

THE OFFICIAL PLAN

MINNEAPOLIS PLANNING COMMISSION

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INTRODUCTION

You have heard a lot about planning in the past several years, yet you probably wonder what a plan is. More importantly, you likely wonder why this effort is necessary and what its purpose is. You will find some answers to these questions in this brief introduction.

What is a Plan?

A plan is a course of action. We decide what we want and how we can best accomplish it. We plan vacation trips, we plan houses to build, we plan for retirement. We also can plan our City's development and growth.

A city plan, or any other plan, consists of three elements:

- 1) Goals - What we want to achieve.
- 2) Policies - Goals can be achieved in many ways. Alternative ways or policies are studied and a final one chosen as the best way to do the job.
- 3) Programs - The final policy is carried out through a program of schedules and priorities.

A plan is not rigid or final. We make the best decisions we can, but we cannot foresee every event. The plan must be flexible so we can take advantage of unanticipated opportunities as they arise. The flexible or changing character of the plan does not make it less useful, however. We are better able to make rational decisions than we are when decisions are made on the spur of the moment without regard to goals or alternatives.

Why is a Plan Necessary?

We can say that a plan is desirable, but is one really necessary? The answer is yes, for four reasons.

- 1) Resources are becoming more scarce while demands on them are increasing. Land and public money are two examples, especially in a central city. We have to use our limited resources to maximum advantage and to do so we must first know our primary goals and how they can be achieved most efficiently.
- 2) Resources are usually allocated among competing uses by the market mechanisms. But the market depends on economic values rather than

social values, and it is these latter values that are becoming so significant as we become more urbanized. The planning process is one means by which these social values can be expressed and made a part of the allocation process.

- 3) The complexity of our twentieth century society requires that major public and private decisions be co-ordinated, always with the established goals in view. The plan is the major mechanism through which such co-ordination can occur.
- 4) Majority interests as well as those of small interest groups must be protected and considered. The former have a history of general silence about their desires.

How This Plan Relates to Other Minneapolis Plans

This plan has a logical relationship with other plans for the City. It is one of the reviews necessary to keep plans up-to-date.

- 1) This plan is a revision of the 1954 Official Plan. Several significant events have taken place since that plan was developed: the freeway system, the heavy increase in automobile traffic; the Glenwood Redevelopment Project, and the Gateway Center. The 1954 Plan was used as a starting point and these and other changes were added to that basic framework.
- 2) Plans for special areas, like the Seward and Harrison Neighborhood plans, were developed after the 1954 Plan. These also are included as part of the 1962 Plan.
- 3) This plan will serve until the Community Improvement Program and the Joint Program for Transportation and Land Use Planning are complete. These and other studies will form the basis for a comprehensive revision of the 1962 Plan.

Purpose of the Plan

- To co-ordinate and guide decisions and actions to desired ends.
- To encourage thinking and discussion by Minneapolis citizens on the future of our city. Special emphasis is placed on goals.
- To point up problems still needing solution that result from a lack of policies, conflicting plans, or plans not based on accepted goals.
- To show all planning for the City at present -- a "snapshot."



SUMMARY OF THE OFFICIAL PLAN

Here are the major elements of your City's Official Plan for 1962.

Assumptions

The Plan rests on seven assumptions:

- 1) Minneapolis' population will gradually have a balanced age structure. The present imbalance, caused by out-migration of people 20-64 years old, will be reduced.
- 2) The metropolitan region will continue to grow in size, population and economic activity.
- 3) The City - especially its "Central Business District" - will continue to be the commercial center of the Upper Midwest.
- 4) Maximum industrial development within Minneapolis - compatible with nonindustrial activities - is an accepted goal.
- 5) Industrial firms whose best location is within the City will locate or remain here. Others will seek alternative locations.
- 6) The existing basic arrangement of land uses in the City will continue. Parks, commercial areas, industrial districts, residential areas and streets will occupy their present general locations. The huge investment in physical facilities and location require this policy, at least over the next 25 to 30 years.
- 7) Automobiles and buses for mass transit will be the form of passenger transportation within the City and the region.

How to Best Use Our Land

The proposed Land Use Plan (Figure 17) is a composite of five individual land use plans. It shows location of the City's activities, their relations to each other, and especially their relations with the major streets system. The following statements summarize the land

use plan and suggest certain points to look for.

- Residential Land Use

The City's character of single-family houses is maintained, but more area is devoted to higher density housing in the older, changing parts of the City. Cost of land and demand for housing make this change necessary. The Plan concentrates the higher density areas in blocks rather than continuing the present linear pattern of development along major streets.

- Parks

Recreational facilities are shown as they exist now, except for two playgrounds that have been proposed in neighborhood plans. Slight modifications might be made, but the total amount of land in recreational use is not reduced or significantly increased.

- Commercial Land Use

The commercial plan emphasizes the urban shopping center idea and is based on existing commercial patterns. Only general locations of facilities are shown, not the exact area to be occupied. A large area around the Central Area primarily contains activities that are both commercial and industrial in nature and is shown as mixed use. Small commercial spots are not indicated, because of their small size relative to the scale of the map.

- Industry

Minneapolis' prosperity depends greatly on its industry: with an expanding industrial base, the City will have a growing economy. Modern industry, however, needs large parcels of land for today's one story buildings and employee parking, and such land is not readily available in Minneapolis. Industrial land is obviously a key factor in the City's economic growth and the Plan proposes that all land that is best suited for industrial use be developed for that purpose. A gradual transfer of some land from residential and commercial uses to industrial use will be necessary.

- Transportation

The basic surface street system will be preserved, although there will be a slight reduction in the number of arterial streets. The major change will come in the freeways which are either scheduled or proposed for the City. The Plan proposes that freeways be located to move traffic efficiently and to disturb as little as possible the City's residential qualities. The Plan also proposes standards for design and location of major streets.

THE POPULATION AND ECONOMY

Our People

The City is people - - - a truism to be sure but so simple that it is frequently overlooked. What about the people? Total numbers are important, but so are their characteristics: age structure, sex ratios, migration patterns, mobility. Altogether these factors determine land and facilities needed to support the population. And present trends in these factors give a preview of the City's population over the next 10 to 20 years.

We're Fewer Now

The City's population dropped about 8 per cent since 1950; from 521,000 to 483,000. This is the first decade in the last six that a population decline has occurred, although the City's population has been increasing at a decreasing rate since the 1930's. During this same period, the Metropolitan area's population increased 28.7 per cent. It is suspected, but not documented, that much of Minneapolis' loss became the suburbs' gain.

Not all parts of the City lost population. North and south fringes and the southwest corner of the City gained in population. Heaviest losses occurred around the Central Area.

We're Younger and Older

The population changes were unevenly distributed among age groups. In brief, ages 0-19 increased 8.2 per cent since 1950, ages 65 and older increased 29.7 per cent, and those 20-64 - who are generally known as the supporting age group - decreased by 19.9 per cent. The young and elderly also gained in percentage of the total population, at the expense of those 20-64 years old. The largest percentage increase occurred in the 10-14 age group: 25.7 per cent since 1950. The largest percentage decrease occurred in the 25-29 bracket: 35.3 per cent.

The metropolitan area had an increase in the number and proportion of people under 20 years old. The other two groups increased numerically but decreased proportionately. The metropolitan area is growing at both ends of the population structure and contracting in the middle. Minneapolis is following the same pattern, but in a more pronounced manner.

Families Move

Population change results from two processes, natural increase and migration. Natural increase is the surplus of births over deaths and Minneapolis had a surplus of 65,000 persons between 1950 and 1960. Thus the City's population would have been 65,000 higher if not one person had moved into or out of the City during the decade. Instead, the population declined by 40,000 persons, which means that 105,000 persons moved out. This figure, however, is only net out-migration. More people very likely moved out, but others were moving in.

Families are moving out of the City as evidenced by the heavy out-migration of people in the 25-39 age groups. Somewhat counteracting this movement was the in-migration of young females 15-24 years old and young males 25-29, both probably in search of jobs.

Out-migration is outrunning natural increase, leaving the City with a progressively smaller population. The migration pattern also shows wide variation relative to age groups and to the migrants' points of origin and destination within the City.

But Number of Households Increase!

Households have increased in number by 4 per cent since 1950, in spite of population loss. This apparent discrepancy is explained by the decrease in the average number of people per household: from 3.08 in 1950 to 2.80 in 1960. The marriage pattern also supports this trend in that a slightly smaller percentage (58.3) of the population 14 and older were married in 1960 than in 1950 (61.7).

What's the Significance?

The City is clearly not reproducing itself. The question is how long can population decline continue? Or should it continue, and if so, how far? If reversal of the trends is desirable, how should it be achieved, and how far should it go? Perhaps a more basic question is just why the out-migration occurred. Answers to this question will point the way towards reversing the trend. If the trend is reversed, housing demand will markedly increase. What will this mean in terms of land use and kinds of dwelling units required?

Still other effects are important. The geographic shifting of the population within the City requires alteration of ward boundaries and also threatens over-use or under-use of schools, playgrounds, and shopping facilities. The increase in the young and elderly and the accompanying increase in services required must be provided by a supporting age group diminishing in size and one that is already burdened by taxes.

These and other questions can be raised. Answers to them require some basic policy decisions on future population. It is obvious that population cannot be controlled in the direct sense that land use can. But it can be "held" within bounds by the City's policies on housing, provision of public facilities and taxation. It is just as obvious that present trends, if continued, would be disastrous for Minneapolis. Thus it is very important that goals for population, when determined, must not be jeopardized by policies on housing, schools and other facilities and services.

Our Economy

The City is more than people; it is an economic organism as well. Its economic character is somewhat determined by the people who live here now and who have lived here in the past. But the City's economy is more basically the result of other factors: the geographical setting, the natural environment, the course of history, and the leadership of its business community. The economy is a complex set of responses to these factors, slowly but continually

readjusting to them as time goes by.

Our Lucky Location

Minneapolis' geographic setting has played a dominant role in making the City what it is today. It is situated at the northern edge of America's great agricultural heartland, close to the northern forests, and at the western tip of the nation's manufacturing belt. With this location the City has become the gateway that farm and forest products pass through on their way to the processing centers of the East and from which manufactured articles are distributed to the Upper Midwest. The Mississippi River has been a very important element in the economy, as a "water road," providing cheap boat and barge transportation, and as a source of water and electrical power at St. Anthony Falls.

So we Grew and Grew

Minneapolis has responded in a predictable way to a geographic location conducive to trade and to the initial processing of agricultural and forest products. First the Mississippi River had to be crossed and Nicollet Island provided the only natural ford in this area. Then came the pioneer penetration and settlement of the northern plains followed by westward extension of railroads to carry people and goods into the Dakotas and Montana and to bring grain and livestock back to the mills and slaughter houses in the Twin Cities. Unbroken forests extended northward from Minneapolis: these were cut, the logs floated down the Rum, Crow Wing, and Mississippi Rivers, made into lumber and shingles in the Cities, and sent on to expanding downstream towns. St. Anthony Falls provided power and was the confirming element in making the Twin Cities a major industrial center. The nucleus of downtown Minneapolis was formed as hotels, shops, and service businesses sprang up to meet the needs of travelers using the river crossing and the needs of the growing population.

And Grew Some More

This initial economic response to the geographical situation did not stand by itself. It spawned a host of secondary activities which have outlasted the relative fading of the original industries out of the area. Financial activities have concentrated large amounts of capital and corporate control in Minneapolis and merchandising has established Nicollet Avenue as a fine shopping street. Other activities - diverse kinds of metal working plants, printing firms, and parts dealers - origi-

nally developed to serve the initial industrial base, have since become major industries in their own right. Transportation and related activities warehousing, trucking, bus service, air transport, and rail services - also had their origin in the basic economy and have since become basic activities themselves.

We Gained Substance

The Minneapolis economy has moved through a 3-stage development: from an economy based on a simple geographic location, to an initial system that partially faded into history, on to the growth of supportive functions that gradually moved to the center of the economic stage. Other functions emerged during the last several decades: functions like development and fabrication of automated equipment, the manufacture and distribution of consumer products, the many activities associated with automobile and truck transportation, and the financial and related activities growing out of the original accumulation of wealth in the City. These were not related to the original economy directly, but were based on the pool of skilled labor attracted by the initial industries, the ready-made market, and the technological growth of the twentieth century. At the same time a number of social and cultural institutions developed beyond the social service stage and have attained economic significance. The University of Minnesota, numerous private schools and colleges, the headquarters of several religious and fraternal organizations, the hospital system and art museums provide jobs and investment opportunities.

And Grew More Complex

Minneapolis' economy can be characterized today as mature, in that its normal or past development can no longer be counted on to provide the jobs and financial underpinning required by a vital, efficient economy. Open land for expansion of plants and warehouses is almost gone. Structures are aging and some are obsolete. In some cases basic community services are no longer geared to today's economic demands. Methods of dealing with this changing economic situation require a new "response"; one that is tied to full employment, to keeping abreast of changing methods and procedures, to rapidly changing economic relationships with the region and nation, and to the increasing influence of government. The response will also be influenced by the greater mobility of the people, by the emergence of a national and even an international economy, and by a wider distribution of purchasing power. In short, the economy will have to call upon the human, technical and capital resources of the City and region for its support.

And Became a Distribution Hub

In summary, Minneapolis today is primarily a collection and distribution center for the Upper Midwest, with a sizeable amount of light manufacturing that is related more to labor supply and markets than to raw materials. It is also a commercial and financial center for the northern plains, and has accumulated a number of cultural and social activities that have now acquired economic significance. Its economy is intertwined with that of St. Paul and suburbs, but it also has distinctive characteristics that can be analyzed separately.

What's Next?

What of the future? The economic response must be in terms of the community itself; its growing population; the markets it provides, and the maintenance of the standards and amenities that the people have come to enjoy. This seems to suggest that the tax base must be expanded, that the number of jobs must be increased, that Minneapolis' market area must be broadened, and that business leadership, capable of recognizing opportunities and creating new economic outlets must continue to be available.

The Planning Commission expects to undertake a study that will investigate the City's economy more thoroughly in light of these challenges. The study would give a firm economic base on which to lay future plans and would permit maximum benefit to be derived from the Upper Midwest Economic Study and economic studies of the Twin Cities Metropolitan Planning Commission.

MINNEAPOLIS COMMUNITIES

Our 10-Community City

Every large city is composed of many sub-units, each with more or less distinct boundaries. In Minneapolis we have wards, legislative districts, school districts, real estate districts, and census tracts, to name a few. We can also designate sub-areas by natural or man-made boundaries, which tend to confine activities to that particular area. Many of these boundaries are similar, and can be combined for planning purposes. This the Planning Commission has done, and these ten sub-areas are called "communities." (See Figure 1.) Each one is a logical area for planning.

What Boundaries Form a Community?

Four sets of factors determine community boundaries. Some of these are distinct and form real barriers to travel across them. At the other extreme are those that are imaginary lines, existing only on paper. Together they form one set of community boundaries. Examples:

- 1) Natural features - rivers, creeks, lakes, sharp changes in topography.
- 2) Man-made features - concentrations of land use activities, streets, railroad tracks.
- 3) Legal and administrative boundaries - wards, census tracts, high school districts.
- 4) Historical groupings - Certain areas have retained their identity over many decades: The University Community, Lower Loop and St. Anthony Neighborhood. Generally these areas are smaller than communities but they are useful because they are often core areas of larger communities.

MINNEAPOLIS NEIGHBORHOODS

PRELIMINARY

LEGEND

-  COMMUNITY BOUNDARIES
-  RESIDENTIAL NEIGHBORHOODS

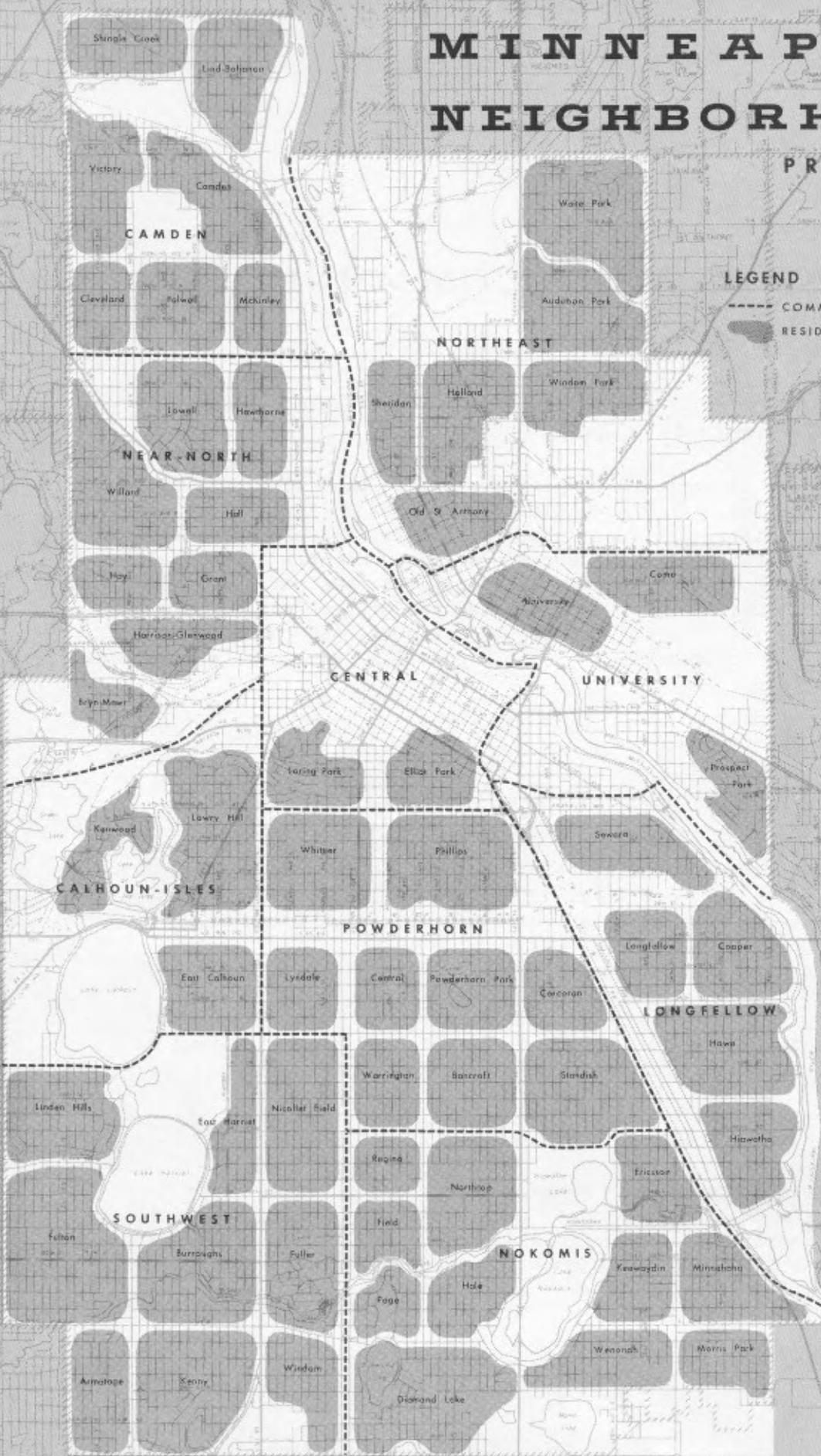


FIGURE 1

Communities Perform. . .

These areas can perform three important functions.

- 1) Each community is a statistical unit. Field surveys, data collection, tabulation, etc., will be made with reference to communities and their boundaries.
- 2) The community is the basic planning unit in the City. General plans will be made at the community level.
- 3) The community is a unit for citizen participation. Citizen groups are often organized on the basis of communities. However, the boundaries of such organizations and community boundaries need not coincide.

We Have Neighborhoods, too

The nine residential communities are each divided into smaller units called neighborhoods. These are primarily residential areas and are the immediate centers of interest for the housewife and homeowner, most churches and schools, and many small businessmen.

While the general plan will be prepared at the community level, most of the detailed planning will be done in the neighborhoods. It is neighborhood planning which will provide lines for the zoning map, the improvement or provision of playground space and the plans for renewal projects. Neighborhoods will also be used for statistical and citizen action purposes.

BASIC GOALS FOR OUR CITY

Guides to Action

The guideposts to planning are the values, hopes and needs of citizens. Any plan or program must be based on these aspirations, but they must first be formulated into goals. Seldom, however, are such goals put into words; instead they remain implied or understood, not clearly stated.

Failure to formulate goals frequently leads to contradiction and conflict in action, either because no thought is given to the community's basic objectives or because secondary objectives are confused with basic objectives and are allowed to override them. On the positive side the process of goal formulation and goals themselves have four specific values.

- 1) Goals give direction to government officials and agencies, enabling them to work in closer accord with community desires.
- 2) The process of goal formulation clarifies the difference between primary and secondary objectives, thereby providing a clearer understanding of each.
- 3) Goals provide a framework of understanding so that the many diverse decisions affecting the city can be made in the same context.
- 4) The formulation process provides an opportunity for community and individual discussion of objectives and brings the citizen into direct participation in his city's development.

Our Four Big Goals

Goals are discussed throughout this report, in each of the plan sections. There are four city-wide goals, however, that are too general for any of the individual sections.

- A "balanced" population

A balance in the age and economic structure of the City's population should be maintained. This goal has economic and social significance. Policies on housing and other items will be required to reverse present out-migration of people 20 to 64 years old.

- Economic growth

Economic growth is desired for our City, at least to the point that Minneapolis keeps its "fair share" of regional and national growth.

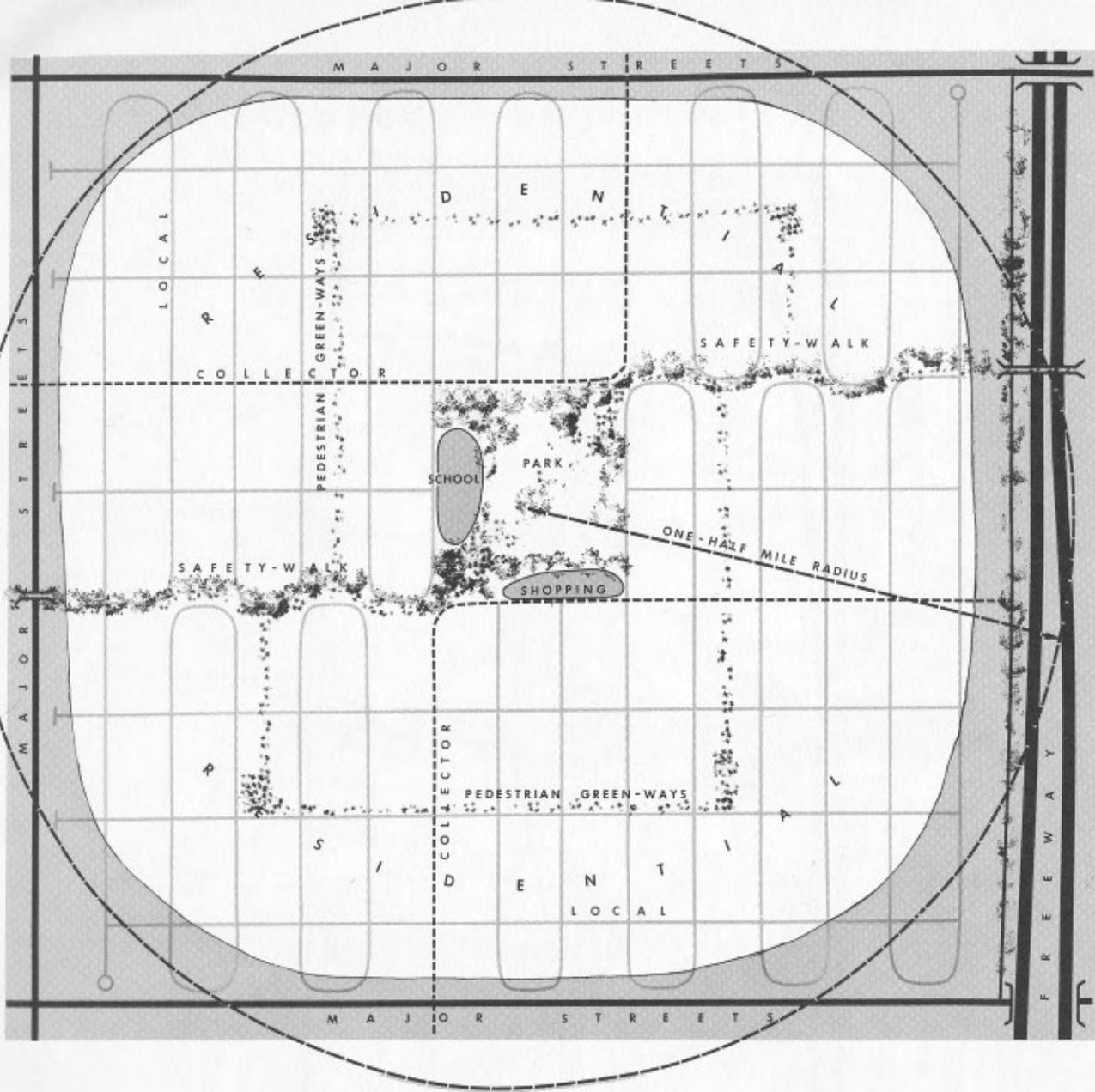
- The Ideal Community

The ideal community (See Figure 2) is the goal of each of the nine residential communities. Each one should contain a wide range of activities and land uses: residential, commercial, recreational, and cultural. It is not necessary - in some cases it is not desirable - that each community contain an industrial complex. However, it is desirable that each one should have good access to industrial concentrations for purposes of employment. Each community should also contain several major focal points, such as a senior high school, a community shopping center, and a large recreational center.

- The Ideal Neighborhood

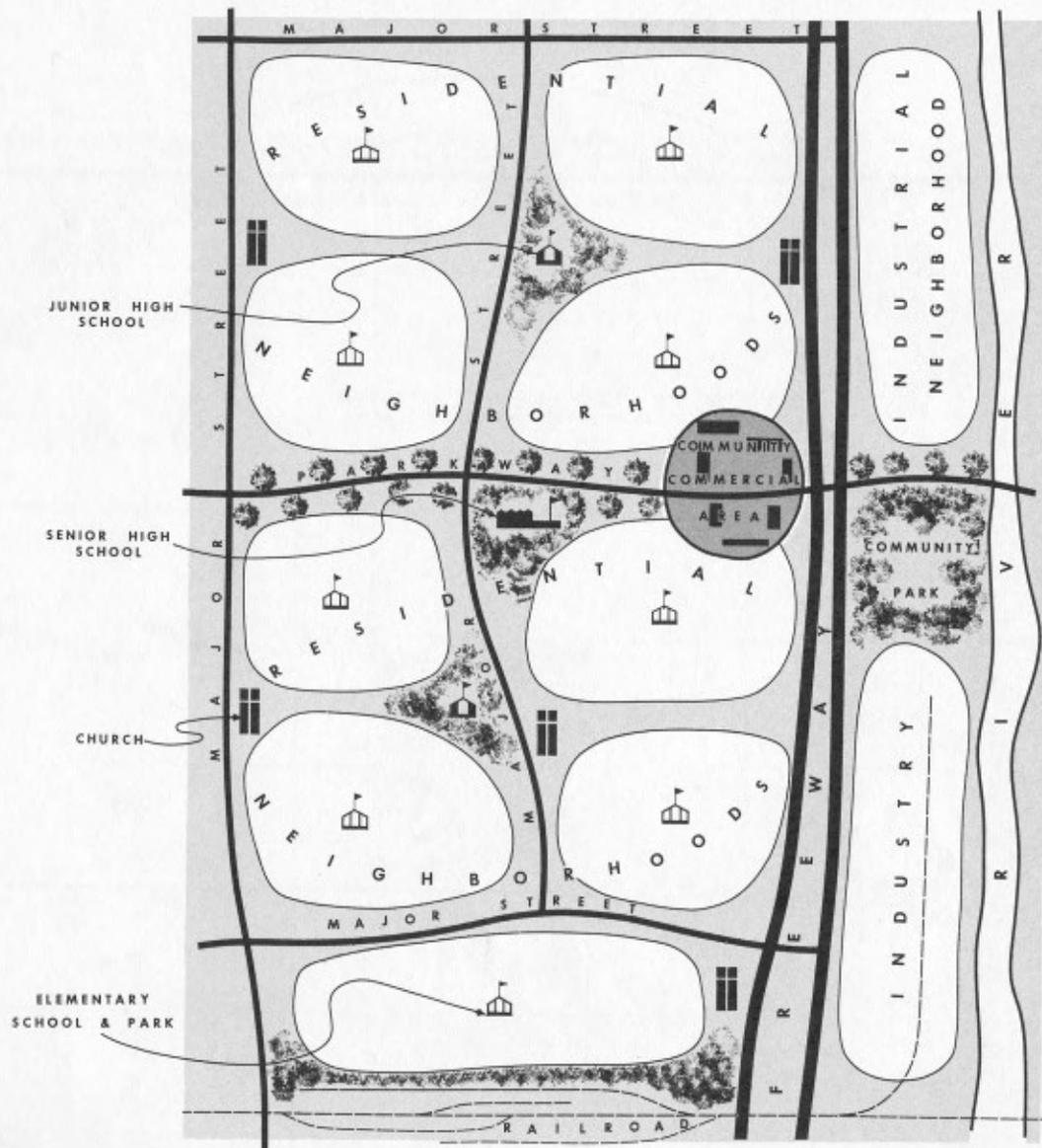
Each neighborhood should be more like the ideal neighborhood (See Figure 3). The homes and apartments should be linked by quiet streets. An elementary school and adjoining playground should be centrally located, within one-half mile of every residence. A small shopping center is available in which everyday items, such as milk, bread, sundries and drugs can be purchased. Heavy traffic is kept out of the neighborhood and is carried at its edges by arterial streets (which can serve as neighborhood boundaries).

The ideal community and neighborhood cannot be achieved in every detail in a built-up City like ours. Existing land use arrangements and other factors make full realization of the ideal difficult or impossible, at least in a short period of time.



1. Man made features such as major streets, railroads and natural barriers (water, hills, etc.) define the neighborhood.
2. Major streets around rather than through the neighborhood.
3. Separation of pedestrian and vehicular traffic by safety-walks, green-ways, overpasses, etc.
4. Large enough population (5,000 to 10,000 people) to support an elementary school, park, neighborhood stores and services.
5. Neighborhood facilities located as centrally as possible and within one half-mile walk.

FIGURE 3



1. Each community large enough to support a full-compliment of community services - one high school, one or two junior high schools, a major park and community center, a "community-level" shopping center, libraries, etc. (40-80,000 people)
2. Each community divided into neighborhoods - residential, commercial and industrial. Each neighborhood designed according to good neighborhood planning principles.
3. Each community has good internal transportation to schools, parks and community shopping and civic centers.
4. Each community has good access to central area and to other principal employment centers.

FIGURE 2

PRINCIPLES FOR COMMUNITY PLANNING



How Can We Act?

Achieving goals is a long term process, requiring continuous effort. Contrary to many beliefs, government action is not the major force acting to realize these aims. The most important force is private initiative. Thousands of decisions are made and millions of dollars are spent by private individuals in new construction and remodeling each year. Many of these decisions involve the question of whether to move or to improve. When the decision is to move instead of improve or when it creates sub-standard conditions of poor construction and overcrowding, the residential resources of the City can be damaged. However, private decisions which are made to a high standard and in line with sound community objectives can build and improve the City far beyond any single action of government.

Government influence is important in two respects. One is direct public action, in which redevelopment and rehabilitation projects are the most dramatic. However, direct action such as the acquisition of a playground, the modernization of a school or the rerouting of traffic can also add to the livability of a neighborhood. Government influence is also exercised through public controls: housing code, building codes, and zoning ordinances. Within limits, such controls can gradually and slowly reshape the use of land and the condition of buildings into healthier and more economic patterns. However, controls cannot create beautiful, attractive neighborhoods by themselves. To do this they must be linked with private initiative and with direct public action - all three of which must be working to a set of common objectives.



THE RESIDENTIAL PLAN

If the City is for people, it must provide them with nice places to live. Adequate residential facilities are probably the key factor in maintaining a balanced population structure and a growing economy.

What is a Good Home?

What constitutes a "nice place to live?" The following nine goals describe the ideal residential area.

- 1) Living areas should be formed into patterns that are as close to the ideal community and neighborhood as possible

Achieving this goal will assure a complete range of facilities and services to support the residences in the area. It will also create a safe and pleasant living environment.

- 2) A full range of housing types should be available in the City

Efficiency apartments, one and two-bedroom apartments in walk-up and high-rise style buildings, town houses, double bungalows, single-family homes -- each one of these types satisfies the needs of certain people. These types should also be available in different price ranges.

- 3) Housing should be separated from incompatible activities

Housing quality cannot be maintained if the residential area is permeated by the noise, dirt, and traffic created by some activities. What constitutes an incompatible activity will vary according to the character of the residential area it is associated with. Separation can be achieved by an actual physical barrier, such as a "fence" of trees or shrubs, or by some intermediate activity that is compatible with both housing and the other activity in question.

- 4) Buildings should cover a minimum amount of land

Outdoor space is a necessity for housing, for both its setting and the physical comfort and health of its residents. The maximum amount of "open space" on each site should be encouraged, especially in apartment areas. This means, in general, more open space than that required by the minimum provisions of the City codes and ordinances.

- 5) Off-street parking should be provided

The need for off-street parking is obvious. It is especially important in apartment areas and it is in those areas that this goal has been most often ignored.

- 6) The housing supply and the supply of supporting facilities should be "in balance"

Certain private and public facilities - such as shopping centers, schools, parks - are provided in residential areas with their sizes and distribution determined by the size and composition of the population living in these areas. If there is a great change in this population, the supporting facilities will be heavily over or under-used. In either case, the investments are not providing their maximum returns.

- 7) Apartment areas should be developed in "block-shaped areas" rather than in "strips" along major streets

Block-shaped areas or concentrations permit more efficient servicing of apartment buildings by parks and other facilities and prevent the indiscriminate encroachment of single-family areas by apartment buildings.

- 8) The City's single-family housing character should be maintained

Minneapolis has long been known as a City of homes and the people want to continue this tradition.

- 9) The appearance of a residential area should be considered

This brings in the concept of urban design or community appearance, which places importance on the design of an entire area as well as on design of individual buildings and sites.

Homes are Changing

Future residential land use will be affected by the following five factors. They all point towards a more efficient use of land.

1) Aging of the Housing Supply

57% of all housing units are 40 years old or older (as of 1960). Thus considerable rehabilitation is necessary.

2) No vacant land

Very little vacant land is left in the City, which means that new residential construction must take place on cleared sites. These will likely occur in the older residential areas.

3) More Housing Units

The 1960 Census showed a 7% increase since 1950 in the number of housing units. The largest increase occurred in the number of housing units occupied by one person: a 90% increase since 1950. One cause of the increase is a decreasing family size.

4) Larger Family Incomes

Higher family incomes tend to reduce the need for "doubling up" of families and result in smaller family sizes.

5) Greater Demand for Apartments

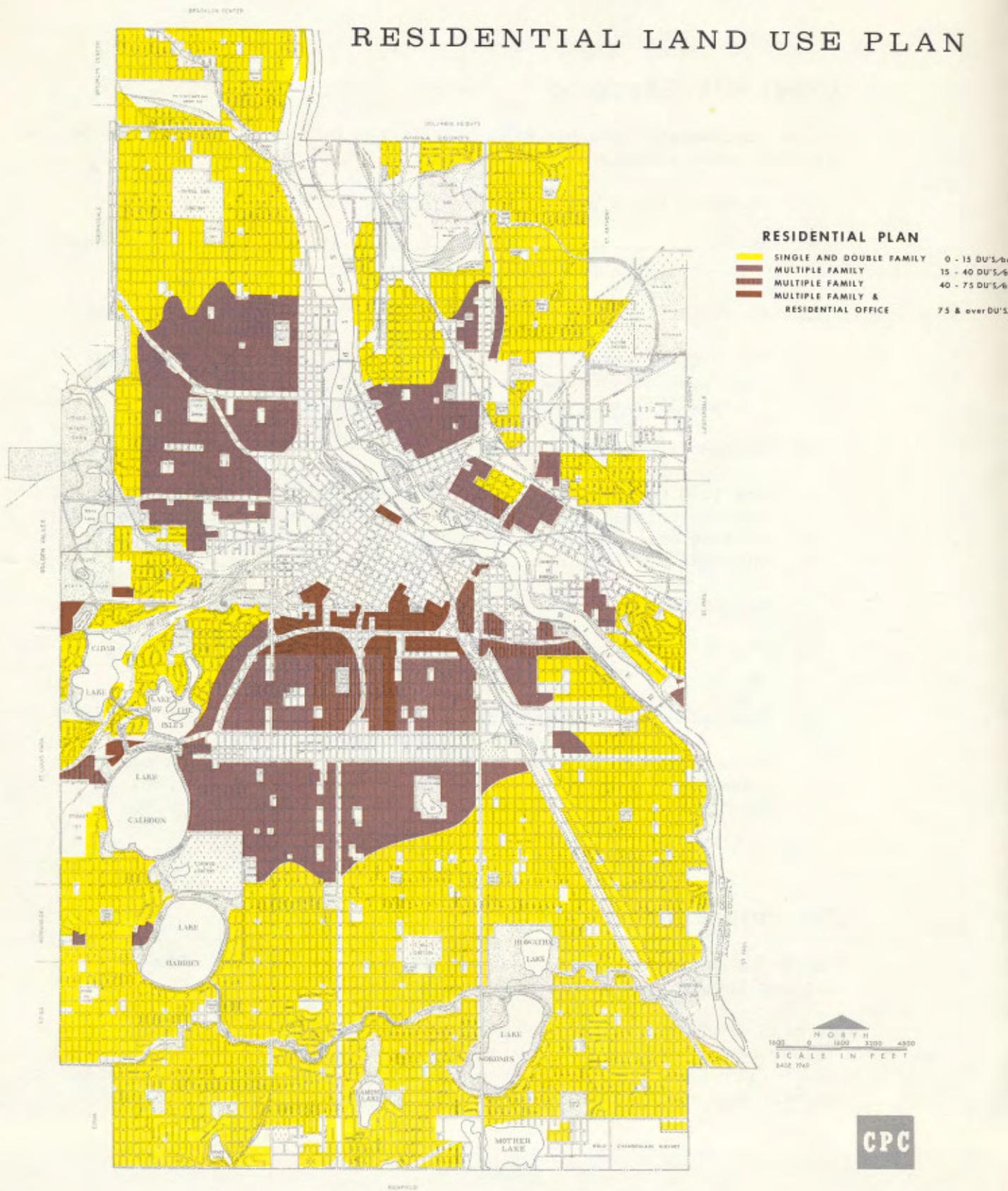
There has been a renewed interest among certain age groups - young adults and the elderly - for apartments in the Central City.

Our Future Homes

Figure 4 shows the proposed residential land use pattern. The basic existing residential pattern has been retained.

The plan proposes only minor changes in existing residential land use. Freeway construction will take some land out of residential use as will industrial expansion. The latter will occur primarily in the corridor between Lake Street and 28th Street.

RESIDENTIAL LAND USE PLAN



RESIDENTIAL PLAN

| | | |
|--|--------------------------------------|-------------------|
| | SINGLE AND DOUBLE FAMILY | 0 - 15 DU'S/Ac |
| | MULTIPLE FAMILY | 15 - 40 DU'S/Ac |
| | MULTIPLE FAMILY & RESIDENTIAL OFFICE | 40 - 75 DU'S/Ac |
| | MULTIPLE FAMILY & RESIDENTIAL OFFICE | 75 & over DU'S/Ac |



FIGURE 4

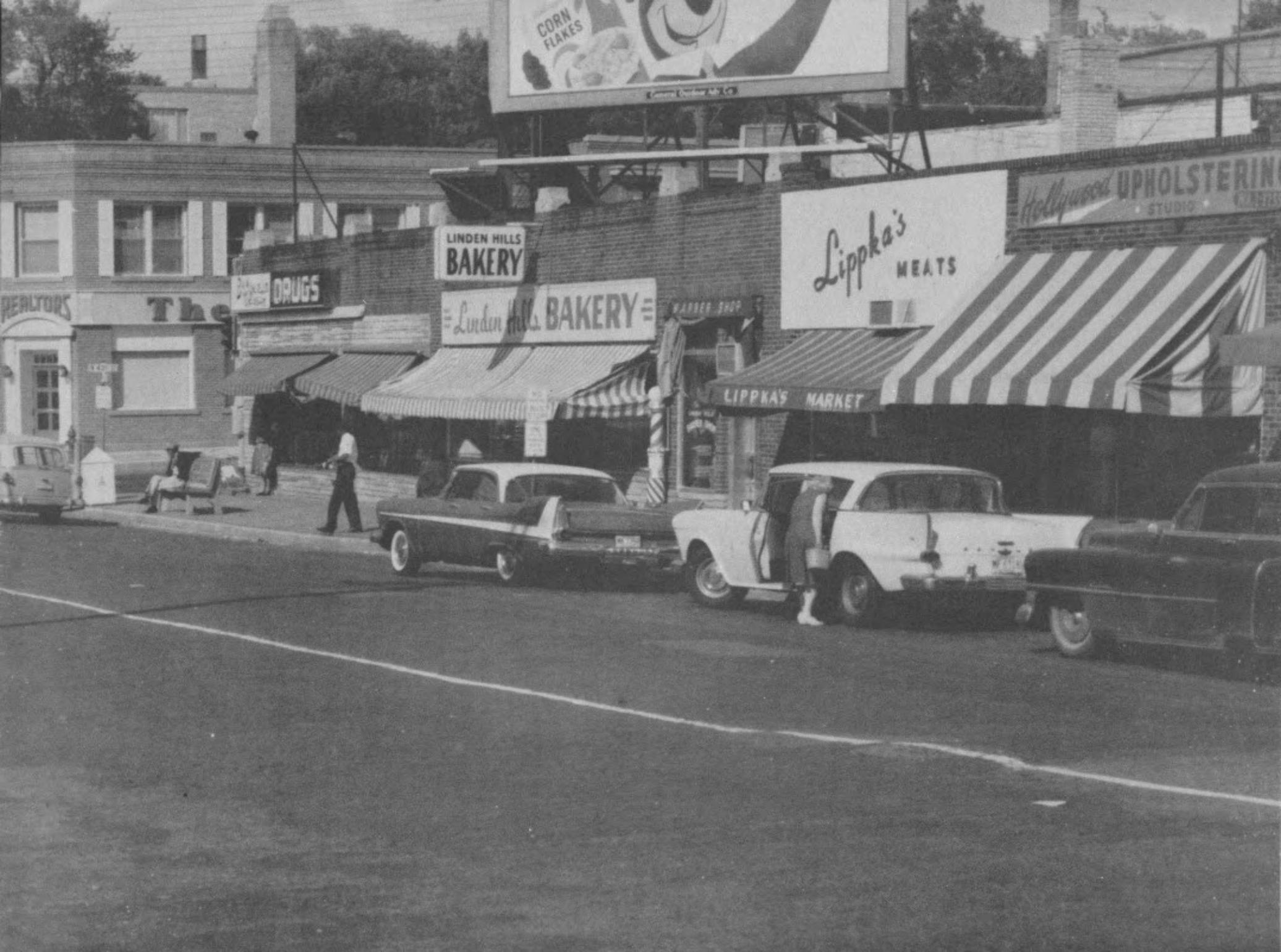
Where More People Will Live

The slight decrease in total amount of residential land, the need for more units and high land values require higher densities in certain parts of the City. The Plan does not propose densities higher than those now existing, but it increases the amount of land in the higher density categories. These changes are proposed for the older, transitional residential areas. In this way the sound single-family areas can remain undisturbed.

The core of the City - Downtown - is surrounded by high density residential areas which are in turn surrounded by single-family areas out to the City Limits. The only change in structure suggested is development of the higher density areas into blocks, rather than in strips along major streets.

The following table shows the relation between density ranges and dwelling unit types.

| <u>Dwelling Units Per Net Acre</u> | <u>Typical Dwelling Types</u> |
|--|---|
| 0-15 | Single family, double family. |
| 15-40 | Townhouses: these are single family houses, attached; 4 or more, grouped in a linear or cluster arrangement. Walk-ups with low land coverage. Walk-ups are apartments 3 or 4 floors high, accessible by stairs. |
| 40-75 | Walk-ups and high-rises. High-rise apartments are those in buildings 8 or more stories high, accessible by elevators. |
| 75+ | High-rise. |



CORN FLAKES

REALTORS

The

DRUGS

LINDEN HILLS BAKERY

Linden Hills BAKERY

BARBER SHOP

Lippka's MEATS

Hollywood UPHOLSTERING STUDIO

LIPPKA'S MARKET



THE COMMERCIAL PLAN

Our City's Business

Commercial activity is a key element in Minneapolis. Its primary function is to provide the City's and the region's residents with goods and services. In so doing, it also provides jobs to people in the region and revenue to the City through property taxes. It attracts people into the City for shopping and other business activities, thereby increasing the amount of money spent in Minneapolis.

Three basic factors determine the ability of the City's commerce to perform these functions:

1) Purchasing Power

The ability of people within the City and the region to purchase goods and services offered in Minneapolis will determine at what level and quality these will be profitable. Purchasing power is in turn based on population age balance.

2) Adequate facilities

Physical facilities of business establishments must be adequate to meet consumer demands. Adequacy will change from time to time depending on consumer preferences, merchandising techniques and shopping habits.

3) Accessibility

Establishments must be accessible to people if they are to perform their services and remain profitable enterprises. This is more than a matter of absolute distance; it is also a matter of time and convenience.

Our Five Commercial Goals

1) A "strong" Central Area should be preserved

The Central Area is the key commercial area in the City and in the region as well. It is imperative that it continue to pro-

vide the goods and services for which it is best suited.

The Central Area Plan is more fully discussed in Section VI - "Area Plans."

- 2) Goods and services should be provided by four types of business facilities:

Neighborhood Shopping Facilities - These provide convenience goods and services for day to day consumption. The core elements are: a food market, drugstore, hardware store, barber shop and/or beauty shop, auto service station, and a drycleaning-laundry pickup store. These facilities should be concentrated in one area that is within walking distance of all neighborhood residents.

Community Shopping Facilities - The core elements are a junior department store, a super market, and a branch bank, supported by professional offices, a furniture store, clothing stores, bakeries, a theatre, postoffice and similar activities. A wide range of services is available in these "centers" and consumers have the opportunity to comparison shop.

Regional Commercial Facilities - Consist of a wide range of shops and services usually located along arterial streets. Their markets cover part or all of the metropolitan area and they depend on cars and trucks for access to these markets and to their sources of supply. They are intermixed with community shopping facilities.

Downtown Commercial Facilities

The shopping center concept is based on the frequency of use of each center, which in turn determines the number of such centers needed and the size of each one. The neighborhood center, because it supplies goods and services needed daily, is widely distributed, (is most numerous) is most frequently used, and is small. At the other extreme is Downtown, of which there is only one center, one location. It is intensively used, but the frequency of use by each family is relatively low. The concept maximizes the accessibility of each center.

- 3) Scattered commercial "spots" should be gradually consolidated into shopping centers

Consolidation is an extension of the shopping center idea. Rather than have stores scattered in several blocks, they should be consolidated into one shopping "center." This is a long term goal, however, because existing investment in facilities and location prevents a rapid change.

- 4) The total amount of land in commercial use should be reduced

Existing land use and zoning commits more land to commercial use than the City's (and the region's) population can support. Land is a scarce resource and should be more efficiently used.

- 5) Encourage modernization of commercial facilities

Modernization of physical facilities is necessary if the commercial areas within the City are to remain competitive with those of the suburbs. In fact, the relative condition of these facilities influences the desirability of the City (versus the suburbs) as a place to live. The major needs right now seem to be more off-street parking and loading facilities and better pedestrian circulation.

Future Business

Figure 5 shows the proposed commercial land use plan. Its essential elements are:

- 1) Emphasis on the four levels of commercial centers

The hierarchy of levels as discussed above is emphasized. In all but two instances - Seward and Harrison Neighborhoods - the proposed center has the same location as the existing one.

- 2) Orientation to major streets and their intersections

Existing shopping centers have developed at intersections of major streets, such as at Central and East Hennepin Avenues, and Hennepin Avenue and Lake Street. Commercial strips have developed along major streets such as Lake Street, Hennepin, Nicollet, Broadway and Central Avenues. This pattern will continue for many years because of the investment already made. However, future investment will be encouraged to follow the commercial center concept.

- 3) Gradual reduction of commercial "spots" and commercial strips

Many commercial establishments will disappear over time because of the changing economy and shopping habits. In most of these cases, it will be possible to allocate land thus vacated to another use, such as residential or industrial. Over time, therefore, and through the natural operation of the economy, the number of commercial spots and strips will be reduced and will fall more nearly in line with effective demand.

COMMERCIAL LAND USE PLAN

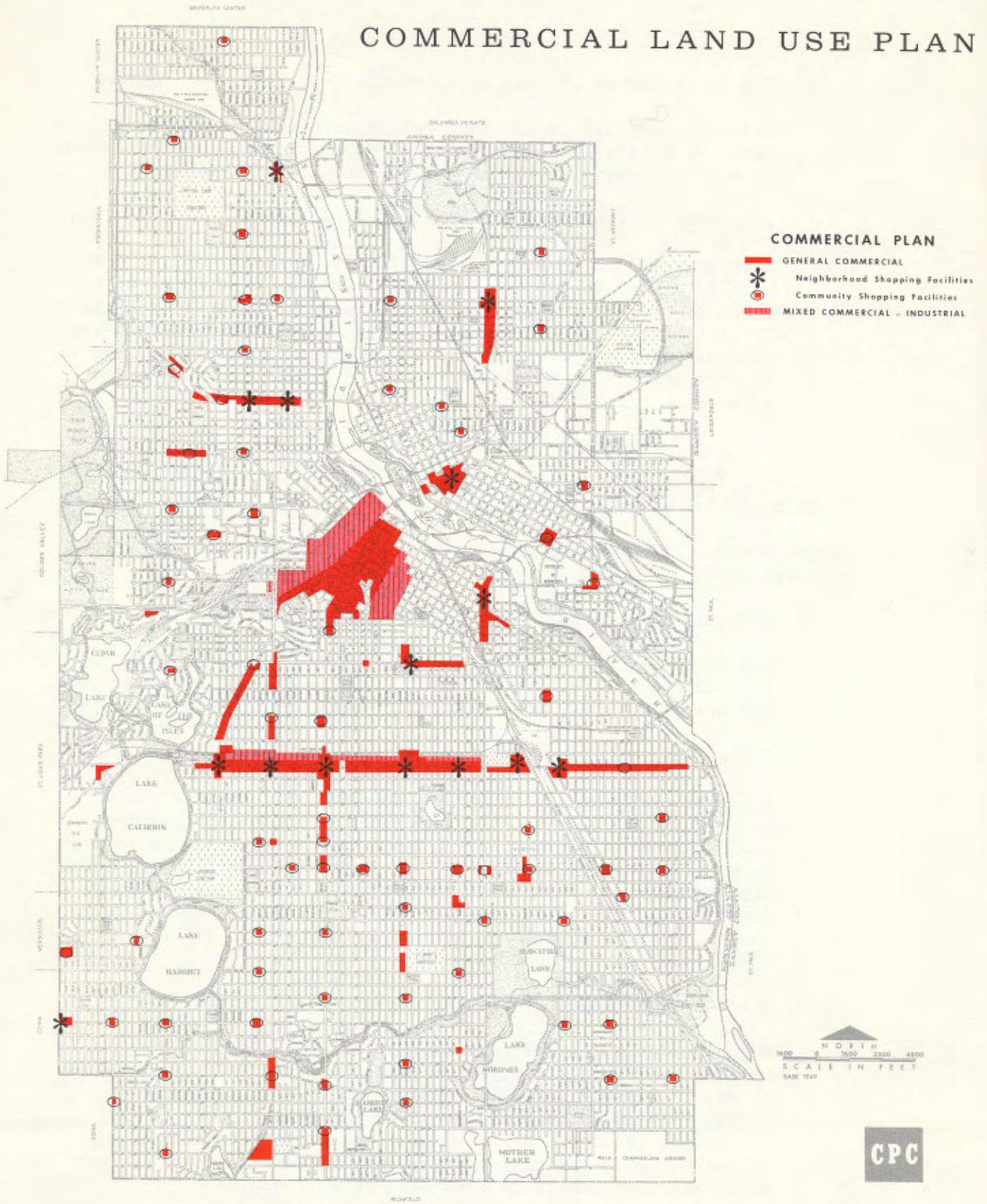
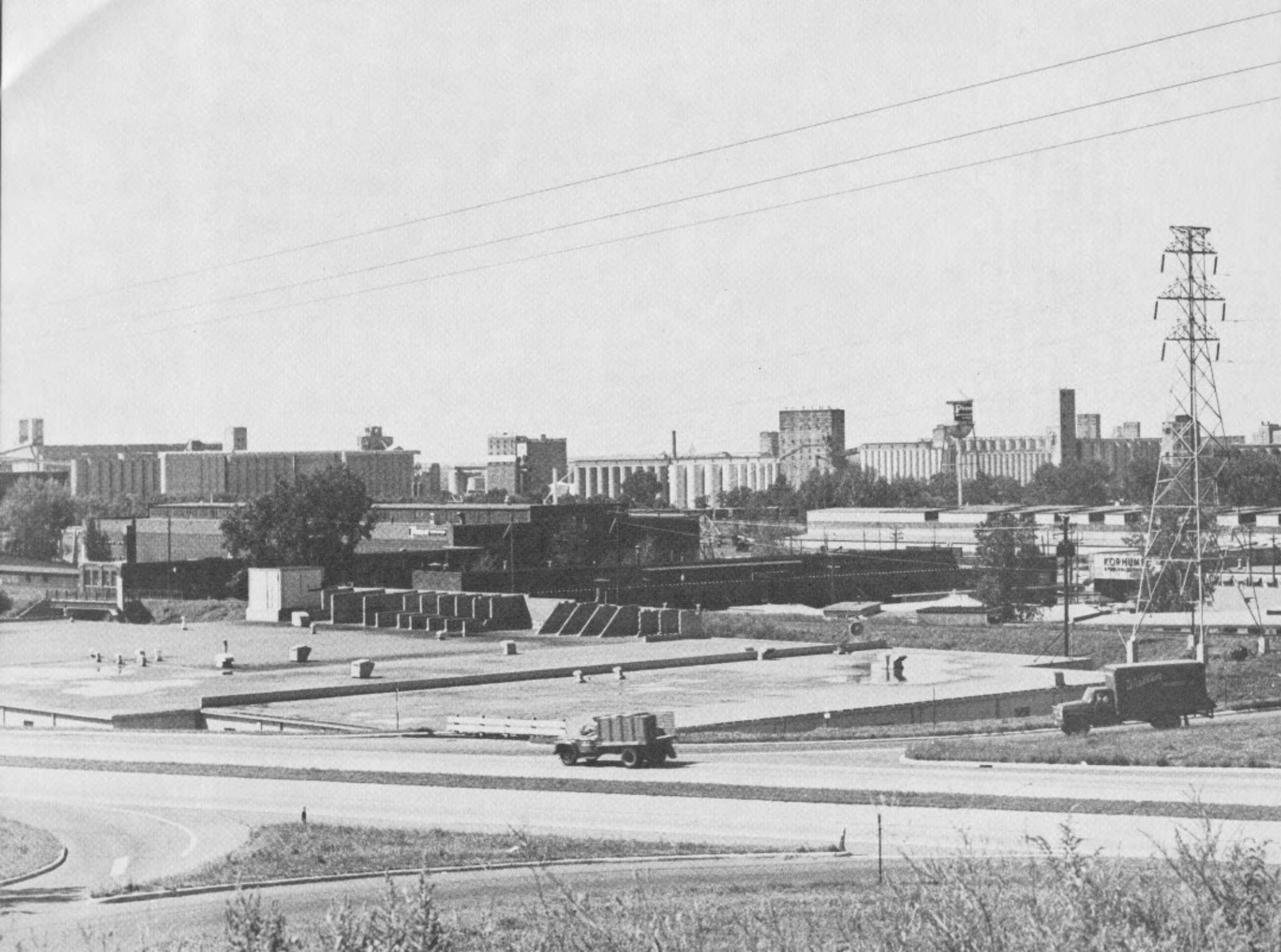


FIGURE 5

The essential feature of the Commercial Plan is that the existing commercial structure will be retained, but within that structure certain changes are proposed: namely reduction in the number of scattered commercial spots and strips, gradual consolidation of commercial activities into centers, and improvement of traffic patterns in and around commercial areas.



THE INDUSTRIAL PLAN

Our Industrial Foundation

Industrial activity is a mainstay of Minneapolis' economy. It provides direct employment for 108,000 persons in manufacturing and processing plants, warehouses, and storage facilities; produces half of the City's tax revenue; and occupies about 8% of its land area. Indirectly, it supports innumerable commercial establishments, underwrites a large part of the City's cultural life, and fosters leadership for many of the community's political and social movements.

At the same time, Minneapolis cannot be termed an industrial center in the same sense that Detroit, Pittsburgh and Youngstown are. Responsibility for this can be assigned to geographic location; away from the nation's population concentration and major fuel resources, at some disadvantage with respect to transportation costs, and in an environment that naturally led its businessmen to consider the distribution function their best "road to riches."

Minneapolis today is a city of small, diversified manufacturing, processing, and warehousing establishments. No one company dominates the industrial scene nor is one industry all-important. The largest company employs only 7% of the industrial labor force, and the largest industrial activity (machinery manufacturing) provides slightly over 10% of the jobs. This kind of industrial make-up lends stability to the City's economy over both boom years and depression years. We fare much better than a one-industry town.

How we Grew

The basic pattern of industrial development was set by 1900. The pattern was initially based on the water power available along the Mississippi River and later it was based on the railroad lines that crisscrossed the City. Subsequent development was a filling in, or an extension, of the areas strung along the main rail lines.

The motor truck changed the pattern of industrial location and site design in the 1920's and 30's by causing establishments to locate along highways rather than railroads. The increased flexibility carried with

it the need for much larger sites; for employee parking, loading and one-story plants.

Following the depression and World War II, industrial development in the City slowed to a walk. Most of the industrial expansion that did occur took place outside of Minneapolis. The characteristics of this pattern were:

- 1) A general movement out of the Central City to the suburbs;
- 2) wholesale movement of certain industries out of the area entirely;
- 3) a growing preference for one-story plants;
- 4) a need for larger employee parking areas;
- 5) increasing employment of women;
- 6) rapid advances in technology;
- 7) many new products based on new materials, new techniques, new tastes, new wealth, and new merchandising methods.

The result is, that today almost one quarter of this area's manufacturing employment is in suburban cities and villages.

More Jobs, More Growth

Minneapolis has a vital stake in retaining industry within the Central City. Industry means jobs for people and tax revenue to pay for municipal services. If the City's industrial base should diminish in vitality or lose significantly in numbers, the economic consequences would be severe. To meet this challenge the Planning Commission has adopted two general goals for industrial planning.

- 1) To provide for more jobs

A policy of industrial development should be followed which will provide jobs within Minneapolis for forty to fifty per cent of the five-county labor force by 1980.

- 2) To provide a broader tax base

Costs of government will likely continue to increase in future years so an ever-broadening tax base is necessary to support these costs. Without a broader base the increased burden will fall on existing plants - who already pay half the tax bill -

and will force them to seek the only relief in sight: migration from the City. This situation is, of course, self-defeating.

These two general goals suggest eight sub-goals or general policy measures.

- 1) Some 120,000 new jobs must be created in the City in the next twenty years. About a quarter of these must be clerical jobs. One fifth of the jobs must be in manufacturing or processing industries.
- 2) A twenty-year program of industrial district development must be inaugurated. This program should consider the upgrading of all the City's industrial areas through improvement of municipal facilities -- streets, sewers, water systems, lighting, access to freeways, -- to make these areas as inviting as possible to expanding or immigrating companies.
- 3) The best economic use should be made of civic assets like the railroad network, the river development and the University's resources.
- 4) Obsolete and underdeveloped industrial areas at the City's heart should be redeveloped to accommodate high density employment activities and activities that can benefit from proximity to downtown.
- 5) A determined effort should be made to bring undeveloped industrial sites into their highest use as soon as economically possible.
- 6) A program of clearance for industrial re-use of blighted areas around industrial districts should be accepted as a matter of civic policy.
- 7) The power to carry out such a program of development and reconstruction should be established in an appropriate City agency.
- 8) The City should give wide publicity to this policy and seek the concurrence of other agencies with responsibilities for industrial development: business associations, labor unions, utilities, transportation companies, real estate brokers, land companies and the like.

The Planning Commission is convinced that private action must carry the major responsibility for achieving these goals. Public agencies might encourage development by providing assurance that the community favors it, by providing the facilities -- streets, sewers, water, zoning -- conducive to it, or by easing the problem of land assembly; but the Commission believes that ultimate reliance must be on private initiative.

Problems, but Opportunities

Future industrial development in Minneapolis will begin with the existing industrial base. This base has the following four general characteristics:

- 1) The City is almost completely built up. Few undeveloped industrial sites remain, and the few there are appeal to a small number of potential users.
- 2) There has been a decided industrial movement to the suburban communities of Hennepin County since World War II. Joining this exodus have been some of Minneapolis' oldest and strongest industrial establishments. Equally or even more important, most of the new companies being formed in this area locate in the suburbs initially or soon after formation.
- 3) Industry in Minneapolis tends to be concentrated in thirteen more or less distinct districts. (See Figure 6). These were originally centered on the rail network, but most have broadened out over the years to include adjacent areas.
- 4) Each industrial district in Minneapolis contains many industrial structures in good shape. Most enjoy full City services, excellent - or at least potentially excellent - access, good rail transport, and proximity to customers and suppliers. On the other hand, none of the districts is in first class condition. Most of them suffer from congestion, various degrees of blight, and inadequate space for expansion, employee parking or loading.

Industrial Land for Tomorrow

The Industrial Land Use Plan, Figure 7, shows the total amount of land to be devoted to industrial use and its location in the City. Some of this land is presently in another use and much of the proposed change-over is many years in the future. A good part of the transition will await construction of freeways.

The following seven statements summarize the Plan:

- 1) The existing basic industrial pattern is continued along the River in the north half of the City and along rail facilities.
- 2) The process of "filling in" which has been common for the past several decades will continue. As a result, large contiguous areas will be formed to permit concentration of industrial activities on adequate sites, with space for modern buildings, parking and expansion, and to permit a sharing of utilities, streets, and ground space.

INDUSTRIAL STUDY DISTRICTS - 1962

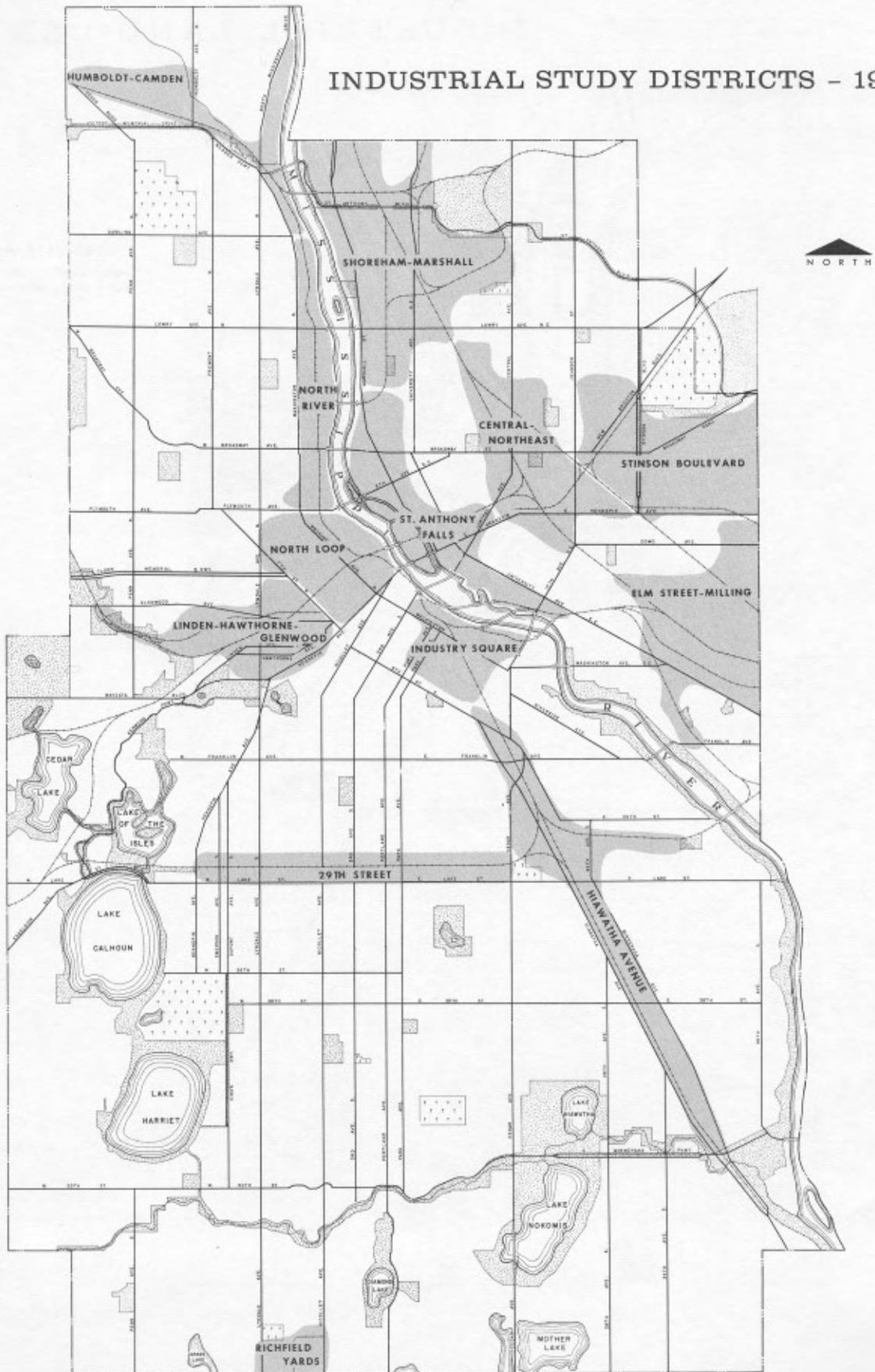


FIGURE 6

- 3) Each of these large areas will be occupied by firms sharing similar locational and service needs. The pattern will be an orderly, rational one in which one area might be a printing concentration, with its full range of interdependent activities, another might be a milling center and so on.
- 4) The areas are located around major street, railroad and river facilities to make maximum use of all three forms of transportation. However, the trend to highway travel will continue and the freeway and arterial street, and the truck and car, will provide Minneapolis industry with its primary form of transportation.
- 5) A migration of firms out of the City will likely continue. For many firms, a location in Minneapolis is no longer desirable and these should be encouraged to find more suitable locations. The Plan assumes that the "vacancies" will be filled by incoming firms that can use the City's facilities and location to maximum advantage.
- 6) The Plan anticipates that industry in Minneapolis will continue to be composed of small diversified manufacturing, processing and warehousing firms. Electronics and printing firms, machine shops and tool and die firms are examples. Most of the firms in the City will have a high intensity (a high labor-land or high capital-land ratio) of employment and will utilize all of the land to productive advantage.
- 7) All land with industrial potential is allocated to industrial use. The total amount of industrial land is thereby increased and removes some land from other uses.

The Planning Commission intends to study each of the thirteen industrial districts to reveal its potentialities and its problems. Then a plan for each district can be developed with the dual goals in mind of creating new job opportunities and expanding the City's tax base. Such a study has already been completed for Industry Square.



THE TRANSPORTATION PLAN

Transportation - Our Life Line

The function of the transportation system is to move people and goods within Minneapolis and its surrounding area. The high degree of interdependence among the many activities of our present society and our resulting high standard of living has largely been made possible by our transportation system. The Transportation Plan's purpose is to suggest means of improving this system and to help it meet future demands. The system in Minneapolis consists of 6 elements: streets, freeways, arterials, etc; mass transit facilities; parking facilities; railroad yards, lines and terminals; airport; and river facilities. The first three of these are important for intra-city and intra-region travel and the Plan is mainly concerned with these.

The Major Streets System

We Move in Cars and Buses

The Plan makes a basic assumption that the primary facility for moving goods and people during the next few years will be the major streets system. Economics of travel suggest that the kinds and density of activities at the origin and destination of the various trips largely determine what kinds of travel facilities are desirable. Freeways and major streets serve low and medium density areas, commuter railroads serve high density areas, and subways serve very high density areas. In economic terms the relative low density and dispersion of activities in Minneapolis now and in the foreseeable future seems to rule out means of transportation other than cars and buses. This assumption is valid, however, only as long as the number of major streets necessary to handle future traffic does not interfere with other land use goals, such as the ideal neighborhood. If traffic demands become so great that a large number of major streets are necessary, but will interfere with these goals, then alternative transportation facilities, such as commuter railroads, would have to be considered.

Control Traffic and Streets!

The importance of goals was discussed in an earlier section. Goals for the major streets system have even greater importance because of the tremendous increase in the number of, and in the use of, motor vehicles in Minneapolis and the metropolitan region. The major streets system needed to handle this and future traffic can "make or break" our City, depending on whether it cuts areas of related activities into many isolated pockets (as it has done in the past) or whether it instead creates contiguous areas of related activities. The traffic is sure to come, regardless of what we do now, but it can benefit us if we choose sound goals, get agreement on them from the public and government agencies and develop plans based on these goals. The City Council has adopted the following ten goals as a first step in developing a major streets system that will protect the City's interest and, at the same time, move traffic in a fast and efficient manner.

- 1) The major streets system should be integrated with other transportation networks - water, rail and air. This will insure that each form will complement the other and will minimize duplication of facilities.
- 2) The major streets system should be integrated with local streets. This will insure proper use of each type of street. It will keep through traffic off residential streets, yet provide good access to residential areas.
- 3) Planning for streets should go hand in hand with land use planning. Some reasons for this coordination are:
 - Land uses generate traffic.
 - Land uses abutting streets can interfere with traffic flow - parking, backing out of driveways, etc.
 - The pattern and density of land use affects the type of transportation used - bus or car - and number of trips necessary.
 - Land use patterns make changing of street location or design very difficult.
 - Streets dictate the size and shape of land parcels.
 - Heavily traveled streets can reduce property values, especially in good residential areas.
 - Streets can unify or divide related activities - such as separating homes from an elementary school.
 - Streets (and alleys) are a major land user - in Minneapolis they use 25% of the land area.

- 4) The major streets system should be planned and improved according to scientifically projected traffic needs. Projections should be based on future land use.
- 5) Major streets should be classified by function and designed accordingly.
- 6) The major streets system should help preserve residential neighborhoods and communities as well as business and industrial districts.

Major streets should define neighborhoods,
not go through them.

- 7) The major streets system should include provisions for transit facilities: i.e., buses.
- 8) The major streets system should be planned according to the best engineering practice, to assure effectiveness, safety, efficiency and economy.
- 9) Timing of major streets improvements should be coordinated with freeway construction and other private and public improvements.

Timing will ease the financial problem of the large expenditures required for road construction in urban areas. It will also assure that key parts of the system are completed at the same time to reduce congestion and delay.

- 10) The major streets system should fall within the City's financial capacity.

Measures of Performance

Functional Classification System

Streets designed according to a functional classification will help assure an integrated and balanced system. Streets in Minneapolis are classified into six categories:

Freeways -- devoted entirely to moving traffic and perform little or no land service functions. They handle large volumes of traffic at high speeds and are intended to serve long trips. They are characterized by complete control of access and multiple lane, divided roadways.

Expressways -- same as freeways, but access control is not absolute.

STREET STANDARDS*

| | PRIMARY | | | SECONDARY | |
|--|--------------------|--------------|--------------|-----------|-----------------------------|
| | Freeway-Expressway | Arterials | Collectors | Local | Parkway |
| <u>Functional Standards</u> | | | | | |
| Traffic Movement | Primary | Primary | Equal | Secondary | None |
| Access to Land | None | Secondary | Equal | Primary | Secondary |
| Principal Trip Lengths | Over 3 miles | Over 1 mile | Under 1 mile | Under 1/2 | Over 1 mile |
| Transit Services | Express | Regular | Regular | Never | Never |
| Designated Through Streets | Always | Always | Sometimes | Never | Never |
| Spacing | 1-3 miles | 1 mile | 1/2 mile | Under 1/2 | Depends on local conditions |
| Division of total Mileage (% of total system) | 5-8% | | 20-25% | 67-75% | |
| <u>Speed Standards</u> | | | | | |
| Peak Hour | 35 | 30 | 25 | 20 | 15-30 |
| Off-peak Hour | 35-50 | 30-40 | 25-35 | 20-25 | 15-30 |
| <u>Minimum Design Standards</u> | | | | | |
| Number Traffic Lanes | 4, 6, or 8 | 4 or 6 | 4 | 2 | 2 |
| Width of Traffic Lanes | 12 feet | 12 feet | 12 feet | 11 feet | 13 feet |
| Width of Right-of-Way | 120 feet or wider | 108-132 feet | 66 feet | 60 feet | 300-600 feet |

* Developed jointly by the City Engineer Department and the Planning Commission.

- Arterials -- arterial streets connect with freeways and expressways and distribute traffic to and from collector streets. These streets handle the medium distance trips not using freeways and provide property access functions at concentrated points. They also improve living conditions in neighborhoods by removing through traffic from local streets.
- Collectors -- collector streets carry the internal traffic of an area, (neighborhood) and distribute it between local and arterial streets.
- Local -- local streets provide access to abutting properties. All through traffic should be discouraged on these streets.
- Parkways - parkways are for pleasure and recreational driving and are not part of the major streets system. These streets are usually located along areas of natural beauty and connect large parks and lakes within the City. Unfortunately, however, our parkways are frequently used as arterial streets, jeopardizing their intended function. This use results from the major streets system's inability to handle increasingly heavy traffic demands. The goal remains to return our parkways to recreational use and will be possible when an adequate major streets system is provided.

Future Transportation

The proposed transportation system is based on a hierarchy of streets derived from the functional street classification. It consists of a series of radial freeways connected by loop freeways, overlaid on the existing grid pattern. Arterial streets connect with this primary system to distribute traffic and serve short and medium distance trips. (Figure 8.)

Plan Elements

Freeways

Several freeways will serve as radial streets connecting Minneapolis with regional and national points. A loop freeway around the Central Area will function as a bypass and as a distributor between the radial freeways. The 28th Street Crosstown will function as a modified loop

TRANSPORTATION PLAN

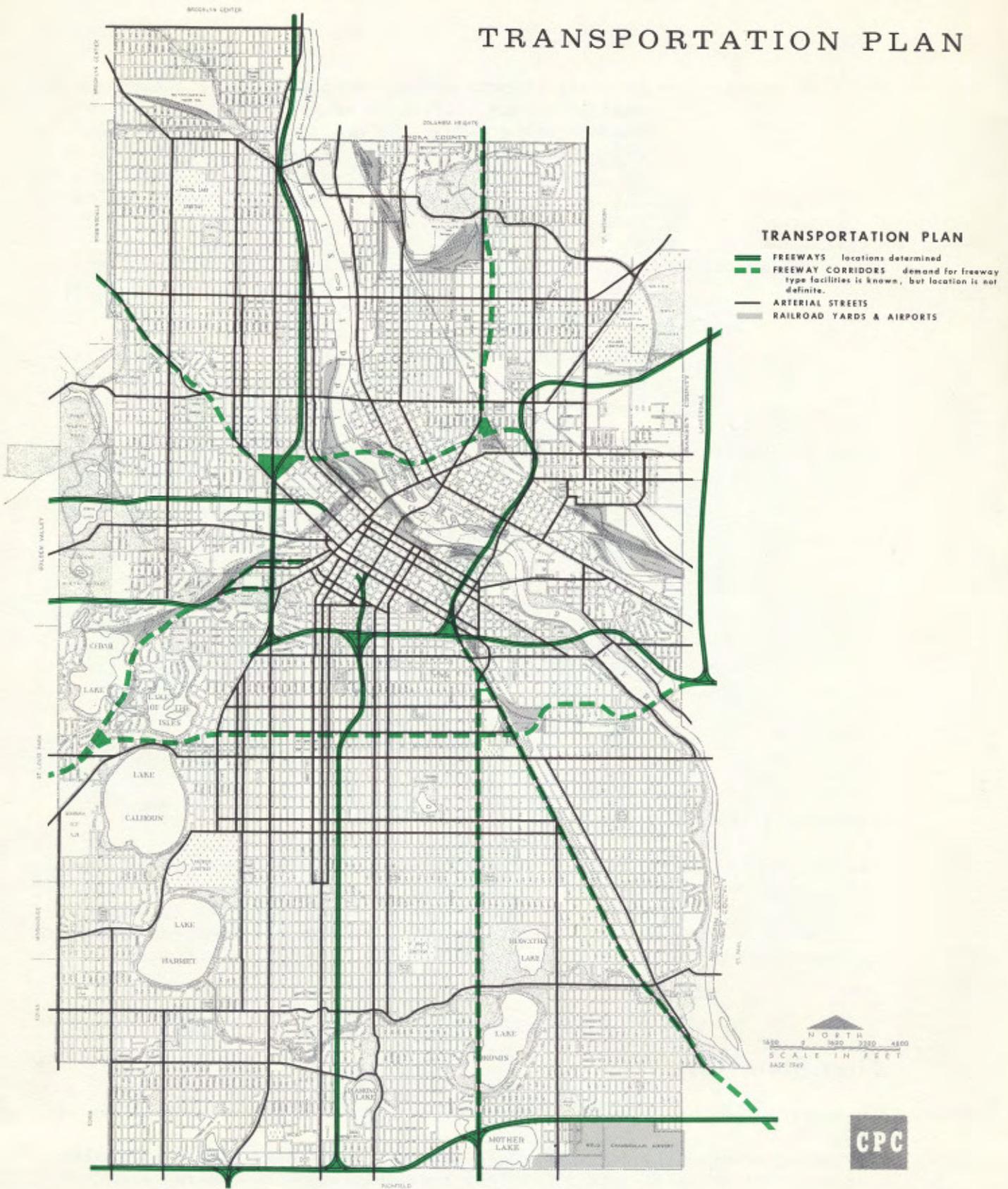


FIGURE 8

street and will handle the heavy east-west through traffic now using Lake Street.

The plan shows freeways in two forms. The solid green band denotes freeways whose locations are definite. The broken green bands show areas in which freeway type facilities are needed because of present and future high travel demands, but locations of these facilities are by no means definite.

Arterials

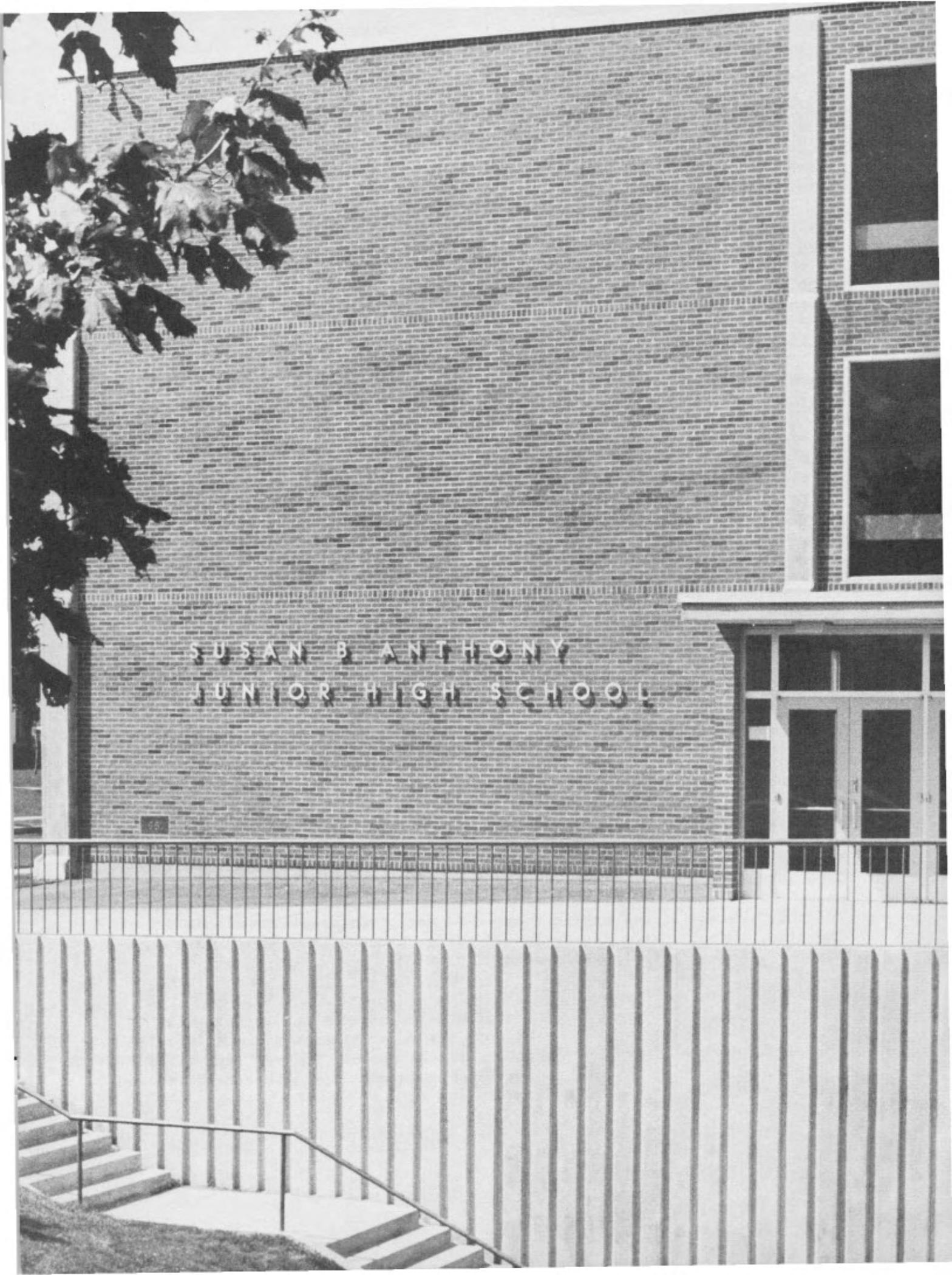
These streets are primarily intercity routes that bring traffic into the City from suburban areas and carry through traffic across the City.

The existing system of arterial streets has evolved through use rather than by design. Along with it has developed a land use arrangement and investments - public and private - in locations and physical facilities that are highly dependent on it. Therefore, the Plan utilizes these existing streets to the maximum extent. However, if these streets are to perform as true arterials, a vigorous program of travel improvement must be carried out, especially in reducing the number of intersections. Wherever possible, arterials - and freeways - should be used to define neighborhoods and other land use areas.

Other Facilities, too

There are other parts to the transportation system, but none is so significant as the street system. (Transit is of major potential importance.) In fact, these other elements are stable or even declining in relative importance. The railroad system - tracks, yards, and terminals - will continue as it now exists, with some consolidation of yards possible. The Upper Harbor Project, when completed, will not directly affect land use except along the River frontage where certain industries might be attracted to take advantage of the cheaper river transportation. The airport's land acquisition is complete, adjacent to the City's boundaries, with a new terminal building. Future expansion can take place within the existing building and site. Public transit is not given special emphasis in the plan, except in the discussion of goals, because these facilities - buses - will use the streets system.

By far the major effects on land use will come from the major streets system; thus its emphasis in this Plan. However, the transportation system must still be considered in its complete form.

A black and white photograph of the exterior of Susan B. Anthony Junior High School. The building is constructed of brick and features a large set of double doors on the right side. In the foreground, there is a concrete walkway with a metal railing and a set of stairs leading up to the entrance. The name of the school is prominently displayed in large, raised letters on the brick wall. The top left corner of the image shows the leaves of a tree.

SUSAN B. ANTHONY
JUNIOR HIGH SCHOOL

THE PUBLIC FACILITIES PLAN

Facilities for All

The location and quality of public facilities are as important to the City as its factories and shopping centers. They not only enhance the health and well-being of the citizens, but together with housing quality, largely determine the City's "livability" qualities.

Public facilities, as used in the Official Plan include the following elements:

Schools, parks, and playgrounds, libraries, colleges and universities, churches, auditoriums, arenas, government buildings, golf courses, museums, public utilities.
(Figure 9.)

The proposed land use plan shows these facilities if they occupy one or more blocks. Parks and playgrounds are distinguished from the others. The Plan concentrates on schools, parks and playgrounds, and libraries because these are vitally important in determining the City's residential quality. Its concern, however, is with location and service area of these facilities. Their programs are handled by the separate boards.

Public Schools

Our School Dilemmas

Minneapolis' school system is facing four problems. Its physical facilities are aging - about one half of the 101 buildings are more than fifty years old, and many of these need modernization, additions, or replacement. Changing educational needs also require modernization of buildings and sites. Shifting populations - caused by freeway construction, general out-migration, large increases in the number of children in certain areas, increases in the number of elderly people in other areas - cause either over-utilization or under-utilization of school facilities. In a few instances,

proposed freeway construction will require relocation of school buildings. These changing conditions will have to be met by a long range program that is tied to the overall City Plan.

Schools Close to Everyone

The following goals suggest the location of school facilities and their relation to neighborhoods and communities.

- 1) Each neighborhood should have one elementary school, centrally located, within a one-half mile walking distance of all children. It should be the focal point of the neighborhood and be utilized to the maximum extent. It should be located away from heavily traveled streets or be adequately protected where such location is not possible.
- 2) Each community should have one senior high school and one or more junior high schools. Senior high schools should be readily and conveniently accessible to the entire community, preferably by public transit. Junior high schools should be accessible by walking.

Future Schools

The Plan does not propose new locations for schools, except an elementary school for Whittier Neighborhood and junior high facilities for Seward Neighborhood. Proposals such as these at a City-wide scale will await final policy formulations by the School Board.

Parks and Playgrounds

Our Beautiful Parks

The Minneapolis park system is probably the major attractive physical feature for living in the City. It consists of about 5500 acres of park land and about 1500 acres of water bodies. Altogether the system provides one acre of park land for every 87 City residents -- well within the standards established by the Park Board. The system is threatened by over-use, however, because of the large number of non-Minneapolis residents attracted to the facilities.

Parks Close to Everyone

- 1) Each neighborhood should have an adequate, well-equipped playground, preferably adjoining the elementary school.
- 2) The size of the playground and the facilities provided thereon should be in proportion to the neighborhood's population size and characteristics.
- 3) The park should be readily and conveniently accessible to the entire community, by public transit if possible.
- 4) Outlying amenities such as lakes, forests, rivers, and places of historical interest should be developed and maintained for public use and should be available to Minneapolis residents. Such a program will help protect Minneapolis' park system from over-use.

Park Guidelines

The Minneapolis Park Board has established the standards summarized in the following table to guide the planning of park facilities. These standards are not hard and fast. They give direction to overall park planning and must be adjusted to changing conditions. (See page 54.)

We Assume . . .

The Plan assumes that the park system will remain about as it presently exists. Little land will be added to or subtracted from existing recreational land.

Branch Libraries

The basic objective of the public library system is making available in the most convenient manner books, periodicals and other information needed for economic, cultural and civic life. The library system, with a central library containing a full collection of circulating and reference material and a number of branches throughout the City is the best means of achieving this goal. The Minneapolis system is based on this concept. However, its effectiveness is being reduced because

SUMMARY OF PARK AND RECREATION STANDARDS*

| Description of Facility | Service Radius | Size | Standard | Serves |
|--|----------------------|----------------|------------------------|--------------------------|
| <u>Playlot</u> for pre-school age children. Serves as a substitute for the back yard | 1/8-1/4 mile | 1/2-1 acre | 1 per neighborhood | less than 1000 people |
| <u>Neighborhood park playground</u> Play center for neighborhood children. Also limited recreation for young people and adults. | 1/4-1/2 mile | 6 - 10 acres | 1 acre per 800 people | 5000-8000 people |
| <u>Community park playfield</u> Provides diversified outdoor and indoor recreation facilities for young people and adults. | 1/2-1 mile | 10-20 acres | 1 acre per 3000 people | 1 per 20000-50000 people |
| <u>Regional athletic field</u> For organized athletic activity for young people and adults. | 3 miles | 10-20 acres | 1 acre per 4000 people | 1 or more communities |
| <u>City-wide athletic field</u> For organized spectator activity for the whole city | Whole city | 50 acres | 1 acre per 7000 people | Whole city |
| <u>Large city park</u> Area where beauty of landscape can be enjoyed. May have beaches, sailing, fishing, picnicing, hiking, skiing, and natural scenic views. | 3 miles | 50 acres plus | 1 acre per 400 people | 5000-50000 people |
| <u>City parkway</u> A roadway for pleasure driving only and a connection between two or more large city parks. | | | No set standards | |
| <u>18 Hole golf course</u> | 1/2 hr. driving time | 150 acres plus | 1 per 100,000 people | 100,000 people |
| <u>Metropolitan Reservation</u> Large tracts of naturalistic quality along major stream valleys and shores of important lakes. Provided by county or metropolitan park system. | 1 hr. driving time | 100-500 acres | 1 acre per 100 people | no set number |

54

* Summary made from standards developed by Board of Park Commissioners.

of traffic patterns which are cutting up service areas, a shifting population that is changing the size and character of the population in some service areas, and by the aging and obsolescence of some library facilities.

How to Locate Them

The following principles are suggested as guides for locating branch libraries in Minneapolis:

- 1) The branch library, as a community facility, should be as centrally located as possible within each community.
- 2) It should have a service radius of not more than one and one-half miles and should serve 20,000 to 40,000 people.
- 3) It should be located in or adjacent to a major activity center, preferably a community shopping center.
- 4) The branch library should be located close to an arterial street for access by car and bus.
- 5) It should also be located on or near pedestrian greenways, if possible.

Branch Library Plan

The Library Board has published a plan for rehabilitating the branch library system. It calls for four new branch libraries and for seven to be relocated.

Other Facilities

Other public and semipublic facilities are important. But they are highly specialized activities, not related to any particular service area like the neighborhood or community. These facilities are shown on the proposed land use plan as they presently exist - if they occupy two or more standard city blocks. Expansion plans for each of these facilities, if known are included as part of the proposed land use. The major emphasis in this case, however, is on land use, not service area.

PUBLIC FACILITIES PLAN

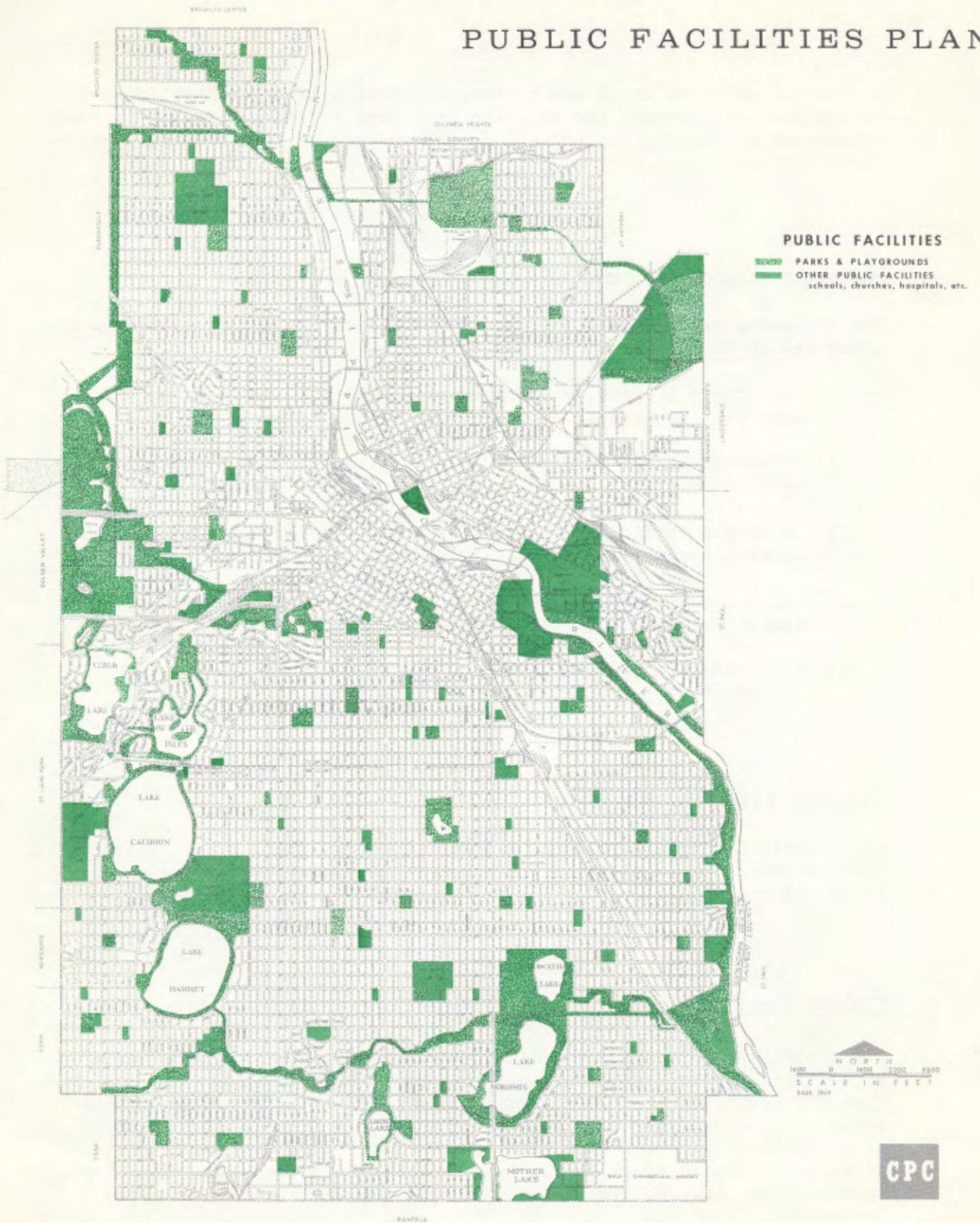


FIGURE 9

SPECIAL AREA PLANS

Central Minneapolis

The Central Minneapolis Plan is a discussion report covering the core area of the City. It describes the area, goals for its future development, and major plan elements.

Goals for the Central Area are grouped into two categories - functional and design.

Functional Goals

Central Minneapolis should continue to be the major commercial area in the Upper Midwest. It should:

- 1) function as a communication center;
- 2) be a source of goods, services and ideas;
- 3) provide a pleasant environment for its "users" to be in - whether they are shoppers, employees, or entertainment seekers;
- 4) have residential areas, where such land use is appropriate, for people desiring a central location;
- 5) support its basic functions with adequate streets, parking areas and services;
- 6) be a symbol of the City and the region.

Design Goals

- 1) Compactness - Activities that need close proximity to one another should be arranged in compact, unified and connected groupings.

- 2) First priority use of major streets in and near the Central Area should be given to traffic destined to it.
- 3) Central Minneapolis should be readily accessible to major contact points, such as nearby neighborhoods, outlying towns and cities and the airport.
- 4) Mass transit should be encouraged in the Central Area.
- 5) Parking and terminal facilities should be directly connected to incoming freeways and other major streets.
- 6) Parking should be arranged to serve a multiple purpose use.
- 7) Loading and unloading of vehicles should not interfere with vehicular and pedestrian movement.
- 8) Conflicting traffic - through, local, pedestrians, truck - should be separated from one another as much as possible.
- 9) The distinctiveness of Central Minneapolis should be expressed.
- 10) The basic unity of the area should be expressed through design and arrangement.
- 11) The area should be as interesting and varied as possible, so long as this goal is consistent with other objectives.

Elements of the Conceptual Plan

- 1) A series of bypass or ring routes is proposed around Central Minneapolis. These major streets will collect and carry traffic which is crossing the City near to or across the Central Area.
- 2) Major parking terminals are proposed in locations that will have the most direct access to freeway and arterial street entrances.
- 3) Activities should be clustered in compact and identifiable "center" on the basis of their compatibility and the degree to which they interchange customers or employees. These activity centers should be the principal basis for organizing and locating land uses and parking facilities, traffic routes and for laying out pedestrian routes.
- 4) Streets within the Central Area should serve specialized functions. This would separate conflicting forms of traffic and thereby improve the over-all accessibility of establishments within the area. Pedestrian traffic should be given special consideration.

Major Planning Principles for LAND USE AND PARKING

to be achieved to the fullest extent possible - - -

1. LAND USES ARRANGED IN COMPACT GROUPINGS ACCORDING TO COMPATIBILITY OF USES;

Centers

- A. Main Center - of retail and multi-purpose offices
- B. Convention Center - of hotel, auditorium and related uses
- C. Gateway Center - of special-purpose office and hotel-hotels
- D. City Hall - Grain Exchange Center -
- E. Printing and Business Services Center -
- F. "South Nicollet Center" of institutions, special purpose offices and entertainment facilities
- G. Other possible centers - Heliport, Motel, Mart, Small Industries, Electronic Industries, etc.

Residential-institutional neighborhoods

- H. Loring Park
- I. Elliot Park

Industrial - Commercial Districts

- J. South Loop
- K. North Loop

2. EACH GROUPING - CENTER, NEIGHBORHOOD OR DISTRICT - SPECIALLY DESIGNED FOR ITS NEEDS

- necessary services
- good access to property
- good focal point and identity
- freedom from traffic and other outside interference

3. MAJOR PARKING TERMINALS LOCATED WITHIN SIX TO EIGHT HUNDRED FEET OF ALL MAJOR DESTINATIONS

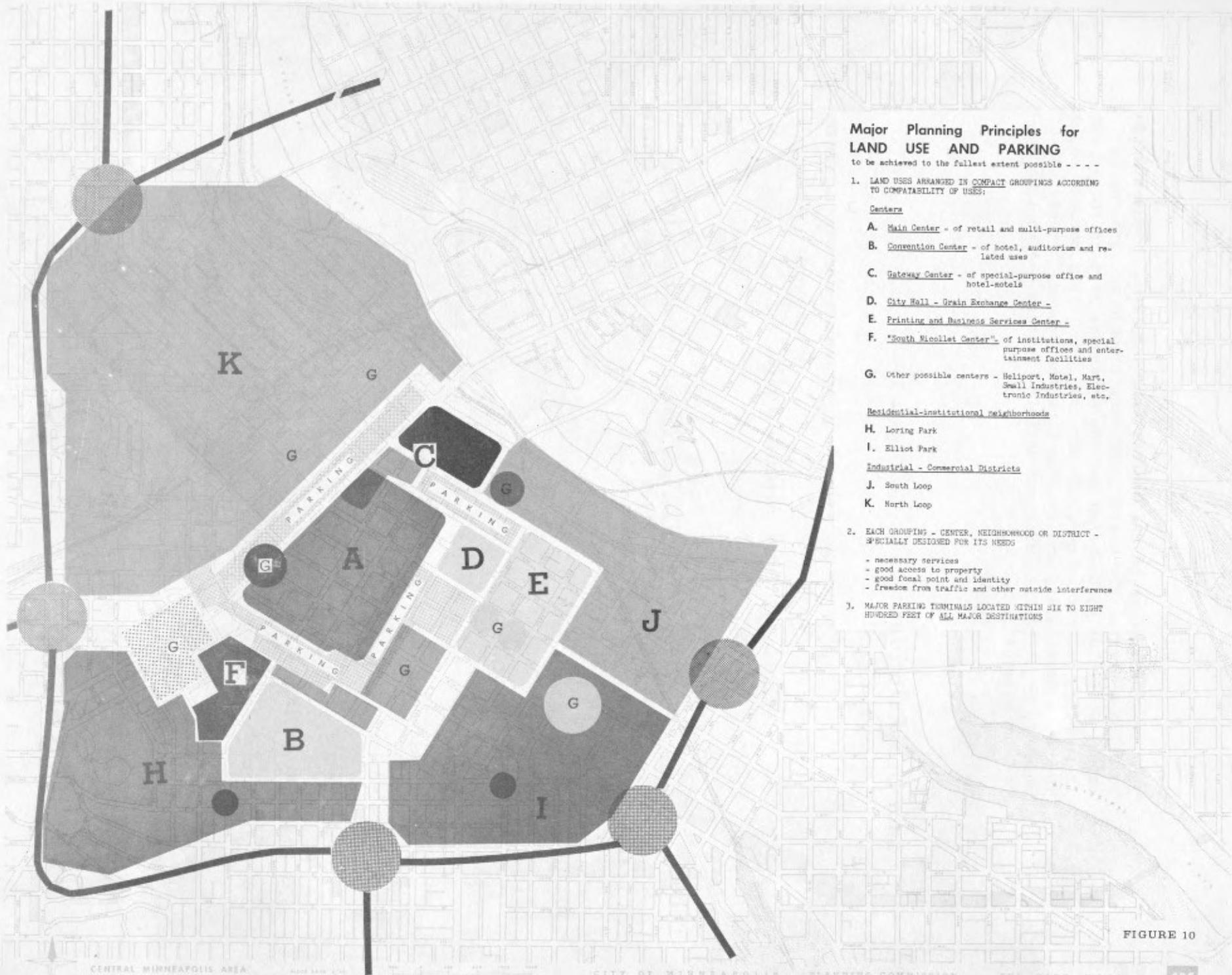


FIGURE 10

- 5) The street framework of the Central Area should be a "Super Grid" in which approximately every other street would be used for internal vehicular circulation and the alternate streets for access to parking, pedestrian use, transit use, etc. This pattern would improve accessibility and traffic flow and provide a basis on which to organize land uses and activity centers and to locate parking terminals.

Land Use Relationships - See Figure 10

Southeast Minneapolis

The Plan is a policy plan. It discusses goals for the Community and the University of Minnesota and three stages of land use plans to achieve these goals; plans for 1970, 1980 and 2000. The Year 1980 Plan is presented here.

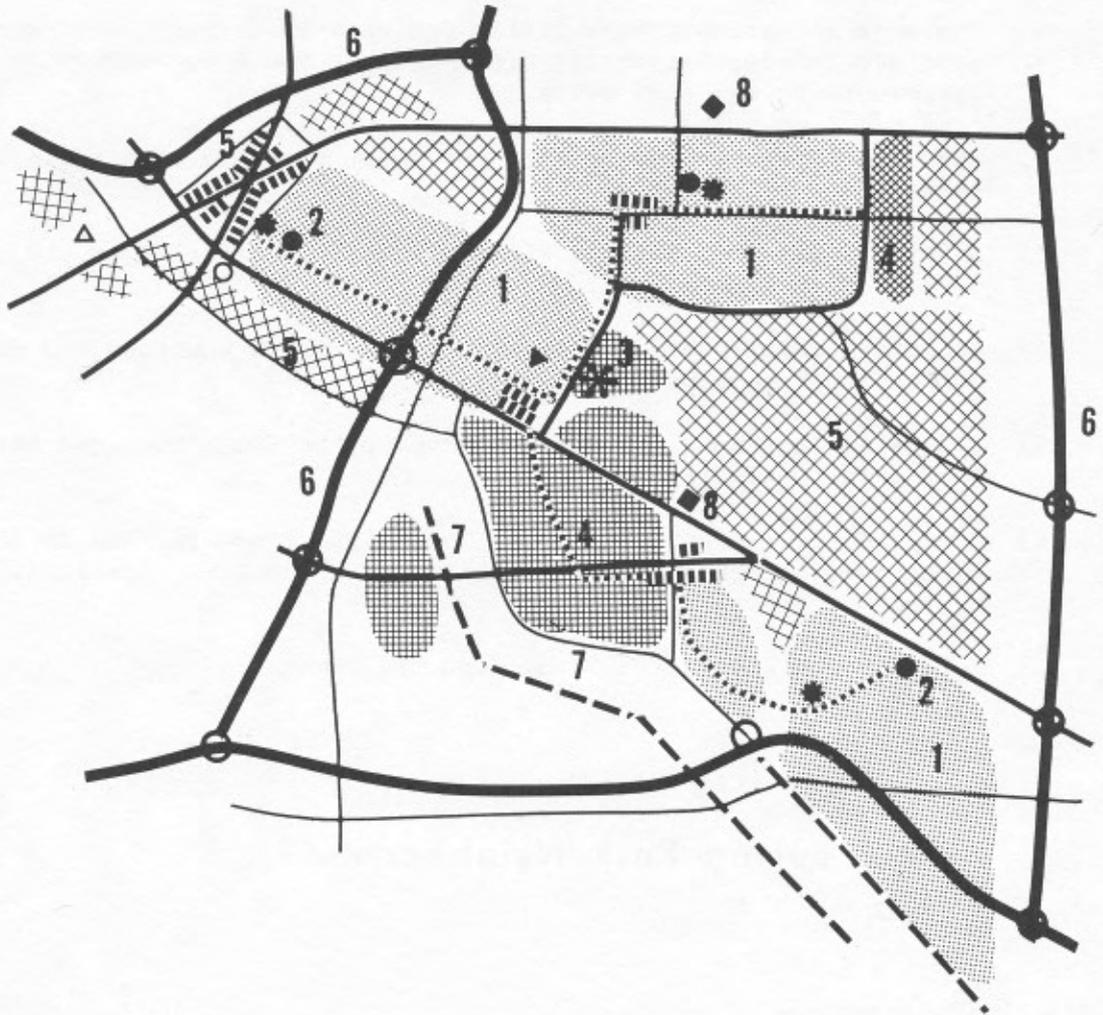
Community Goals

The community desires an orderly growth and steady improvement with:

- 1) A balance of permanent and transient population;
- 2) renewal of its residential neighborhoods;
- 3) better schools, parks, library services and fire protection;
- 4) proper channeling of traffic;
- 5) growth and prosperity of its business and industry;
- 6) sensitive expression of its natural beauty and man-made assets.

Policy Plan for 1980 - See Figure 11

Southeast Minneapolis
 Preliminary
 POLICY PLAN NO. 2
 Year 1980 Plan



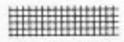
- | | | | |
|---|------------------|---|-----------------------|
|  | residential |  | freeways expressways |
|  | institutional |  | arterials, collectors |
|  | business centers |  | parkways |
|  | industrial |  | pedestrian ways |
| ● | elementary | ✱ | playfields |
| ▲ | high schools | ★ | parks |
| ○ | library | ◆ | fire stations |

FIGURE 11

Major Plan Elements

- 1) Preserve the sound single family duplex area through code enforcement and develop attractive "town house", "walk-up" and "high-rise" apartments in selected areas.
- 2) Consolidate under-used schools and joint planning of schools and parks whenever possible.
- 3) Joint planning of Marshall Field Community Playfield and the University's Intermural Field.
- 4) Integrate campus development with community in function and design. "Off-campus" parking established.
- 5) Renewal of business centers and develop the Elm Street and East Bank Industrial Districts.
- 6) Complete all currently proposed Interstate Freeways, Eustis Street Expressway, campus circulation plan and Elm Street bypass, as well as the North Ring Freeway.
- 7) Beautify the River, the Campus and the Community.

Loring Park Neighborhood

We Recommend

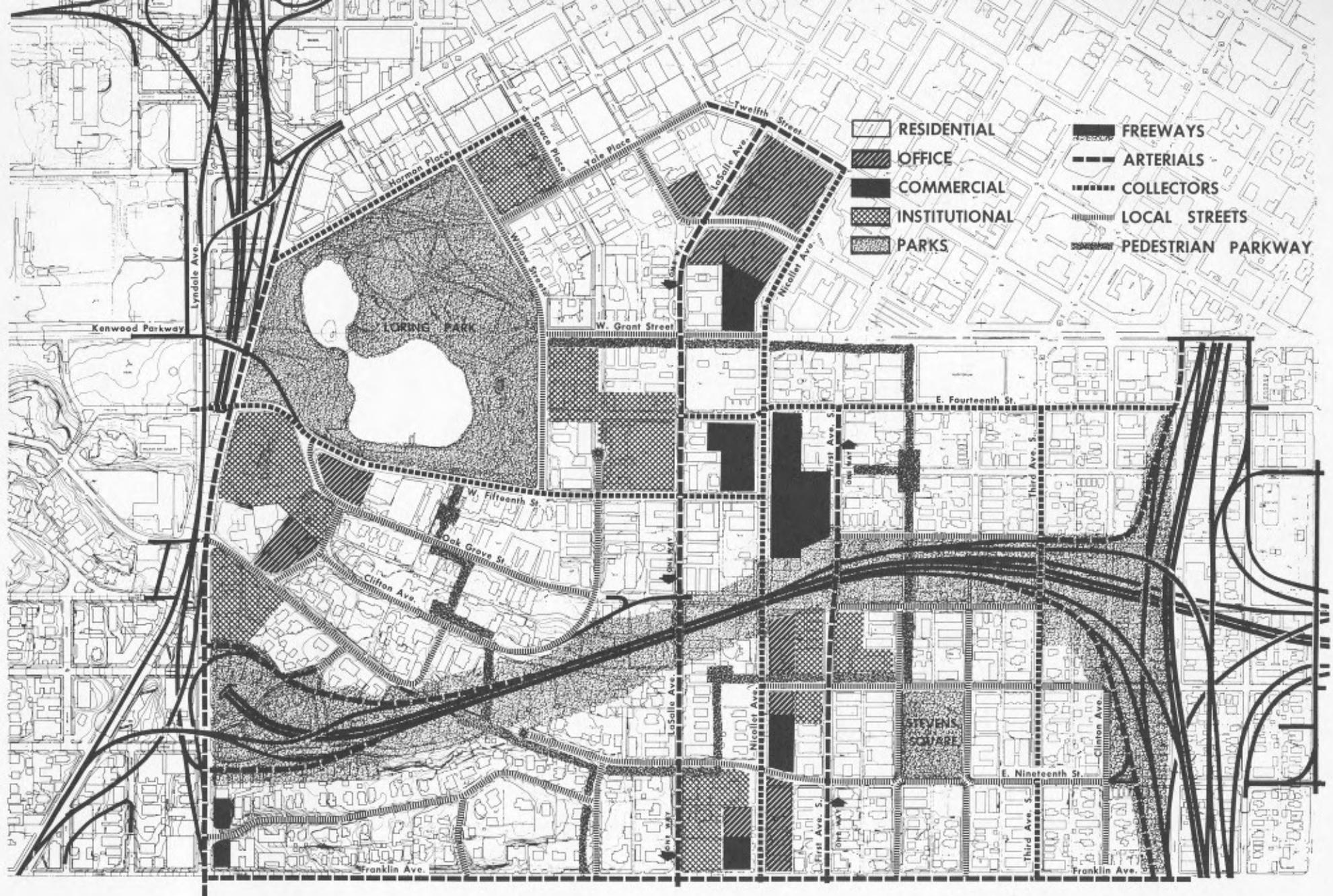
- 1) The Loring Park Neighborhood can and should be developed into an attractive, high density, in-town residential area, to contain approximately 11,000 dwelling units and 23,000 residents.
- 2) The neighborhood should be designed primarily (but not exclusively) to meet the needs of persons desiring small to medium-sized apartments; that is, single persons, young married couples and elderly couples. The area should offer accommodations in a wide range of prices.
- 3) Neighborhood shopping facilities should be modernized in a compact grouping on Nicollet Avenue near 16th Street. Minor retail conveniences should be provided within large apartment structures in accordance with the proposed zoning ordinance.
- 4) Within the area, LaSalle and First Avenues should be classified as arterial routes, Nicollet Avenue as a collector - business

service street and Harmon Place and 14th and 15th Streets as collector routes. All other streets should be preserved for local residential use.

For aesthetic as well as circulation purposes, bridging the Freeway at Vineland Place (as part of the tunnel) instead of at Kenwood Parkway is a part of the freeway plan.

- 5) A system of "pedestrian parkways" should be provided as a pleasant and safe means for walking and to connect parts of the neighborhood, the downtown area and Loring Park. One or two additional pedestrian bridges should be provided across the Freeway to complete the desired system.
- 6) More off-street parking should be provided at several points, especially close to the major institutions and offices near Hennepin Avenue and along Nicollet Avenue. If other means are lacking, use of eminent domain and special assessment powers, in accordance with existing state law, should be explored.
- 7) Several means should be used to achieve objectives for the neighborhood. These include:
 - Intensive code enforcement in those sections that are not likely to be publicly redeveloped.
 - Initiation of a renewal program for the neighborhood and of one or two pilot projects carefully selected to generate maximum improvement (if possible, within City-wide priorities).
 - Modernization of key areas through construction of one or two new public, special-purpose housing structures.
 - Careful reconstruction of areas bordering the Freeway, including replanning of local streets.
 - Active work by private developers in the assembly of building sites and in new construction.
 - Acquisition and improvement of land for off-street parking under existing state law.

Proposed Land Use Plan - See Figure 12



PROPOSED DEVELOPMENT - 1980
LAND USE AND CIRCULATION



LORING PARK STUDY
 CITY OF MINNEAPOLIS
 PLANNING COMMISSION **CPC**

FIGURE 12

Whittier Neighborhood

Major Elements of the Land Use Plan

- 1) A new school-playground in the center of their service areas;
- 2) a defined industrial district south of the proposed 28th Street Crosstown Freeway;
- 3) a neighborhood shopping center at 26th and Nicollet utilizing the existing Whittier School site and adjacent existing structures;
- 4) a high density apartment district centered around Washburn - Fair Oaks Park and the Minneapolis Art Institute;
- 5) medium residential densities in the western part of the neighborhood;
- 6) a limitation on further central business office expansion in the Nicollet Avenue corridor in favor of apartments.

Coordination of Street and Land Use Plans

- 1) Reduce through traffic in the neighborhood by improving perimeter routes (Franklin, Lyndale, 28th Streets) and constructing barriers to nonlocal traffic on internal streets with safety-walks, vacating of streets, restricted local street access to major streets and restricted major street crossing of freeways.
- 2) Protect pedestrian routes from vehicular crossings with safety-walks, vacating of streets and freeway pedestrian bridges.
- 3) Develop the proposed 28th Street Crosstown as a buffer between residential areas and proposed industrial redevelopment. Designs should assure reasonably direct access to the Freeway from the industrial district, minimum interchange conflict at Lyndale Avenue and maximum residential and industrial use of service roads.
- 4) Improve storm drainage facilities

Land Use Plan - See Figure 13

PROPOSED LAND USE PLAN



Residential

-  15 - 30 dwelling units per acre
-  30 - 50 dwelling units per acre
-  50 - 100 dwelling units per acre
-  Parks & Playgrounds
-  Institutional
-  Office
-  Other Commercial
-  Industrial & Warehouse
-  Safety Walk
-  Local Streets
-  Collector
-  Arterial



WHITTIER NEIGHBORHOOD



CITY OF MINNEAPOLIS
 PLANNING COMMISSION
 501 CITY HALL **CPC**

FIGURE 13

Seward Neighborhood

Major Elements of the Land Use Plan

- 1) A new educational-playground group in the center of the neighborhood
- 2) a defined industrial development in renewal areas west of Minnehaha Avenue and south of 26th Street
- 3) a new neighborhood retail and service center located near the anticipated population center of the neighborhood on a proposed collector street and safety-walk
- 4) efficiency apartment development in the renewal area between Franklin Avenue and the Interstate Freeway
- 5) residential development in the reconstruction area south of Franklin Avenue at an average density of 15 dwelling units per net residential acre

Development will orient housing to internal local streets and pedestrianways and away from major thoroughfares

- 6) Preserve and improve residential character through a program of rehabilitation and removal of seriously blighted structures in the center of the neighborhood
- 7) development of a site for housing for the aged near the neighborhood retail, service and recreational facilities

Coordination of Street and Land Use Plans

- 1) Promote safety and efficient movement of both pedestrians and vehicles in and around the neighborhood by:
 - Reducing the number of points of access (and conflict) between local and arterial streets.
 - Preserving residential streets for local traffic and pedestrian movement by "looping" and "off-setting" them and by other means.
 - Laying out a system of collector streets which provide good means for entering or leaving the neighborhood but which do not attract through traffic.

- establishing a safety-walk through the center of the neighborhood to connect neighborhood recreational, educational and shopping facilities. This is suggested in the reconstruction area as part of the project design and in the rest of the neighborhood in conjunction with the development of the local street loops.
- Suggesting a depressed roadway for the 28th Street Crosstown facility, at a location between proposed residential and industrial land use districts, with access to Minnehaha Avenue.

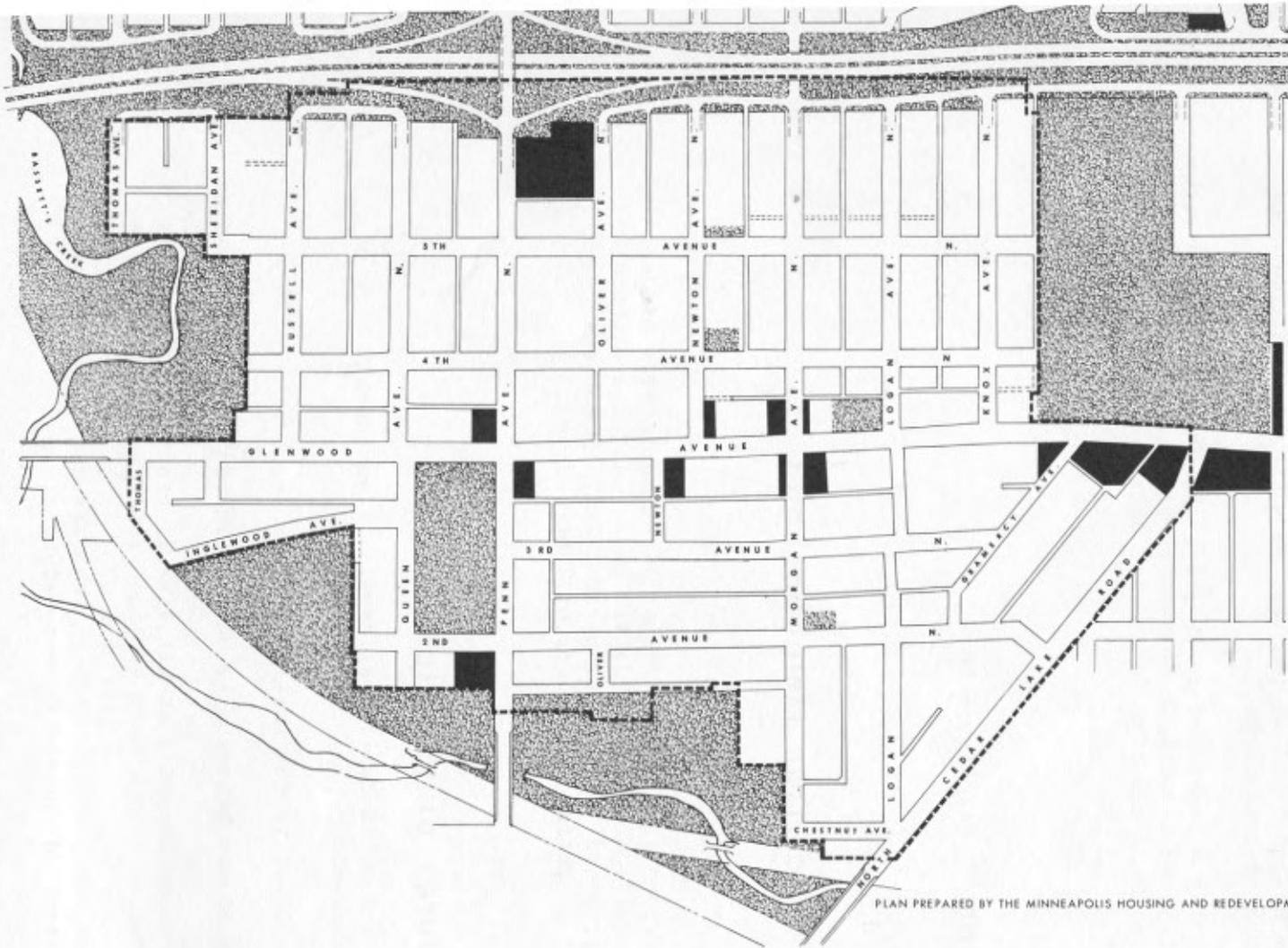
Land Use Plan - See Figure 14

Harrison Neighborhood

Harrison Neighborhood is the first rehabilitation renewal project in the City. Although the area is old, its basic land use pattern is sound, and the proposed land use is based on it. Minor changes will be made, in that blighting influences will be removed.

Primary Features of the Plan

- 1) One, two and multi-family residential areas occupy most of the neighborhood.
- 2) Bassett's Creek Valley Park is expanded.
- 3) Twenty to 60 new houses will be constructed on scattered sites.
- 4) A neighborhood shopping center site is provided for private development on Penn Avenue at the Olson Highway interchange.
- 5) All commercial property fronting the present Olson Highway will be acquired for the freeway right-of-way.
- 6) Service roads are provided on both sides of Olson Freeway.
- 7) All north-south streets except Penn and Morgan Avenues will



PLAN PREPARED BY THE MINNEAPOLIS HOUSING AND REDEVELOPMENT AUTHORITY

PROPOSED LAND USE PLAN

- 1, 2 & Multifamily Residential
- Public & Semipublic
- Commercial
- Tentative Street or Alley
- Renewal Area Boundary



HARRISON
RENEWAL AREA

| | |
|---------------------|-------------|
| CITY OF | MINNEAPOLIS |
| PLANNING COMMISSION | |
| 501 | CITY HALL |

CPC

FIGURE 15

be closed off at the right-of-way line. (Penn Avenue will interchange with Olson and Morgan Avenue will underpass the Freeway.) The other streets either intersect the service road or they form loops that act as service roads.

Harrison Neighborhood Plan - See Figure 15

Gateway Center

Gateway Center is a large renewal project in the Central Area of Minneapolis. At one time, this area was the City's "downtown", but became a run-down, skid-row type of area lying between the present Central Business District and the Mississippi River. Recent activities were low cost hotels and housing for transients, cheap restaurants, liquor outlets, pawn shops, a few offices, and light industrial establishments.

Gateway Objectives

The renewal plan for the area is based on the following objectives:

- 1) Replace the blighted area with commercial, industrial and public buildings;
- 2) create a prestige area of primarily single-purpose office buildings;
- 3) improve traffic flow by limiting through traffic to high speed arterials designed to carry it and by separating conflicting forms of traffic - especially emphasizing pedestrian movements;
- 4) provide sufficient off-street parking;
- 5) tie the Area, visually and functionally, with the Central Business District;
- 6) provide a focal point to which the Center can be oriented and which can be tied to the Central Business District;

- 7) provide some high density, Central Area housing;
- 8) provide open space to give setting to the buildings and make the area attractive.

Activities in Gateway

- 1) Commercial -- office, theatre, auditorium and entertainment facilities. Retail facilities are provided only to the extent needed to support the other activities in Gateway Center.
- 2) Residential -- multiple-family high-rise apartment buildings. The housing is large enough to establish a residential neighborhood with over 1500 apartment units and town houses.
- 3) Industrial -- non-hazardous, general light manufacturing, research and wholesaling activities.
- 4) Parking -- off-street parking, in open lot and structures.
- 5) Public and Semi-public Facilities -- government buildings, public library, etc.

The project, when completed, will involve more than \$60,000,000 in private development and return about \$2,500,000 annually in property taxes, more than five times the return from the old area.

Industry Square

Industry Square is a high-potential but under-developed industrial area lying adjacent to the Central Business District on its southeast side and close to the University of Minnesota Campus. It presently consists of industry, warehousing, railroad yards, public facilities and some residences. Its present underdevelopment stems from:

- 1) Too much land (56 per cent of the district's total area) devoted to transportation facilities, including parking lots;
- 2) fragmentation of land holdings, making parcel assembly which is essential for modern industrial development, difficult and expensive;

- 3) residential uses and their auxiliary commercial and public facilities;
- 4) some land remaining vacant.

This area probably has the highest potential of any industrial district in the City, and this results from:

- 1) Its location, adjoining the City's Central Business District and closeness to the University Campus;
- 2) its access, being served by four Class I railroads and lying at the center of the future metropolitan freeway ring;
- 3) all utilities are immediately available;
- 4) good soil and subsoil condition.

Goals for Industry Square

Seek craftsmen plants, like print shops.

- 1) Sound existing industries should be given priority.
- 2) First consideration should be given to industries that congregate or generate related employment in their immediate neighborhood, rather than to industries that are self-sufficient or self-contained.
- 3) Developers of the district should favor companies with high density employment. Planning should provide an environment conducive to high density employment.

Nonindustrial activities are secondary.

- 1) Parking should be related to industry operating in the district.
- 2) Housing should be eliminated except in a few special cases.
- 3) Community facilities and commerce in the area, except for the hospitals and county institutions, should serve the local industry.

Take advantage of the location.

- 1) The excellent accessibility should be exploited.
- 2) The proximity to downtown and to the University should be exploited.

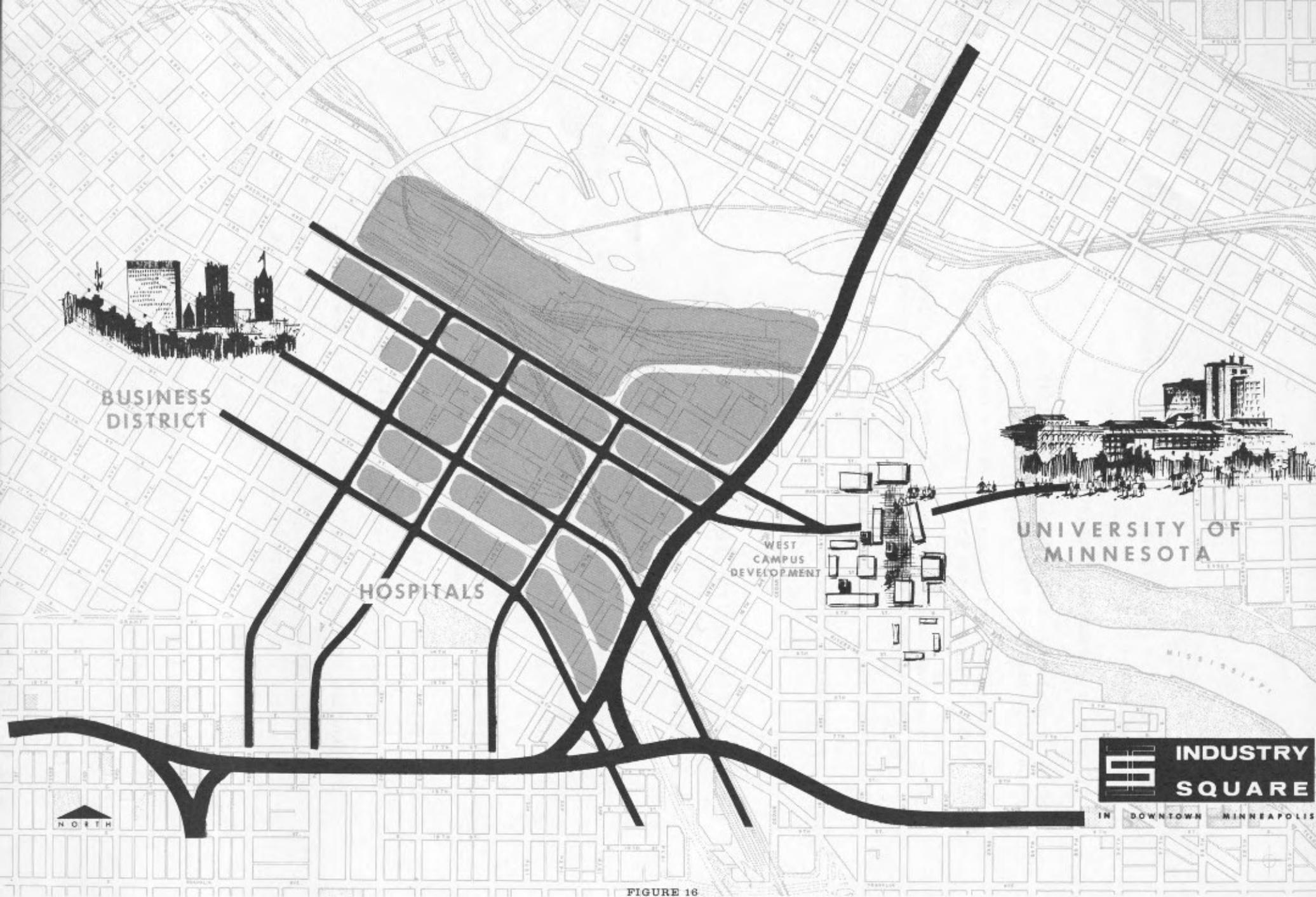


FIGURE 16

- 3) Full advantage should be taken of rail and barge transport facilities.
- 4) Equal consideration should be given to the City's need for industrial land and to the requirements of traffic, especially traffic moving between downtown and the freeway system.

The following principles should govern design and layout.

- 1) Any plan for the district should emphasize economy:
 - by disturbing installed public facilities as little as possible;
 - by using existing street rights-of-way where possible;
 - by saving all sound industrial structures;
 - by putting all possible land into productive use to maximize jobs and tax revenues;
 - by minimizing need for City services;
 - by permitting reductions in insurance costs especially fire insurance;
 - by maximizing use of shared facilities.
- 2) The plan should emphasize flexibility, both as to time sequence and geographical arrangement.
- 3) A variety of site sizes and features is highly desirable.
- 4) This district should be planned as the City's "showcase" industrial district. Prestige should be emphasized.
- 5) The plan should consider design and prestige value of certain locations.

Be practical!

The plan should reflect what can possibly be accomplished.

Conceptual Plan - See Figure 16

Elm Street Industrial District

The Elm Street Industrial District is an area of 180 acres, 135 of which are vacant. It has remained undeveloped because of its extremely poor access. Because of the City's need for industrial land, and because of the potential availability of this tract, your Planning Commission developed a plan to improve the access of this tract.

The Plan Proposes

- 1) Improving Elm Street from 17th Avenue S. E. to 27th Avenue S. E., crossing the Northern Pacific tracks and connecting with 27th Avenue S. E.
- 2) Vacating Elm Street east of the above grade crossing and constructing an industrial service road parallel to it.
- 3) Constructing an industrial street parallel to the Northern Pacific tracks within the district and connecting this street with Elm Street and the Eustis Street Freeway.

Development will be private and ownership will remain in private hands. The plan protects the adjacent residential area from the threat of improper industrial development by creating a well-defined and buffered industrial district. It also removes truck traffic from residential streets. Both residential and industrial activities will benefit by these provisions.

A CLOSING WORD

The Plan has presented a snapshot view of all planning in our city, whether it is by the Planning Commission or by another department or agency. In some cases co-ordination of plans has been achieved; in others it is obvious that conflicts between plans remain and are problems yet to be solved. In still other cases certain problems or matters have not been covered in depth and considerable work needs to be done.

All in all we have raised more questions than we have answered. But hopefully these questions will stimulate us to consider these matters and is in keeping with the concept of using this report as a vehicle of discussion. It is by this means that city-wide agreement can be reached and an effective citizen participation in planning and in government can be realized.

Bibliography

The following reports are references for the preceding text and are listed in the order in which their respective chapters appear in the text. A report can refer to more than one chapter, but it is only listed once. Each report is also a part of the Official Plan.

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Acknowledgements

The Minneapolis Planning Commission wishes to thank the Minneapolis Housing and Redevelopment Authority, the Board of Park Commissioners, the City Engineer Department, and the Minneapolis Independent School District Number 1 for information provided in the preparation of this Official Plan.

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PROPOSED LAND USE PLAN

FIGURE 17
