for each district to make each more immediately recognizable, memorable, and different from the others.
–Establishes strong, identifiable landmarks at key locations to provide a sense of orientation.

2. The Skyline and Building Illumination Plan which
–Develops an overall design envelope for the skyline form.
–Institutes a lighting program for key buildings.
–Opens up both day and nighttime views of the Central Minneapolis skyline from automobile approaches.
–Develops an added sense of orientation by differentiating between various skyline views and elevations.

3. The Street Design Framework which
–Creates diverse spatial sequences with variation and a continuity of spaces.
–Develops a succession of views and events (interest and diversity) for those traveling within Downtown.
–Develops a clear definition of open space and a varied sense of enclosure.
–Establishes stricter guidelines for those elements of street design which are under public control.
–Includes a *street lighting plan* which can help distinguish one district from another, emphasizes major paths, and provides added safety for both motorist and pedestrian.
–Includes a *landscaping plan* for districts, streets and open spaces.
–Contains a set of *design principles and standards* for public and private signs.
–Provides a number of *design principles and standards for street furniture* and other elements of the street design to allow for order as well as diversity.



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157. Cross-section of Riverfront East — a complete new residential neighborhood.

THE VISUAL DISTRICT PRESCRIPTION

Each geographic or functional district should have a visual character and form which differentiates it from all others. Landmarks, building height, and spatial sequence are a few of the street design elements which are sensed by the viewer and which help define each district.

The following prescribes the desired visual characteristics, based upon existing and proposed development, that enable each visual district to be immediately identified.

Office

The office district is the heart of Downtown and therefore the building heights in that district should reflect this image. The tallest buildings in Central Minneapolis are in the office district, with a gradual leveling off towards the edges, but building height should rise again in the residential districts before lowering to the one and two-story buildings near the boundary of the central area. The total form may result in a series of pyramids with the peak in the center. It is this skyline image which can immediately identify the office district, as well as the residential neighborhoods, from a distance.

Tall buildings can create canyon-like spaces and a strong sense of enclosure on paths such as Marquette, Second Avenue, and Fifth Street. Such visual characteristics should be encouraged and reinforced in order for these tall structures to emerge as the dominant characteristic of the district, one which sets that district apart from all others in the area.

The many skyways, high volume of pedestrian traffic, lighting, landscaping, and the emergence of small open spaces and courts along the street and second-level walkways can further identify the office district. These elements can also reinforce



Visual Form Structure 1985

the concept that although skyscrapers are beyond human scale, their relationship with one another, their variations in siting and setback, and the open spaces they create can be human and intimate in scale.

Retail
This district is rather long at present and some effort could and should be made to differentiate the department store area on upper Nicollet from the speciality shops on the lower end of that street. The buildings along upper Nicollet will be higher, store windows larger, awnings longer, tree forms somewhat formal; in contrast, the lower section will have lower buildings, smaller store windows, shorter and more colorful awnings, and more uniform trees. A carefully located vest-pocket park plus building setbacks can provide additional amenities, and a visual break between the two areas.

Entertainment
Bright lights, changing patterns, few street lights, noise, signs, theaters, super-graphics, environmental sculptures, colorful awnings, and above all more fun seekers, shoppers, and visitors are some of the elements which can make this district unique.

Hotel and Auditorium
High-rise hotels, taxi stands, open space, and the familiar form of the Auditorium and Convention Hall should be the most evident elements in this district. Lighting can be brighter since activity is greater, with passengers constantly being picked up or dropped off. More individually designed canopy entrances, awnings, and signs will also help identify the hotel and auditorium district.

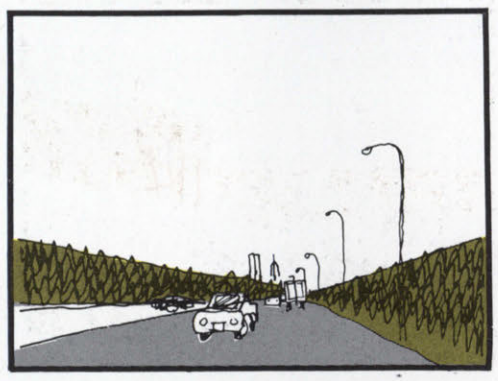
Loring Park Neighborhood
This area can be readily identified by its curved, picturesque streets and old mansions, which can be interspersed with new town houses of compatible height and texture. Additional high-rise apartments should be developed at key locations on or off the park to further emphasize the function of this district from a distance. It is also important for new landmarks to complement rather than detract from existing monuments such as the basilica. Landscaping and street lighting elements should be scaled to a residential neighborhood.

Elliot Park Neighborhood
This residential neighborhood can be developed generally with one to two-story frame houses, three to four-story low to medium-rise apartments and town houses. Planned development by blocks will permit the center of each block to be clear for open space and play areas. As in Loring Park, landscaping and street lighting should be in scale with neighborhood needs, except for Park and Portland Avenues where trees and lights can be designed to reinforce their use as primary paths through Central Minneapolis.

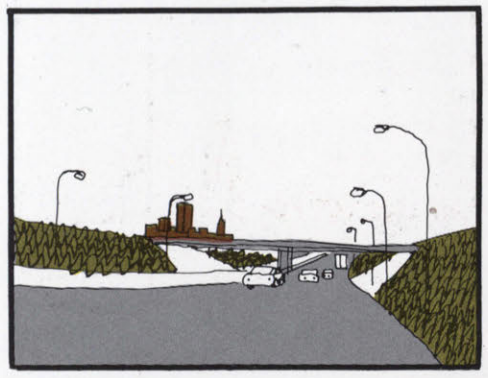
Riverfront East and West
High-rise apartment towers will be juxtaposed with medium-rise garden apartments, and in a few cases low-rise town houses. Housing in the park should be the major theme. The heritage and history of Minneapolis can become evident with the preservation of General Mills Elevator No. 2, and with visual emphasis towards the falls, locks, and many bridges crossing the river. The riverfront will be made more accessible to pedestrians as well as to sightseeing vehicles, the former via pedestrianway through the housing cluster, the latter via river parkway.

Industry Square
Predominantly low, industrial buildings with some medium-rise for research and development will characterize this district. Whenever the opportunity arises, structures will be designed to give more expression to the activities which they contain. Lighting should be geared to vehicles and landscaping should

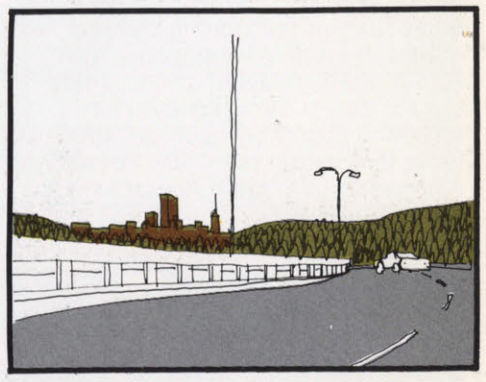
Sequence from Highway 12 to IDS Crystal Court



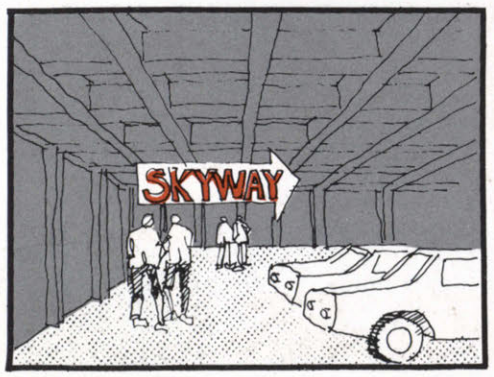
1. Tall landmarks symbolizing Metro Center loom on the horizon from the highway near the western boundary of Minneapolis



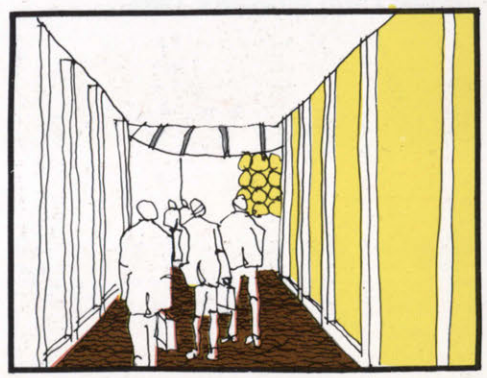
2. getting larger and clearer as the separating distance lessens;



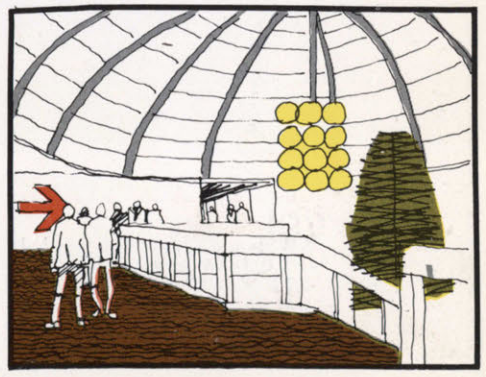
3. curves cause changes in the scope of vision



8. direct access from roads to parking to skyway



9. where the rest of the trip to work is by foot in the comfort of the second-level skyways and arcades;



10. a pleasant walk where diversity is everywhere — from the domed courts

be kept low to be in scale with the buildings and to avoid obscuring the view of the skyline as one enters Central Minneapolis on Fifth and Seventh Streets.

North Loop
Low industrial buildings (generally one to two-story), railroad spurs, expressive industrial structures, few cross streets, low landscaping, the Third Avenue N. distributor with large parking ramps, and the looming skyline ahead, should combine to readily distinguish this district.

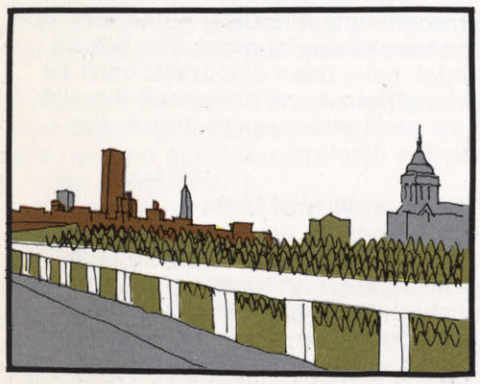
THE SKYLINE AND BUILDING ILLUMINATION PLAN
The skyline is primarily a vertical image, one that is symbolic of a large city. When viewed from a distance, personal involvement in the skyline is relatively remote.

As one moves closer to Downtown, however, the forms begin to change and the personal involvement increases. Buildings visible before may no longer be in view, while new ones, perhaps previously blocked by foreground, emerge. The entire skyline may even momentarily disappear only to reappear in a new image around the other side of a curve.

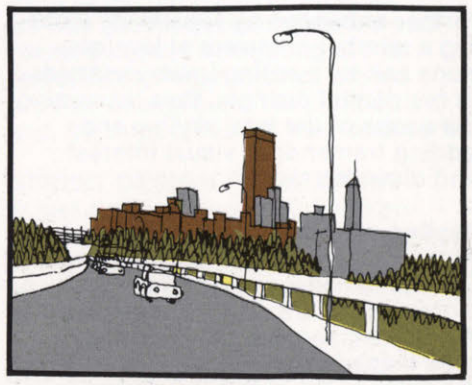
As one moves closer still, this image will continuously change until, finally, you are within the city and the skyline as a total form disappears entirely, not to reappear until you begin to leave. At this point, personal involvement is greatest, the meaning of the city becomes evident, and the strength and character, the vitality and excitement of the skyline is transferred from a symbolic image to the city itself. The interplay between buildings, between buildings and open space, between open space and open space, as well as the whole variation in texture, scale, and form is clearly indicated. The relationships between all of these will determine the visual order and structure of the city.

Skyline at Day
The towers, the light and shadows, the forms, colors, and overall shape are all part of the skyline. The interplay between the parts of the skyline, with some control over the way they are displayed, provides an important and lasting visual experience for both the resident and the traveler.

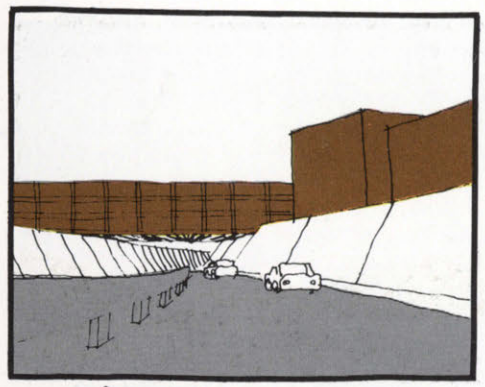
The Downtown skyline offers many variations in shape and height. These variations can be seen when viewing the skyline from one point, or in comparison when viewing it from different locations. It is these differences, plus the play and variation



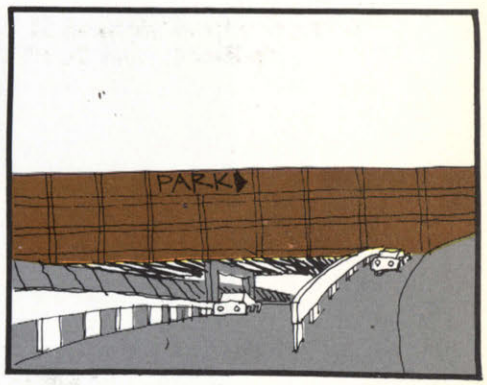
4. when suddenly the basilica on the right and the skyline ahead signal the entrance into Downtown;



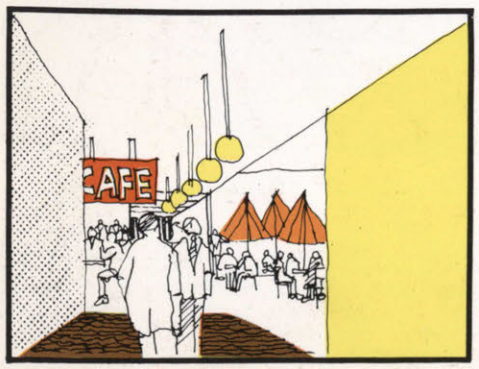
5. onto the Third Avenue N. distributor where the western elevation of Downtown is so apparent;



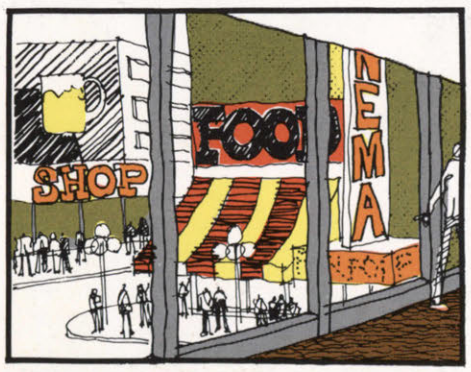
6. then the highway depression far below the street level obliterates the view



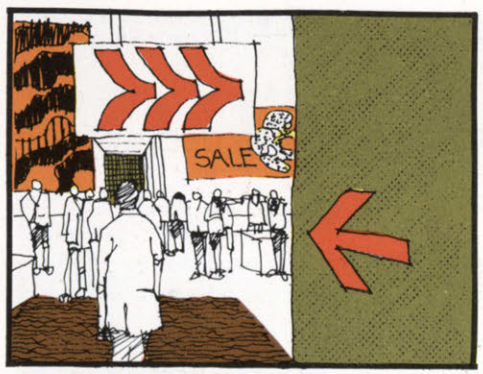
7. and momentarily all that can be seen is the large parking ramp over the distributor;



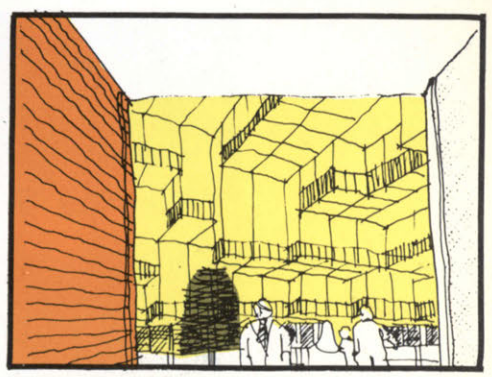
11. to the cheerful cafes



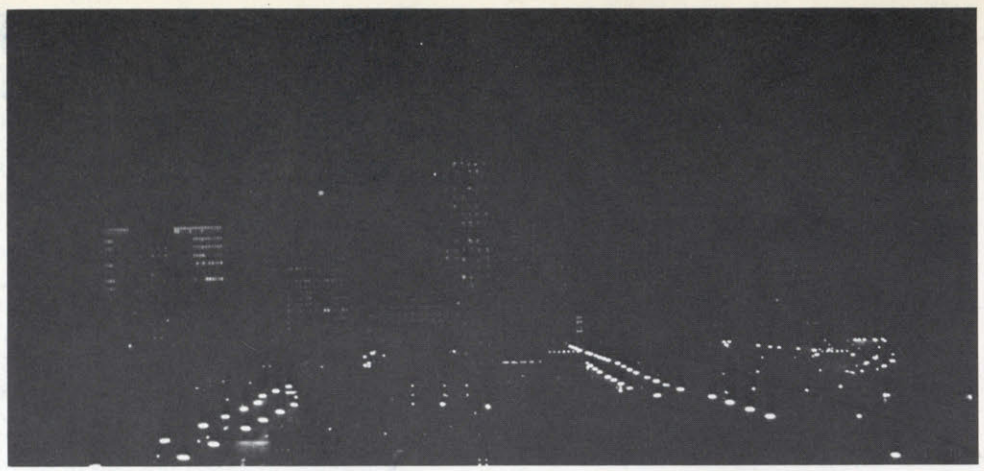
12. and shops along the route and below on the street where new vistas are achieved from the glass-walled bridges,



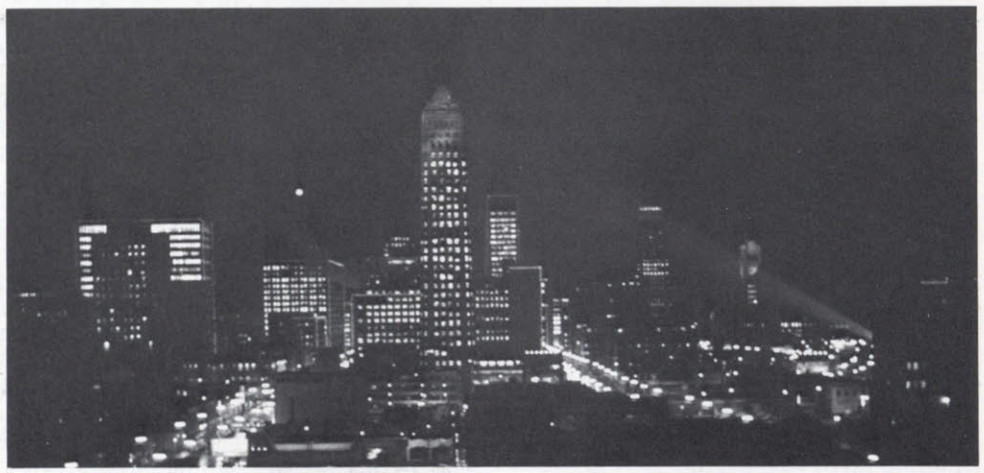
13. into department stores to walk through or wander at leisure,



14. then another court with plants, lights, shops, offices, and, of course, more skyways which lead in all directions . . .



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159, 160. Exciting nighttime skyline resulting from special lighting of Downtown landmarks contrasts with existing sparse illumination.

of light, shadow, and color, and the up-and-down movement of the eye across the scope of the skyline, that makes it exciting. During the day the buildings can be easily identified, especially those buildings which are known as major Downtown landmarks. The overall coloring is light against the blue sky — shades of tans, browns, grays, and light reds.

The skyline, in general, benefits from the varying heights of its major buildings. There is a concentration of height in the center, a lowering at both sides, then another rise before the final skyline fall off. The variation lends the form strength, and can be further enhanced by sensitively locating a number of towers at key locations and by creating lower pyramids in residential districts, thus increasing the scope of the total skyline and adding tremendous visual interest and diversity.

Skyline at Night

At night, the form and colors of most Central Minneapolis buildings and monuments are not discernible. Aside from some of the major colored signs (which are illuminated), the color of the nighttime skyline is fairly homogeneous — an uneven black mass highlighted by the irregular sprinkling of the lights from buildings interiors. Daytime interest in the skyline is lost at night, and while a few of the buildings gain from lighting accents, others lose their identity and seem to fade out of view. In many cases, lighted roof signs become the only obvious forms in the skyline.

Architects have focused their attention too often on the daylighting of buildings with little consideration given to nighttime effects. As a result, daytime landmarks are more numerous than those at night. But with intensified use of lighting and sensitive design, a more distinctive nighttime skyline with many focal points can emerge.

The Foshay Tower is a major point of orientation during the day, but not at night. The First National Bank Building plays an important role both day and night, yet it has more visibility and familiarity in the daytime. On the other hand, the Northwestern National Bank Building is a relatively minor skyline element in daytime but a dominant one at night when it is reinforced by the lighted weatherball. The same is true of the Northwestern Bell Telephone Building, which floodlights the microwave relay equipment on top of the structure.

The skyline image must project strength and versatility regardless of the time of day or night. The values which have been discussed must be strengthened and enhanced through new and better approaches to the skyline display.

The Versatility of Light

Aside from the predetermined factors of height, location, and shape of structure, much can be accomplished through lighting to get the most out of the city's central profile. Light can be used as a specific tool to:

-Help identify landmarks.
-Define the shape of buildings.
-Change the outline or apparent

elevation of structures, if desired.
–Create a desired atmosphere — warmer, colder, sharper, changing.
–Create new interest in familiar shapes.
–Create a new concept in light sculptures, both fixed and kinetic.

Today, light is more than an aid to viewing. It is rapidly becoming a new and exciting medium of communication. Contemporary artists in growing numbers utilize light in their works, for example, Kosice's *Light Relief*, a twisting of lengths of lighted white neon into geometric shapes, and Agam's *Light Painting*, a circuited system of tiny white lights in linear patterns.

The Minneapolis skyline itself can become a light sculpture with the sky as the backdrop. With constantly changing patterns and configurations, some of which can be computer programmed to offer ever-changing displays, the image of Minneapolis can attain and project a new and continuously exciting visual experience. Tastefully and sensitively approached, the skyline at night can be a new work of art.

Techniques in Building and Skyline Illumination
Through incentive zoning, provision of building premiums for nighttime illumination, and the creation of a special lighting district, many of the lighting objectives can be achieved.

To realize the most from the city's skyline at night, the following factors must be considered:
–Areas of lighting.
–The silhouette effect and the tree-framing aspects.
–The overall distribution of lighting.
–The type of lighting (flat, grazing, floodlighting, interior lighting, searchlights, architectural screens, light patterns, etc.).
–The color and quality of light.
–Reflections on rivers and lakes.
–Type and intensity of street lighting.
–Varying darkness of the sky, day or night.

All of the above factors, plus the individual consideration of the building itself, will play an important role in determining the best type of night lighting to enhance, rather than detract from, each structure. *In order to create a total impact, it is essential that the lighting of the skyline elements be developed in the total context of a long-range design framework.* The visual image and form framework provides some guidelines for creating a powerful, distinctive skyline.

Some of the important existing landmarks which are part of the visual image structure and should be lighted are: City Hall; Basilica of St. Mary; Hennepin Avenue Methodist Church; Cathedral Church of St. Mark; Foshay Tower; River Towers; General Mills Elevator No. 2; First National Bank; Third Avenue Bridge; and the Stone Arch Bridge.

Some of the proposed landmarks which should be lighted are the IDS Building, the City-County Building, and the new apartment towers along the riverfront.

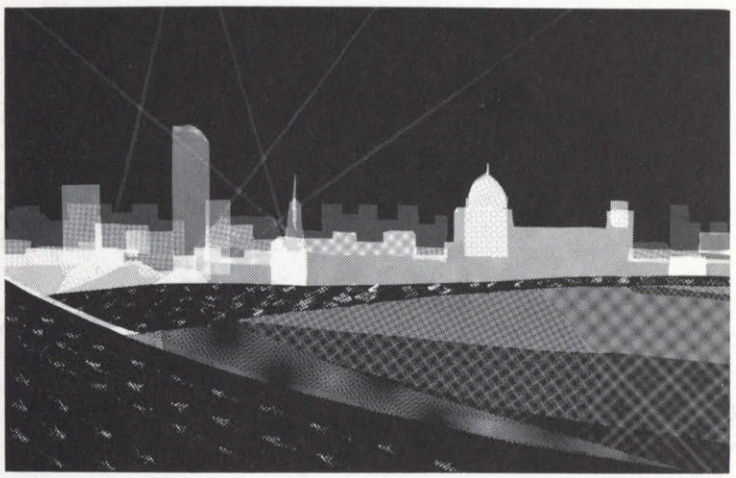
All of the above landmarks, both existing and proposed, can add new form to the nighttime skyline, as well as accent parts of districts and identify them. The lighting of the remainder of each district should provide background illumination and be supportive of the landmarks.

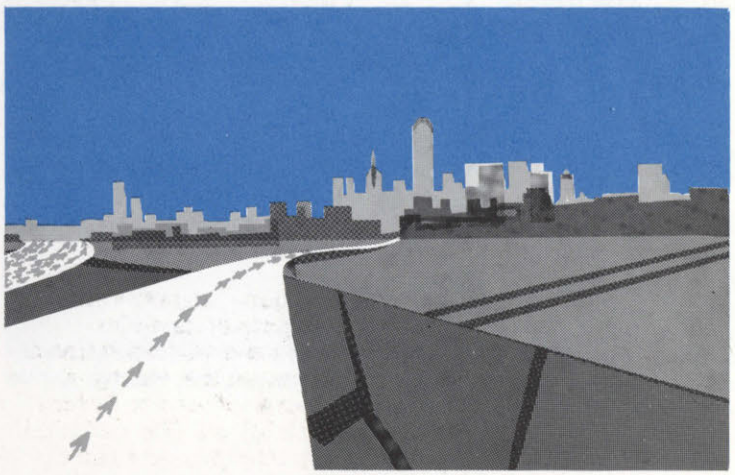
STREET DESIGN FRAMEWORK
Street design offers an infinite potential for variation and excitement in the cross section, spatial diversity, and the elements which comprise the street itself.

The excitement generated when moving from an enclosed, canyon-like path shaded by tall buildings, into the open space of a sunlit court, perhaps with a fountain spraying jets

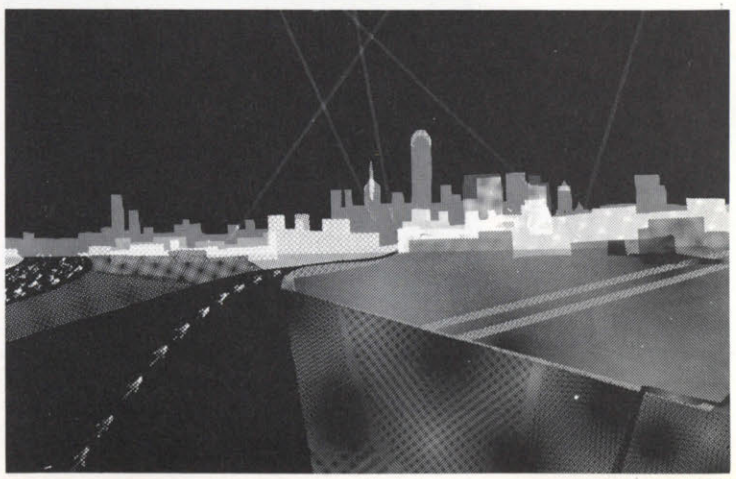


161





162



161, 162. Daytime and nighttime views of future Downtown skyline approaching from Highway 12 (top), and from west on I-94 (bottom).

of water, and then into a third space that is different from the others, is all part of the center city's spatial organization and visual form. It is this organization and form which helps define the elements and creates a unique and easily remembered visual image of the city. It brings new dimensions to the components, and adds diversity and continuity. A well-structured Downtown will employ creative design to give clarity and order to the perception of the city, and to make it a distinctive urban place.

Cross Section and Spatial Framework
The cross section and spatial framework of the streets depend to a large extent on the pattern of the street (linear or curved), the width of roadway and sidewalk, building setback and height (sense of enclosure), and the pattern of open space.

Almost all of the streets in Central Minneapolis are linear, and except for Loring and Elliot Park Neighborhoods, most are on 80 foot right-of-ways. This unvarying width immediately suggests using alternative means to make each street distinctive. The most effective alternative is the use of a Spatial Framework, in which unique spatial sequences are developed by following certain design concepts:

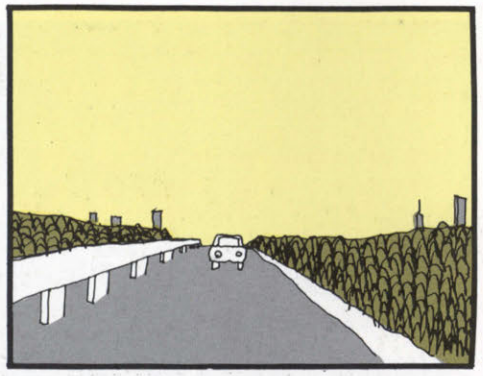
–Creation of a sense of *place*, the idea that people will use space as it suits their purpose. Gathering places can be developed through special pavement designs, trees for shade, benches to sit on.
–The development of a sense of *enclosure* along streets by varying the building heights and setbacks as related to the street width.
–The development of a sense of *enclosure* in squares or courtyards between buildings, new spaces which are defined and human in scale and impervious to the noise and activity of the street beyond.
–The development of *focal points* or landmarks which can give definition and orientation — a changing view of the skyline altered by variations in the sense of enclosure along the street can be the most exciting focal point of all.
–Distinguishing between *vehicular and pedestrian precincts* through the use of scale in design — the variations between freeway and mall.
–The development of a feeling of *anticipation* coupled with *mystery* — the wonder of what will happen next, what lies around the corner.
–The provision of a *linkage* in all dimensions — from the sky, to the building wall, to the floorscape.
–The establishment of *continuity* — one space directly linked to the next.

Figure 163 presents the Spatial Framework which incorporates the above concepts and shows a hierarchy of spatial enclosures and experiences. Two spatial sequences, one from the automobile (Washington Avenue), and the other from automobile to pedestrian movement (Third Avenue N. distributor), are shown in the accompanying illustrations.

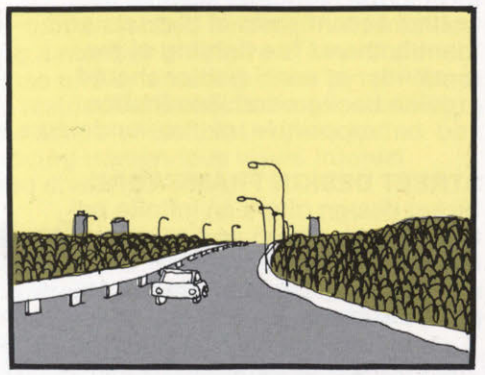
Elements of Street Design
There are many elements which comprise the street design, including street cross section, lighting, signs, building bulk, height, and setback. In reviewing these elements, it is clear that most of them are subject to public influence of one kind or another. The weight we give to the visual design of streets, the degree that public decisions related to various elements of street design are coordinated, the sensitivity of the environmental designers, and the extent that public understanding and support can be marshalled, will determine the success of our attempts to reshape the image of Central Minneapolis.

STREET LIGHTING
Night driving presents a challenging visual task. Vehicles and pedestrians are moving and the surrounding light is constantly changing due to

Sequence from I-35W Bridge to Nicollet Mall



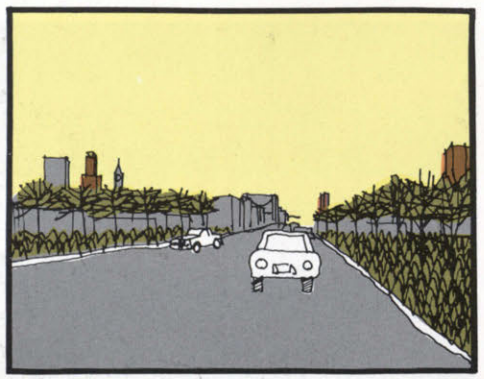
1. Southbound along I-35W towards Central Minneapolis



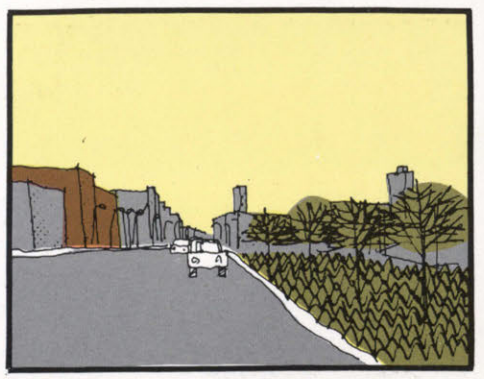
2. tall buildings begin to appear on the horizon



3. a distant image of the entire skyline appears while crossing the bridge;



8. and lower buildings are hidden from view by trees;



9. a wide street with a minimum sense of enclosure — low industrial buildings to the left, green space and apartments to the right, all framed by shade trees;



10. trees thin out on the left, lower industrial buildings give way to taller offices,

weather conditions, overhanging trees, and other obstructions. The main purpose of street lighting, therefore, is to provide quick, accurate, and comfortable vision that will, in turn, safeguard, facilitate, and encourage both vehicular and pedestrian traffic. Good visibility provides more efficient use of the streets, and a substantial increase in safety for all who use them.

In developing a street lighting plan, the scale of the light fixtures, the color and intensity of light, and the particular areas to be lighted were all given special attention. Urban streets require higher levels of lighting than outlying areas because of the increased activity that takes place in downtowns.

The Lighting Plan

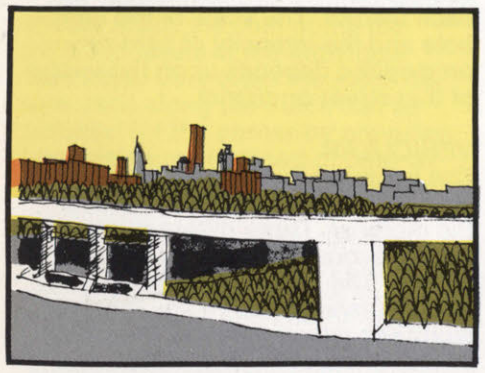
Most of the street lights now in use in Central Minneapolis are fluorescent lamps mounted on 28-foot davit poles. Many streets, however, especially in the North Loop, are not lighted at all. Fluorescent, incandescent, mercury, and high intensity sodium discharge lamps each produce different light qualities.

Incandescent lights are used along Nicollet Mall, where they create a warm, relaxed atmosphere. Fluorescent lamps are the only other lamps

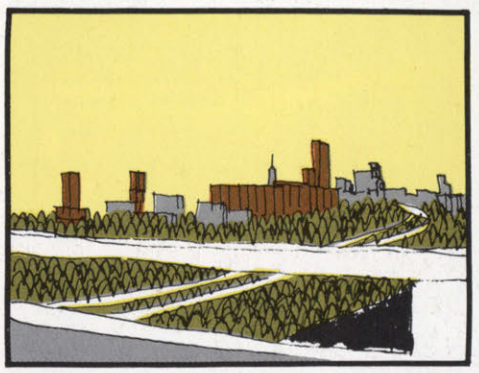
Spatial Framework

Open Spaces
Landscaped
Pedestrian Ways
Landscaped
Vehicular Paths

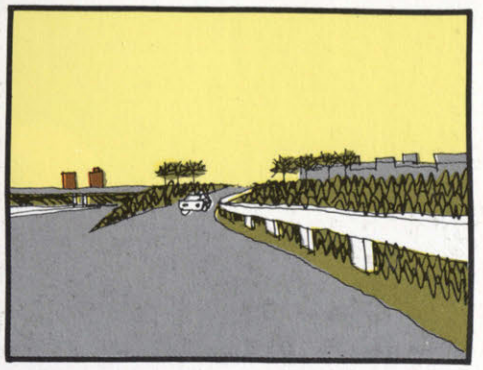




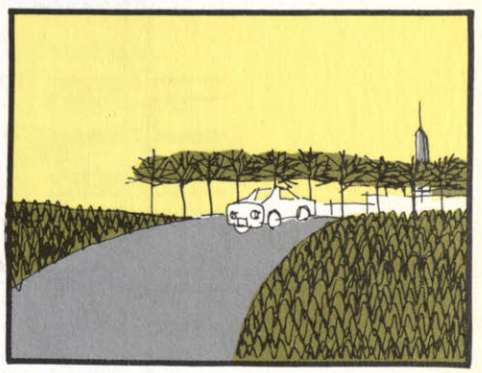
4. and as the river begins to recede



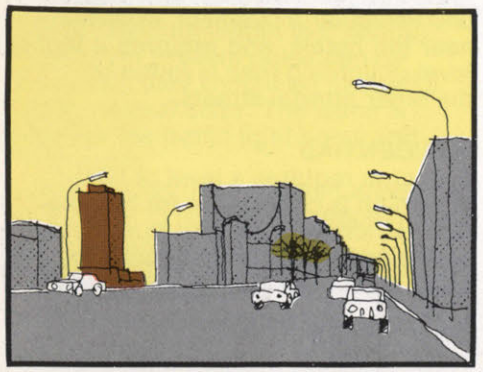
5. the image gets closer — the scope narrower;



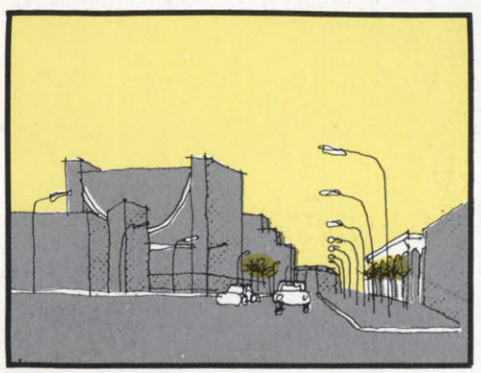
6. approaching the exit, the skyline vanishes;



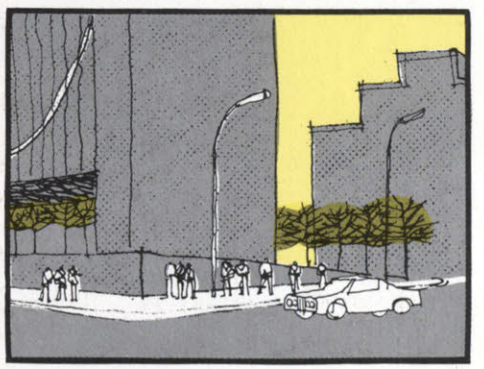
7. onto Washington Avenue where the major skyline landmarks are all that can be seen,



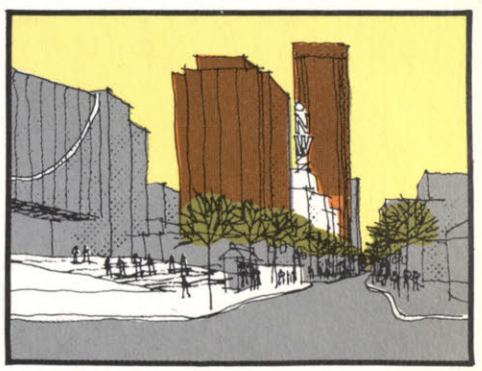
11. and a small section of the skyline is again visible, only this time it is seen from below;



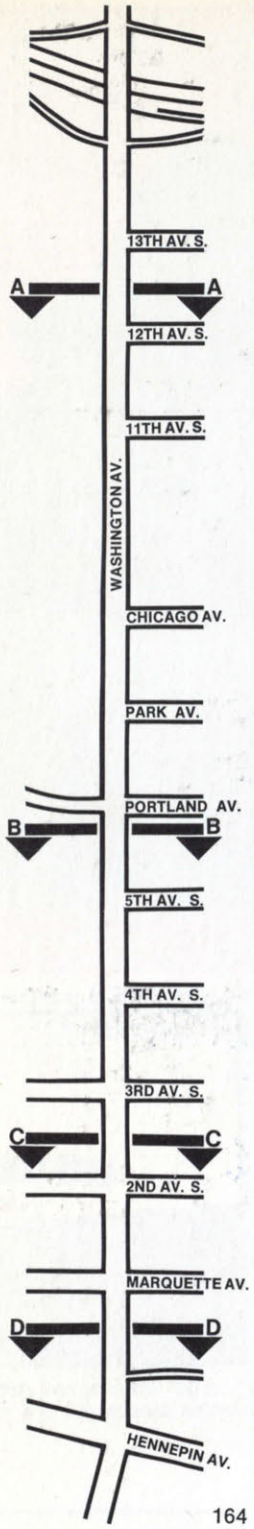
12. past the cultural center along the river the enclosure becomes tighter



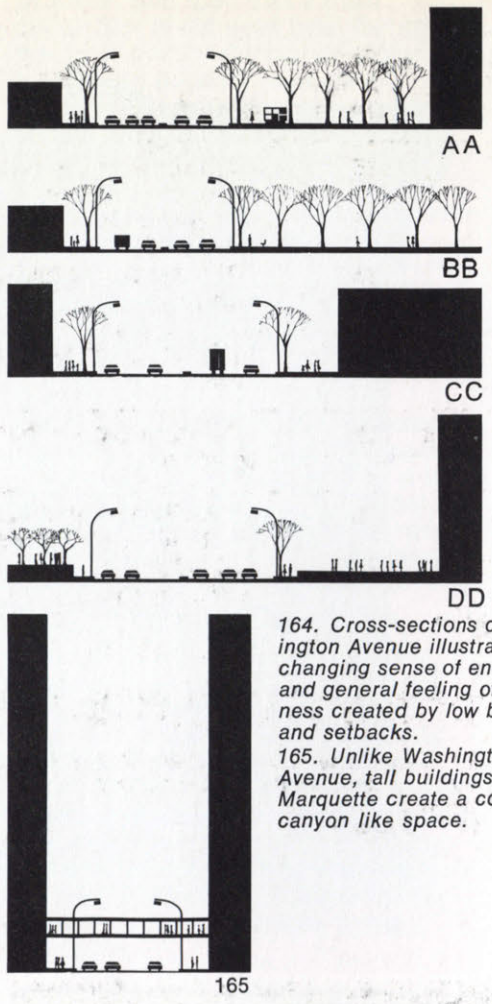
13. and beside the Federal Reserve Bank the close urban space cannot be mistaken for any other;



14. the large Federal Reserve plaza and Nicollet Mall form the visual climax of the trip.



164



165

164. Cross-sections of Washington Avenue illustrating the changing sense of enclosure and general feeling of openness created by low buildings and setbacks.
165. Unlike Washington Avenue, tall buildings along Marquette create a confining, canyon like space.

used to light Central Minneapolis. But realization of optimum safety and good design standards cannot be achieved through the use of the same light fixture and source throughout the area. The functions of the various districts, which cater either to the pedestrian, the motorist, or both, necessitates the use of different types and intensities of light sources. The light poles now in use (except for the low poles on Nicollet Mall) are scaled to the motorist, but the luminaire and bulb are not efficient for this purpose. The emission of light from fluorescent lamps is difficult to control and results in an uneven distribution of light spreading over both the roadway and sidewalk in places.

The location, spacing, fixture, color of light, mounted height, and intensity of lamps can all be used effectively not only to provide safe streets for the pedestrian and driver, but also as a major street design system. The above factors can create desired atmospheres, define an area or major path, reinforce an intended usage, and in general, greatly affect the visual image of the city.

The Lighting Plan is developed by districts to reflect the lighting needs of areas within Central Minneapolis. In addition, special attention has been given to certain streets within each district. The scale of the light pole and the intensity of light recommended depends upon the usage of that street or district.

VEHICULAR
The height of the pole and the intensity of light reflect the needs of the motorist. Three different intensities have been designated for this district. The highest should occur along Washington Avenue, medium along the primary streets indicated in the Circulation Plan, and medium-low on all other streets in this dis - trict.

CONVENTION
This area has both high pedestrian and vehicular movement, especially near the hotels, and requires a higher level of lighting than is found on the other arterial streets.

RESIDENTIAL
This area requires a level of lighting which is compatible for residential districts with respect to scale and safety and must combine both vehicular and pedestrian requirements.

PEDESTRIAN
Three separate systems should be employed. The first system applies to a street designated as a mall; the type of fixture used on Nicollet Mall would be repeated on Sixth Street.

The second lighting system should utilize a newly designed fixture on all other pedestrian streets; this fixture is different from, but compatible to, Nicollet Mall light fixtures. The third applies to a Light Show District where the lighting would depend almost entirely on light emitted from sources other than street light fixtures: Signs, store fronts, movie marquees, and light shows. This district should be zoned to accommodate one of the highest levels of illumination in Central Minneapolis.

Principles and Standards
The following design principles and standards should be guiding factors in the development of the lighting plan:

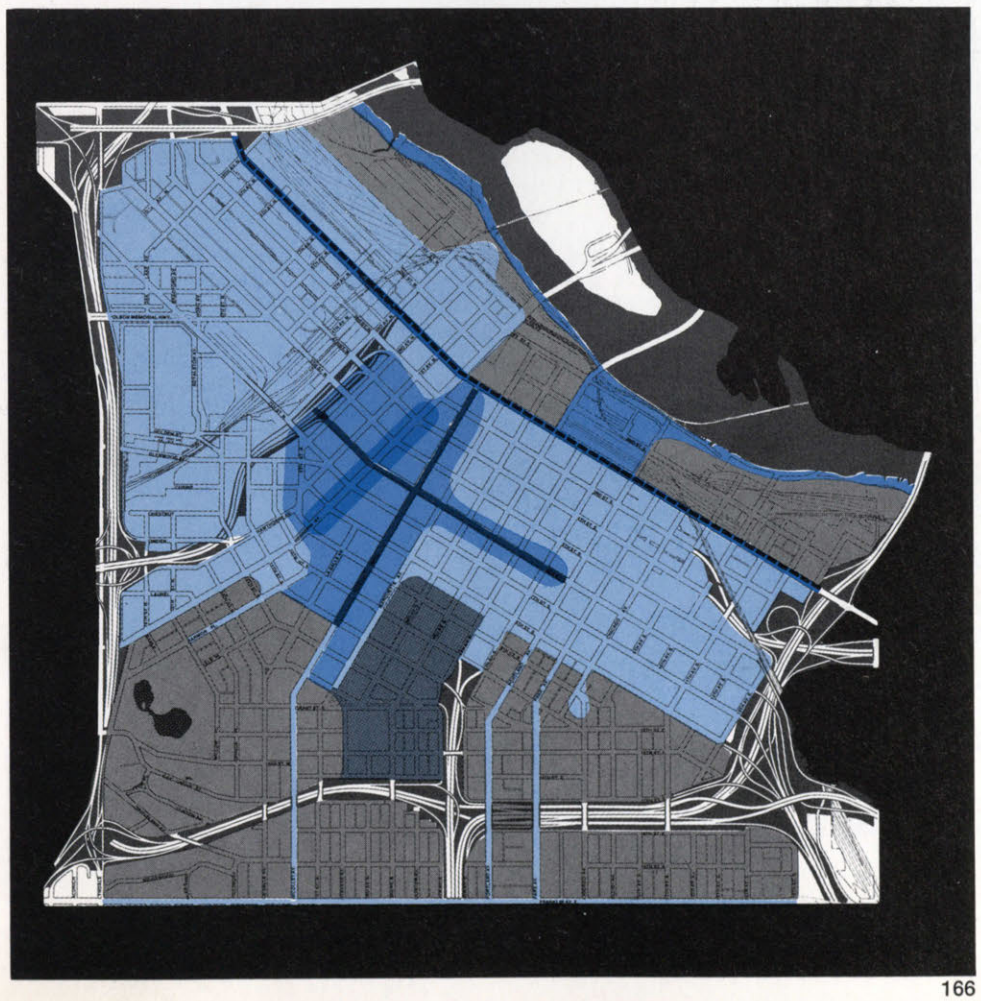
ILLUMINATION FACTORS
– The level of illumination should reflect the intensity and type of use within each district and for the individual street.
– All streets should have a minimum level of illumination as indicated in the table.
– Gradually phase out all of the fluorescent light fixtures and begin a replacement program using more efficient light sources.
– Use lamps such as deluxe white mercury or high intensity sodium discharge, since their color rendition is much better than the regular mercury lamps.
– The illumination at an intersection should equal the sum of the illumination levels of the individual roadways. Very often the same fixture used along the block can be adapted for the corner by providing two luminaires (instead of one) on a single pole to satisfy this higher illumination requirement.
– Areas of high pedestrian use should maintain a satisfactory lighting level over the sidewalk as well as the roadway, and careful pruning of trees and foliage can reduce or eliminate the obstruction of light directed towards the pavement.

POLES AND LUMINAIRES
– The poles and luminaires should conform in style to other elements of street furniture within that district.
– Until the present poles can be changed, they should be painted a dark, neutral color. The same is true for the traffic light poles and sign posts.
– Light poles in pedestrian areas should be in scale with people rather than automobiles.
– Fixtures used in residential areas should be compatible in design with those in the pedestrian district; perhaps even the same fixture with a higher mounting height could be used.
– All utility lines should be placed underground.

STREET LIGHTING DISTRICTS

District	Intensity Designation	Average Horizontal Footcandles*	Pole Height (feet)	Bulb Type	Approximate Spacing Staggered*** (feet)
Vehicular	high	5.0	35	400 watt high intensity sodium discharge	75 – double fixtures
	medium	2.0	35	700 watt deluxe white mercury**	54
	medium-low	1.5	35	700 watt deluxe white mercury	75
Convention	medium-high	3.0	30	1,000 watt deluxe white mercury	75
Residential	low	0.25 or higher	12	175 watt deluxe white mercury	75
Pedestrian	mall	0.8-1.0	8	eight 40 watt incandescent bulbs per fixture	
	pedestrian	0.8-1.0	10	250-400 watt deluxe white mercury	20-40
	light show	5.0 minimum			30

*The average horizontal footcandles recommended represent the average illumination on the roadway pavement when the illuminating source is at its lowest output and when the luminaire is in its dirtiest condition.
**Deluxe white phosphor-coated mercury lamps provide better color rendition than the color-improved lamp by providing 50 percent more energy in the red portion of the spectrum. This is especially advantageous in pedestrian areas and other Downtown business streets.
***All figures computed for 56 ft. roadways with 12 ft. sidewalks.



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LANDSCAPING DISTRICTS

District	Recommended List of Trees
High Urban	No planned program for street landscaping other than the placement of planters with flowers along the curb or building facade
Urban	Little Leaf Linden, Poplar, Horse Chestnut, (Flowering Crab Apple and Hawthorn for ornamental use)
Peripheral	European Hornbeam, Weeping Willow, Tree of Heaven
Pedestrian	Honey Locust, White Birch, Norway Pine
Residential	Hackberry, Norway Maple, Green Ash, and the preservation and care of existing American Elm

TREE CLASSIFICATION AND DATA

Tree Classification	Species	Form	Height (ft.)	Spread (ft.)	On Center Spacing* (ft.)
Shade (canopy)	Hackberry *(Celtis)*	rounded	40-50	30-40	20-30
	Norway Maple *(Acer platanoides)*	columnar	50-60	40-50	30-40
	Green Ash *(Fraxinus pennsylvatica lanceolata)*	pyramidal	30-50	30-40	20-30
Boulevard	Little Leaf Linden *(Tilia cordata)*	pyramidal	60-90	25-40	15-25
	Poplar *(Populus)*	columnar	75-100	20-30	10-30
	Horse Chestnut *(Aesculus hippocastanum)*	oval	40-60	30-40	20-30
Intermediate	Honey Locust *(Gleditsia triacanthos)*	rounded	40-60	20-30	30-40
	White Birch *(Betula papyrifera)*	pyramidal	50-75	30-50	30-40
	Norway Pine *(Pinus resirosa)*	pyramidal	60-80	30-40	40-50
Low	European Hornbeam *(Carpinus betulus)*	columnar	25-35	20-30	20-30
	Weeping Willow *(Salix babylonica)*	weeping	30-40	30-40	30-40
	Tree of Heaven *(Ailanthus altissima)*	rounded	30-40	25-35	25-35
Ornamental	Flowering Crab Apple *(Malus)*	rounded	15-20	20-25	20-30
	Hawthorn *(Crataegus)*	rounded	15-30	20-40	20-30

*These figures are indicated for areas where regular spacing is desired. In many areas spacing will vary, and in some cases trees will be planted in clusters.

LANDSCAPING

Street tree planting in the city can be extremely effective in emphasizing major paths, buildings, vistas, or special areas of activity. In residential districts, trees offer shade and beauty and, in a sense, are a unifying factor which ties the neighborhood together. In some ways, tree planting can even separate the neighborhood from the highly urban character of the central city.

Trees in city landscaping can produce various effects if there is careful planning and attention to design. Proper selection of the colors, shapes, and sizes of the trees may add to, rather than detract from, the visual impact of the surrounding buildings. Seasonal effects — fall foliage, summer flowers, the winter silhouette — must also be visualized. In addition to these considerations, variations in spacing and the architectonic use of trees to form walls, canopies, and frame views can create interesting and dramatic effects.

Recommendations

A landscaping plan in Central Minneapolis should be a joint effort between city and private property owners, and should:

– Reflect district continuity as shown in figure 167. For instance, the repetition of one tree species in a district will lend continuity to the design.
– Take into account the hazards of the city environment and choose the species carefully.
– Choose trees with careful regard for texture and scale.
– Where appropriate, use architectural trees such as Little Leaf Linden, which lend themselves to geometric arrangements and formal spacing.
– Mix and balance deciduous and evergreen trees.
– Encourage property owners to landscape plazas according to district standards.
– Use trees to emphasize the particular appearances of various places within Central Minneapolis.
– Plant trees that are known to thrive in central Minnesota.

The Landscaping Plan

The following are some of the major concepts of the Landscaping Plan:

– In the residential areas, shade and canopy effects are of primary importance. Along Washington Avenue, shade trees can create a boulevard, as well as a successful visual separation between residential and industrial districts.
– Peripheral districts have low trees to conform in scale with the low industrial buildings. The trees also



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Street Landscaping Plan

- Shade (canopy)
- Boulevard (screen)
- Intermediate
- Low
- Ornamental
- Freeway Landscaping

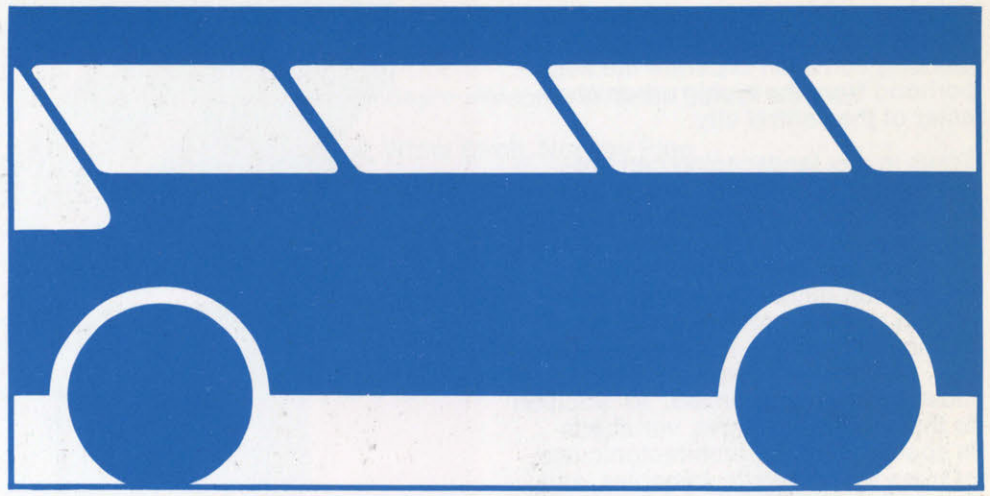
frame, rather than block, the view of the skyline along the primary vehicular routes into Downtown. The change in scale from lower, less formal trees and plantings to taller, more architectural ones when entering the city, and the reverse when departing, is appropriate.
– Trees along Hennepin, Third, Fourth, and Fifth Avenues are architectural in character and create a more stately image for the primary north-south vehicular paths into Downtown.
– Trees in the pedestrian districts are lower than those in the urban districts, are less uniform, and have a lacy foliage which relates favorably both in scale and texture to a pedestrian environment.
– Ornamental flowering trees are recommended to frame more intimate public open spaces and paths, such as the one between City Hall and the cultural center. They can also be used very effectively in plaza design.
– No landscaping is recommended in the high urban districts, especially within the entertainment district where there would be too much conflict between landscaping and other street design elements such as lights and signs.

Aside from the above planting scheme, there are a number of other recommendations which are an equally important part of the Landscaping Plan:

– Introduce earth mounds to provide protection against freeway noise in some areas and to change the topography in others.
– Create an environmental sculpture garden at the I-35W gateway which is compatible to vehicular scale and movement.
– Use planters to protect trees in high pedestrian traffic areas.
– In places where planters are not desired, the incorporation of the tree into the pavement design can be an important element in the floorscape and be decorative as well as functional.

Trees and careful landscaping are a vital part of city design. In addition to providing shade, emphasis, and frame, their softness, texture, and color adds the necessary visual contrast to the hard surfaces of the city.

Although variation is important, the varieties of tree planting used should have similar characteristics in order to avoid the confusion and visual overload which would ruin any desired effect. After planting, the city must continue a regular maintenance program to keep the trees in good health and form.



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SIGNS

The city contains many signs, both public and private, and these have an enormous effect on visual communication and the city's image. At present, Minneapolis has no coordinated system for the design of signs. This has resulted in a chaotic and confusing array of types, styles, colors, shapes, and graphics.

Public Signs

It is beyond the scope of this study to review the design of all of the public signs. The primary concern and interest here is to demonstrate the need for new design concepts for signs, the need for more experimentation, and the need for more systematic review and application.

Any new design system of signs for motorists, once decided upon, cannot realistically be implemented overnight. Regardless of the number of faults in the current system, the public is familiar with it and a new system can be presented only after a comprehensive program of driver education. Daily announcements by the press, radio and television, and the issuing of new driving manuals should occur far in advance of implementation.

Since most signs are governed by federal and/or state laws, new designs will require new legislation, which in turn will depend on a court system sympathetic to the problems involved.

Semantics, type face, graphics, color, size, shape, and mounting all play a major role in the development of a sign system. Signs must be readable and consistent and have a pleasing figure and ground relationship. (A full discussion and study of these design concepts can be found in the Planning and Development reports: "Design Recommendations — Street Name Signs"; and "Design Recommendations — Signs on the Streets".)

Principles and Standards

As a result of the above study on public signs, the following design principles and standards are recommended:
– All public signs should be coordinated into a system by adhering to the following principles and standards.
– Use pictographs and/or symbols wherever possible for faster, comprehensive, and more standardized messages.
– There should be consistency and uniformity in all worded messages and signs.
– Messages or symbols should be as concise as possible. When one message automatically implies another,



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169. Bus stop sign and route numbers. This sign could also be combined with a map showing bus routes.
170. One-way sign. As new symbols become familiar, the words can be removed.
171. Recommended type face for signs. The letters are rounder, wider, and more readable when viewed from a distance or at an angle than the type styles now in use.

then the implied message should be eliminated. The meaning can be reinforced through education.
– Use a red slash through a pictorial or symbolic sign to transform a permissive message into a prohibitive one.
– Use a uniform type face in lower case letters on all signs. The alphabet recommended for the street name signs should also be used for the public signs. This alphabet should be further refined before it is implemented.
– The spacing of words and letters should be uniform.
– All graphic symbols (arrows, et. al.) should be consistent on all signs.
– Signs should be color coded into definite categories and then strictly adhered to.
– All signs should be made out of reflective materials.
– Establish a size module: For information signs, 16 inches by 4 inches is recommended as the basic module; for street name signs, 6-3/4 inches by 24 to 42 inches is recommended (9 inches high in Downtown).
– There should be as few signs as possible.
– All signs to be read by a motorist should be mounted at a height which will always be visible to him while driving.
– All signs which are geared to the pedestrian should be mounted at a height which is as close as possible to eye level (approximately 6 feet above the ground).
– At no time should a sign be mounted so low that it can be obscured by parked cars or snowbanks.
– No more than seven messages should be mounted at one place.
– The back of the signs and the posts should be painted the same neutral color until a more satisfactory method of mounting is devised.

In 1969, the City Council passed a resolution to make changes in the street name signs throughout Minneapolis. This resolution included many of the above recommendations.

Pedestrian Information Signs
Pedestrian signs which show the direction and location of activities are classified as information signs, but their potential complexity of use, especially within the skyway system, makes them similar to roadway signs and therefore they must be treated with the same care. Clarity is extremely important, since signs which are clearly understood can direct an ease of movement and create a feeling of confidence and reassurance, as well as imposing control.

A carefully designed direct skyway system, however, will in itself indicate the flow of movement without the need of many signs except for those which identify certain buildings or areas. These signs should be clear, well-proportioned, orderly, simple, and blend into the architectural design of the skyway system. A colorful map showing pedestrian skyways and underground concourses should supplement the above signs to aid visitors and shoppers.

Bus stop signs must also be redesigned so that they provide the rider with all the necessary transit information. Clear route maps indicating the bus numbers and stops should be incorporated either on the sign or in a bus shelter. Large numerals, using the same graphics, should also appear on the outside of buses.

It may also be possible to install lighted directory maps, showing Downtown landmarks and routes, in key pedestrian locations, and to mark all historical buildings with specially designed signs.

Private Signs
Although there is a sign ordinance in effect, it does not have any specific policies or standards regulating the graphic design of both identification and non-related (billboard) signs. Such standards should be

incorporated in the ordinance, but they should be liberal enough to leave room for diversity and originality.

Identification signs should be more closely integrated with the building to which they apply, and although signs are a separate field of design from architecture, their solutions should be more architectural than they are now. There should be a relationship between the structure and the sign, and by the use of different styles of type face, the sign itself can almost reflect the building's function. The use of current modes of type faces in some instances can impart a fresh, contemporary impact. Although signs should not be overpowering, their design should be strong enough to effectively compete with the distractions of the street.

Signs do not always have to be verbal. Non-verbal, or symbolic signs can produce tremendous variety in the street scene, and when designed with clarity and ingenuity, they are often more effective than verbal signs. Once the meaning of the symbolic sign is well known, it can be recognized and mentally recorded much more quickly than a verbal message. The barbershop pole is a classic example. Central Minneapolis stores and restaurants can develop their own individual designs which, aside from being used on their premises, could be repeated on bags, advertisements, and promotions.

Non-related signs present special problems of their own, especially those signs which are either used strictly for advertising products, or are temporary. Very often, non-related signs are too large, becoming the dominant force in the view, yet designed with little concern for aesthetics. Stricter design control should be enforced, and non-related signs should be required to bear a relationship to the areas where they are placed. This can be accomplished by restricting their use within each district so that they pertain only to that area. For example, signs advertising an entertainment function would be allowed only within the entertainment district. Some districts, such as residential neighborhoods, would prohibit all non-related signs. In this manner, the incorporation of both categories of private signs, along with the exercising of specific design controls, can be a major source of identifying the various districts within Central Minneapolis.

In heavily traveled pedestrian areas, such as the skyways or along Nicollet Mall, special sections could be set aside for some non-related signs, especially those which are temporary and pertain primarily to concerts, exhibits, and other special events. They could be posted on kiosks or special sign towers with the size and design of each sign or poster regulated by specific design controls.

The entertainment district should be the only exception to this rule. The function of this area depends on the use of large signs, some lighted, others flashing, and they can become a major characteristic of this district. Instead of imposing restrictions on the maximum size of a sign, all businesses in this area would be required to have a minimum size sign. Those not pertaining to the entertainment function (product or store advertising) should also be permitted.

Principles and Standards
Sign ordinances and zoning regulations impose some sign controls, especially with respect to quantity and height, within each zoning district in Minneapolis, but there are cases where these regulations are ineffective with regard to the size, placement, and type of sign. There are also very few requirements regarding design principles and standards (for example, regulations on content and graphics) which, in many areas of the city, are more important than the size limitation of signs. Each district should be studied separately and the following design principles and standards should be applied where feasible. Some of these standards already exist, but it is well to repeat them here in order to obtain a comprehensive picture of the total design concept of signs throughout the city.

GENERAL REQUIREMENTS
– Signs should be legible and meaningful.
– Signs must be designed as part of the entire urban scene and not as individual elements separated from the total environment.
– The intensity of signs should vary according to the district, the type of message, and the standards of orderliness and conformity.
– Requirements for electric and flashing signs and signs on top of buildings should be regulated on a district basis.
– Roof signs should be limited to buildings which are totally occupied by one tenant, or to an establishment which occupies the top floor.
– Signs should be visually compatible to the architectural style and design of the building.
– Identification signs should contain only the name and function of the establishment.
– Identification signs should be permanent, non-projecting, and limited to one per facade.
Requirements for symbolic signs should be less restrictive.
– No projecting signs, other than those that identify the use and function of the premises, should be permitted. Well-designed symbolic signs should be used in place of verbal messages whenever possible.
– Signs announcing sales or special promotions should be regulated by district requirements.
– Requirements for identification of the name and function of the establishment on awnings and canopies should be determined separately within each district.



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172-174. Signs showing limited parking, no parking, snow emergency route. Symbolic signs are more quickly comprehended and attractive than verbal signs.

Non-Related Signs
– Billboards in Central Minneapolis should be eliminated wherever they disrupt views of major buildings, focal points, landmarks, or any pleasant view.
– Non-related signs should be prohibited on the tops of buildings, except within the entertainment district.
– Non-related signs should appear on kiosks or sign towers in specially designated areas of high pedestrian use.

175. Street furniture creates a sense of place and can provide much enjoyment.



STREET FURNITURE

In general, street furniture should complement the street and landscape and be part of the total scheme. A coordinated street furniture system should be developed which provides design standards and order, but allows for diversity within individual districts. Aside from Nicollet Mall, Downtown lacks any coordinated approach to the design and placement of street furniture. Furthermore, much of the street furniture is old and in poor condition, adding confusion to the streets and sidewalks and giving a false impression of decay.

Principles and Standards

Most of the street furniture should be redesigned and standardized so that the style, scale, shape, color, materials, and placement are interrelated. In developing such a system, the following design principles and standards should be followed:

– Individual pieces of street furniture should be designed to blend well with one another.

– Street furniture should be designed to human scale.

– Warm materials, such as wood, and native materials, such as granite, should be utilized.

– Neutral colors which blend well together and with the surrounding area should be used. Color is important. Well-designed street furniture can be ruined by crude and insensitive painting, and in particular, by an illogical use of two-color schemes and unsuitably bright colors.

– The materials and colors chosen should be durable and easily maintained.

– Both the total appearance and functional requirements of the street scene should be considered before street furniture is added.

– Street furniture should never interfere with pedestrian circulation; additions of street furniture to crowded streets should be made only after careful evaluation has shown such additions to be absolutely necessary.

– Various items of street furniture should be combined into one design whenever possible. Bus shelters could contain newspaper vending machines, trash containers, benches, transit signs, telephones. The major aim must always be to integrate individual elements into the total street scene.

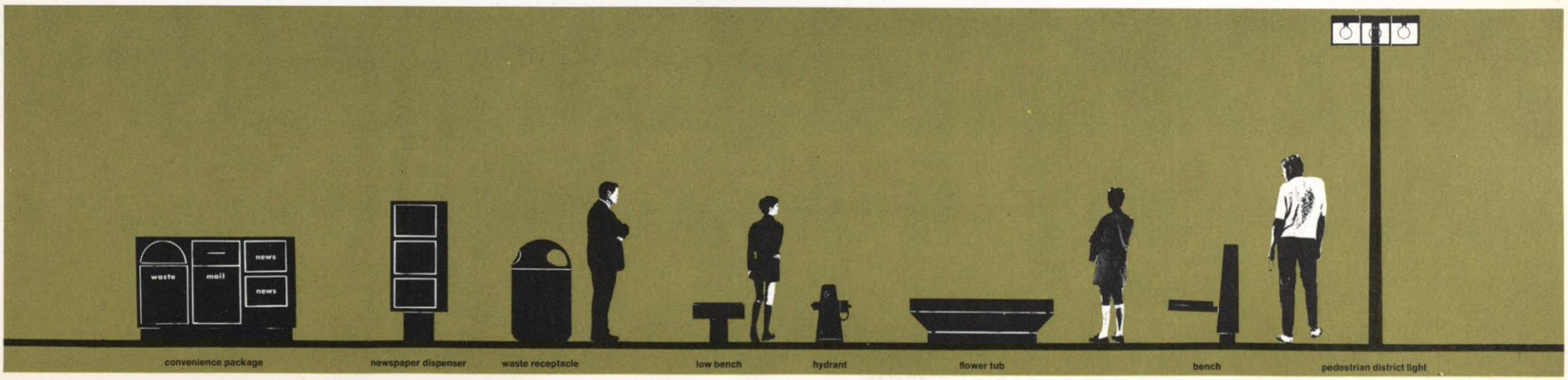
– There should be an increased use of pavement patterns, but their designs should be simple and should not conflict with the street furniture.

Design Control

Design control refers to the degree of control the city may exert (either through zoning or through an advisory design review committee) over the plan elements described in this chapter. The degree of contol necessary will vary depending upon the districts involved (as shown on the map on page 141). Areas bordering within 300 feet of freeway corridors, the Civic Center district, the junior college area, would all be under a high degree of control, whereas parts of Elliot Park Neighborhood, Industry Square, and the central business district would have lesser requirements.

Signs, landscaping, lighting, street furniture, setback, building height and bulk, building illumination, skyways, and land use would all be required to conform to the degree of design control set forth within the district as outlined in a series of design principles and standards. These principles and standards will comprise the Visual Form and Image Frameworks for Central Minneapolis as part of a total City Design Framework being developed in the Urban Design Study.

The design control standards would not be rigid — all would leave much room for choice and no attempt would be made to design individual buildings. Diversity, with some control and guidance, is a necessary step towards achieving a unique visual image for Central Minneapolis.



Environmental Quality Control

PARTIAL CLIMATE CONTROL SYSTEMS

Pedestrian circulation now moves on three levels: Second-story, street, and below-street. The most frequently used level is the street, with sidewalks (some heated) and arcades through some of the stores and buildings. Many of the arcades, however, do not interconnect and are poorly marked.

On the second level, a skyway system is being developed. Seven bridges exist or are under construction, and at least four more are programmed to be part of new building construction, a large increase in number that is indicative of their need and desirability.

Although the existing skyways connect many buildings and activities in the core area, they do not form a system of continuous movement. This could be rectified by building a completely connected, second-level circulation network. An increase in skyway construction and a specific location plan should be implemented.

There are some underground passageways between buildings, but most, if not all, are dark, dreary, poorly designed, and little used.

Second-Level Skyways, Arcades, and Courts

Weather Bureau records for 1968 show 150 days on which the Minneapolis temperature did not rise above 50 degrees, and 125 days during which there was a measurable amount of precipitation. The need and desire for protection of pedestrians in such weather was clearly expressed by the use of the first Downtown pedestrian skyways. Even though a partial pedestrian system was not completed on the second-story level, use of one of the first pedestrian bridges averaged about 7,000 persons on a typical summer's day, increasing to 18,000 persons a day during winter.



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176, 177. Climate-controlled skyways provide a pleasant and comfortable means of travel in Downtown.

The compactness of Downtown plus its northern climate demands that a weather-protected pedestrian level possess maximum continuity and directness, especially along its primary routes. Not only do the skyways offer protection from bad weather, but they also afford the pedestrian a safe and pleasant means of circulating within Downtown completely separated from motor vehicles and their pollutants.

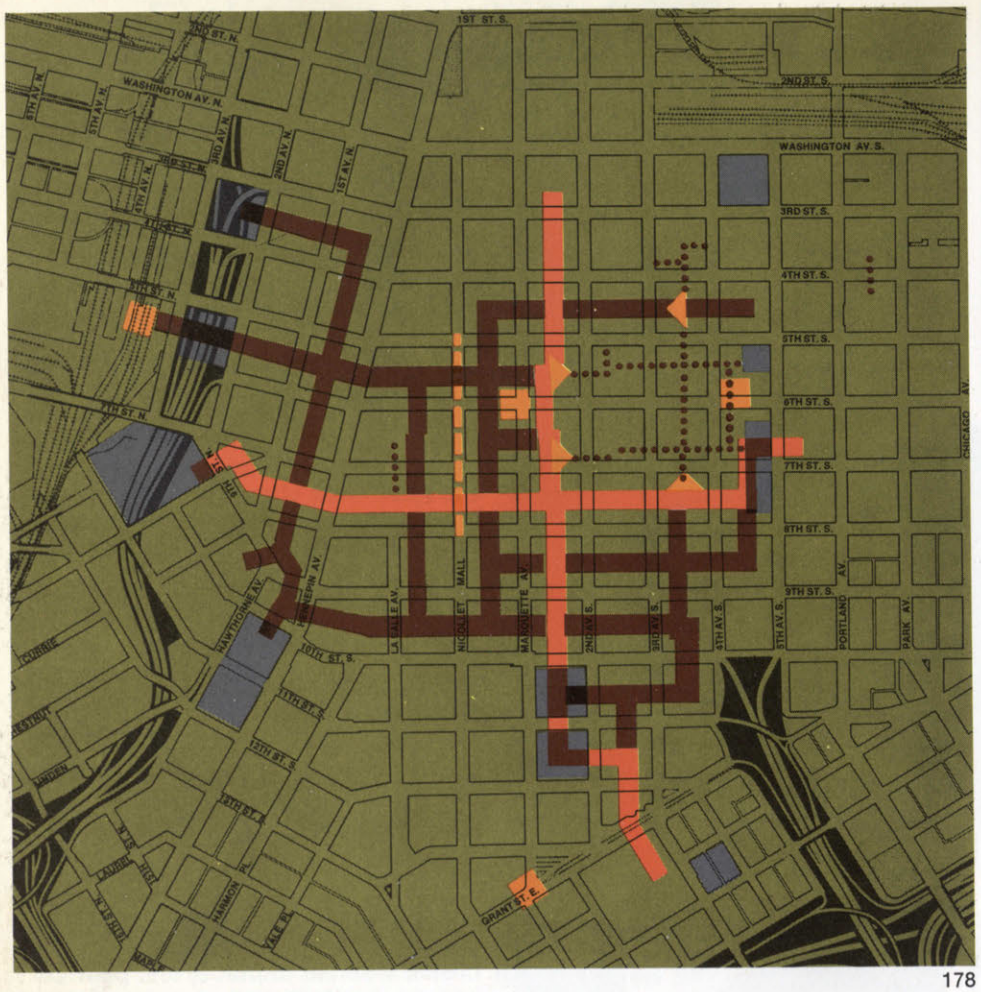
Skyway connections from offices and fringe parking ramps to the heart of the retail area should increase the value of buildings. Direct and convenient access from core parking to the retail area should also bring in increasing numbers of customers. Both large and small businesses can benefit from the system since, if built as planned, the skyways would connect a total of 54 blocks with an additional 13 blocks connected by below-street concourses and passageways which can tie in with the main second-level system.

The Skyway Plan

The skyway plan consists primarily of mid-block crossings which will connect with arcades through buildings to form one continuous system. The skyways will also connect with a series of enclosed courts which can create a sense of place, and provide beauty, comfort, and year-round activities. Some of these courts could rise several stories and be accessible from both the skyway and street levels. In order to carry out this plan, changes in the zoning law should require new Downtown developments to incorporate skyways into their building construction.

The remainder of the skyways and arcades through existing structures, as well as maintenance, can be implemented through the use of benefit assessments.

The three major consultants to the city and Downtown Council — Lawrence Halprin, Barton-Aschman, and



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Pedestrian Circulation Plan

- Primary Skyways
- Feeder Skyways
- Underground Concourses
- Interchanges Between Systems
- Rapid Transit Stations
- Fringe Parking Ramps
- Enclosed Mall

John Warnecke — as well as Marcou, O'Leary and Associates (who completed a study for Mr. Robert Short) have all recommended skyways in their respective plans. Together, they have recommended a total of 79 second-level walkways connecting 57 blocks. The Development Plan, however, is more selective and does not include all of the skyways proposed by these consultants. We propose, instead, a total of 64 skyways, of which 11 are existing or programmed for construction, with the total to connect 54 blocks.

When completed in 1985, the skyway system will contain two primary lines which generally run north-south and east-west. Feeder lines will be added to connect the rest of the area. The east-west primary line will provide direct access from the fringe parking along the Third Avenue N. distributor through the entertainment, retail, and office districts to the Civic Center, General Hospital and more fringe parking on the eastern boundary of Downtown. The north-south line will run from Gateway Center to the auditorium and parking on the south, and will pass through retail activities, the office core, and the hotel district. The feeder lines will tie the surrounding blocks into the system and complete the plan.

This skyway system is designed for extension and growth. Additional feeder skyways not indicated on the plan are encouraged through a developer's own initiative, as long as they connect to the total system to retain a continuous network. Rapid transit stations should also be connected to the pedestrian circulation system through concourses and passageways, with elevators and escalators to the second level.

Principles and Standards

The skyways and arcades should be as unobtrusive as possible and follow specific design standards:

- A clear walking path at least 12 feet wide (20 feet wide for all routes connecting to major peripheral parking ramps).
- Minimum vertical headroom of eight feet.
- Heated, air-conditioned, and well lighted.
- Maximum openness and use of glass.
- The inclusion of some multi-level courts and arcades to visually and functionally link the street and second-level systems.
- A carefully located system of open spaces within the arcades.
- Well designed signing system.
- Clearly marked skyway entries from the street level.
- Diverse activities along the routes, although these should not compete strongly with those functions on the street level.

It would be advantageous to standardize the design of the skyways and prefabricate parts to substantially reduce the cost.

Any pedestrian circulation system should be designed with the following criteria as major guidelines:

CONTINUITY

The skyway plan can achieve continuity by the incorporation of plazas, courts, and interior arcades connecting all of the second-level crossings.

CONVENIENCE

A functional system should be convenient for the pedestrian — easy to find and to get around in with a minimum of level changes. Some underground passageways are included in the plan, all of which — except for those to the City-County Building — have already been built. The new underground passageways are necessary because the skyway span required to cross the Civic Center plazas would be too great, and visually and functionally, skyways would ruin these major open spaces. The underground concourses should be wide and open with light and sculpture courts to dispel the feeling of enclosure.

SAFETY

By definition, the skyway system itself implies safety by completely separating the pedestrian from vehicular traffic. Connections to the skyways should be made by escalators and in some instances by elevators, but stairways and steel ramps should be avoided.

Ideally, the skyways should be operable independent of store or office hours. This goal can be achieved by using sliding glass walls and doors such as those found in shopping center malls. The system should be constructed with as few obstructions as possible to facilitate more efficient policing methods such as closed circuit television. Although television surveillance will not eliminate the need for physical patrol of the system, it will reduce the number of policemen needed.

COMFORT

The entire system should be heated, air-conditioned, well lighted, wide, and airy. The design should be orderly and the visual chaos often found on the streets should not be present in the skyway network.

DELIGHT

Surprises, happenings, and exhibits

can all be part of the total experience for people walking through the skyways. The arcades may contain retail shops, banks, brokerage offices, art galleries, information booths, kiosks, and special places for newsstands and flower stalls. There could be changing art displays and even areas where fashion shows could take place. Stores located on the street could use the second-level arcades for advertising displays. The enclosed courts can become exciting places for both children and adults to gather, eat, or watch other people passing by.

Visually, the skyways can provide a sense of unity among adjoining buildings. Strategically placed skyways can form effective gateways into Central Minneapolis.

Enclosed Plazas and Malls

Most of the existing plazas and other open spaces are now totally exposed and unused for almost six months of the year. By covering them, either permanently or for the winter season, enjoyable spaces can be returned to the pedestrian for maximum use, and the plazas can realize their full potential for the first time.

Permanent coverings can take the form of transparent domes or similar structures which permit natural light to filter through. The covered areas should be heated and air-conditioned and kept at the proper humidity to grow trees and other plants.

Seasonal coverings, which can be quickly erected and dismantled, include movable domes, air-supported balloon structures, and tension structures. There are designs for transparent domes which combine movable and stationary sections that can open the covered area to the outside. Such private developments as new housing and hotels should also incorporate enclosed spaces for their residents and guests.

In addition to enclosing some of the plazas and parks, we recommend that Nicollet Mall be covered from Fifth to Eighth Streets, with the possibility of extending this enclosure in the future. Nicollet Mall is a pedestrian street fronted by the city's major retail establishments, yet even with its heated sidewalks which melt the snow, the street is not pleasant to walk on many days during winter. A covered mall would not only increase business in the area, but would create a shopping environment unsurpassed anywhere. Activities which were either nonexistent in Minneapolis or else confined to the interior of buildings, could now take place along the street regardless of the time of year or weather. The buses should be replaced by other forms of pollution-free transit, and then cafes, bands, art displays, garden areas, flower vendors, and many other pleasant occurrences could be added.

Street-Level Pedestrianways

The street level will continue to be an active part of the total pedestrian circulation system and should be designed with the same five criteria in mind: Continuity, convenience, safety, comfort, and delight.

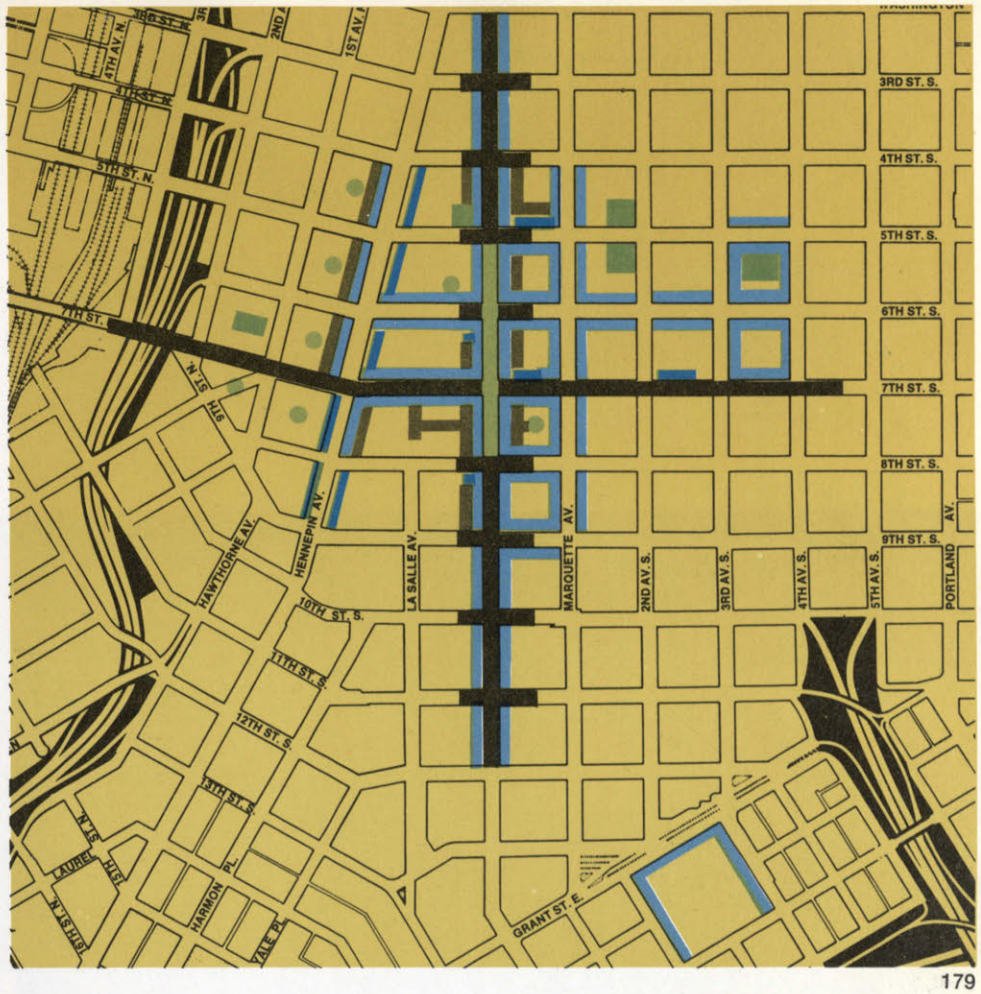
Along with street furniture, signs, street pavement, and building and facade design, a series of partial climate control devices and designs can be utilized to satisfy these requirements. Heated roadways, sidewalks, canopies, bus shelters, enclosed arcades, intermediate malls, and the enclosed plazas discussed above are some of the methods which can be employed.

Frequent and heavy snows during the winter impede both pedestrian and vehicular movement. Heated roadways and sidewalks will melt the snow upon contact. Ideally, all of the streets and sidewalks should be heated. Realistically, however, this is not possible within the next 15 years. The main pedestrian streets should receive priority, with Nicollet Mall and Sixth Street the first two indicated for heated roadways.

Although Sixth Street has not yet been developed as a major pedestrian route, it can become the main link between Nicollet Mall and the Civic Center. Heated roadways can increase the flow of automobile traffic during snowstorms and eliminate the problem of snow piling along the curb and blocking corners. Heated sidewalks can reduce the hazards caused by ice and snow and give the pedestrian a clear, wide path. Nicollet Mall already has heated sidewalks from Washington Avenue to 10th Street.

Heated canopies can be incorporated into the facades of existing buildings to melt the snow, warm the people beneath them, and provide more comfortable shelter for those waiting for buses. Special bus shelter canopies have been indicated along Seventh and Eighth Streets.

An intermediate mall is a relatively inexpensive and rapid means of achieving partial climate control. If there are many small stores or buildings along a street, it is possible to connect them all by opening parts of adjoining walls so that the pedestrian can walk through an entire block in totally enclosed comfort.



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Climate Control Systems

Heated Roadway
Heated Sidewalk
Heated Canopy
Intermediate Mall or Enclosed Arcade
Enclosed Plazas (permanent)
Enclosed Plazas (seasonal)



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This is convenient for the pedestrian and beneficial to the shops as well, since many people will pass through stores which they would not have entered otherwise.

Enclosed arcades serve the same function as malls, but they are more adaptable to new structures than to existing ones. To create an arcade, the main floor of a building could be set back and the resulting space in front would be totally enclosed and run between the property line and the building facade. The upper stories of the building could then be built above the enclosed arcade. The arcades should be open all day regardless of store or building hours and would be ideal bus shelters.

The major emphasis of the Development Plan is to keep the core area compact, pleasant, and pedestrian-oriented. According to the Circulation Plan, most of the streets in this area are intended to be used as secondary circulators for automobiles. By designing them primarily for pedestrian comfort, this concept can be reinforced, and with the resulting reduction of traffic congestion, the area can be safer and more pleasant.

POLLUTION CONTROL

Increasing urbanization, together with rapidly expanding technology, have caused new and potentially dangerous waste products which, if allowed to go unchecked, may threaten human existence.

Air, water, and noise pollution are dangerous to health and must be controlled now before the problem becomes too immense to handle. Man and technology have caused pollution and together they offer the only solution for preventing future problems as well as correcting existing ones.

Control of Air Pollution

The problem of air pollution has not gone unnoticed in Central Minneapolis. Public organizations such as the Metro Clean Air Committee and the Minneapolis Air Pollution Control office have made the public aware of the problem and efforts are being made to abate the effects. Through a corporate effort of industry and the air pollution control office, much has been accomplished and more work is under way.

Some industries in the area have already installed new equipment and have changed burning fuels. High efficiency scrubbers prevent emissions of pollutants at the source, and the conversion from coal burning to light oil eliminates the danger of sulfur emissions (from coal) polluting the air.

Two measures can control air pollution in Central Minneapolis: First, the reduction of emissions from existing sources; and second, appropriate planning to prevent or reduce emissions from new sources.

Many of the controls already instituted in Central Minneapolis have been of the first type: Improved engine design with control devices; the use of low sulfur content coal, light oil, or gas for heating; and the surfacing of streets and parking lots to prevent dust dissemination.

Land-use planning alone has little effect on the distribution of pollutants after they are produced. Through renewal, however, areas which contribute heavily to pollution could be cleared and rebuilt with stringent air pollution controls.

The clearance of non-conforming uses should also help to eliminate single spots of pollution, and a program of removal after amortization of structures should be instituted. In instances where removal is required, relocation incentives should begin to include grants to install anti-pollution systems, tax benefits for such installation, and cleared land for relocation.

Source control measures are seldom totally effective, and many times anti-pollution measures may not be economically or politically feasible. It is only through the urban planning process that air pollution can be effectively controlled. In order to avoid land-use and air-use conflicts in decisions relating to land use, all air pollution implications should be considered beforehand.

Since carbon monoxide is concentrated at street level and along the sidewalks, there is considerable merit in separating the pedestrian and the automobile. The development of second-level walkways and pedestrian malls in Central Minneapolis has resulted in some separation between the two, but this is only a means of living with the existing situation; it is not a corrective solution. Similarly, air pollution will be reduced as the result of the decrease of vehicles in the Downtown core when the freeway ring is completed and the fringe parking ramps are constructed.

As the number of automobiles and their use increases, new methods of air pollution control must be found. Car manufacturers will have to design engines which will not emit harmful particles and gases. As a supplement to such vehicles, a comfortable, convenient and high-capacity mass-transit system powered by relatively non-polluting (both air and noise) methods must be developed.

Control of Noise Pollution

Noise in certain districts, such as the entertainment and convention areas, may add the proper atmosphere as long as it does not exceed the tolerable level. On the other hand, noise is not as welcome in other areas — such as the office district — and the noise pollution in such districts should be controlled.

By knowing the possible ill effects of noise, and by applying certain criteria in building design and construction, it is possible to prevent, or at least control, unwanted sound. It cannot be assumed that an acoustical defect or an undesirable outside noise condition can necessarily be corrected after a building project is completed. By that time, a less than satisfactory solution must be accepted if, in fact, anything at all can be done.

Noise control can be implemented at three points: At the source; in the transmission path; and at the receiver.

The first and most effective type is control at the source. For industries, this could mean the suspension of noisy operations during certain hours or the change to a quieter method of operation.

The reduction of vehicular noise can be accomplished through the development of a more efficient muffler system and quieter engines. In addition, truck traffic should be restricted from residential streets during normal sleeping hours. Rapid transit should also reduce the number of automobiles Downtown. As the Metro Transit Commission proceeds in further developing a new transit system for the area, the city should review the noise impact of the system before approving it.

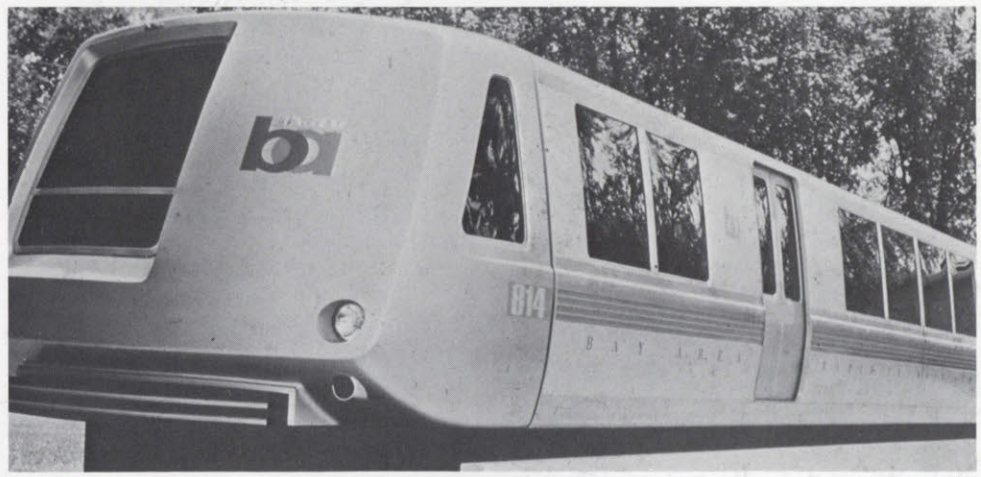
The second point at which noise may be controlled is within the path of sound. The simplest solution is to increase the distance between the noise source and the listener. This method is especially effective when building at the edge of a road.

Another method is to build a barrier between the source of noise and the receiver. The basic requirement for a sound barrier is that it must block the noise source. Such a sound shield must have reasonable mass, be impervious to air flow, and must neither vibrate easily nor leak air.

One type of barrier is an earth mound which can both block and absorb sound energy. Another is a wall of dense concrete slabs or blocks which could be free-standing without any window penetrations. When a building is next to a noise source, the side facing the source should be constructed with adequate noise insulation to act as a sound barrier. These noise reduction design principles have been incorporated in the illustrative site plans for riverfront housing and Elliot Park development.

It should be noted that plantings are not effective in noise control as they possess none of the physical properties required of a good sound shield. They are porous to air flow, vibrate easily and lack density.

When noise is within a building, it can be reduced by using acoustical absorbing materials in a room. Such materials are mainly useful in the room where the noise originates. Once outside noise enters, even the most highly rated acoustical treatment can only reduce the noise level by six to seven decibels.



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180, 181. New forms of mass transit are an effective means of combating air and noise pollution.

The third noise-control point, although not a solution, is to use noise protective measures at the receiver when levels are extreme and when all other methods have failed. This applies only to industrial plants and heavy construction sites.

Jet aircraft create one of the most powerful sources of man-made sound. Because of the proximity of the Minneapolis-St. Paul International Airport to Downtown, noise control of aircraft should be of utmost concern. The noise created by jets should be carefully studied before any final decisions are made concerning future use of the existing airport as well as the location for a new one. At present, a city ordinance prohibits airplanes from using city air space under certain weather conditions, and also prohibits training flights over the city. This ordinance is not being enforced, however, in order to give the airline companies time to develop their own controls.

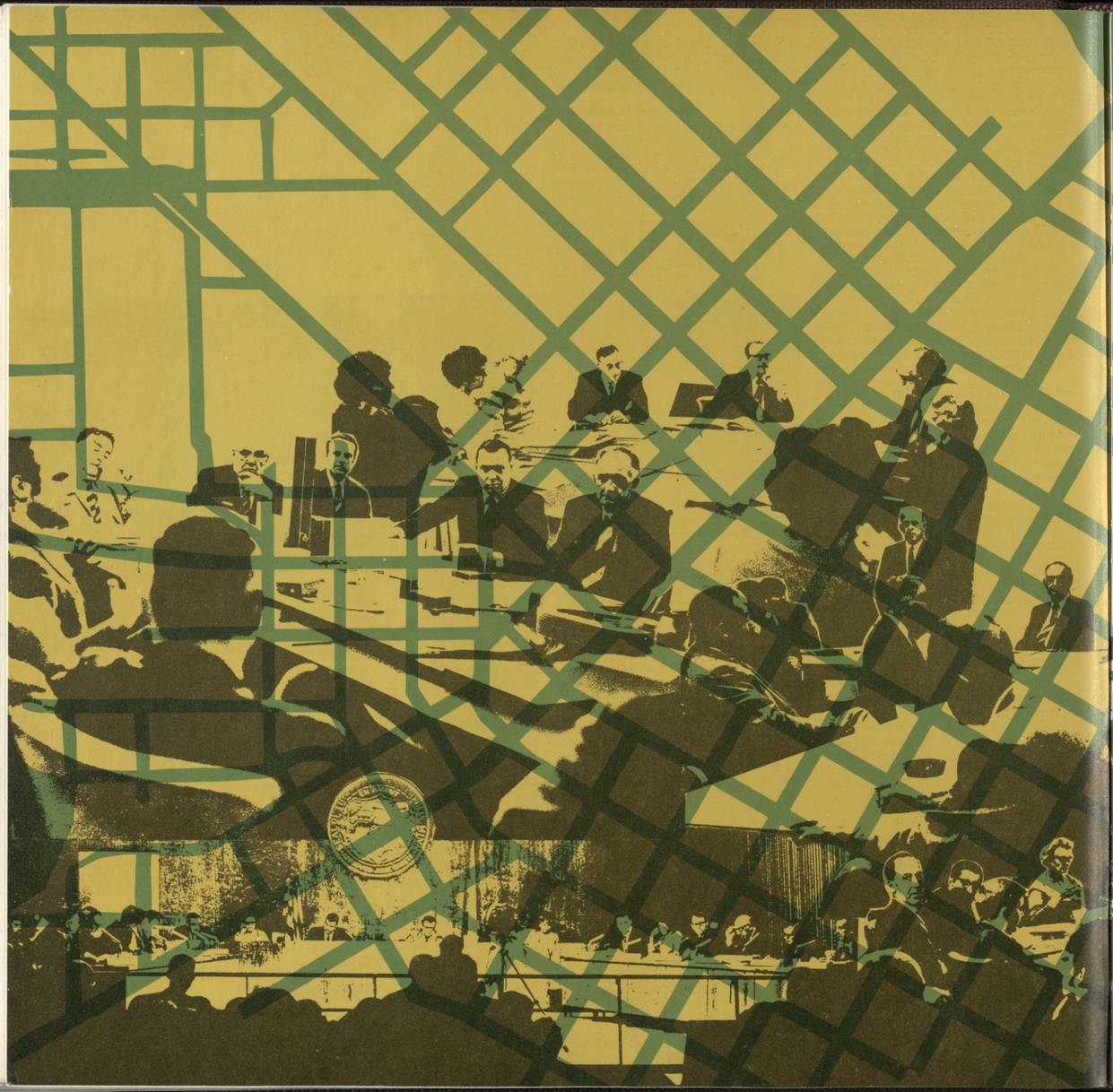
Control of Water Pollution

As in other types of pollution, water pollution in the Mississippi is an area-wide problem which cannot be solved at the local level. On the other hand, Central Minneapolis must do its share to prevent further contamination of the river as it flows through that area, and to reduce the pollution which exists now.

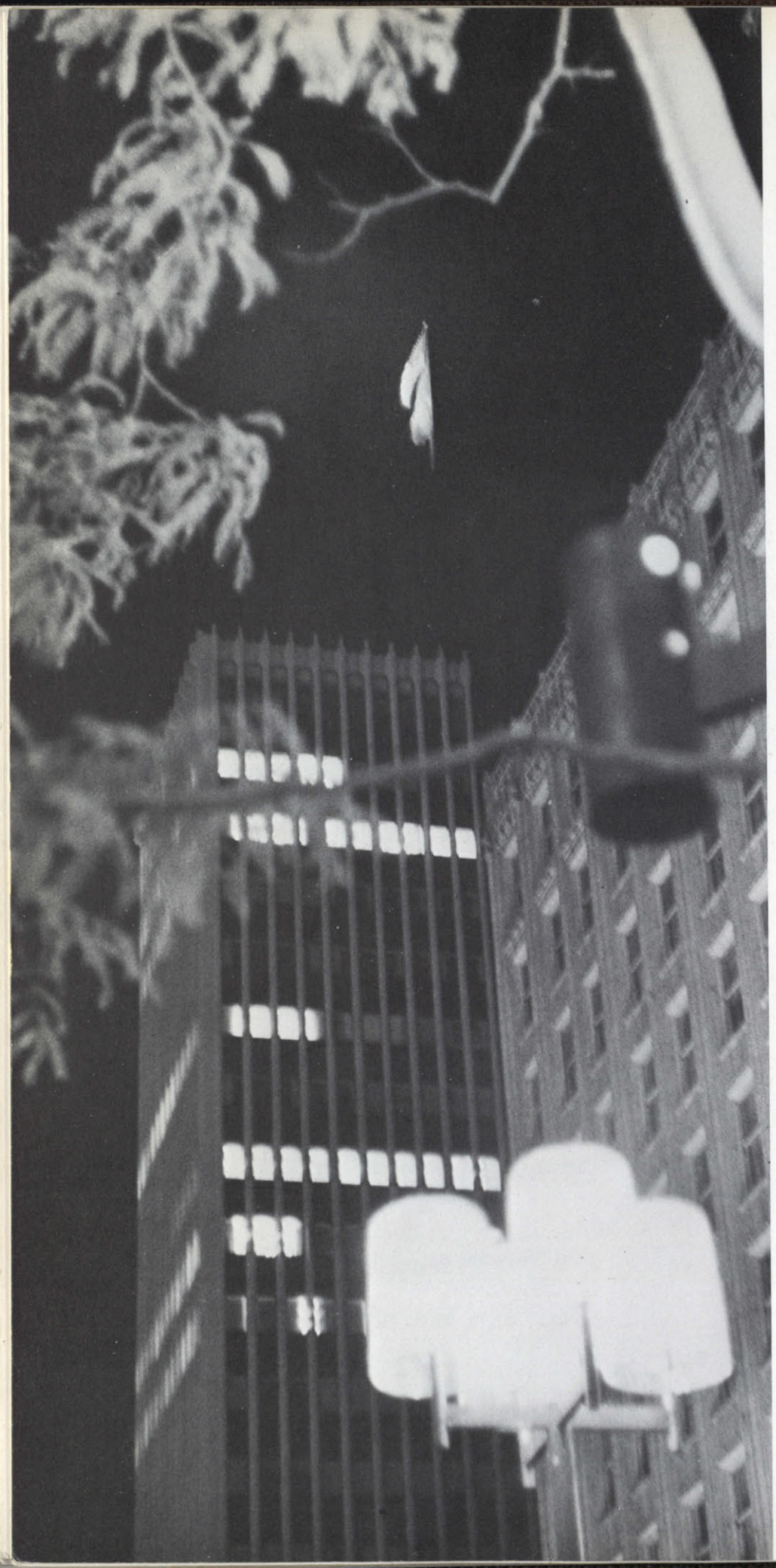
The Mississippi River will continue to be one of the major receivers of sewage effluent in the metro area, a situation which necessitates the construction and operation of adequate sewage treatment plants so that only treated wastes reach the river.

The amount of effluents will increase substantially as new developments, both residential and industrial, rise along the river's edge. Their waste products must be treated and be part of a single metropolitan sewage disposal system. Combined with such a system, there must be adequate safeguards to prevent raw or inadequately treated sewage and industrial waste discharge into either the Mississippi or any other body of water.

It is possible for high water quality standards to be maintained in the river as it flows past Central Minneapolis, but these standards can only be assured by stringent operating programs with constant monitoring of water conditions. In addition, such an operation must have the means to provide quick and appropriate ameliorative action when the pollution level falls below accepted standards.



THE PROGRAM



Implementing the Plan

INTRODUCTION

Putting the Development Plan into action requires a coordinated response that can only be made by a partnership between government and the city's business leaders. In the past, this partnership has paid large dividends to Minneapolis. In Central Minneapolis, alone, it has

– planned and built the $3.8 million Nicollet Mall, which by January 1969 had generated $140 million of both new private construction and rehabilitation either on the mall or in adjacent locations.

– replaced 24 blocks of the city's worst blight — including some 68 acres near the heart of Downtown — with new offices, hotels and apartment towers.

– enlarged the municipal Auditorium and Convention Hall at a cost of $16 million and encouraged enough new and expanded hotel-motel construction to add about 2,400 more hotel and motel rooms.

– built the Tyrone Guthrie Repertory Theatre with $2.2 million in public contributions.

– initiated construction of a new Walker Art Center at a cost of $6 million.

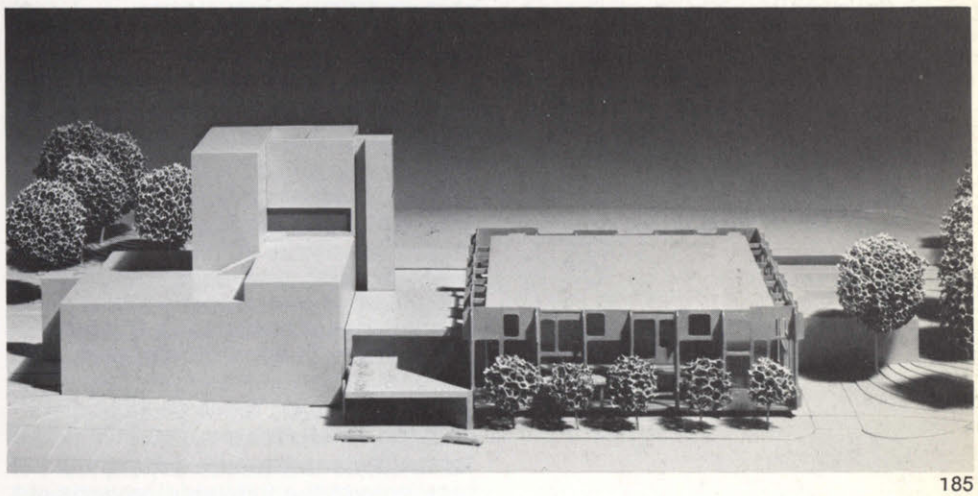
A continuing, creative partnership between the public and private sectors, then, is vital to the plan's realization.



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182-185. A creative partnership between government and the city's business leaders has resulted in such new development projects as Nicollet Mall, Gateway Center, Guthrie Theater, and the new Walker Art Center, to be completed in 1971.

How does this partnership work? Both government and business play certain key roles. Government, through such decisions as the location and improvement of streets or what area should undergo renewal, determines and shapes the development decisions made by private enterprise. Private interests undertake most new building construction — particularly entertainment, hotel-motel, and office and retail space — as well as the remodeling of existing buildings. Private enterprise joins with public officials to develop new housing and industrial areas.

Although the Development Plan outlines courses of action and the tools for implementing them, it remains the task of private enterprise to do much of the actual development. Individual firms are therefore encouraged to examine the wide range of opportunities offered, and to incorporate any of these opportunities into their own plans, as they meet their individual needs. Building and property owners in Central Minneapolis are encouraged to follow the plan either by rehabilitating existing structures or by building new ones.

The target date for the full realization of the Development Plan is 1985. In order to facilitate completion by that time, business and civic leaders and possibly government officials could form a nonprofit development corporation to buy land and assemble building sites. Over a period of years, this corporation could ease the way for good development by channeling available land into uses that will meet the objectives of the comprehensive plan.

Before such action can be taken, however, the Minneapolis Planning Commission must adopt, and the City Council must endorse, the Development Plan. With this public support, the plan may be used as a guide for coordinating all capital improvements by the city, and may stimulate private investments which will help to carry out the development goals for the Metro Center. Organizations such as the Downtown Council will also play key roles by encouraging private enterprise to actively participate in developing and expanding the Metro Center.

The following discussion of the implementation of the Development Plan is divided into four parts: First, a discussion of necessary legislative tools; second, cost estimates and a financing program; third, the staging of the various programs; and finally, the administrative reorganization, in both the public and private



186. Interior of one of Downtown's seven existing skyways.

sectors. Within each section, we have made specific recommendations for the plan's implementation.

PROGRAMMING DEVICES

Both renewed confidence in Central Minneapolis and stimulation of new private investment depend largely on the positive action of government. This public action should be twofold. First, government should initiate steps to create the tools needed by both the public and private sectors to carry out the plan. Second, government should begin to take action on those parts of the plan for which it is responsible.

To facilitate this public action, we recommend the following government programming devices.

Creation of a benefit assessment district for the construction of a climate-controlled pedestrian network in Downtown. This district is created to finance, by property assessments, the development of a pedestrian network which will benefit all assessed property within the district. This network will include skyways, enclosed plazas, underground passageways, elevators, moving sidewalks, and possibly heated canopies and sidewalks.

The Elwell Law (Minn. Statutes Chap. 430) authorizes benefit assessments for new and improved streets and the acquisition and improvement of parks. We recommend that the Elwell Law be amended to authorize assessments for a pedestrian walkway system. This amendment should also provide for the acquisition of space in existing buildings to create arcades between skyways, "meeting areas" at the intersection of arcades, and maintenance of the pedestrian system.

Certain revisions in the text and mapping of the zoning ordinance. These revisions will encourage development in accordance with the Development Plan and will also help to insure the best possible standards of design.

The following changes are recommended.

1. Establishment of a residential district along the riverfront, and a new zoning classification with a lot coverage control.

This new classification would include a relatively large lot area requirement which is reduced significantly when the property is improved under planned development. Residential district regulations could allow part of the required open space and lot area in the planned development plat to be designated as a park.

2. Revision of the zoning text to restrict parking in the B4 (Downtown retail) district to accessory parking (less than 200 spaces); no major parking facilities (more than 200 spaces) would be allowed.

In order to avoid undue traffic congestion, the Director of Public Works should be able to limit the number of accessory spaces per street frontage per block, and per street for the length within the limits of the B4, B4S, B4C, and B4SP districts.

3. Mapping the B4SP (central service parking) district to serve the B4 and related districts as peripheral parking.

The B4SP district should be reviewed in terms of the accessory uses and intensity of development that are allowed. Parking in this district should serve as peripheral parking to Downtown rather than serving accessory uses within the parking district. The boundaries of the parking district should conform to the recommendations of the Parking and Circulation Plan.

4. The creation of a new zoning district for entertainment.

The major axis of this entertainment district would be Hennepin Avenue

from 4th to 10th Streets. Predominant use in this district should be entertainment establishments including, but not limited to, art galleries, music halls, night clubs, theaters, movie houses, and exhibition halls. In addition, accessory uses which would increase tourist trade and attract business and industry would be permitted.

5. An examination and revision of the present sign ordinance.

Sign controls should be strengthened by setting new standards as well as by establishing sign districts according to particular types of activity.

In the main retail area (along Nicollet) and on other streets such as Marquette and Second Avenue South, sign regulations would continue to limit the proliferation of different sizes and types of signs.

In the entertainment district, each recreational, entertainment or commercial establishment would be required to have a sign regulated by certain minimum standards: Be of a minimum size or larger; contain at least the type and name of the business establishment; and have a minimum amount of illumination. These regulations would apply to a street only when the entire block length fell within the entertainment district. If only part of the block fell within that district, the sign regulations of the contiguous district would apply.

In order to create effective communication through the use of signs, we recommend that, before any new sign is erected, the plans be reviewed and approved by the Director of the Planning and Development Department.

6. An examination of the present basic floor area ratio (FAR), giving careful consideration to its possible reduction.

The present FAR does not encourage the development of amenities in order to qualify for a premium. A lower FAR, plus a revised premium system would encourage, rather than limit, quality development along the lines of the plan.

Premiums are an effective means of creating amenities and will encourage individual property owners to add features to new developments that will enhance the surrounding area and Central Minneapolis as well. There should be additional premiums given for such new development facilities as weather protection and pedestrian walkways.



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System of Design Guidance

System of Design Guidance (based on design standards and principles for the degree of design guidance in each area)

Maximum

Minimum

Since the best results from the use of premiums occur when the accessory features on different properties are varied from and complementary to each other, premiums would not be given unless a development is considered, following a design review, to be in harmony with the Development Plan.

The city adoption of a program to maintain and preserve buildings, lands and districts with historical, archeological, or architectural value in order to promote the cultural, educational, and economic well-being of the people of Minneapolis. This program requires new state legislation authorizing municipalities to establish historic preservation commissions as recommended by the Minneapolis Urban Design Study.

This bill should provide for municipal regulation and control of historic preservation in either of two ways: By voluntary agreements between the owner of property of historical value and the city; or by laws requiring property owners to obtain city permission before any structural changes can legally be made. The choice of a form of regulation, however, should be made by each municipality, and this choice of control should be subject to municipal change.

Once the state law is passed, Minneapolis should develop a two-step implementation program as outlined in a recent study, *Preserving the Heritage of Minneapolis*, prepared by the legal firm of Ross, Hardies, O'Keefe, Babcock, McDugald, and Parsons for the Minneapolis Planning and Development Department and the Minneapolis chapter of the American Institute of Architects, May 1969. (For further details, see No. 5 in the section on administrative organization.)

The designation of city design districts. In order to obtain the best quality of development, certain strategic areas will be designated as city design districts. These districts could take several forms: Corridors, such as the areas along the freeway; districts, such as the land surrounding the proposed civic center; or nodes, such as the terminal of I-35W. These city design districts would be based upon the Visual Form and Image Frameworks for Central Minneapolis.

City design districts must be included in the zoning ordinance. They would not necessarily conform to the boundaries of zoning districts, however, but would appear and continue wherever necessary to achieve certain design objectives.

The review of design within city design districts by a newly created advisory committee. This new committee would serve as a technical advisor to the Planning Commission and would have the responsibility of reviewing the design and layout of buildings, signs, structures, and sites. If a specific design was rejected by the committee, a two-thirds vote of the entire Planning Commission would be required to approve it.

The design committee would use the following criteria in evaluating land use and the plans and elevations for proposed buildings in each city design district:

1. The general exterior and appearance of buildings, including height, bulk, size, and shape.
2. The color and texture of surface materials.
3. The relationship of proposed buildings to existing buildings and other structures in the area.
4. The setback and landscaping of yard areas.
5. The design, size, type, and location of all signs, walls, fences, and outdoor storage.
6. The illumination of buildings, grounds, parking areas, and signs.
7. Any other feature or item having a direct relationship to the general appearance of the buildings and premises.

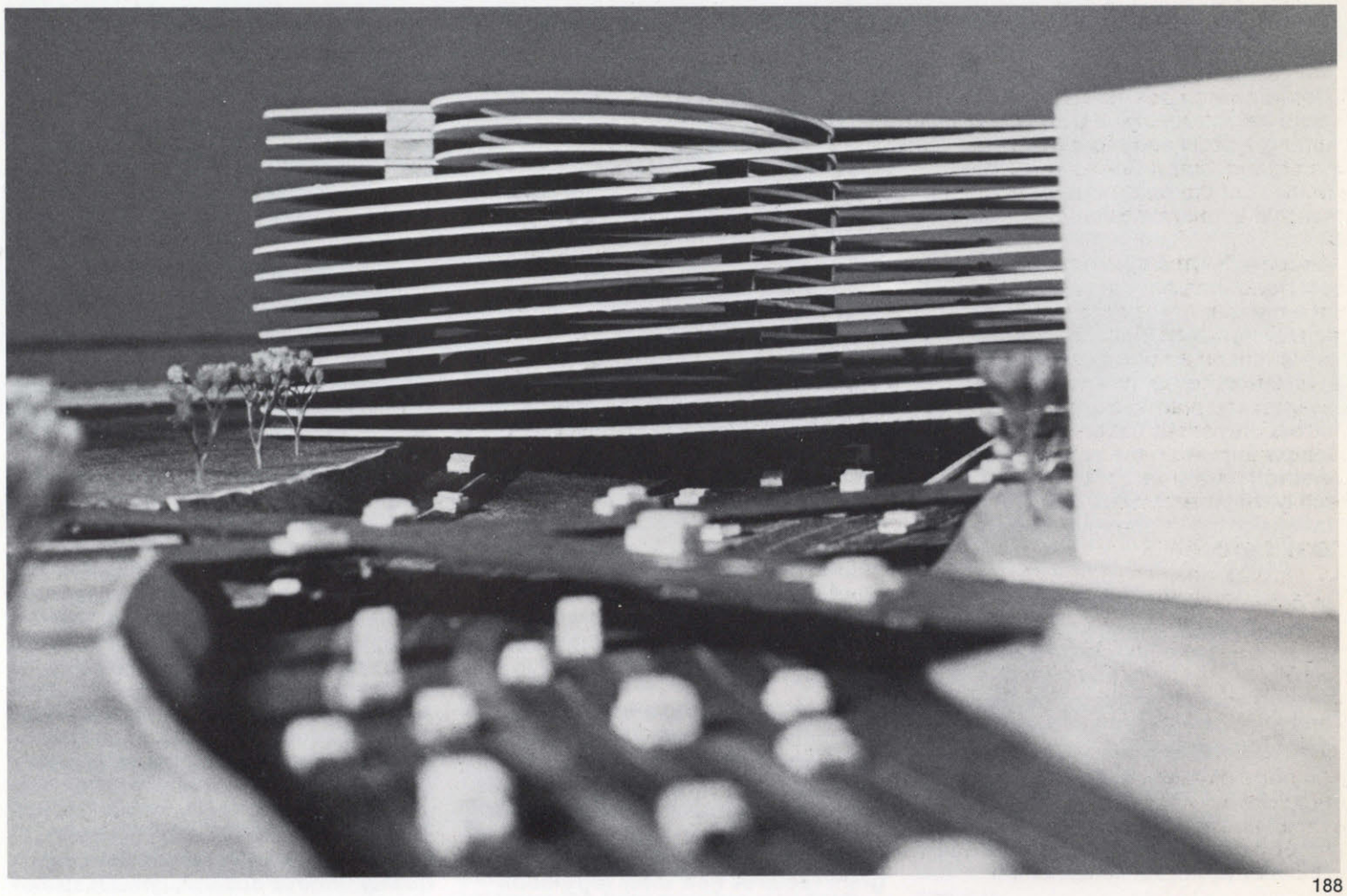
An alternative approach toward achieving quality control of Downtown improvements would be the continuous and expanded use of zoning premiums. In this approach, a premium would be awarded to a developer who followed specific design standards adopted by the city (most likely as part of the zoning ordinance). These standards could be specific — a skyway plan showing the exact location of skyways, or general — a landscaping plan listing accepted types of landscaping.

In order to qualify for a premium, building and site plans would be reviewed by the Director of the Planning and Development Department. If the designs met the standards of, and were consistent with, the Development Plan, specific premiums (as listed in the ordinance) would be granted. While this expanded use of premiums would not guarantee good design in every case, it could promote and encourage it.

We do not favor this expanded premium approach to improve urban design. It should be followed only if the creation of an advisory design committee fails to get the necessary legislative support, and even then it should be considered an interim measure until the advisory committee is established. (For further details, see No. 2 in the section on administrative organization.)

The immediate development of peripheral parking facilities.
1. Private enterprise should be encouraged and given the opportunity to develop these facilities. If this is not feasible, the city has broad legislative powers to develop parking garages either independently of, or in conjunction with, private enterprise. The powers given to the city by the state legislature (Minn. Statutes Chap. 459) include:
- The right to issue bonds to finance parking facilities, securing low interest rates by supporting the bonds with the city's full credit rather than charging them against the city's debt limit.
- The right to acquire land by using powers of eminent domain. This land could then be leased to a private agency to build and operate a parking facility.
- The right to acquire land, build parking structures and then either operate them or lease them to a private agency for operation.

2. The city of Minneapolis should investigate the use of a parking fund which would operate as follows:



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188. Development of peripheral parking facilities, such as this ramp over the Third Avenue N. distributor, is an essential step in reducing Downtown traffic congestion.

Developers of a new building would be required to provide a specified number of parking spaces in proportion to the size of the building. But instead of constructing the parking as an auxiliary part of the building, the developers would give a specific sum of money (for each allotted parking space) to the city's parking fund. This fund would then be used to build new parking facilities in accordance with the Development Plan.

3. We recommend that the state legislature give municipalities the power to lease the air space above municipally owned parking facilities for the construction of privately owned buildings, and the ground floor in municipally owned parking facilities for the operation of commercial enterprises. Such power would help to reduce the cost of the parking system, lead to multiple use of land, contribute to the compactness of the central area, and may add to tax revenues.

Although the programming devices described in this report will provide the necessary means for carrying out the Development Plan, its implementation must not rely solely on legalization, force, or restriction. In order for the plan to be most effective and beneficial to the people of Minneapolis, it must have the coordinated and enthusiastic support of both government and business.

COST ESTIMATES

An important aspect of any development is how much it will cost. Based on preliminary cost estimates, the Development Plan will require a 15-year Central Minneapolis investment of $823 million, as well as a substantial investment at the metropolitan level.

Any fair evaluation of the total cost of the Development Plan depends on a consideration of the plan in its proper perspective, or context. What is this context? It is comprised of several facts. The first and most basic of these is a truism: Progress costs money. The major improvements required to raise the quality of life in Central Minneapolis to the public's aspirations will demand more of an annual outlay in the next 15 years than has been spent annually in the past 15. On the other hand, these improvements will far surpass what has previously been accomplished.

A second point to consider is that many of the plan's major improvements — streets, parking facilities, new public and private buildings — because of past development and anticipated need would have to be made even if no Development Plan existed. In these cases, the plan assures that already necessary expenditures are made at a time and place that will be most beneficial to Central Minneapolis, and consequently, to the entire city. Neglecting to make these improvements now will only force the city to eventually make them at an even greater cost to the taxpayers.

Third, the plan includes many low-cost services — baby sitting, strollers, lockers, visitors' bureau — which can be started immediately and which, by making Downtown shopping easier and more pleasant, will foster development of private enterprise.

Finally, and of major importance, is that Central Minneapolis is no longer just the center of a city. Within the past few years it has become the heart of a metropolis, an expanded role that carries with it an increase not only in prestige but in responsibility. Plans made to strengthen Central Minneapolis, therefore, will also strengthen the metropolitan area. But even though Central Minneapolis plays such a pivotal role in the metropolis, the fact is that the cost of the Development Plan is not even 10 percent of the anticipated metropolitan expenditures for construction.

Because Central Minneapolis is, and will increasingly be, a metropolitan center, it is difficult to strictly confine either the costs or the benefits of the plan to the center city. The Development Plan could actually be considered part of the total cost of metropolitan development. In the cost estimates, however, some distinction is made between costs allocated to Central Minneapolis and those considered metropolitan-wide expenditures. Those programs that are located in, as well as being directly related to, Central Minneapolis are considered Central Minneapolis costs. Those programs which are partly located in and benefit Central Minneapolis, but are really a part of a metropolitan program are considered metropolitan costs.

The accompanying table gives the preliminary cost estimates (in 1969 dollar values) for the various programs in the Development Plan. More detailed estimates based on appraised values, engineering drawings, etc., will be required before construction can begin.

FINANCING PROGRAM

Business and all levels of government — city, county, state, and federal — will share the investment required to implement the Development Plan. This public commitment to Central Minneapolis in terms of financial support will not only create increased confidence in that area but will stimulate much new private investment.

City, County and State Financing

Because public action is a vital catalyst to development in Central Minneapolis, the city, through its financial program, should begin to implement the plan now.

The city's financial program is divided into three categories: Tax-supported funds; municipal enterprise funds; and capital improvement funds.

Tax-supported funds include all those activities which receive any financial support from property taxes. These funds together comprise the city's budget for operations and debt service. Television surveillance of the pedestrian walkway system, increased police patrols, street maintenance, street lighting, parks, and recreation (including tree planting) are some of the programs which would be financed by tax-supported funds.

Municipal enterprise funds are those which support themselves by charging for the services or facilities they provide. The municipal auditorium, city market, and parking meters are all financed through municipal enterprise funds. Once developed, new parking facilities could also be supported by this means.

Capital improvement funds include all capital improvement projects except minor projects financed from municipal enterprise revenues. Facilities for recreation (park land acquisition, to include the riverfront park), cultural development (possibly the cultural center), transportation, air, noise and water pollution, and urban renewal are all capital improvement projects.

Hennepin County, with its power to issue bonds, is responsible for financing county projects that are located in Central Minneapolis. Hennepin County should indicate its support of the Development Plan by following the plan's suggested location of the new General Hospital facility and by beginning now to finance its share of the new Civic Center.

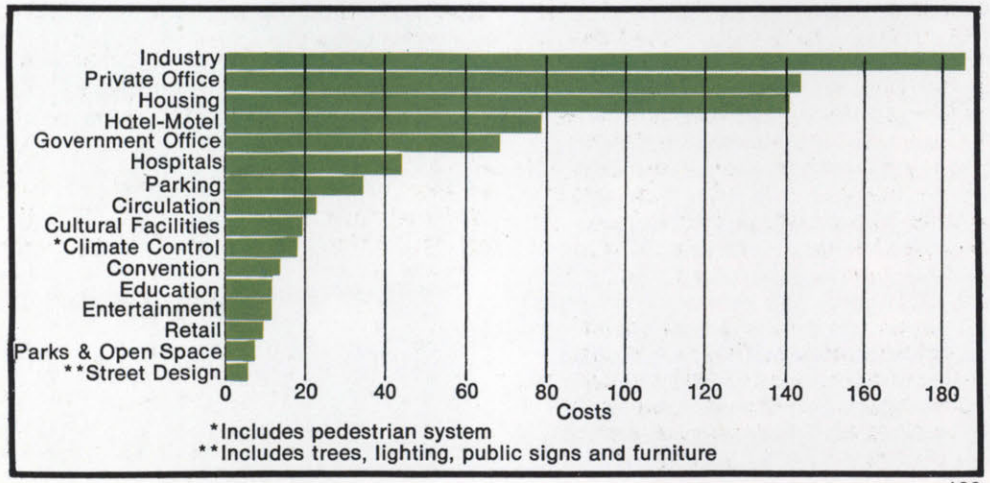
The State of Minnesota is also responsible for financing Central Minneapolis projects, including Metropolitan State Junior College in the Loring Park area and highway projects such as the Third Avenue N. distributor.

At the metropolitan level, the Metropolitan Transit Commission should continue to develop its $66 million capital improvement proposal, which includes an improved bus system and the commission's operation of a metropolitan rapid transit system. The MTC should also continue its support and financing of a new system of bus signs and shelters in Central Minneapolis.

Federal Financing

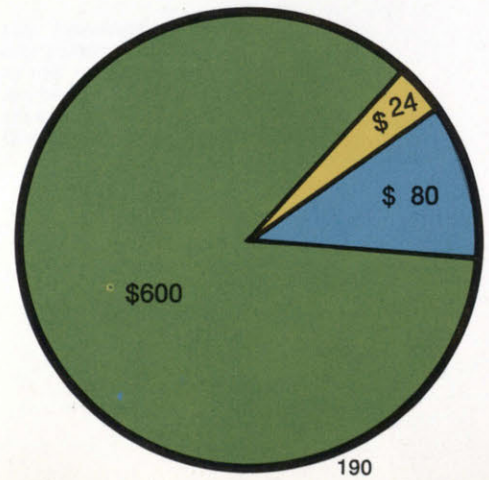
Financing for many Central Minneapolis projects such as housing, transportation, open space, and urban renewal should be obtained from the federal government, which has a va-

Central Minneapolis Investment
(in millions of 1969 dollars)



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Metropolitan Investment
(in millions of 1969 dollars)



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riety of grants and programs for which these municipal projects qualify. Among these federal programs is the Urban Mass Transportation Capital Assistance program, which provides financial aid to public agencies for capital improvements to mass transportation systems. Grants are made for up to two-thirds of the cost of improvements that cannot reasonably be financed from revenues. Grants and loans are available for the acquisition, construction, reconstruction or improvement of facilities and equipment that will be used in mass transportation systems.

The recently enacted Federal Highway Act provides federal aid to construct parking ramps designed to meet commuter needs. The recommended peripheral parking facilities should qualify for some federal aid under this law.

Approximately 20 percent of the housing development in Central Minneapolis will be subsidized through the Senior Citizens Housing program and federal low-rent housing programs, which provide for housing construction, purchase from private developers or builders (the turnkey method), or lease from private owners. In addition, there are other federal programs for rent supplements and mortgage insurance.

The federal Urban Beautification and Improvement program provides matching grants to assist communities in carrying out the beautification and improvement of publicly owned and controlled land such as parks, waterfronts, streetways, and squares.

The Open Space Land program provides 50-percent grants to help preserve open spaces having either park, recreation, conservation, scenic, or historic value. Matching funds are available to help communities develop lands that have been acquired under this program. The riverfront park in Central Minneapolis could qualify for such federal aid.

Various federal urban renewal programs provide technical and financial assistance for the elimination and redevelopment of slums and blighted areas. In Central Minneapolis, Industry Square has been designated as a renewal area to be redeveloped, preferably according to the Development Plan.

The North Loop industrial area would most likely qualify for urban renewal funds. Preparations should begin now for submission of North Loop as an urban renewal area and to determine its priority among other renewal areas in Minneapolis.

In addition to clearance and redevelopment, there are other forms of renewal which can be used in the Loring and Elliot Park Neighborhoods. Both the Rehabilitation and Code Enforcement programs provide grants for municipal activities that will raise inferior structures to acceptable standards. Property owners may also obtain financial assistance for conserving and improving their homes.

Much of Central Minneapolis south of Interstate 94 is part of the Model Cities area, which could qualify for federal assistance through the Model Cities program.

As we have stated, many of the projects in the Development Plan already qualify for federal assistance. How *much* assistance, of course, depends on how much federal money will be available for programs of this kind. At present, America's tight money policy has caused a reduction in some federal assistance programs. In the coming years, however, a change in the nation's economic climate may reverse this trend.

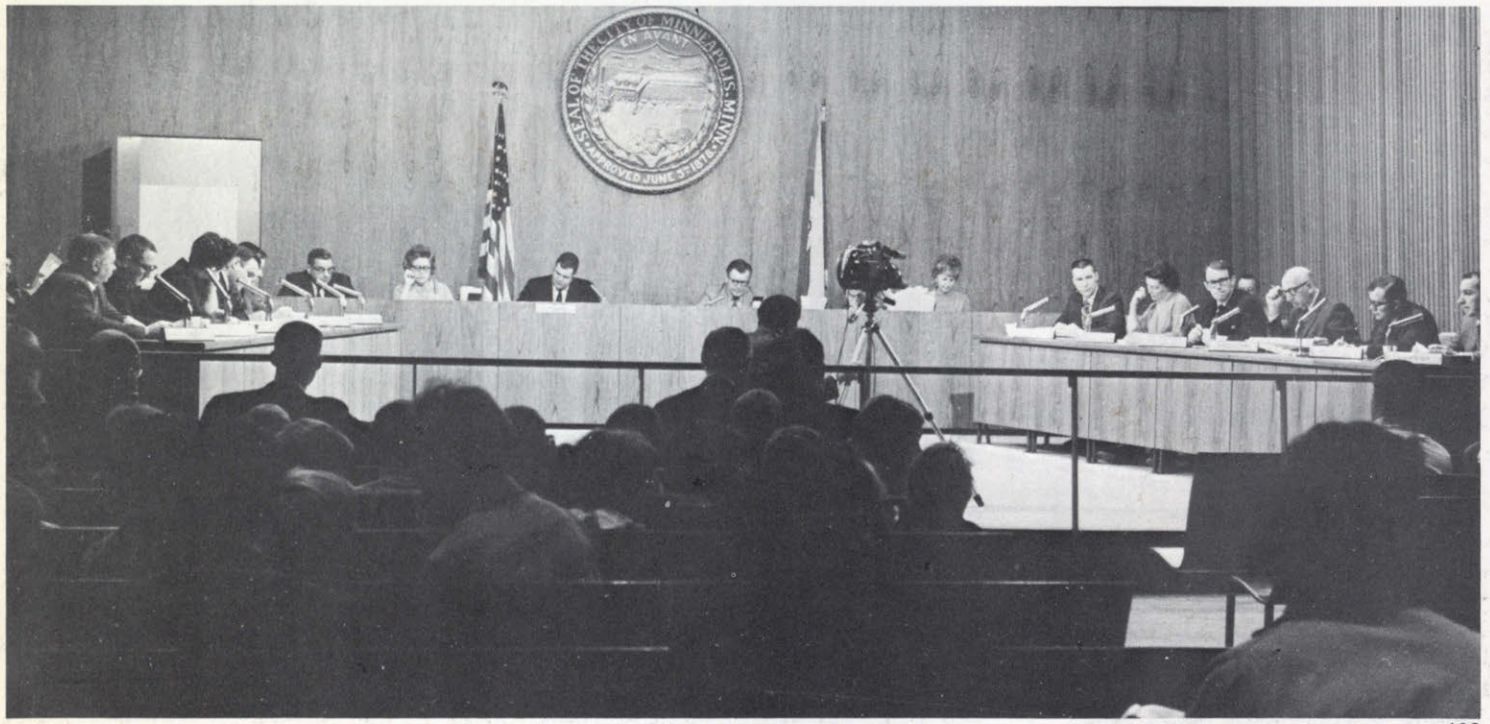
Changes in national priorities also affect federal spending programs. For example, the federal government recently proposed a $10 billion, 12-year program to upgrade transit. While this proposed sum is well be-



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District Development and Implementation Methods

- Urban Renewal Committed Program
- Urban Renewal Tax Increment
- Public Projects
- Private Institutional
- Model Neighborhood
- Rehabilitation and Code Enforcement
- Private Rehabilitation
- Private Acquisition and Development



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192. The City Council in session.

low recent federal spending for urban area highways, it represents a great increase over present spending for transit. This transit proposal plus others, including a transit trust fund similar to the highway trust fund, shows the federal government's increasing concern for urban problems. In the future, this growing concern combined with favorable economic conditions may increase federal spending in urban areas.

The Total Investment

Total public investment in the Development Plan will be about $250 million. Of this amount, the federal government, through its various programs and funds, will pay $76 million. The remainder will be allocated on the state, county, metropolitan, and city levels.

Much of the public cost to the city of Minneapolis is for functions, such as parking facilities and the convention center, which are not only self-supporting on a day-to-day basis, but which also make payments on the city's bonded debt. Some of the public costs, the funding for a new General Hospital for example, are already committed.

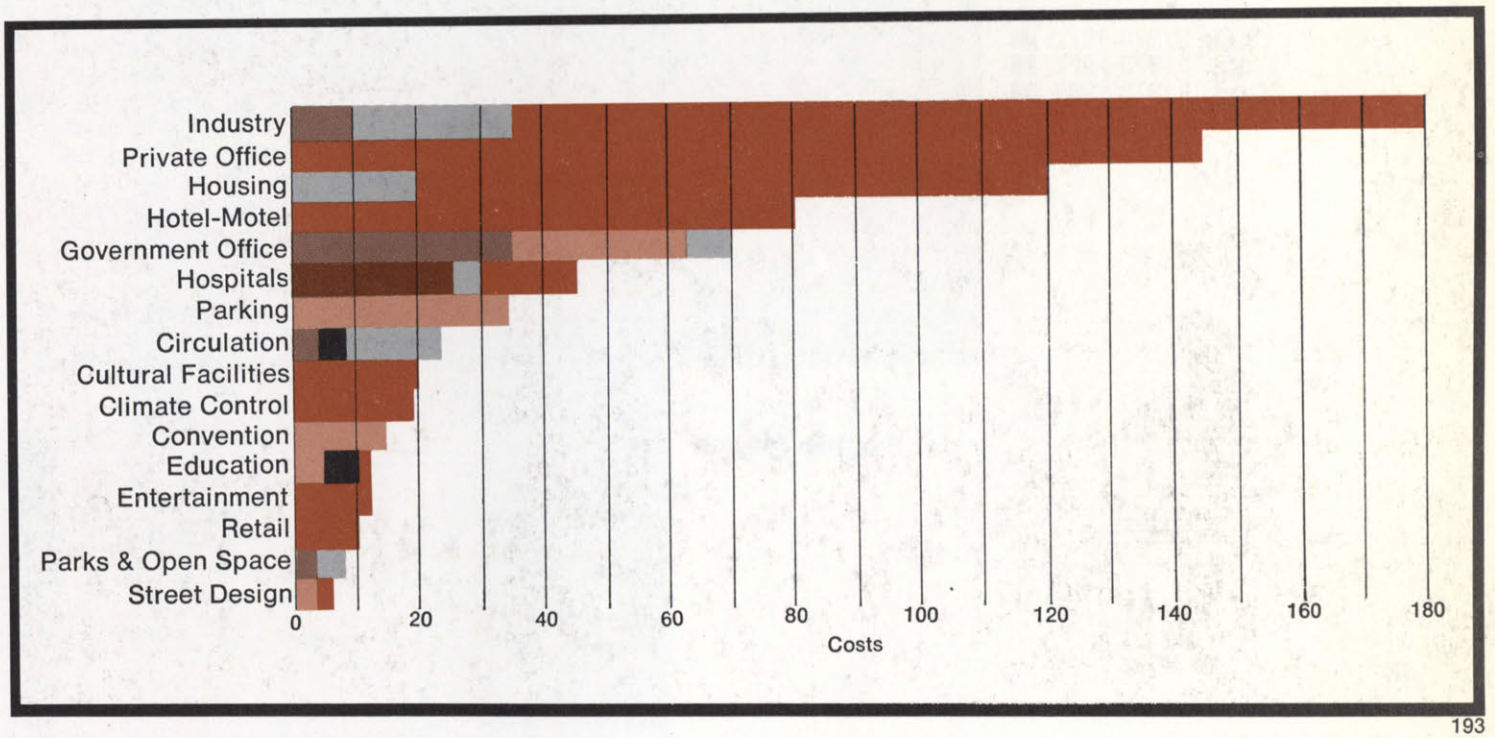
The public responsibility and financial share of the Development Plan is large, but the resulting private investment in Central Minneapolis will justify the plan's recommended public actions. These actions will stimulate $574 million worth of private investment in entertainment, hotel-motel, office, retail, housing, and industrial facilities.

The accompanying table gives a breakdown of public and private investment costs. The amounts shown, however, are not intended as an upper limit to private investment. On the contrary, private investment in Central Minneapolis will stimulate even more enterprise in Downtown.

The city's financial problems are mounting. Operating costs are in-

creasing faster than revenues — an imbalance that will inevitably lead to a decrease in city operations. Some improvement in the city's financial picture can be found in the Development Plan. Proposed development will remove many of the center city's unproductive areas, thus producing a substantial increase in assessed valuations and taxes. It is estimated that the private investments projected here may bring in additional annual tax revenues of from $20 to $28 million (based on the current tax rate) by 1985.

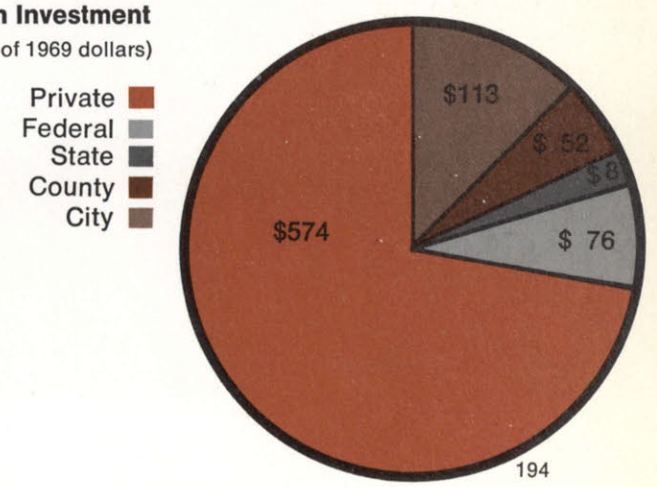
As a final consideration, failure to begin carrying out the Development Plan *now* will entail increased expenditures later, for both the city and private enterprise, in order to support and revitalize the heart of the city. Worse still, these increased expenditures will have to be met within the framework of decreasing total business volumes and city tax returns.



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Total Program Investment

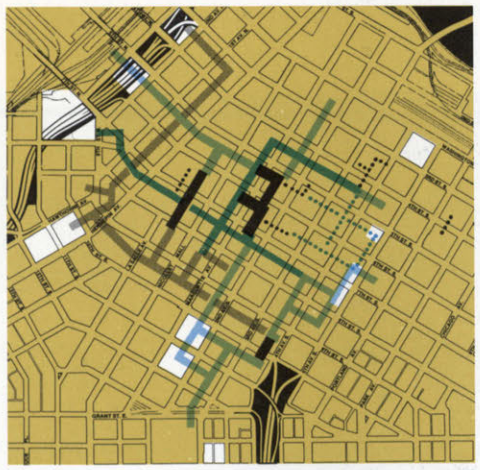
(in millions of 1969 dollars)



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Skyway Development Program

Existing Skyways ■
Existing Underground Concourse ●●
Stage I 1970-1972 ■
Stage II 1973-1977 ■
Stage III 1978-1985 ■



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PRIORITY AND SCHEDULING

The success of the Development Plan, as we have stated, depends on coordinated development between the public and private sectors. This coordinated process, in turn, necessitates a guideline, or schedule of projects and their priorities. The schedule for the Development Plan has been divided into three time periods: 1970-72; 1973-77; and 1978-85.

The first time period — also the most crucial one — contains a list of specific projects, each of which must be developed immediately for one or more of the following reasons: It is crucial in timing; its completion is a prerequisite for other development; it gives impetus to other projects; it is of relatively low cost, but of high benefit to Central Minneapolis; and it must be developed over a long period of time in order to be completed by 1985. In addition, the first development period includes projects that are presently either under construction or programmed for construction.

As the projects in the first time period, such as the fringe parking program, skyway systems, or shoppers' services, are developed, they will create the renewed confidence in Central Minneapolis that will foster the projected private investment.

In most instances, specific new recommendations are omitted in the second and third development periods because it was felt that specific projects cannot be accurately predicted for more than a few years in advance. Therefore, the second and third time periods show primarily the staging of developments as they occur after 1972. This staging is important for two reasons: First, almost all of Central Minneapolis development in the next 15 years is interrelated; and second, the continued expansion of Central Minneapolis beyond 1985 depends upon orderly growth before that time.

In general, the schedule illustrating the program staging shows when development of a project is to begin. In some cases, the schedule also shows the program's continuance and its completion. In other cases, only the initiation of the development is shown, with the assumption that this development will continue into the next time period and beyond 1985.

Program Staging

Program	1970-1972	1973-1977	1978-1985
OFFICE SPACE			
Private office space	IDS; Midwest Federal	1.4 million sq. ft.	1.8 million sq. ft.
Government space	Federal Reserve Bank Civic Center	Public Safety Building	
RETAIL SPACE			
New space	IDS court	30,000 sq. ft. in Civic Center	30,000 sq. ft. each in Civic Center; riverfront
Shoppers' services	Baby sitting, strollers, lockers		
CONVENTION FACILITIES			
Auditorium			Double present facilities
Multi-purpose room		Begin construction	
Public information	Visitors' bureau Information center		
Motel-hotel	IDS; 500 additional rooms	1,600 rooms	1,600 rooms
CULTURAL FACILITIES			
Cultural center		Symphony Hall	Rest of cultural center
ENTERTAINMENT			
Cinemas	IDS; Mann; Lyric	3 more cinemas	
Theaters		3 converted theaters	3 new theaters
Multi-purpose space		Begin construction	
HOUSING			
Loring and Elliot Parks	800-1,100 units	500-900 units	
Civic Center and hospital			
Gateway	1,000 units		4,700-7,500 units
Riverfront			
EDUCATION			
Junior college	Facilities for 3,000 students		
Bible college	Begin construction		

Program	1970-1972	1973-1977	1978-1985
EDUCATION			
New schools	Two new elementary schools Fix up Emerson		Elementary school on riverfront
INDUSTRY			
Industry Square	Begin renewal project	Continue renewal	Complete renewal
North Loop		Begin renewal project	Continue renewal
HOSPITALS			
General Hospital	Begin construction	Complete construction	
Private hospitals		Continue hospital expansion	Complete hospital expansion
Nursing homes		Begin construction	Continue construction
PARKS AND OPEN SPACE			
Riverfront		Acquisition of land	Development of park
City Hall park			Acquisition and development
Civic Center area		Acquisition and development	Complete development
PARKING AND CIRCULATION			
Primary and Secondary	Effectuate circulation plan		
Loop from I-94		Begin construction	
3rd and 4th St. N. distributor			Begin construction
Overpass to 3rd Avenue S.		Begin construction	
River Road		Begin construction	
3rd Avenue N. distributor	Begin construction	Complete construction	
Fringe parking	700-750 auditorium 600-750 Gateway	8,000 spaces	5,500 spaces
Minibus	16 buses		
Freeway	Continue construction	Continue construction	Complete construction
Rapid transit		Begin first phase	Begin second phase
Upgrade bus system	186 buses	310 buses	186 buses
STREET DESIGN			
Street trees		Begin program	Complete program
Pedestrian lighting	Begin program	Complete program	
Street lighting	Begin program in presently unlit areas	Complete program	
Building illumination	Designate buildings to illuminate	Illuminate buildings	
Public signs	Begin new system of street-name signs	Begin sign program	Complete program
Private signs	Begin sign reduction program Begin experimental sign program		
Street furniture	Develop street furniture standards	Begin program	Complete program
FIX UP-PAINT UP	Begin program on Hennepin Avenue	Continue program	
HISTORIC PRESERVATION	Secure enabling legislation Establish commission	Acquire buildings	Continue program
VISUAL FORM			
Civic design	Civic design districts	Expand program	Continue program
I–35W entrance and other gateways	Design and contruction	Design and construction	
CLIMATE CONTROL			
Enclosed arcades	Begin program	Complete program	
Intermediate malls		Begin program	Complete program
Heated canopies	2 blocks on Hennepin	Complete program	
Heated sidewalks	3 blocks on Hennepin and around auditorium	Complete program	
Bus shelters	8 locations	Complete program	
Heated roadway		Heat 6th St.	
Enclosed malls and plazas		Enclose 2 existing plazas	Enclose Nicollet Mall 5th to 8th Sts.
Skyways	16 skyways	26 skyways	15 skyways

THE ADMINISTRATIVE ORGANIZATION

In order to implement the recommendations of the Development Plan, the following changes must be made in the administrative setup of the city of Minneapolis and the business community.

The Visual Image and Form Frameworks for Central Minneapolis and the City-wide Design Framework should be made a part of the Comprehensive Municipal Plan. To make the design framework an effective tool for implementing the Development Plan, the Planning and Development Department should be given expanded responsibility. First, it should be charged with keeping the design framework up-to-date, a task that would necessitate periodic review. Second, the Planning and Development Department should be required to review specific projects in order to check them for compliance with the design framework. As a corollary to this review, design specifications and guidelines for project and area plans must be created.

A city design advisory committee should be created to act as an advisor to the City Planning Commission. This committee should be a technical group composed of members having training and/or experience in environmental design, city planning, art, architecture, landscape design, engineering, graphic design, and related fields. The committee should be made up of from seven to nine persons appointed by the City Planning Commission in consultation with the Committee on Urban Environment (CUE), which is basically a lay advisory group. The committee should function as the principal advisor to the Planning Commission and City Council on matters relating to the beautification and aesthetic qualities of the city. It should operate as an adjunct to the Planning Commission, reviewing key projects and programs according to a predetermined procedure, and issuing its reports and recommendations to the commission.

The Planning Commission should have broad powers to carry out the previously described design framework.

There must be a clearly defined and streamlined process for decision-making in regard to the city design review. This review must not be allowed to unnecessarily hold up a project. A streamlined decision-making process will allow for orderly review without increased red tape.

The role of the Committee on Urban Environment in the area of public education and information should be strengthened. Support services to CUE should be increased in order to foster new and expanded programs in the areas of public education and information. Strengthening this role of CUE will further public support of city design. This committee should continue to attract leaders in the field of city design to serve as advisors and to participate in public meetings, institutes and forums.

CUE should expand its efforts to develop the highest design standards in all public and private improvements. It should also increase its efforts to stimulate investment and the use of fine art objects in public and private places.

A heritage preservation committee should be created to act as an advisor to the City Planning Commission. Once the authorization for this committee has been legally established, the committee should be immediately created to carry out the preservation and maintenance of historic buildings, lands or districts.

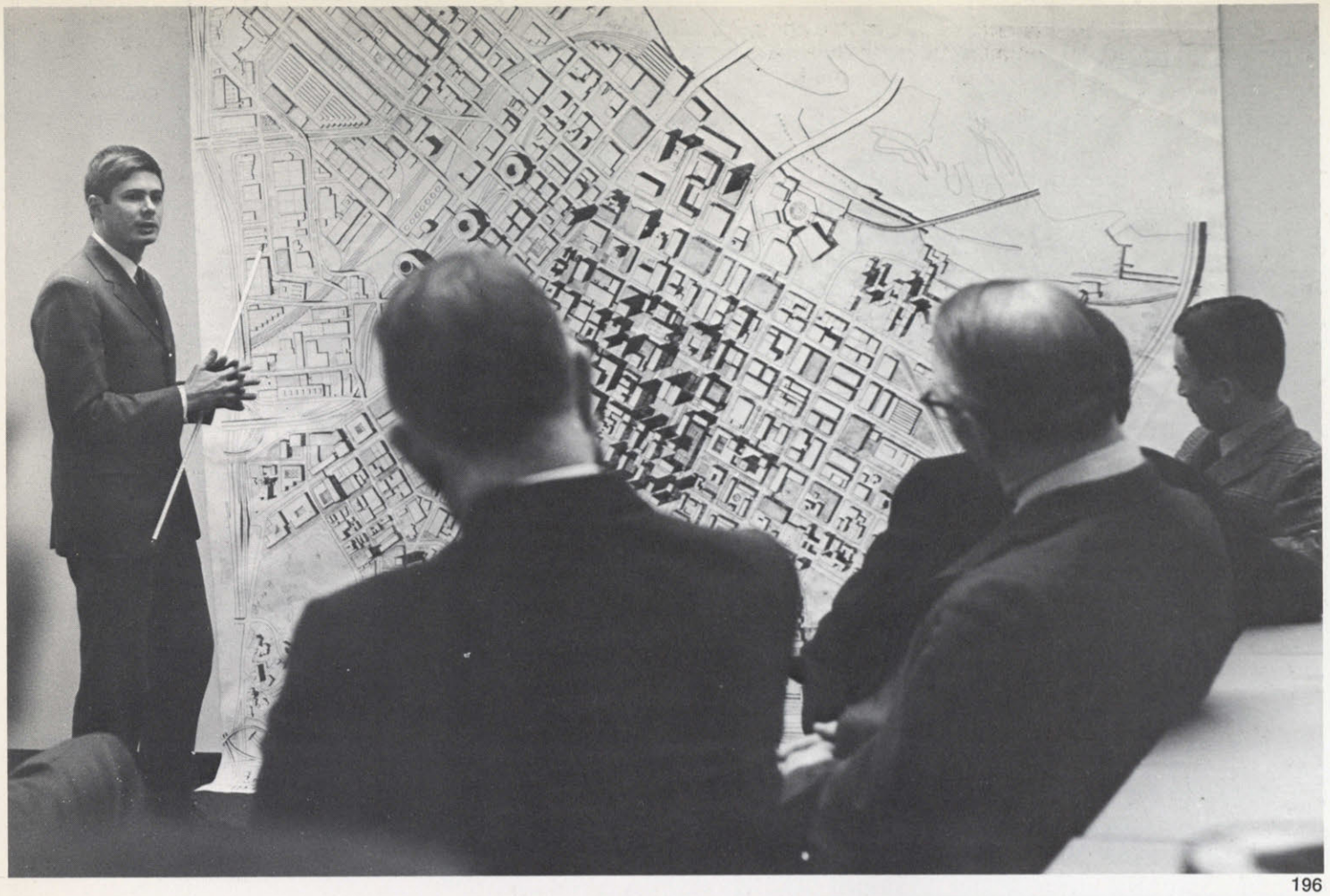
There should be from seven to twelve committee members, with authorization to employ technical experts and other personnel to carry out the committee's work.

The City Council should provide the appropriations necessary for the committee to operate, but the committee should also be empowered to apply for and to receive gifts and grants from private philanthropic and charitable sources.

The Downtown Council can play an even greater role in Downtown development than it has in the past. The Downtown Council has played a key role in Downtown both as a coordinator of activities and as a catalyst for new development. In the future, this role should become even more important, particularly if the council expands and intensifies certain functions. For example, the council could increase local and national promotion of downtown Minneapolis as a vital metro center by wider advertising and more Downtown festivals. In order to carry out the Development Plan, the Downtown Council should develop an action program parallel to that of government. Such a program would include increased liaison and an even closer partnership between private enterprise and city government. Finally, the Downtown Council should consider setting up a number of Downtown services including baby sitting, lockers, playlots, and visitors' information.

Employment and job-training services must be effectively tied to the development of job opportunities in Central Minneapolis. This can be done: By establishing the Human Resources Division of the City Coordinator's office. This division should assist both Central Minneapolis businesses and employment and training agencies in coordinating their recruitment and training programs by providing information and technical assistance, and by assuring the availability of expanded job opportunities to the underemployed and the unemployed.

By forming an employment planning board convened by the Human Resources Director and composed of staff members selected from each job-training agency and from



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197. Meeting of the Committee on Urban Environment (CUE).
196. One of the many technical and community reviews during the development of Metro Center '85.
198. Summer concert on NSP plaza.

private enterprise. This board would set objectives and policies, and would encourage a closer relationship between manpower services and available jobs.

By strengthening mutual facilities, such as a skills center, to provide clients with the skills required for employment.

By determining weaknesses in the total manpower process, and then identifying and developing resources to overcome them. For example, agencies and private enterprise should be assisted in expanding their outreach and supportive services in order to provide increased job opportunities for both the underemployed and the unemployed.

By developing plans and agreements to provide outreach through neighborhood agencies.

By developing a rational manpower training process which will utilize the particular strengths of each training agency.

By providing technical resources to train agency staff, thus assuring maximum benefits to the enrollees in each program.

The City Coordinator's office will support and assist the development of the above recommendations as part of the city's human resources program, which includes sponsorship of the Concentrated Employment Program. These recommendations will support the increased job opportunities resulting from new development in Central Minneapolis.

The role of private enterprise in manpower services must be strengthened. This can be done:
By initiating individual company-run surveys to identify the underemployed. The survey would be developed by local business groups with the aid of the employment planning board and the city's Human Resources Division.



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By obtaining from companies a written commitment to expand their retraining of the underemployed for positions that better match their abilities; jobs in which the employee can advance would be emphasized. The public sector should assist private enterprise with the resources necessary for such a commitment.

By obtaining from companies their written commitment to increase training the hard-core unemployed for meaningful jobs. This commitment includes improving the quality of NAB (National Alliance of Businessmen) jobs and increased use of such federally assisted programs as Manpower Administration's "Jobs 70."

By strengthening and expanding company-run programs to sensitize management to the problems of the disadvantaged.

Private enterprise should coordinate the above activities with the assistance of the Human Resources Division, which may facilitate development of supportive services for individual companies. By monitoring these supportive services, this division will guide private enterprise in following the objectives and policies of the employment planning board. As a result, increased job opportunities in Central Minneapolis will be assured.



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199. Job-training at TCOIC.
200. NAB luncheon.

Metro Center '85

With the implementation of the plan and program:
Metro Center will contain a number of functional districts, each compact, unique, and distinct from the others, yet closely linked through circulation and a coherent visual image.

Metro Center will be a dynamic and compact center for finance and commerce, an Upper Midwest headquarters city for many corporations and institutions, and a regional center for specialized goods and services.

Metro Center will provide a varied mixture of culture and entertainment, with a cultural center containing a symphony hall, theaters, workshops, a science and technology museum, and art galleries, and an exciting entertainment district that will have wide appeal for all ages and economic levels.

Metro Center will be a continuing center for education and research with the expansion of its colleges and trade schools, with the creation of an information retrieval system, and by taking full advantage of Downtown's proximity to the University of Minnesota.

Metro Center will be a convention city, with an expanded Auditorium and Convention Hall, increased parking and hotel facilities, varied entertainment and cultural activities, and rapid transit to a new metropolitan airport.

Metro Center will contain concentrated districts for light industry, with both new and consolidated industrial sites in close proximity to rail and highway access.

Metro Center will provide attractive housing and safe neighborhoods for people of all ages and economic brackets.

Metro Center will contain a hospital district in which the most modern and advanced hospital facilities provide the residents of the metropolitan area with excellent health and medical care.

Metro Center will be a place where the standard of urban design is continuously improved, where — through the preservation of historic and significant architecture — the heritage and culture of the city will be retained, and where the new will blend harmoniously with the old.

Metro Center will, with innovative climate control systems, have a year-round attraction for shoppers, workers, and visitors.

Metro Center will be easily accessible via a new rapid transit system, traffic congestion will be alleviated, and, after most employee parking is concentrated around the fringe of Downtown, convenient parking will be available for shoppers and visitors.

Although the implementation of all of these ideas will not make Central Minneapolis a utopia, they will make it the most desirable and attractive environment for its human population, and a vital center — Metro Center '85 — for the metropolis of the future.

Project Staff

This report was prepared by the Environmental Design Team under the direction of:

Weiming Lu, Principal Planner

Design Team:
Ronald Tulis, Planner
Robert Berman, Planner
John Burg, Planner
Anne Maley, Editor
Linda Berglin, Graphic Designer

Assisted by:
Frederick Richter
James Lufkin
Barbara Gilbertson
Sandra Paczkowski
Celia Goldetsky, Clerical Supervisor
Edward Palmquist, Planning Aide Supervisor
Gregory Hanson
Kathleen Laughlin
Kathleen Wingenfeld

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Talbot Jones, *Director of Planning, Minneapolis Housing Authority*
Marvin Tenhoff, *Director of Planning, Board of Education*
Ervin Gaines, *Director, Public Library*
Robert L. Lines, *Engineer, City Air Pollution Control*
Julius Perlt, *Director, Convention Bureau*
Jerome Fitzgerald, *Assistant City Attorney*
Edward Maranda, *Metropolitan Council*
Jack Doolittle and Manuel Pedron, *Metropolitan Transit Commission*
Clement Kachelmyer and Fred Tanzer, *Minnesota Highway Dept.*
Edward Peterson, *Loring-Nicollet Community Council*
Glenn Olson, Eugene Henn, Robert Holmquist and France Anderson, *Northern States Power Co.*
Martin Friedman, *Director, Walker Art Center*
Robert Hansen and Floyd Clark, *Minneapolis Star and Tribune*
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Isamu Noguchi, *Sculptor*
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Munsingwear Corporation

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