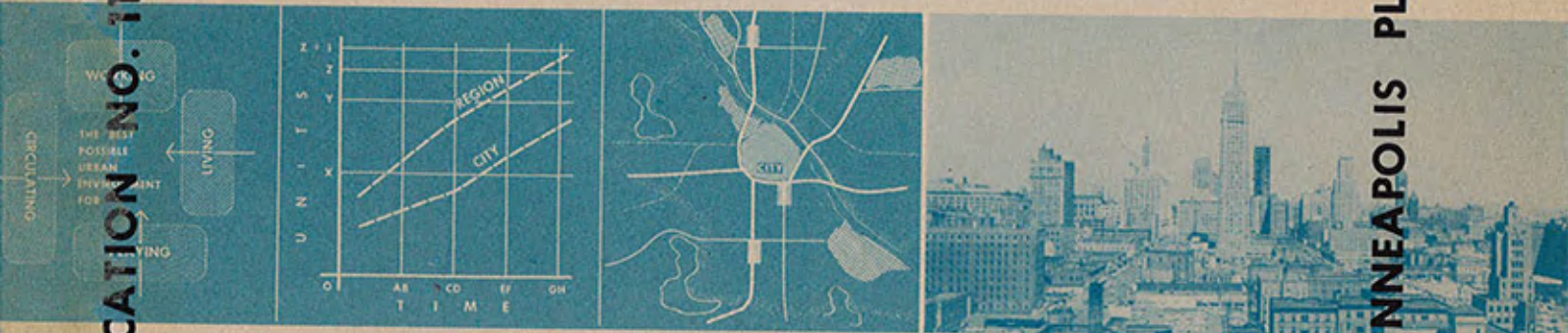


PUBLICATION NO. 115 NEIGHBORHOOD SERIES NO. 6 DECEMBER, 1959

PLAN *Report*

COMPREHENSIVE PLANNING FOR THE LORING PARK NEIGHBORHOOD

CITY OF MINNEAPOLIS PLANNING COMMISSION





To The Honorable Mayor and City Council
The Minneapolis Board of Education
The Board of Park Commissioners
The Minneapolis Library Board
The Hennepin County Board
and Citizens of Minneapolis

One of every ten Minneapolis Citizens live within Central Minneapolis. Yet, few of us think of the Central Area as being a major residential district. We have failed to recognize the importance of central area neighborhoods and have allowed - and even encouraged - the indiscriminate spread of commerce and industry into them.

We have overlooked the fact that major expansion of Central Area Business into surrounding areas stopped nearly thirty years ago when the auto came into general use. Result? Many areas surrounding our "downtown" are now in a state of "arrested development"; they contain housing, business and vacant land in a mixture unsatisfactory for all concerned.

There is now a new understanding in the City about the very real value of sound, centrally-located housing. The Commission is greatly encouraged in its efforts to plan for the renewal of Central Area neighborhoods.

Fortunately, the Loring Park Area has maintained enough of the qualities of a desirable residential neighborhood to permit effective conservation and renewal. The Commission hopes and believes that this report can and will lead to the stabilization of the neighborhood and hasten its renewal.

Our thanks for help in this study go to many: the City Council, the Housing and Redevelopment Authority, Architects David Griswold and Associates and Magney, Setter, Leach, Lindstrom and Erickson, the Downtown Council and others.

The main job of obtaining renewal of the Loring Park Area still lies ahead. I am confident that neighborhood interests, businessmen and the City can unite for a forceful approach to this task.

Respectfully,

Arnett W. Leslie
President

Summary of
CONCLUSIONS AND RECOMMENDATIONS

- A Modern, in-town neighborhood
- Housing
- Commerce
- Vehicular circulation
- Pedestrian movement
- Off-street parking
1. The Loring Park neighborhood can and should be developed into a well organized, attractive, high-density, in-town residential area, to contain approximately 11,000 dwelling units and 23,000 people.
 2. The neighborhood should be designed primarily (but not exclusively) to meet the needs of persons desiring small to medium sized apartments; e.g. single persons, young married couples, elderly couples, etc. Preferably, 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 major apartment structures in accordance with the proposed zoning ordinance.

Office development should be expanded only enough to provide adequate off-street parking to sound, existing structures along Nicollet Avenue and near Hennepin Avenue.
 4. Within the area, LaSalle and First Avenues should probably 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, if possible, be preserved for local, residential service use.

For aesthetic as well as circulation purposes, the possibility of bridging the Freeway at Vineland Place (as part of the tunnel) instead of at Kenwood Parkway, should be explored.
 5. A system of "pedestrian parkways" should be developed to provide a pleasant and safe means for walking and a symbolic and real connection of the parts of the neighborhood with each other, the downtown area, and Loring Park. Efforts should be made to provide one or two additional pedestrian bridges across the Freeway to complete the desired system.
 6. More adequate off-street parking should be provided at several points within the neighborhood. This is especially true in relation to major institutions and existing 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.

Means of
Achievement

7. Several means should be used to achieve objectives for the neighborhood. These include:
 - a. intensive code enforcement in those sections which are not likely to be publicly redeveloped.
 - b. if possible within city-wide priorities, the initiation of a renewal program for the neighborhood and of one or two pilot projects carefully selected to generate maximum improvement.
 - c. the possible modernization of key areas through the construction of one or two new public, special-purpose housing structures.
 - d. careful reconstruction of areas bordering the Freeway, including strategic replanning of local streets.
 - e. active work by private developers in the assembly of building sites and in new construction.
 - f. acquisition and improvement of land for off-street parking under existing state law.

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Comprehensive Planning for
THE LORING PARK NEIGHBORHOOD

I. INTRODUCTION

The close relation between the area around Loring Park and downtown Minneapolis and the potential for desirable in-town residential development it represents, prompted the City Planning Commission to direct that a sketch plan study be undertaken to assist in formulating a pattern of land uses and major streets, and in determining potential renewal activity in the vicinity of Loring Park. A new and very important segment of the interstate Freeway system is going through the area. About a third of the area is either proposed or recommended for some renewal treatment. All this activity is scheduled for completion by the mid 1970's. In addition, there appears to have been an increase in office and apartment construction in recent years around Loring Park. These factors stress the urgent need for a determination of future land use.

Related Studies

The City Planning Commission has divided Central Minneapolis into nine planning sub-areas for the presentation of data and detailed study, analysis and planning. One of these sub-areas is Loring Park. Its boundaries are the proposed inner ring of the Freeway on the west, south and east. The northern boundary is rather irregular and was conceived as separating the development around Loring Park from that to the north. The sub-areas to the north, that border Loring Park, are Harmon Place and Auditorium. (See Figure 1.)

In addition to the Central Minneapolis Sub-areas, the Real Estate Research Corporation in their recent report, Minneapolis Central Area Housing Market Analysis, defined areas for their purposes. Two of their areas are in proximity to Loring Park (Loring Park Area and Auditorium Area). Taken as a unit the two areas closely approximate the Loring Park Sub-area defined by the Planning Commission. (See Figure 1.)

The Loring Park Neighborhood

For planning purposes it was determined that the Loring Park neighborhood is larger than any of the study areas described above. It was thus delimited to include the Freeway right-of-way and to extend to Franklin Avenue. (See Figure 1.) This area includes a portion of the Powderhorn Community (defined in the City Planning Commission's report, Minneapolis Communities, Their Definition and Purpose) as well as part of the Central Minneapolis Area. Although the boundary between Central Minneapolis and the Powderhorn Community appears to be a positive physical barrier (the Freeway), other factors strongly suggest that the areas be planned together. These factors are:

- development north of Franklin is quite similar in character and function to that around Loring Park

- the entire area north of Franklin Avenue has been traditionally oriented to downtown
- access to the Freeway will be equally convenient throughout the neighborhood
- access to downtown (especially by bus) is comparable throughout the entire neighborhood
- it appears that Franklin Avenue may be a more formidable pedestrian barrier than the Freeway.

In the Loring Park neighborhood, segments of two Communities possessing common problems are being planned as a unit because of their close relation to one another.

II. POPULATION

An indication of the future population structure of the Loring Park neighborhood can be gained from the following general statement about the future housing market in Central Minneapolis:

"The market for central area housing.....will be a market where childless couples predominate, but it is also a market seeking convenience to good transportation, certain social contacts, and a maximum of recreational and cultural opportunity." ¹

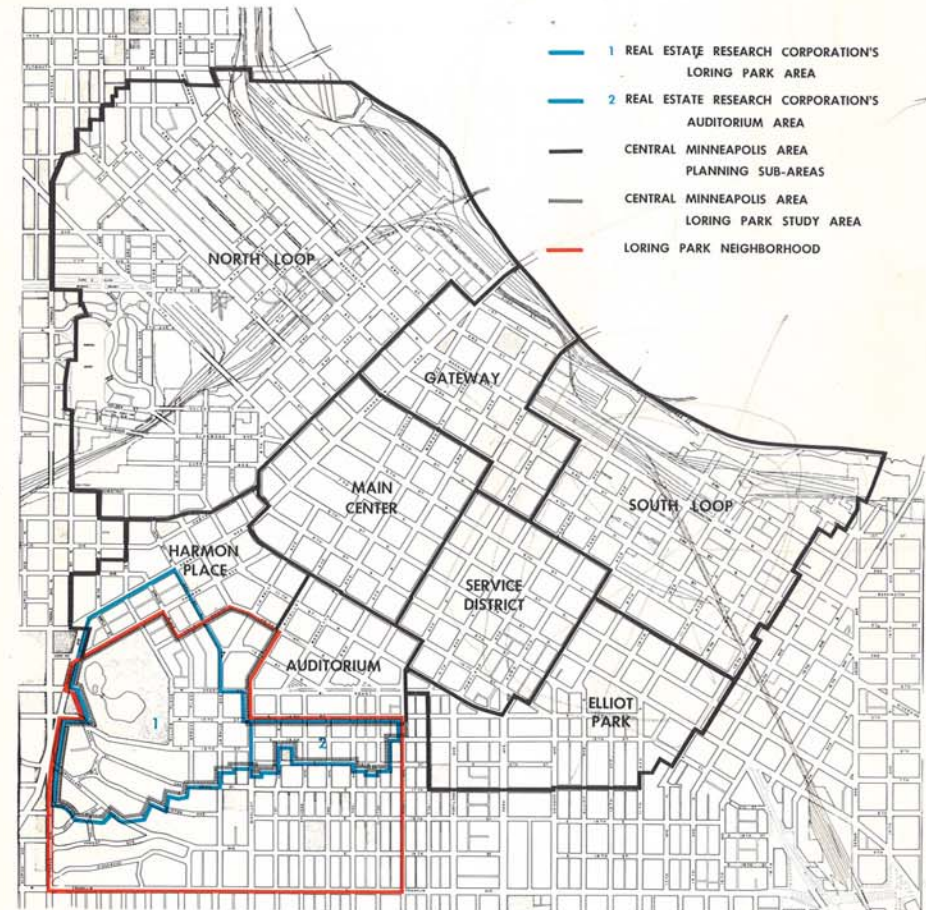
From the above one can assume that there will be relatively few school children; that there will be many young people (fairly recently married and single persons oriented toward downtown for their employment, recreation, and cultural activity); and that there will be an increased proportion of old people. In addition, a Planning Commission report on Minneapolis' aging population points out that a high concentration of persons over 64 years of age is found near the central business district. ² Because of the particular amenities of Loring Park as a focal point for older people's activities, the proximity of medical services, the variety of shopping facilities and other general conveniences, the Loring Park neighborhood seems well suited for older people.

Currently, there are about 19,500 people in the Loring Park neighborhood. In 1940 the population for this same area was recorded as 18,155, and in 1950 as 18,799. Planning Commission records show a 1956 population of 19,340. The current population represents a modest gain of just under 2,000 people in the past 20 years. It is apparent

¹ Real Estate Research Corporation, Minneapolis Central Area Housing Market Analysis, (Chicago: the Corporation, 1959), page 49.

² Minneapolis City Planning Commission, Silver Threads Among the Gold, Population Series No. 1, (Minneapolis: the Commission, 1959), page 2.

Figure 1



LORING PARK NEIGHBORHOOD --- SHOWING RELATION TO AREAS DEFINED FOR OTHER PURPOSES



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

from Table 1 that Central Minneapolis as a whole has not kept pace with the population of the City. Although the Loring Park neighborhood, too, has failed to keep up with the rate of growth of the City, it has shown a steady numerical increase in population. This

TABLE 1

POPULATION COMPARISON OF CITY OF MINNEAPOLIS, CENTRAL MINNEAPOLIS AND LORING PARK NEIGHBORHOOD FOR THE YEARS 1940, 1950, 1959.

Year	City	Central Mpls.	% Central Mpls. of City	Loring	% Loring of Central Mpls.	% Loring of City
1940	492,370	77,214	15.7	18,155	23.5	3.7
1950	521,718	79,540	15.2	18,799	23.6	3.6
1959	558,991	76,110	13.6	19,500	25.6	3.5

indicates that the Loring Park neighborhood has tended to grow as a residential area while Central Minneapolis has been declining in this respect.

Real Estate Research Corporation reports in Minneapolis Central Area Housing Market Analysis that, by 1980, the Loring Park and Auditorium areas (as defined for their purposes) will require between 2700 and 3300 dwelling units above those in current supply to meet projected demand. These two areas constitute part of the Loring Park neighborhood as defined for planning purposes. The demand estimated by Real Estate Research Corporation is, therefore, for only a portion of the neighborhood. (See Figure 1.) Certain factors mentioned below indicate that their estimates would be more than adequate for the expanded area.

Planning Commission records show that there were 8,600 dwelling units in the Loring Park neighborhood in 1956. This is the most recent count of dwelling units available. It was assumed that the 1956 count could be used as a base for determining the 1980 supply. Thus, it was assumed that there would be somewhere between 11,300 and 11,900 dwelling units by 1980. The existence of this many dwelling units in the neighborhood (considering available land and Freeway clearances) would create very high densities. It was thus assumed that 11,000 units would be a practical maximum to plan for in this neighborhood. The range of dwelling units proposed by Real Estate Research Corporation for their areas would result in gross densities of about 50 dwelling units per acre and approximately 100-110 people per acre. Densities of this magnitude surpass those considered maximum for such traditionally dense cities as London and

New York. We do not believe it to be desirable to plan for such high densities in Minneapolis. (A more detailed discussion of these densities is included on page 26 in the Appendix.)

Changing Characteristics

The general downward trend in average household size (people per dwelling unit) since 1920 in the Loring Park neighborhood indicates that by 1980 there would be an average of 2.13 people in each dwelling unit. This results in an estimated 1980 population for the Loring Park neighborhood of 23,430 people.

To gain an insight into the age groupings of this forecasted population, estimates of 1950 population in various age groups were determined for the State of Minnesota, the Minneapolis-St. Paul Metropolitan Area, the City of Minneapolis, and the Loring Park neighborhood. Of the four areas, Loring has the lowest per cent of total population in the under 5 and 5-14 age groups, the highest per cent in the 15-19 and 20-64 age groups, and the second highest (Minneapolis as a whole was higher) in over 64.

Because of the general character of the Loring Park neighborhood, it is assumed that the existing percentage breakdowns are part of a continuing trend. It is further assumed that in 1980 the percentage breakdown by selected age groups and the resultant total numbers of people will be approximately as shown in Table 2.

TABLE 2

AGE GROUP BREAKDOWN OF LORING PARK NEIGHBORHOOD FORECASTED POPULATION FOR 1980

Age Group	per cent of total	total
Under 5	5.5	1,289
5-14	3.5	820
15-19	7.0	1,640
20-64	74.0	17,338
Over 64	10.0	2,343
Total	100.0	23,430

Implications arising from this forecasted population will be discussed in relation to the land use plan.

III. LAND USE

There are approximately 308 acres in the Loring Park neighborhood. Two land uses immediately loom as predominant -- multi-family residential and streets. (See Figure 2.) Slightly over 80 acres of land are used for multi-family residences which accounts for about 26% of all the land in the area, against 2.3% for the City as a whole. Almost 70 acres are used for streets, accounting for 22% of the total. Other significant land uses (those using more than 10% of the total) are one-to four-family residences and open space. These four categories of land uses utilize nearly three-fourths (73%) of all the land in the Loring Park neighborhood. (See Table 3.)

Open land in the area is provided almost entirely by two public parks -- Loring Park and Stevens Square. For all practical purposes, vacant, unused land is non-existent. Off-street parking accounts for about 5% of the total land but is primarily provided in relation to Nicollet Avenue commercial development.

Altogether, there are currently about 135 acres used for residential purposes in the Loring Park neighborhood. This represents nearly 44% of the total land. The estimated 19,500 people living on this acreage results in a density of 144 people per net residential acre.

TABLE 3

SUMMARY OF 1959 LAND USE IN LORING PARK NEIGHBORHOOD

Land Use Class	Acres	Per cent of Total
1-4 Family	39.2	12.7
Multi-family	81.0	26.3
Rooming House	15.0	4.9
Hotel-Motel	2.9	1.0
Institutional	17.3	5.6
Auto Sales and Service	4.6	1.5
Retail	13.4	4.3
Office	9.2	3.0
Manufacturing	1.1	.3
Warehouse and Wholesale	2.7	.8
Surface Parking	16.5	5.4
Streets	67.0	21.8
Open	37.5	12.2
Vacant	.6	.2
Total	308.0	100.0

Generally, the Loring Park neighborhood is characterized by quite high density apartments and rooming houses. These residential facilities run the gamut from luxury accommodations to severe dilapidation. There are many old mansions that have been converted to apartments and office uses as well as large, high density, apartments about 30 to 50 years old. In addition, there are many new apartments. There is a mixture of commercial and office buildings and some minor incidences of manufacturing uses. Two major hospitals are located in the neighborhood and there are a number of nursing homes for the aged. Other institutional uses include several major churches, a college, and a public elementary school.

Land Use Changes

Commercial uses of a neighborhood or convenience nature are prevalent throughout the area. These uses are found to a great extent in the bottom floors of many of the buildings. The Nicollet Avenue frontage provides commercial activity of a wider variety than would generally be considered as neighborhood.

By 1965 (or whenever the land clearance for the Freeway through the area is complete), the Loring Park neighborhood will have about 113 acres in street right-of-way, approximately 46 acres more than today. Although the Freeway will use 60 acres of land, 14 of these acres are already used for streets. The largest land clearances will occur in the one-four family, multi-family, and street categories with 13, 19, and 14 acres respectively. These three uses account for nearly 77% of all Freeway acquisition. (See Table 4.) Including 5 acres of land used for rooming houses, the Freeway will use 37 acres of residential land. These 37 acres now contain about 700 dwelling units and nearly 1600 people. (See page 28 in the Appendix for a more detailed analysis of Freeway displacement.)

TABLE 4

SUMMARY OF 1959 LAND USES IN THE LORING PARK NEIGHBORHOOD LYING WITHIN THE PATH OF THE PROPOSED FREEWAY

Land Use Class	Acres
1-4 Family	13.3
Multi-family	19.0
Rooming House	4.8
Institutional	1.0
Auto Sales and Service	.4
Retail	4.1
Office	1.5
Manufacturing	.2
Surface Parking	2.0
Streets	14.1
Total	60.4

What effect Freeway land acquisition will have on the net residential density by 1980 can best be answered after a land use plan has been prepared. A brief comparison can easily be made of gross residential densities because the study area is constant. Today, the estimated 19,500 people are distributed over the entire neighborhood at a density of 63 people per acre. In 1980, the estimated 23,430 people will be distributed over the entire neighborhood at a density of 76 per acre.

IV. THE PLAN

A number of factors operate to make planning for the Loring Park neighborhood especially challenging. Primary among these are:

- a 16% decrease in total land due to proposed Freeway construction
- a 10% increase forecasted in population
- a division of the neighborhood by major traffic circulators
- the existing mixture of land uses.

Other factors also add to the interesting planning situation in the Loring Park neighborhood. These factors relate to the assets possessed by virtue of location. They are:

- proximity to downtown shopping and employment centers
- adequate provision of park land
- nearness to many of the City's civic and cultural amenities.

The plan presented here is intended to meet the challenge posed by the problems peculiar to the area and build upon and strengthen its assets.

PROPOSED LAND USE

As has been indicated before, the housing of some 23,000 people in the Loring Park neighborhood will place a very heavy load on available land. Thus, in allocating future land use distributions, highest priority was given to residential development. The next major user of land in the proposed plan (see Table 5 and Figure 3) is the Freeway. Combining other street right-of-way with Freeway land it is noted that vehicular circulation alone uses 108 acres, or about 35% of the total. Compared with these two major land uses the others are minor. They are, however, considered adequate. The existing public open land provides good service for passive and active recreational needs. Institutional uses are provided at about

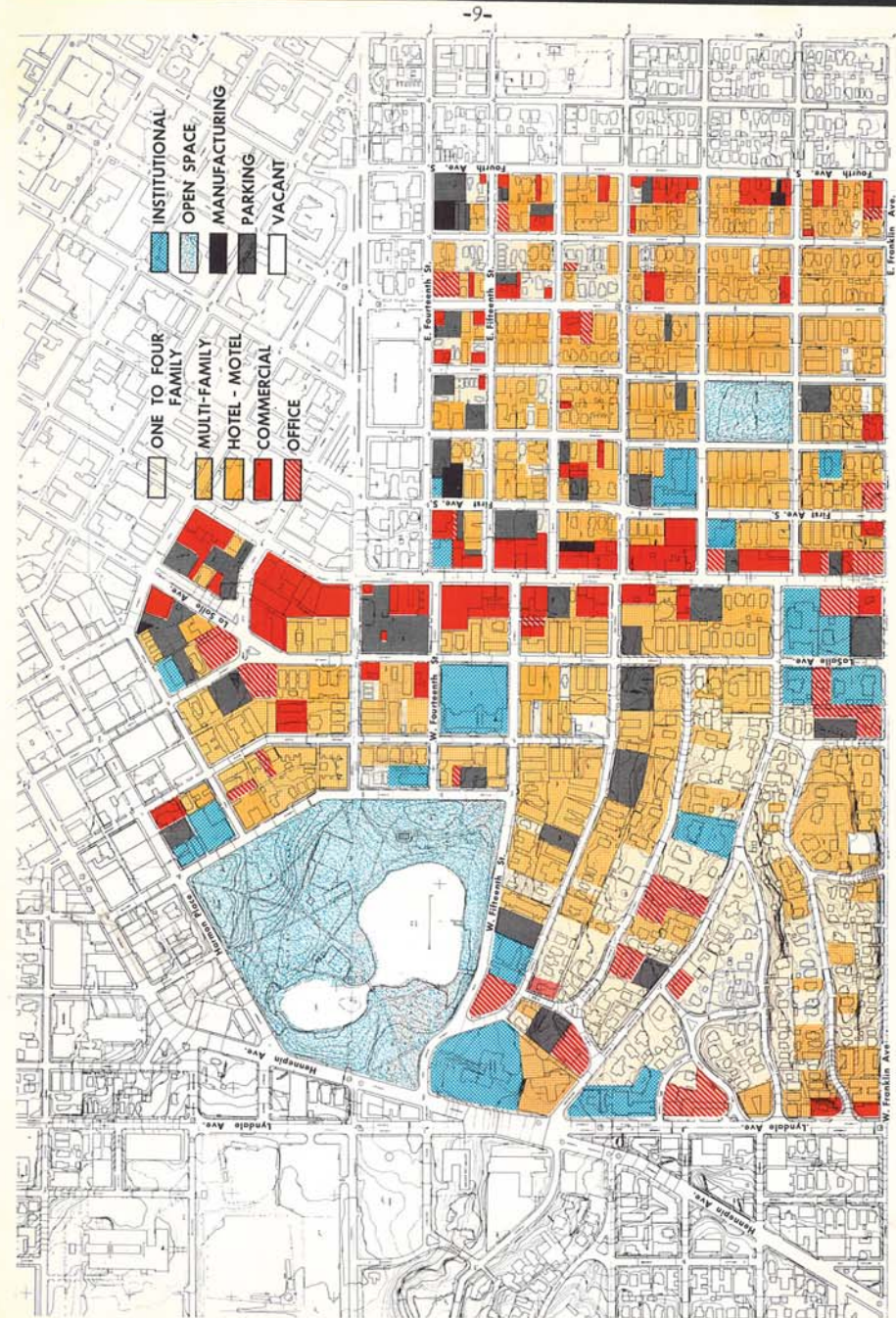


FIGURE 2

LORING PARK STUDY
CITY OF MINNEAPOLIS
PLANNING COMMISSION

NORTH
0 100 200 300 400
SCALE IN FEET

EXISTING CONDITIONS
LAND USE AND CIRCULATION

TABLE 5

SUMMARY OF LAND USES PROPOSED FOR THE LORING PARK NEIGHBORHOOD BY 1980

Use Category	Acres	% Total
Residential	128	41.6
Commercial	8	2.6
Office	14	4.5
Institutional	18	5.8
Open	32	10.4
Freeway	57	18.5
Other Streets	51	16.6
Total	308	100.0

present levels. Office uses are slightly increased, but only to provide adequate off-street parking and to round-out existing, sound developments. Commercial land is reduced by limitation to areal service functions and more compact design. With proximity to downtown, it is felt that there is an adequate provision of commercial land. It is also likely that some retail conveniences will be provided within high rise apartments.

Residential Areas

Generally, residential areas are located in four "pockets." Each takes advantage of the open space provided by existing parks and the proposed Freeway. The residential area of the neighborhood is divided into four sections by major trafficways: the Freeway and Nicollet, First, and LaSalle Avenues. (See Figure 3.) This division is emphasized by the concentration of non-residential land uses along Nicollet Avenue.

The largest section (or "pocket") of residential land use is planned for the east and south sides of Loring Park. On the east side of the park the residential development surrounds an institutional grouping made up of Doctor's Memorial Hospital and Emerson Elementary School. Maximum frontage on Loring Park is provided by scaling to a minimum the other uses facing the park. Wherever residential development abuts commercial and office uses (particularly along the eastern edge of this major "pocket") it is intended that the transition be accomplished by open space buffers of parking and lawn and by such other integrating elements as carefully designed buildings with ground floor commercial uses and upper story apartments. The

major orientation of the residences would be toward Loring Park. However, along the Freeway right-of-way residential development could be oriented toward the openness provided by the highway.

Included in this "pocket" is a potential residential "super block" bounded by Grant Street, Willow Street, Yale Place, 13th Street, and LaSalle Avenue. This area could receive special planning for unified development, oriented primarily to the park across Willow Street and acting as a tie between the park and residential development to the east. Directly south across Grant Street to 15th Street is another (although smaller) potential super block, consisting half of institutions (Doctor's Memorial Hospital and Emerson Elementary School) and half of residential development. As will be discussed later in this report, these super blocks could be created by the vacation of Spruce Place from 15th Street north to Yale Place.

The next largest residential concentration is immediately south of the grouping around Loring Park across the Freeway. In this area use could be made of the openness provided by the Freeway to create a landscaped vista. New housing could develop along the entire right-of-way of the Freeway from Lyndale Avenue to Nicollet Avenue.

Across Nicollet Avenue to the east (in the southeast quarter of the study area) is another residential "pocket." This area is situated around Stevens Square and is bordered by the Freeway on the north and east.

The remaining residential "pocket" is south of the Municipal Auditorium and north of the Freeway generally between 1st and 4th Avenues. Again the Freeway is an important bordering element and helps furnish open space. The opportunity for super block development in this "pocket" is particularly strong. In fact, the entire "pocket" is seen as consisting of two superblocks, 3rd Avenue being the divider. Here too, the development would be exclusively residential with perhaps a little special purpose commercial activity within selected apartments as permitted in the proposed zoning ordinance. This would be especially desirable in the area east of 3rd Avenue because it is more isolated from the major commercial center.

The residential "pockets" as a whole represent 128 acres of land, nearly 42% of the total neighborhood. This means that the forecasted population of around 23,000 people will be distributed over the residentially used land at the rate of about 180 people per net residential acre. Such a density would be permitted within certain residential districts in the proposed zoning ordinance for Minneapolis. There are many familiar apartments in Minneapolis today that meet or surpass these densities.

Residential development foreseen in the Loring Park neighborhood would be almost exclusively multi-family units. The units would be a mixture of row houses, walk-ups, and tower apartments. This does not mean

that the historic character of the neighborhood (particularly south of Loring Park) would necessarily change. Many of the existing buildings could be utilized much as they are today, and thus tend to preserve what is charming. Of course, there are sections in need of complete rebuilding because of blight and obsolescence. More needs to be done in these areas and the greatest potential can be realized through urban renewal. (See Figure 5.) In areas of extensive rebuilding, open space can be created by concentrating dwelling units in row houses and high rise apartments.

Elementary Schools

It is estimated there will be between 550 and 600 children of elementary school age residing in the neighborhood. Even assuming that as many as 200 to 250 of these children might go to parochial or private schools, enough pupils would remain for a public elementary school. According to the Board of Education, there are 546 pupils currently enrolled at the Emerson School. According to tentative neighborhood standards in the Planning Commission's publication, The Seward Neighborhood, the minimum number of pupils for an elementary school is 200, the optimum 500, the maximum 720. Thus, it is apparent that by 1980 an elementary school will still be needed to serve the area.

Because of the tremendous demand for residential land in the area, it would not appear wise to enlarge the Emerson School site to optimum size. This points up a problem that is being faced by a number of elementary schools in a band running generally around the downtown area. Diminishing service areas, extensive division by major streets, and changes in population structure make the economic operation of many schools (a majority of which are quite old) questionable. One alternative to operating a number of schools on this basis is to initiate bussing service to a greatly reduced number of strategically located schools. Assuming such a policy is adopted, the implications in relation to Emerson are:

- it might be abandoned and the pupils in the area bussed to another location - thus opening land for other development.
- it might be expanded and turned into a school that would receive pupils from other areas - thus increasing the need for playground and site space beyond present proposals.

However, there is no such policy at this time, and the mention of one here is to point out that a number of schools are faced with a common problem. It is proposed in this report that the existing Emerson School be provided with a slightly expanded site and that it provide public elementary school service for the Loring Park neighborhood, at least until a solution is found for the total problem.

Housing for the Aged

As was pointed out earlier in this report, the Loring Park neighbor-

hood appears especially attractive for older people. It is suggested that a special effort be made to provide housing for this segment of the population. Because of the general attractiveness of the area for older people, many will choose to live there in privately supplied housing, much as they do today. For those who cannot compete in the private market for housing suited to their needs, it is suggested that a limited amount of specially designed public housing units be considered.

Possible sites for such a project should be selected to help in implementing the neighborhood plan, increasing property values, and generally enhancing the area. To this end two sites are recommended that seem to meet these criteria plus being on level ground and within easy access to shopping, recreational, and medical facilities. One of these sites is the southern tip of the block bounded by Grant Street, Willow Street, Yale Place and Spruce Place. This site faces Grant Street and has Willow Street on the west (with Loring Park across the street) and Yale Place on the east. The other site is the northwestern quarter of the block bounded by Grant Street, LaSalle Avenue, 14th Street, and Spruce Place.

Shopping Facilities

The centralized commercial area is foreseen as serving the needs of the entire neighborhood for day-to-day necessities, convenience items, and personal services. It is also intended to help provide a focal point of activity and serve as a unifying element between the four major residential "pockets." A sketch prepared for the Planning Commission by two local architectural firms (David J. Griswold and Associates and Magney, Setter, Leach, Lindstrom and Erickson) illustrates how the major commercial area could well look. (See Figure 4.) This view looks out from within the northwest section of the commercial area across 14th Street to a mixture of old and new apartment residences.

Conclusion to Land Use Plan

The complete rebuilding of the Loring Park neighborhood is not recommended. Rather, it is intended to present a scheme of land uses that would provide the best setting within which the area can perform its forecasted role - that of a high density, prestige, in-town residential area containing supporting and auxiliary uses. The goal is to provide a balance of development and to maintain its park character and prominence as a setting for centralized institutions and housing.

Of necessity the land use areas defined in this report cannot be pristine enclaves of unified development. There are isolated incidences of manufacturing and wholesale activity, for example, that will likely remain in the neighborhood. It is hoped that eventually these "non-conforming" uses will seek sites better adapted to their purposes outside the Loring Park neighborhood. However, it cannot be expected that

such will be the case as long as it is possible for them to operate efficiently and economically where they are today.

Generally, the land use proposals presented in this report represent an attempt to:

- Orient residential areas to parks and other open space to help create attractive living conditions.
- Centralize commercial activity to best serve the residents of the area.
- Create office areas primarily in relation to commercial and institutional uses.
- Maintain and strengthen sites of institutions and integrate them into the scheme.

PROPOSED CIRCULATION

The interior circulation of the Loring Park neighborhood is to a considerable degree governed by the Freeway through the area and the system of heavy traffic carriers that make up much of its boundary and cut through its center in a north-south direction. The importance of the Freeway plan to the interior circulation of the neighborhood rests upon the following facts:

- it extends through the area from east to west in a depressed roadway.
- it sets major routes through the area by designating where it shall be bridged.
- it emphasizes certain interior streets by making them access and/or egress points.
- it provides an attendant solution to the "bottleneck" traffic problem.

The major design of the Freeway within the neighborhood as recommended by the State of Minnesota Department of Highways, has been considered a "given" in planning for the area. (See Figure 3.) As will be pointed out later in this section, certain alterations have been considered and pointed up as possible alternatives to the Freeway plan as presented. These alterations concern themselves with only two of the instances where the Freeway system meets the existing streets and one instance of existing street rearrangement.

The proposed circulation system for the Loring Park neighborhood includes provision for the pedestrian as well as the vehicle. In other

words, it is intended to be a complete system for the movement of people and vehicles within the neighborhood and to other parts of the City. In addition to this very utilitarian objective, it is proposed that the circulation system function as a cohesive element in tying together the "pockets" within the neighborhood and also as an important means of enhancing the area. This latter objective is accomplished by relating streets to the topography and land use, the closing of unnecessary streets, and the provision of loop streets and cul-de-sacs. Through the circulation system much can be done to discourage the movement of traffic through the residential "pockets" and to maintain the charming character that is native to much of the neighborhood.

Off-Street Parking

Parking, being a terminal facility for vehicles, is an element of the circulation system. It is also an important land user. It was assumed that parking would adequately be provided within the various land use groupings. This assumption was necessary due to the scope of this report. Because parking is such a real problem in the neighborhood (especially in areas where extensive rebuilding is not likely) it is felt that it should receive special attention.

Functional Classification

For purposes of planning future street use a functional classification was established. Since streets are only one part of the circulation system presented in this report, a classification of pedestrian movement facilities was also derived. The functional classification of the circulation system elements are explained as follows:

- | | |
|---------------------|---|
| - Arterial Streets | -- Other than the Freeway these are the most traveled streets in the neighborhood. They are important from a city-wide point of view and carry traffic for rather long and uninterrupted distances outside the neighborhood. They have access across and/or onto the Freeway. |
| - Collector Streets | -- These streets are less traveled than arterials and function to bring traffic from the various land use groups to the major circulation system. |
| - Local Streets | -- Streets providing access to individual properties in the interior of the land use groups. They are some times dead ended and are purposefully designed to discourage traffic that does not have a destination on them. |

- Pedestrian Parkway -- A landscaped walkway given special design consideration to stand out as a major pedestrian facility to provide movement within the neighborhood. This would be a positive way to tie the various "pockets" of the neighborhood together by providing an opportunity for pleasant and safe pedestrian movement between them, and thus provide the most cohesive element in the proposed circulation system.
- Sidewalks -- Ordinary City sidewalks would of course be provided along the streets of the neighborhood as directed by existing official policy.

Freeways were not included in the functional breakdown because they are readily recognizable as heavy traffic carriers of a very special sort. Also, no attempt was made to establish standards of construction, design, right-of-way width or capacities. It is assumed that these elements will be adapted to the needs of the streets as their functions are more clearly differentiated. Criteria of this type should be determined after further study on a circulation system for the entire City.

Arterial Streets

The arterial streets passing through the neighborhood are 1st, and LaSalle Avenues. (See Figure 3.) Streets providing access to and egress from the Freeway are considered arterials because, even though they are not long-range continuous streets, they provide continuous flow from arterials to the Freeway and vice versa. The other arterials involved in the plan occur at the boundaries of the neighborhood. Lyndale and Hennepin Avenues are, and will continue to be, heavily trafficked arteries. Together with the Freeway they form the western boundary of the Loring Park neighborhood. Franklin Avenue functions as a major cross-town street today and will likely continue this role in the future. It is the southern boundary of the neighborhood. Twelfth Street is proposed as an arterial to meet the requirements uncovered by Central Minneapolis planning. Although it borders the Loring Park neighborhood for only two blocks (from Nicollet Avenue to Yale Place), it defines, if extended, areas that relate very closely to the Loring Park neighborhood.

Collector Streets

The plan proposes that Nicollet Avenue, 3rd Avenue, 15th Street (between Hennepin Avenue and Nicollet Avenue), 14th Street (from 4th Avenue to LaSalle Avenue), and Harmon Place (north of Loring Park

from Hennepin Avenue to Spruce Place) be the collectors of the neighborhood.

Although 3rd Avenue and Nicollet Avenue act much as arterials today (with Nicollet to a somewhat lesser degree), certain factors delegate them to collector functions in the future. Third Avenue will be terminated south of the neighborhood because planned expressway construction along 28th Street would necessitate closing it at that point. Nicollet Avenue will serve more as a business-service-collector street, especially as 1st and LaSalle Avenues are integrated into a City-wide arterial system. Fourteenth and 15th Streets act as a collector facility running through the neighborhood in an east-west direction. Because of the commercial concentration proposed to center on Nicollet Avenue north of the Freeway, the residential super block suggested south of the Auditorium, and the desire to keep traffic from flowing through the neighborhood, 15th Street should be ended at Nicollet Avenue and 14th Street begun as a collector at about the same point. Fourteenth Street also serves the purpose of giving access to the Municipal Auditorium. Further, both Streets provide service to the major neighborhood commercial area. The remaining collector, Harmon Place, serves as part of the neighborhood boundary. Its major purpose as a collector is to provide access to downtown for the northwest part of the neighborhood.

Local Streets

Perhaps the most important element that gives character to a neighborhood is the local street system. This system gives access to individual properties, regardless of the use, whether they be single buildings or specially designed groups of buildings. For the most part they are residential service streets in this plan. In areas that are believed eligible for rebuilding, some of the local streets might terminate in interior parking areas and thus be little more than driveways. These are not shown on the plan, but are implied wherever the super block idea is expressed.

Most of the local streets are an expression of existing conditions. Deviations from the way local streets are today occur in the following ways:

- where the Freeway cuts across and closes them
- where super blocks are proposed
- where their alignment has been changed to provide safer and more convenient intersections
- where they are interrupted to prohibit through traffic and promote pedestrian safety.

The provision of the safety walk concept south of Stevens Square illustrates an example of interrupting the street for safe pedestrian movement and prohibition of through traffic. (This concept was first used

in the Seward neighborhood plan by the Planning Commission and is illustrated in Figure 6 of the Appendix.)

Pedestrian Parkway

A number of factors act to make the Loring Park neighborhood particularly pedestrian oriented. Primary among them are:

- a population made up overwhelmingly of younger people
- proximity to employment opportunities downtown and within the neighborhood
- existence of parks with potential leisure activity
- proximity to many civic, cultural, and religious institutions
- centralized shopping and personal service areas
- physical size of the neighborhood encourages movement on foot.

To provide for a pleasing, safe and efficient movement of pedestrians within the neighborhood, a specially designed "Pedestrian Parkway" is presented in this report. (See Figure 3.) It is intended to serve the additional function of tying together the various land use groups and provide an amenity of great value, generally making the neighborhood more attractive.

The route depicted in the plan is meant to be illustrative only, realizing that a multitude of technical, administrative, maintenance, and implementation problems must be solved. In concept the pedestrian parkway is envisaged as at times passing through the interior of blocks, at times being no more than a specially emphasized sidewalk, and as expanding and contracting to provide a varied route. Along its length it would be adequately landscaped with plant material as well as architectural elements (such as statuary, benches, bulletin boards, pavement texture, etc.). The pedestrian parkway could utilize public and private land. This would conceivably be possible wherever new construction is proposed along a logical route, whether private development or public urban renewal.

Relation of Plan to Freeway Proposal

The Loring Park neighborhood plan presents four proposals that have a bearing on the Freeway that passes through the area. One involves the extension of the pedestrian parkway across the Freeway; the others arise out of the street system and involve possible alternatives to certain details. These proposals are presented as possible alternatives, and as such are more to be taken as areas for further study than positive recommendations. To best serve the need for pedestrian

movement, particularly for people walking to work or shopping and children to elementary school, two special pedestrian bridges are proposed over the Freeway. They would continue the pedestrian parkway across the Freeway and make it a continuous, uninterrupted facility linking the parks and school with all parts of the neighborhood. One bridge is proposed about midway between LaSalle and Lyndale Avenues, the other at Stevens Avenue.

Proceeding from east to west, the first proposed alteration in Freeway detail occurs where an off ramp from the east bound lane of the Freeway meets the local street system at 19th Street and Clinton Avenue. It appears that the primary reason for this movement is to permit Freeway traffic access to downtown via 3rd Avenue. Coming into the neighborhood at 19th Street would add another major traffic carrier to a small residential area and make it virtually impossible to create and/or maintain a desirable living environment. There are two alternatives (other than ignoring the movement altogether) to permitting more through traffic in the neighborhood at this point. They are:

- provide for the movement somewhere in the interchange itself and permit this traffic to enter downtown between 4th and 5th Avenues.
- move the access point to the local streets south to Franklin Avenue and thus use the arterial system for this movement.

The most desirable of the alternatives would be to handle the movement in the interchange which would centralize Freeway traffic at one point where it could be handled on specially designed facilities. The major concern for the Loring Park neighborhood is the reduction of heavy through traffic to a minimum.

The second proposed alteration in detail occurs where Clifton Avenue is diverted north to meet Oak Grove Street between Spruce Place and LaSalle Avenue. From the neighborhood point of view a more acceptable alternative would be to pull Clifton Avenue westward and line it up with Spruce Place. Such an alignment would eliminate an awkward angle intersection, preserve more land for residential development (perhaps even save a major structure), and direct traffic to a collector street (15th Street) where it could better meet the arterial system.

The third proposed alteration in detail occurs where Kenwood Parkway is extended across the north-south leg of the Freeway and through the southwest corner of Loring Park to merge with Oak Grove and 15th Streets. It is suggested as an alternative that the Freeway crossing be moved southward one block to connect 15th Street with Vineland Place. Access over the Freeway at 15th Street rather than at Kenwood Parkway would:

- save precious parkland
- create a pleasing relation between Loring Park and the flower gardens across Hennepin and Lyndale Avenues

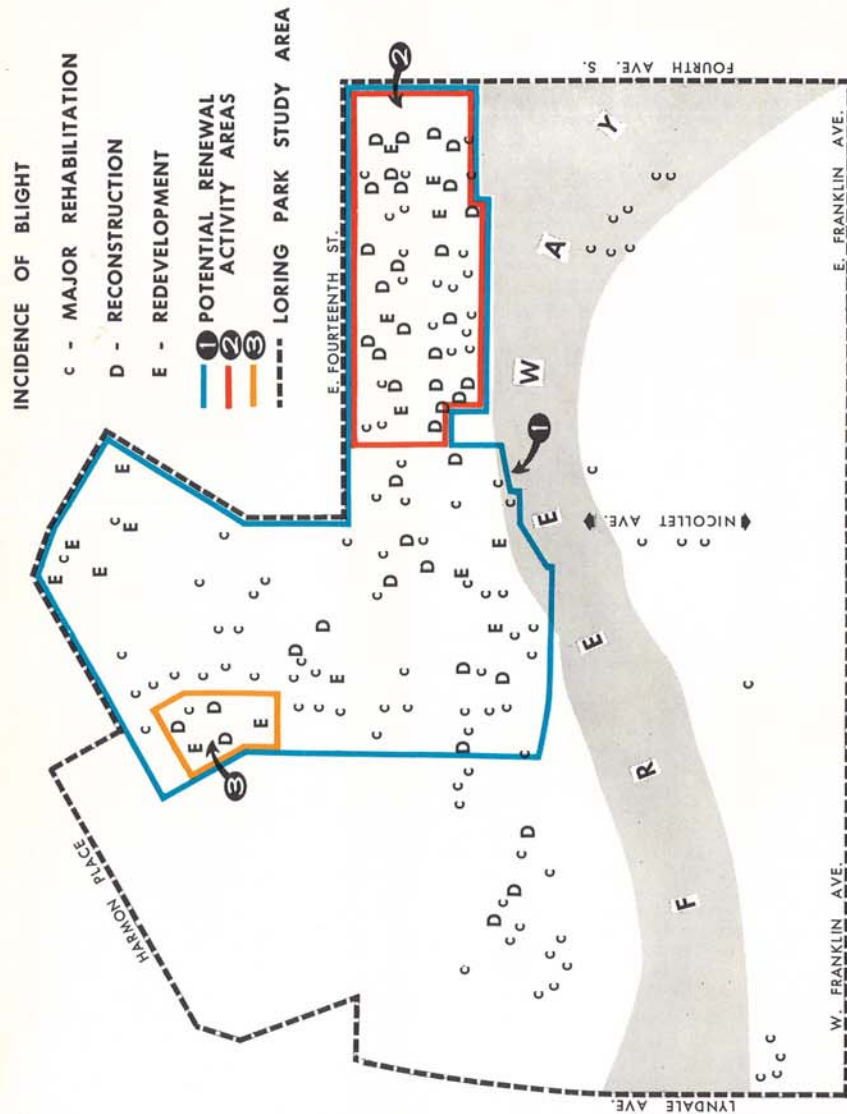


FIGURE 5

LORING PARK STUDY
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POTENTIAL RENEWAL ACTIVITY AREAS

- permit an unobstructed view to the north upon emerging from the tunnel, revealing the Basilica to best advantage
- allow a prominent vista when traveling south toward St. Marks Church and the Walker Art Center
- make possible an integral relation between the flower gardens and the Parade Grounds by permitting the closing of Kenwood Parkway from Lyndale to Bryant Avenues.

Also, the 15th Street crossing would require a shorter bridge (presumably at less cost) and does not appear to interfere with any future use of Kenwood Parkway or present any unique technical problems.

V. MEANS OF ACHIEVEMENT

There are a number of means available for realizing the plan proposals. Primary among them are private development, public improvements, and the federally assisted Urban Renewal program. No one of these means will suffice alone to do the job. The use of all means to best advantage and in relation to one another is required. Therefore, as the various means are presented, it is intended that one complement the other to attain the most generally acceptable results. What is intended in this context is the use of public expenditures to stimulate private development. In other words, through the Urban Renewal program, key areas may be selected, planned, cleared, developed with publicly owned buildings and/or sold for private development. It is hoped that such projects would raise property values and point the way to efficient and attractive development, thus creating a confidence in the neighborhood that would encourage further investment by private developers. This is one way of upgrading existing properties and stimulating the construction of new facilities to meet plan requirements.

Urban Renewal

Depending on the status of Urban Renewal on a local and federal level, the stimulus from this source can vary from extensive to limited. Investigating the possibilities for Urban Renewal in the Loring Park neighborhood led to the presentation of three potential renewal activity areas. (See Figure 5.) This was done to offer a number of alternatives for a project (depending on the size possible under current or future policy) that would set the pattern for future development. No attempt was made to establish priorities for renewal with regard to other areas of the City. All that is presented here are alternative approaches for consideration in the Loring Park neighborhood.

A primary consideration in determining potential renewal areas is outlining the greatest concentrations of blight. Each structure in the Loring Park neighborhood has been classified as to condition by the Minneapolis Housing and Redevelopment Authority and the City Planning Commission. Concentrations of those structures deemed to be contributors

to blight were identified by alphabetical designations corresponding to the condition of structures ratings developed by the Housing Authority in their report, Urban Renewal Program for Minneapolis. Thus, a general picture of the clustering of structures of varying degree of dilapidation is obtained. (See Figure 5.) In the rating system E represents the worst condition and D and C represent lesser degrees. More specifically, the E (redevelopment) represents structures unfit for human habitation or in need of so many repairs that they cannot be brought into acceptable condition; the D (reconstruction) those which may or may not be worth rehabilitation; and the C (major rehabilitation) those in need of some repair. The other designations (A and B) represent structures considered good enough not to be shown as contributors to blight.

The three potential renewal activity areas are numbered according to size and generally rated according to their possible impact on developing the neighborhood in relation to the plan. The largest area, number 1, encompasses nearly all the blight in the neighborhood. Area number 2 is the next largest and contains the major concentration of extensive blight. Area 3, the smallest, is a prime piece of land that has a decided concentration of blight. It may be necessary to investigate the triangle formed roughly by Nicollet Avenue, 12th Street, and 14th Street, north of the study area, for possible inclusion in Urban Renewal consideration.

The redevelopment of Area 1 would, of course, do the most to upgrade the neighborhood and go the farthest in implementing the plan proposals using Urban Renewal powers. It would also embrace a variety of land uses including the neighborhood shopping center, office complex and park related housing. With such a tremendous boost it is almost a certainty that the remainder of the neighborhood would be strengthened, both economically and physically. The proposed zoning ordinance can be a potent factor in directing future development in the neighborhood (as well as in the City as a whole). The guidance provided by the neighborhood plan can also serve in pointing the way toward future development.

Short of Area 1, Area 2 would provide the greatest opportunity for realizing the plan proposals through Urban Renewal. It is in such an area that the powers of renewal represent about the only way to accomplish redevelopment. Here are some of the worst slum conditions in the City, indeed an area badly in need of help. Through the redevelopment of this area much could be done in upgrading the character of all the neighborhood. Further importance is attached to this area because of its close relation to the Municipal Auditorium which is currently under study for extensive expansion of its facilities.

Area 3 would be a minimal attempt at providing a key project to trigger the private development of the neighborhood. As such it leaves the renewal of the neighborhood almost exclusively to private development. Because of the commanding view of the park and proximity to

downtown and neighborhood shopping and employment centers, the site is well suited for sparking private renewal. Zoning and plan proposals are probably most important in relation to total neighborhood development under Urban Renewal limited to Area 3. Within this area is one of the sites proposed as possible public housing for old people.

The above discussion postulates that each area be an Urban Renewal project. However, if Urban Renewal could be approached under a General Neighborhood Renewal Plan (GNRP) it would be possible to work on an area in need of renewal assistance without making it all a redevelopment project. Under such an approach it is conceivable that Area 1 could be selected for renewal treatment with Areas 2 and 3 becoming redevelopment projects within its borders. There are other possibilities in the selection of renewal areas using the GNRP approach, but as presented in this report (and for the reasons stated previously) the areas of Figure 5 were selected to accomplish maximum stimulation to improvement.

One decided advantage of the GNRP is that public improvements in the general study area can qualify as non-cash-grants-in-aid, under certain conditions, toward the City's contribution to the net project cost. They could also qualify in individual projects but would have to fall within the narrower project boundaries. The following are examples of public improvements that might qualify as non-cash-grants-in-aid:

- local street improvements
- sewer improvements (storm and sanitary)
- provision of public parking
- public school improvements
- park improvements
- sections of pedestrian parkway publicly acquired
- expansion of higher education institutions (such as Northwest College) into blighted areas.

Regular City Programs

Through the City's continuing program of code enforcement, public improvements, and zoning, it is also possible to achieve elements of the plan. For example, in areas where it is deemed desirable to maintain the existing character, stringent code enforcement would do much; where public improvements are contemplated, they could be planned and programmed to adhere to the plan; and zoning could establish use and density districts where development proposed by the plan would be encouraged. The utilization of these means of achievement coupled with urban renewal and private development would constitute a comprehensive approach to realizing the plan. It is felt that, in the long run, the optimum approach to plan implementation would be a comprehensive approach, one utilizing all possible means of achievement.

APPENDIX

DERIVATION OF RESULTANT DENSITIES ASSUMING BETWEEN 11,278 AND 11,878 TOTAL DWELLING UNITS IN THE LORING PARK AND AUDITORIUM AREAS

Real Estate Research Corporation estimated that in their Loring Park area there would be a demand for between 1,800 and 2,200 dwelling units by 1980 above those in current supply. In their Auditorium area they foresee a demand of 900 to 1,100. (These estimates appear on pages 88 and 91, respectively, in Minneapolis Central Area Housing Market Analysis by Real Estate Research Corporation.) Thus, in their Loring Park and Auditorium areas they forecast a need of between 2,700 and 3,300 additional dwelling units by 1980. These two areas roughly equal the Loring Park Sub-area as defined by Planning Commission staff as a part of Central Minneapolis Area. (See Figure 1.)

Real Estate Research Corporation reports that from Planning Commission block data cards they found that in 1956 there were 3,420 dwelling units in their Loring Park area and 1,484 in their Auditorium area. (Page 46 of Minneapolis Central Area Housing Market Analysis.) This totals 4,904 dwelling units in the two areas.

Assuming 1956 supply to be current, a total of between 7,604 and 8,204 dwelling units will be needed by 1980. This range is determined simply by adding the estimated demand to existing number of dwelling units in the two areas.

Applying the estimated household size by 1980 (2.13) to the range of dwelling units, it is found that this represents a 1980 population for Real Estate Research Corporation's Loring Park and Auditorium areas of between 16,197 and 17,475. Estimated 1956 population is 11,476.

As can be seen from Figure 1, the combined Loring Park and Auditorium areas as defined by Real Estate Research Corporation nearly approximates the Loring Park sub-area of Central Minneapolis. Thus, by applying dwelling unit and population data described above to the known area of the Loring Park sub-area, an indication of the resultant densities can be gained.

The Loring Park sub-area contains about 160 acres, 52 of which are residentially used.

Existing densities:

30.7 dwelling units/gross acre
71.7 people/gross acre

94.3 dwelling units/net residential acre
220.6 people/net residential acre

Proposed densities:

47.5-51.3 dwelling units/gross acre
101.2-109.2 people/gross acre

146.2-157.8 dwelling units/net residential acre
311.4-336.0 people/net residential acre

(These net residential densities assume that the 1956 residential acreage remains constant.)

ANALYSIS OF FREEWAY DISPLACEMENT IN THE LORING PARK AREA

Estimated number of dwelling units (number of families) displaced by the Freeway in the Loring Park Area is approximately 700.

This figure was arrived at from an examination of Table 15, pages 42-43, of Real Estate Research Corporation's Minneapolis Central Area Housing Market Analysis. They show that between 1963-64, 444 dwelling units will be displaced in Code Area 26D and 179 will be displaced in Code Area 32A, both within the boundaries of the neighborhood. In 1971-72 another 151 dwelling units will be displaced in Code Area 33B, only partly within the neighborhood. Therefore, in Code Area 33B it was assumed that one half of the dwelling units displaced would be within the neighborhood.

Estimated number of people in the Loring Park Area displaced by the Freeway is 1,575. This estimate was arrived at by merely multiplying the estimated number of dwelling units by the projected average household size (2.24 people/dwelling unit for 1960).

Of the 60 acres estimated to be taken by the Freeway, 37 acres are currently used residentially. Fourteen acres of proposed Freeway land are now used for streets and about 4 acres for retail purposes. These are the major land use takings. The others amount to only 2 acres or less apiece.

The densities being displaced are as follows:

11.7 dwelling units/gross acre
26.3 people/gross acre

18.9 dwelling units/net residential acre
42.5 people/net residential acre

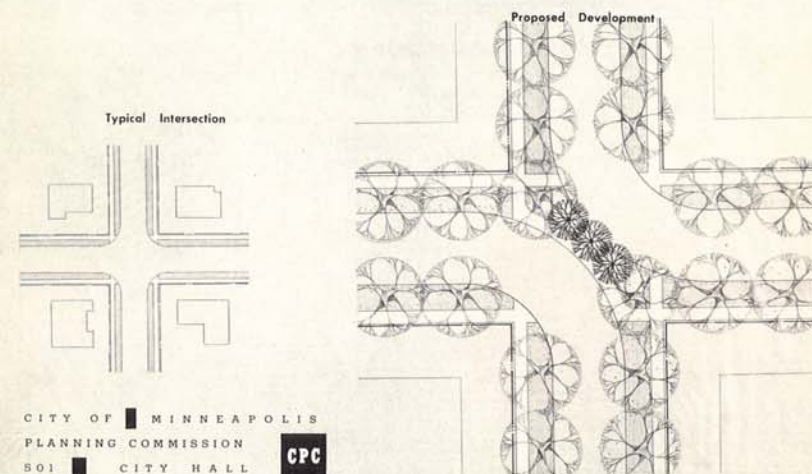
These densities are considerably lower than for the area as a whole (148 people/net residential acre). This is in keeping with the generalization that the Freeway is taking the least dense residential areas. The large discrepancy, however, points to the possibility that the estimated dwelling unit displacement and/or average household size are conservative.

Figure 6

SAFETY-WALK
(B/W)



SAFETY-WALK



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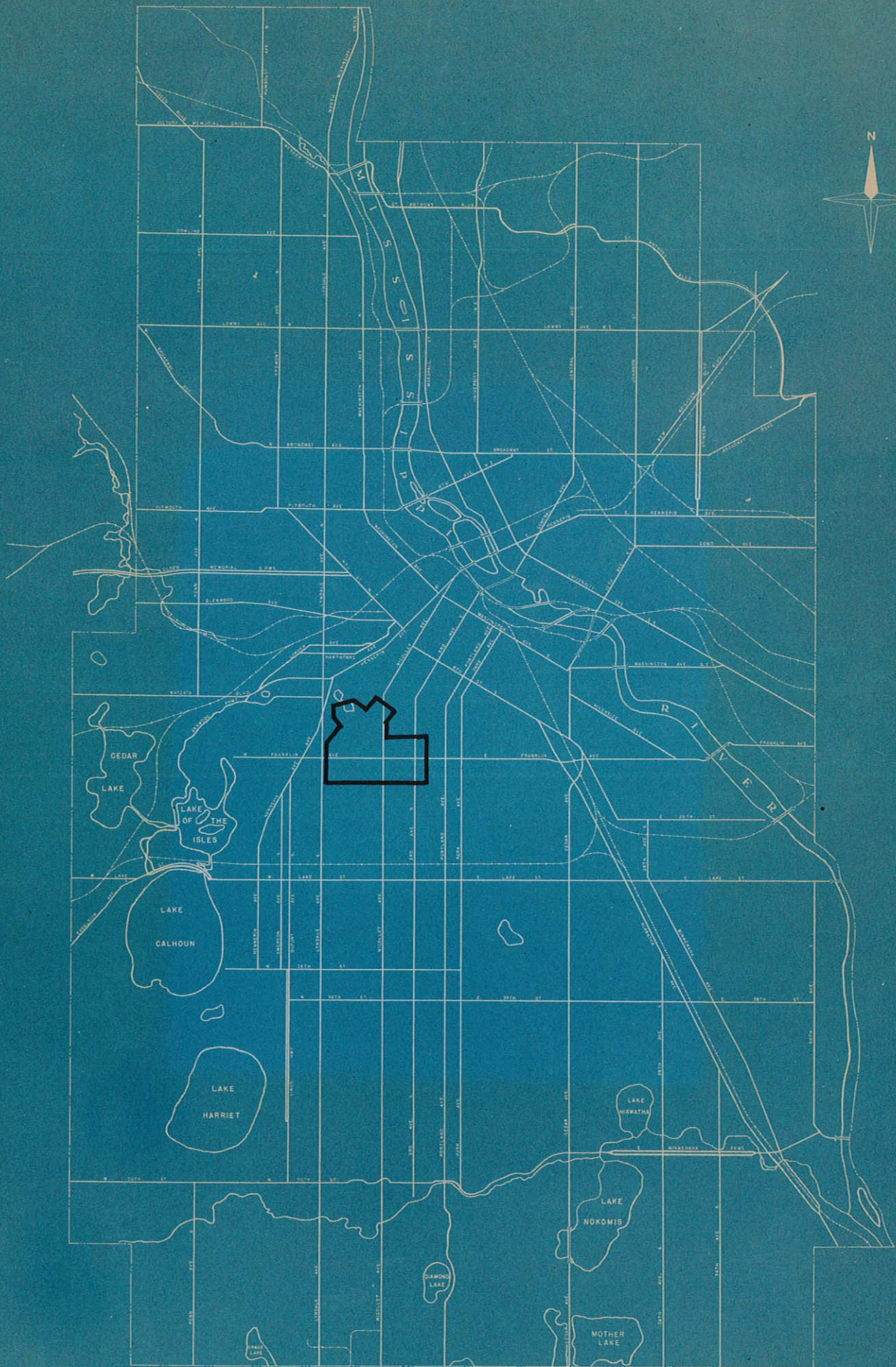
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