Minneapolis Downtown 2010

continuing the vision into the 21st century

To the citizens of Minneapolis and downtown community:

The members of the Downtown 2010 Steering Committee are proud to present to you the *Downtown Minneapolis 2010 Plan: Continuing the Vision into the 21st Century.*

The Downtown 2010 Plan contains the policies and actions to guide development toward a shared vision: a downtown that not only serves as the economic center for the upper Midwest Region, but also is a very special urban community that is constantly alive and filled with people.

The Downtown 2010 Plan is the product of an extensive process involving the City of Minneapolis and the Downtown Council. This process represents the fifth time over the past 35 years that this public/private partnership has worked collaboratively to guide downtown's future.

Downtown must continually work toward addressing the unique challenges and opportunities it faces in the midst of a changing metropolitan region. As a result of previous planning and visionary leadership, downtown is flourishing and we believe well-positioned to continue its role as the economic and cultural center for the region.

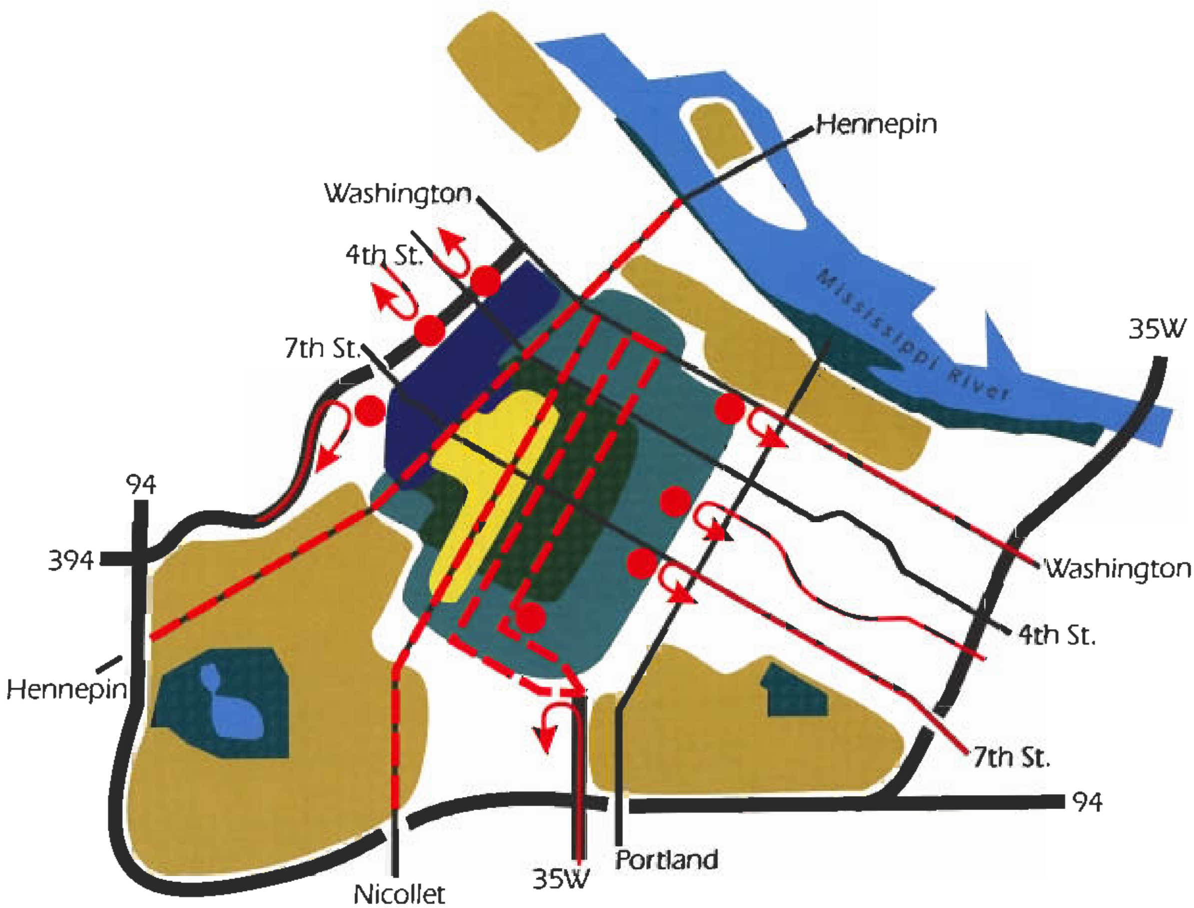
We hope the goals and policies contained in this plan serve as a guide as we move into the 21st century and we thank the citizens of Minneapolis and the downtown community for the opportunity to work on your behalf in developing this plan.

Sincerely,

The Downtown 2010 Steering Committee

Concept plan for 2010

- Retail
- Entertainment
- Primary office
- Secondary office
- Downtown neighborhoods
- Long-term parking
- Major transit corridors



Downtown Minneapolis 2010

Continuing the Vision into the 21st Century

■ Prepared by:

Minneapolis
City Planning Department

Minneapolis
Downtown Council

Adopted by the
Minneapolis City Council
as a component of the
City's comprehensive plan.
October 1996

Published November 1996

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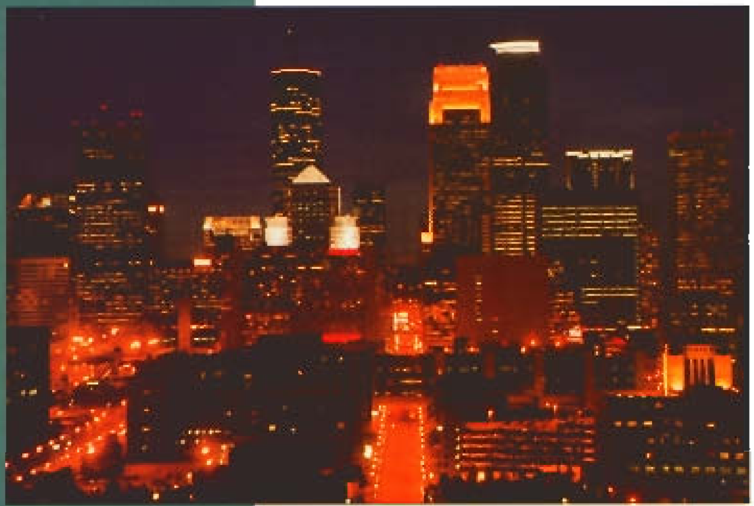
Overview



A Vision for Downtown Minneapolis in 2010

Minneapolis is one of our nation's great cities. Its combination of economic vitality, culture and quality of life has created an irresistible attraction to the millions of people living in the upper Midwest region of our country.

This Plan envisions Downtown Minneapolis in the year 2010 as one of the nation's finest urban centers; a place of prosperity, civilization and civic pride that will serve as the center for the metropolitan area, state and surrounding region.

In 2010, Downtown is the center of economic activity

Downtown will continue to serve as the heart of the Ninth Federal Reserve District and the Upper Midwest's largest employment center. Growth in key sectors of the economy - finance, administration and professional services sectors - will generate 35,000 new jobs in downtown and create a demand for approximately 9 million square feet of office space. A compact development pattern will support downtown retail and transit by concentrating high-density office development adjacent to the retail core and existing transit facilities.

Overview

Downtown is a Very Special Place

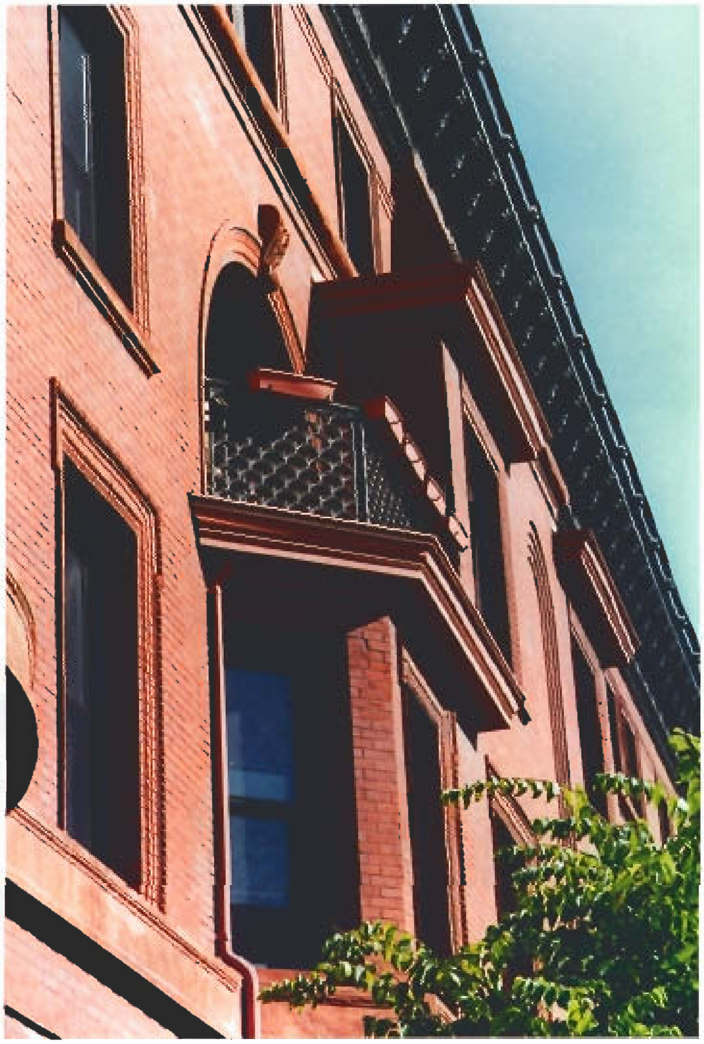
Downtown will be an exciting, safe and active place that offers the very best qualities and experiences that cities provide. Downtown will be vibrant with people who live, work, shop, dine and enjoy the special events and unique public attractions. Downtown will have a high-quality system of parks, plazas, and tree-lined streets that encourage strolling, sidewalk cafes, outdoor performances and window shopping. The skyway system will provide climate-controlled circulation among all downtown destinations. Downtown will contain an enriching variety of historic buildings and the finest contemporary architecture, with a skyline that continues to serve as a source of civic pride. Downtown will continue to rank as one of the safest downtowns for cities of its size.

Downtown is the region's urban retail center.

Downtown's position as a regional retail center will be enhanced. The retail core will continue to be the focal point of downtown activity, providing a wide array of shopping facilities and activities to downtown employees and visitors. The emphasis will be on attracting larger numbers of residents throughout the region to shop downtown by providing improved transit, additional short-term parking, allocating more resources toward downtown marketing and promotion, and providing a shopping experience that is entertaining and unique to the region.

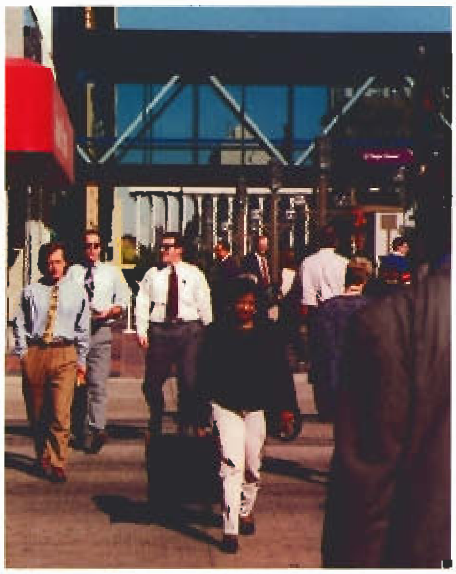
Downtown is the region's entertainment and cultural capital.

Downtown will offer a complete package of entertainment and cultural attractions, including major league sports, Broadway theater, symphony orchestra, museums, nightclubs and restaurants. By 2010, downtown will add more family-oriented attractions that complement retailing in order to broaden its appeal as an entertainment and shopping destination.



Downtown is the region's most unique and prestigious neighborhood.

Downtown will offer safe and vibrant neighborhoods that provide residents an urban lifestyle that is unavailable elsewhere in the metropolitan area. By 2010, downtown will add between 2,500 and 3,000 housing units and will create two new major housing communities that combine traditional neighborhood amenities and experiences with a variety of housing options. Downtown will continue to offer housing opportunities for all income levels while focusing on the growing empty nester market.



Downtown is the region's most accessible location.

A superior transportation system that balances the needs of cars, transit, pedestrians and bicyclists will connect downtown to the rest of the city and metro area. The employees, shoppers and visitors who come downtown will have the choice of arriving by car or by a vastly improved transit system that includes high-speed busways, climate-controlled transit stops and eventually Light Rail Transit. Within downtown, transit and pedestrian travel will be the primary means of circulation, and both will be safe, convenient and enjoyable.

Downtown is the symbolic center for the City and Metropolitan area.

Downtown will continue to serve as the symbolic center for the city and metropolitan area. Downtown's image will remain vital to local Government and the private sector in terms of quality of life and long-term financial stability. In fulfilling its "image maker" role, downtown will continue to warrant status as the major priority for the metro region.

Introduction

Purpose and Intent of the Downtown Minneapolis 2010 Plan

- **What should downtown Minneapolis look like in the year 2010?**
- **How should it grow?**
- **How should people get there and move about?**

The Downtown Minneapolis 2010 Plan is a 15-year policy plan developed jointly by the City of Minneapolis and the downtown business community that provides a vision for downtown's future by answering three fundamental questions: What should downtown Minneapolis look like in 2010? How should it grow? How should people get there and move about?

As the long-range plan for downtown, Downtown Minneapolis 2010 is by nature a general document that provides the framework to guide public and private decision-making regarding land use, open space, transportation, development regulations and public investment, and should provide direction and stability for public and private land use and investment decisions.

Why a plan for Downtown?

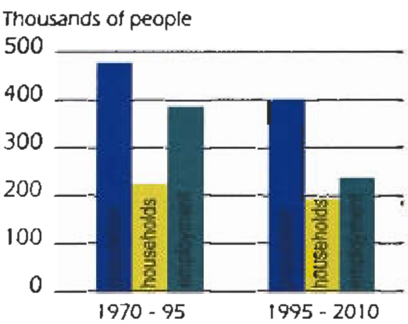
Minneapolis Skyline, circa 1930

Planning is an effective process for coordinating public and private decisions and investments to ensure that both contribute to a shared vision for the city. Regardless of current economic and real estate market conditions, stable and thriving downtowns require continuous, collaborative planning and action by government and business leaders.

The period from 1980-1995 was one of tremendous growth for the Twin Cities Metropolitan Area. The population of the metro area grew by 22.5%, from 1,985.873 to 2,433,864. Among the largest 25 metropolitan areas in the country, the Twin Cities metro area's growth rate was near the middle in percentage growth rank (15th), growing faster than most northern and eastern metro areas, but slower than sun-belt and western areas.

During the same time period, downtown Minneapolis grew significantly. Between 1980 and 1995, downtown added approximately 12 million square feet of office space, gained about 30,000 employees, and maintained its position as the region's center of economic activity. Downtown's retail core was upgraded through renovation of the Nicollet Mall and investment in several new retail developments. In the entertainment area, public and private partnerships brought professional basketball to the state, constructed the Target Center, and aggressively strengthened downtown's position as a convention city by rebuilding its convention center.

The Twin City metro area will experience slower growth in the upcoming years



Source: Metropolitan Council

These actions and investments resulted in a downtown that contains the critical mass necessary to serve as the economic center for the entire metropolitan region. Yet in spite of past successes, continued, aggressive steps need to be taken in order to remain successful. As the metro area continues to grow, downtown faces several challenges.

The first challenge is **access**. Downtown's mix of activities can flourish only if the city remains accessible. With both the continued increase in suburb-to-suburb commuting and declining federal funding for transportation, downtown and the entire metropolitan area will experience severe transportation challenges.

The second challenge remains the **health of downtown retail.** A key element of a successful downtown is the presence of shopping facilities, and downtown will need to take more aggressive steps in order to compete in an increasingly competitive and changing metropolitan retail market.

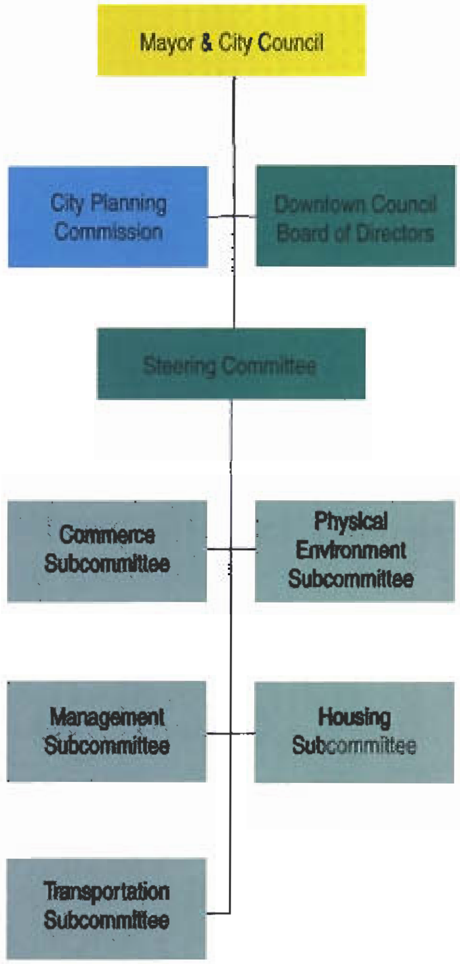
The third challenge is **healthy neighborhoods.** The presence of a residential population turns downtown into a 24-hour city, supporting downtown retail and cultural attractions. Downtown has gained residents over the past 15 years, and demographic trends present downtown with an opportunity to gain an even larger share of the metropolitan housing market.

Finally, Downtown needs to provide **a positive image, offer an attractive and safe environment, and capitalize on its unique qualities as a city** to better attract businesses, shoppers, visitors and residents.

Meeting these challenges will enable downtown to continue its role as the economic and cultural center for the region. However, a stable and vibrant downtown cannot be a goal shared only by downtown business and civic leaders. A healthy downtown which provides many regional benefits can be achieved only through cooperation between the City, its neighborhoods and surrounding communities.

Preparation of Downtown Minneapolis 2010

Downtown Minneapolis 2010 is the fifth in a series of downtown plans developed jointly by the City of Minneapolis and the downtown business community. Beginning in 1959, this public/private partnership developed the first downtown plan entitled "The Central Minneapolis Plan," and over the following 35 years it completed four updates, beginning with Metro Center 85 (in 1970), Metro 90 (in 1978), Metro 2000 (in 1987), and now, Downtown 2010. Each of the downtown plans has carried forward the successful principles of the past while responding to the issues of its era. Like its predecessors, Downtown 2010 builds upon the past while addressing the future.



Work on Downtown 2010 was initiated in the Spring of 1994 by the Minneapolis Downtown Council and the City Planning Department. The council appointed a chair and a 12-member Steering Committee to study a variety of issues facing downtown and to develop policy recommendations for consideration by the Downtown Council and by the City Planning Commission for recommendation to the Minneapolis City Council and Mayor.

The Steering Committee was composed of downtown business leaders and representatives from city government, and was staffed by the City Planning Department. The Steering Committee also sought the help of some 50 individuals representing downtown businesses, downtown residents, and city departments to serve on five subcommittees: Commerce, Housing, Transportation, Management and Physical Environment. These subcommittees forwarded preliminary reports to the Steering Committee for review and discussion.

The focus of the plan is the downtown core

Study Area

The Downtown Minneapolis 2010 Plan study area encompasses about 1.8 square miles, or approximately 1,200 acres, and is bounded by the freeway ring of I-35, I-94, and I-394, and the Mississippi River. This study area is divided into the downtown core and surrounding neighborhoods of Loring Park, Elliot Park, Downtown East, and the Riverfront. This Plan focuses on downtown's core, which contains the bulk of the office and retail development, including major facilities such as the Target Center and the Convention Center. The neighborhoods surrounding the core contain various housing and commercial functions. Although included in the boundaries of the downtown area, specific planning for these neighborhoods generally falls outside the scope of the Plan. In addition, several are undergoing extensive planning processes of their own as part of the City's Neighborhood Revitalization Program (NRP). Therefore, the authors of this Plan do not presume to plan these districts, but they will ensure that recommendations of this plan are coordinated with the plans for these areas.

Final Note

Downtown Minneapolis 2010 replaces the Metro 2000 Plan as the area plan for downtown, and as such, is incorporated into the City's comprehensive plan. The Downtown Minneapolis 2010 Plan provides the goals and policies adopted by the City for land use, transportation and urban design relative to downtown. The goals set forth in each chapter represent the results that the City and downtown community hope to realize over time. Similarly, the policies contained in the Plan are general principles to guide the continuation, change or creation of specific regulations and strategies such as zoning, budgets and capital improvement programs. The Plan contains several maps that designate land use districts. The use designated for each district, such as office or retail, is considered to be a description of the primary function of the district. In addition to the primary function of each district, other compatible uses are envisioned. Finally, the Plan contains many illustrative drawings that serve to communicate ideas but do not represent actual development proposals by the City.

Downtown's Physical Setting

Goal: Enhance downtown as a special place that offers the finest qualities and experiences associated with cities.

Trends

- As the baby-boom generation matures, lifestyle shifts will increase the demand for amenable environments that support social interaction and congregating.
- As suburban communities become more homogeneous, people will look more toward working, shopping and living environments that differ from the typical developments of the past.
- With slower regional growth expected for the future, cities will focus more on their special qualities as a revitalization strategy.

Background

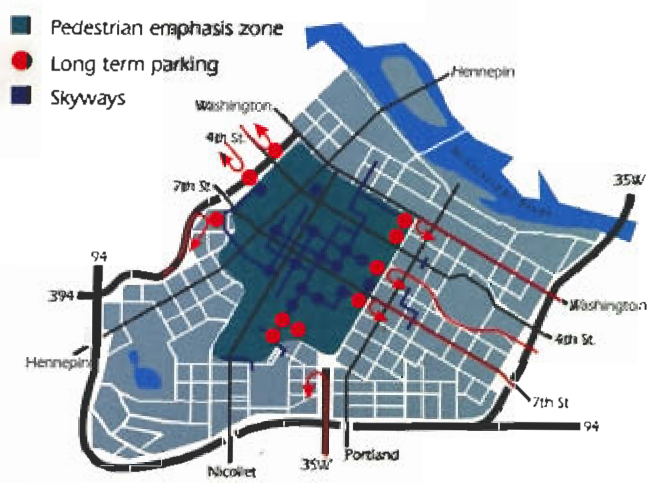
Great cities throughout the world are defined as much by their physical qualities as by their economic functions, and the one common physical attribute that all great cities share is the presence of a unique public realm. The concept of a public realm extends beyond the several publicly owned plazas in downtown to encompass the streets, parks, plazas and surrounding built environment that collectively establish the identity of the city.

The presence of a unique public realm can provide a competitive edge to cities as they vie with surrounding suburban communities for development. Over the past several decades, metropolitan communities have grown more homogeneous and have created a growing need from their citizens for environments that are different and more meaningful. Cities can fulfill this need since they are by nature public places. Their streets, parks and plazas were traditionally designed to encourage pedestrian circulation and human interaction, and in the process cities allowed for a more diverse and enriching experience.

Planning for downtown's public realm must balance many complex factors including market forces, property rights, and public priorities to name a few. However, the concept of a public realm is predicated upon the belief that the public should have a role and interest in the way the city develops. The overriding goal in this process should be to protect the public interest while encouraging the economic growth and vitality that is essential to a successful downtown.

Downtown Minneapolis has the potential to become a unique and special place. Its physical form, history, proximity to the Mississippi River and northern climate can all be enhanced and celebrated as important features that make downtown unique from other cities. To accomplish this goal, however, a new approach towards downtown development is needed that extends beyond ensuring functional and traffic efficiencies. What is needed for the future is a stronger commitment to a downtown that is pedestrian oriented, public in character, and rich in experience.

Downtown has the potential to become very walkable



Policies

The Street Level Environment

Streets serve as the primary pedestrian network and are downtown Minneapolis' greatest opportunity for improving the public realm. Streets designed for pedestrian use contribute to downtown's public nature, vibrant image and synergy by encouraging pedestrian circulation and activities, and by integrating downtown's various attractions.

Even though downtown's streets lack the scale and activity often associated with European cities and many pre-automobile cities of the United States, downtown has the potential to become very walkable. The compact development pattern that characterizes downtown together with the public parking system designed to intercept commuter traffic and the generous right of ways of most downtown streets provide the opportunity to reinforce the concept of an enhanced "pedestrian and transit zone." This zone could receive greater attention to pedestrian amenities in the public right of way and to ensuring that the street level of buildings contains features of interest that generate activity. Similarly, most downtown residential streets could be improved as well.

1. **Promote a street-level design of buildings that contributes to downtown's vitality and security by encouraging individual entrances to street-level building tenants, windows and architectural detailing.**
2. **Promote retail and other interesting uses at street level in order to reinforce the linking function of streets and to create vitality. These uses should be encouraged at the street level throughout downtown and required where the continuity of retail activity is important.**

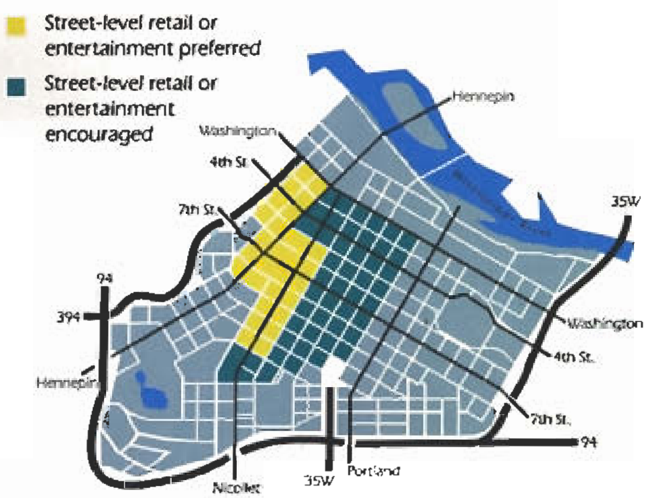
3. **Encourage improvements to the public right of way that support pedestrian and transit circulation and that beautify downtown.**

A priority for improving the downtown public right of way should be to embark on a 15-year program of planting and maintaining street trees and related landscaping. Trees are a very effective way of beautifying and civilizing streets. Dollar for dollar, street trees are probably the best design investment downtown can make. Other than Nicollet Mall, most downtown streets currently do not contain street trees. Priority areas for street tree plantings, together with selective sidewalk widening, are areas in downtown where there are high concentrations of pedestrian activity, including the core of downtown and downtown residential areas.

4. **Support private use of the public right of way where it adds interest and vitality to the pedestrian environment.**

The public right of way is dedicated for public benefit and provides the space for circulation and other public activities. Private use of the public right of way can affect the quality of the pedestrian environment. Landscaping, sidewalk cafes, benches and portable vending stalls can add life to the street if properly located and should be encouraged. Encroachments into the public right of way such as below-grade parking garages and utility vaults that limit space for street tree planting should be discouraged as should building encroachments into the right of way that enlarge the floor area of a building.

Street-level retail and entertainment create vitality



5. **Promote building forms that maximize solar access to major pedestrian spaces and that minimize the creation of excessive and uncomfortable surface winds along sidewalks.**

6. **Improve the appearance of downtown parking lots by providing landscaping and other visual enhancements.**

The Downtown Skyline

The height of buildings conveys a sense of the type and intensity of use of the building or area, and it also symbolizes the importance of the use within the broader community. With respect to downtown, the height of buildings contributes to an understanding of how downtown is organized and the importance of its various functions. The downtown skyline also is a source of civic pride. As such, it should be considered a community asset.

7. **Promote building heights and designs that protect the image and form of the downtown skyline, that provide transition to the edges of downtown and that protect the scale and qualities in areas of distinctive physical or historic character.**

The Skyway System

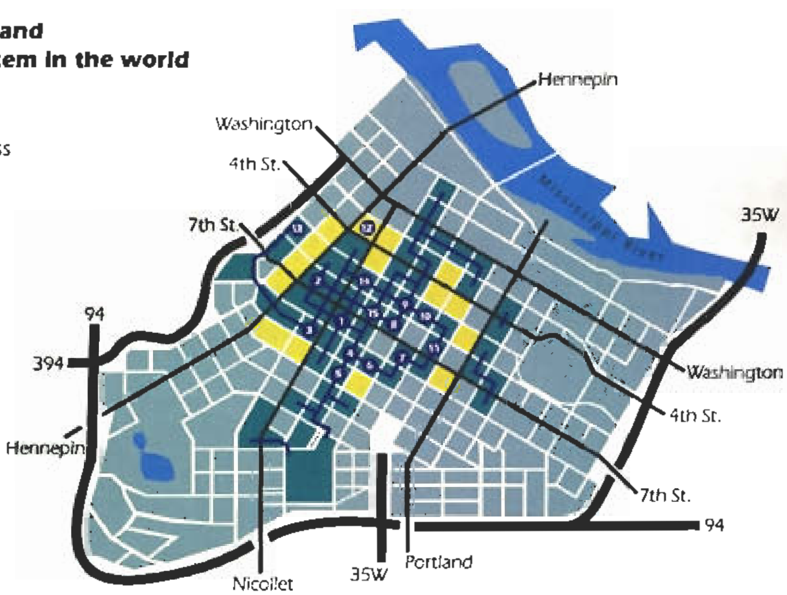
Minneapolis was a pioneer in the development of skyways, and it now boasts the finest and most extensive skyway system in the world. Beginning in 1962 as a pair of bridges, the Minneapolis skyway system currently connects approximately 65 blocks and almost all downtown functions. It enables downtown to compete successfully with suburban office parks and shopping malls by providing climate-controlled pedestrian circulation. The Minneapolis system is also unique in that it is privately rather than publicly owned, except where skyways connect public buildings and public parking garages.

The skyway system is in a continuous process of evolution; new properties are connected to the system and existing

Minneapolis has the finest and most extensive skyway system in the world

- Priorities for connection
- Properties with skyway access
- Minneapolis skyway system

1 Crystal Court
2 City Center
3 LaSalle Court
4 TCF Atrium
5 Kinnard Center
6 Piper Jaffray
7 Lincoln Center
8 IBM/First Banks
9 Pillsbury Center
10 Government Center
11 Lutheran Brotherhood
12 Library
13 Butler Square
14 Gavildae Two
15 Northstar Center



skyway corridors change as individual buildings undergo renovation. This process allows the system to improve from a functional standpoint and respond to other downtown needs and objectives.

8. Complete the skyway system in the office and retail cores of downtown.

Priorities should be to connect retail, hotels and the convention center together along the south end of the Nicollet Mall and to connect entertainment, retail and parking together west of the Nicollet Mall.

9. Ensure that the skyway system is easy to use and understand, and that it complements the street-level of downtown.

Priorities should be placed on maintaining uniform hours of operation, consistent directional signage and providing convenient and easily accessible vertical connections between street and skyway levels in prominent locations.

10. Maintain functional links in the skyway system while adjoining properties undergo redevelopment or renovation.

11. Provide maximum transparency of skyway walls and roofs in order to provide views to the outside to help users orient themselves.

Parks and Plazas

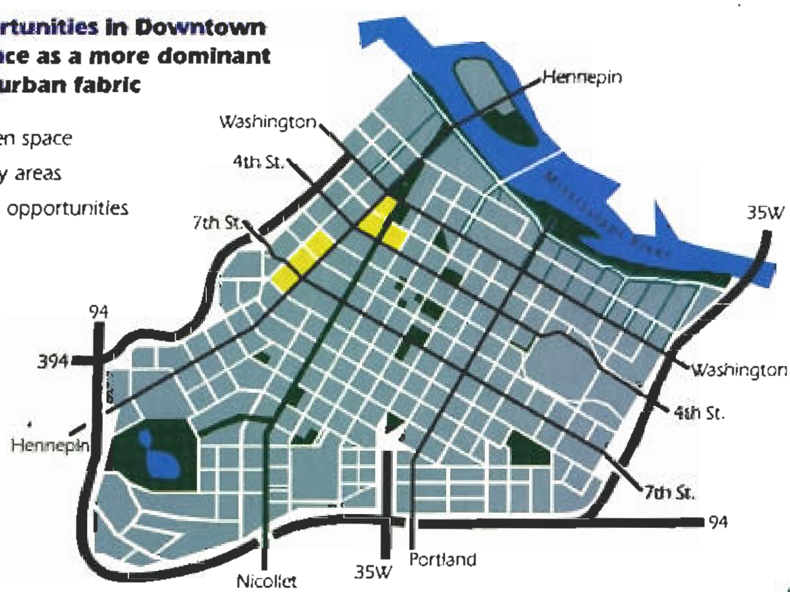
Open space serves as a recreational and visual amenity, and its presence lends identity, value and focus to an area. Whether designed as quiet places to sit in the sun and enjoy a leisurely cup of coffee, or as monumental places for civic events, open space contributes to the enrichment of the city and enlarges the opportunities for public enjoyment.

There is a special affection for parks and plazas among citizens of Minneapolis. The northern climate makes the time spent outdoors during warmer months particularly precious, and the City's exemplary system of parks and parkways is a source of civic pride.

Currently, downtown contains a broad range of parks and plazas, from the riverfront; downtown's largest open space amenity, through major public spaces such as Peavy Plaza to the many smaller parks and plazas in the core of downtown that serve nearby employees. Downtown also contains many

There are opportunities in Downtown to use open space as a more dominant element in the urban fabric

- Existing open space
- Opportunity areas
- River access opportunities



indoor spaces that provide highly valued gathering spaces during winter months.

There are opportunities in downtown to use open space as a more dominant and defining element in the urban fabric. Downtown's existing system of parks and plazas could be improved and expanded to better serve the downtown population, to provide beauty and even stunning winter scenery to the commercial core and to overcome the sense of separation between the downtown and the riverfront.

12. Encourage the creation of new parks and plazas that are within easy access to the majority of the downtown workforce.

Opportunities for additional downtown open space include the north end of Nicollet Mall and in the Entertainment District. At the north end of the mall, a civic plaza should be developed to serve as the focal point of a new major office development and as the location for downtown special events. On a smaller scale, a plaza should be developed along Hennepin Avenue in the Entertainment District to provide a focus, amenity and a location for outdoor performances for the surrounding theaters, Target Center and other entertainment destinations.

13. Improve physical and visual access to the riverfront.

The riverfront is downtown's largest open space and cultural amenity. The riverfront includes the West River Parkway, Stone Arch Bridge and various historic mills and warehouses that represent the City's past and economic roots. Currently, the large area of cleared land acts as a barrier between the riverfront and downtown. The remoteness of the river can be alleviated as adjacent properties are developed by extending the street grid to the parkway to connect this important resource to the rest of downtown.

14. Emphasize good open space design.

The popularity and use of open space is strongly associated with its location and design. Open space located conveniently near downtown employees or residents and designed to support activities such as sitting, dining and people-watching are especially important. Downtown contains a shortage of well-designed open spaces. Future open space should encourage use by emphasizing landscaping, water features, seating and outdoor cafes.

15. Encourage the creation and improvement of indoor open spaces.

Downtown's position as the world's premier skyway city should extend to downtown's other indoor spaces. Similar to parks and plazas, the design of indoor spaces should emphasize their value to the public as places of active use.

Historic Resources

Historic buildings and districts contribute to downtown's unique identity and are one of the few resources that downtown has that cannot be replicated elsewhere. The City's early beginnings and subsequent growth periods are symbolized by the buildings that remain from those eras. From the mill and warehouse structures of the 1880s, through the different periods of downtown skyscraper development, these older buildings provide a tangible link with the past and contribute to the identity and character of downtown. These older buildings also can play a role in downtown's economic and functional diversity by providing unique and lower cost living and working space for residents and a variety of start-up businesses.

16. Preserve, restore and reuse historic buildings and sites in Downtown.

17. Support the retention of historic properties in publicly assisted redevelopment projects in downtown.

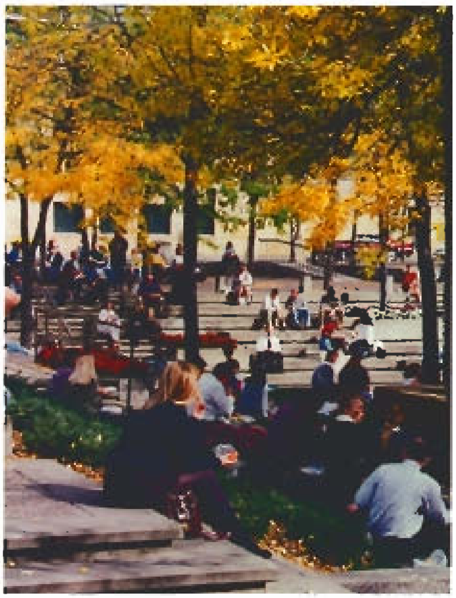
18. Encourage new buildings adjacent to historic buildings, sites and districts to be compatible in design.

Historic buildings and districts are one of the few resources that downtown has that cannot be replaced

- St. Anthony Falls District
- Warehouse District
- Ninth Street District
- Potential historic resources

Designated historic buildings

1 Ivy Tower
2 Architects & Engineers Bldg.
3 Grain Exchange
4 Flour Exchange
5 Farmers & Mechanics Bank
6 Northern Implement
7 Advance Thresher
8 Minneapolis City Hall
9 Gethsemane Episcopal Church
10 Young Quinlan
11 Gluek Brewing
12 Butler Brothers
13 Masonic Temple
14 Lumber Exchange
15 Forum Cafeteria
16 Schubert Theater
17 State Theater
18 Foshay Tower
19 Rand Tower
20 Swinford Townhouses
21 Basilica of St. Mary
22 Alden Smith House
23 Charles Bovey House
24 Elbert Carpenter House
25 Eugene Carpenter House
26 W. 15th St. Rowhouses
27 Loring Theater
28 Wesley Church
29 Madison School
30 First Church of Christ Scientist
31 William Hinkle House
32 Lee House
33 Spot Cafe
34 Continental Hotel
35 Milwaukee Road Depot



Conclusion

Cities change over time, and as they change they reflect the dreams, aspirations and priorities of those who live and work in them. Because the physical form of cities is determined more by specific decisions than by uncontrollable events, the city and downtown business community should take the opportunity to establish the mechanisms and make the investments that will ensure a beautiful downtown for generations to come.

Office

Goal: Maintain downtown as the economic center for the Twin City Metropolitan area and Upper Midwest region.

Trends

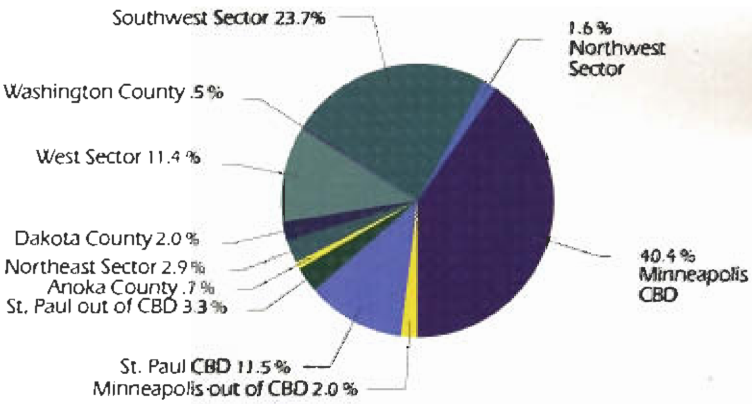
- **Despite strong suburban competition over the past 15 years, downtown Minneapolis has retained its position as the largest office center with 40% of the total privately owned, multi-tenant office space in the metro area.**
- **Employment in the metropolitan area will grow at a slower rate during the upcoming years.**
- **The F.I.R.E. and services industries will generate the majority of future office employment.**
- **The growing popularity of home offices and office hoteling may reduce the need for additional office space.**

Background

With the largest concentration of jobs and office space in the region, downtown serves as the economic center for the Metropolitan area and Upper Midwest region.

Between 1980 and 1995, downtown gained about 30,000 employees, primarily in the finance, insurance and real estate (F.I.R.E.), services and government sectors of the

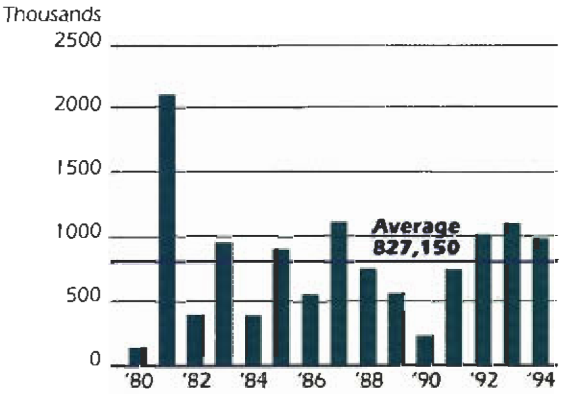
Downtown is the region's largest office center



Source: Towle Real Estate Co.

economy. In 1995, downtown contained about 135,000 employees. The employment growth experienced over the past 15 years greatly increased the demand for office space. Between 1980 and the beginning of 1995, downtown absorbed approximately 12.4 million square feet of privately owned, multi-tenant office space, or about 827,000 square feet per year. At the beginning of 1995, downtown contained 21,386,000 square feet of privately owned, multi-tenant office space, or about 40% of the privately owned, multi-tenant office space in the metropolitan area.

Annual Downtown Office Absorbtion 1982 - 1994



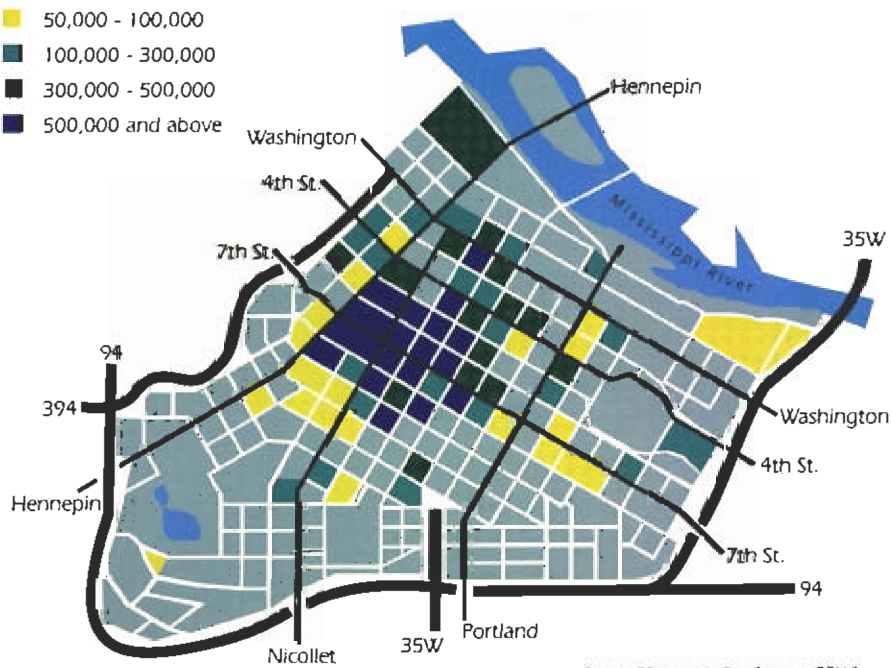
Source: Towle Real Estate Co

Downtown is also the seat of government for the City of Minneapolis and Hennepin County, and houses regional facilities for the Federal Government, including the Ninth District Federal Reserve Bank, Federal Courts, and various other federal departments and agencies. Government office space combined with privately-owned office space totaled about 30 million square feet in downtown in 1995, or about 50 % of the total amount of office space in the metropolitan area.

Office Space is concentrated in the core of downtown

1995 Office Space per Block in square feet

- 0 - 50,000
- 50,000 - 100,000
- 100,000 - 300,000
- 300,000 - 500,000
- 500,000 and above

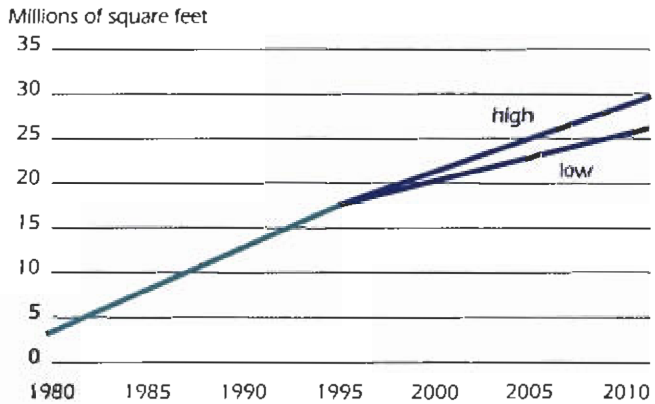


Source: Minneapolis City Assessor, BOMA

Office

Major office development in downtown has been directed to an area designated as the office district in order to concentrate the majority of downtown employees near shopping and transit facilities. Within this district, bounded by Washington Avenue, Fifth Avenue, Tenth Street and First Avenue North, market forces have created several niches: a financial district located east of Nicollet Mall containing the major banks, law firms and F.I.R.E. related companies; an arts district located west of Nicollet Mall containing companies in advertising, commercial

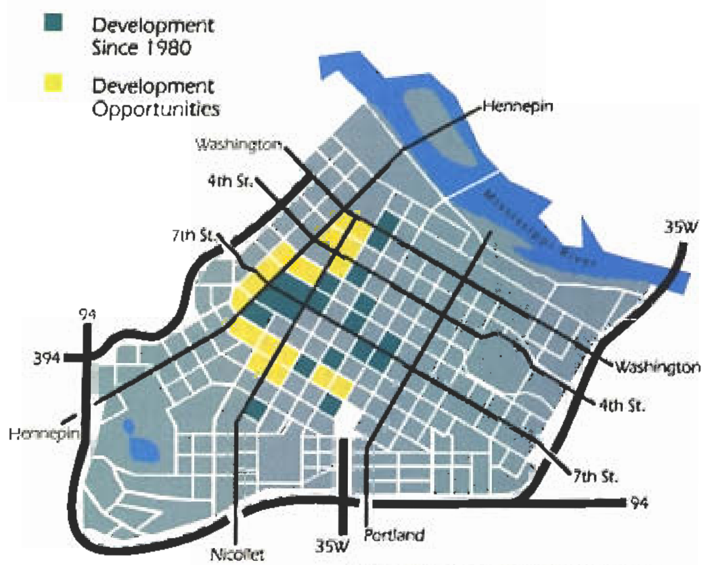
Downtown should contain 28 to 31 million square feet of privately-owned office spaces by 2010



arts, and other design related industries; and a government district located east of 3rd Avenue containing City Hall, the Hennepin County Government Center and related facilities and the new U.S. Federal Courthouse.

For the future, it is projected that downtown will maintain its preeminent position as the office center of the metropolitan region. However, two trends should be considered when projecting the amount of growth in office space over the upcoming years. First, less employment growth is expected in the metropolitan area during the upcoming 15 years than was experienced between 1980 - 1995. Total employment in the metro area

Excellent sites remain for office development



Source: Minneapolis City Planning Department

over the next 15 years is projected to increase by 22% (303,400 jobs) compared to 35% (363,530 jobs) between 1980 - 1995. This could eventually translate into less demand for office space. Second, changes in the workplace such as telecommuting and office hoteling decrease the need for companies to provide office space for all personnel.

If these trends continue, the amount of growth in downtown office space during the next 15 years should average between 500,000 to 700,000 square feet per year.

There are ample sites available in the office district to accommodate projected office growth. In addition, the north end of Nicollet Mall offers a unique development opportunity. Encompassing approximately six blocks, this area is large enough to create a premier office center in the tradition of exemplary urban developments like Rockefeller Center in New York City. Furthermore, office development in this area would help to support downtown retail and entertainment to a greater extent than office development to the east.

Office

Policies

The following policies are directed toward maintaining downtown's position as the premier office center for the region.

1. **Maintain a compact downtown by concentrating office development in an area that supports downtown retail and encourages the use of mass transit.**

2. **Locate highest density office development in an area designated as the Primary Office District. This district should be the focus of major office activity in Minneapolis. Although this area is intended primarily for office uses, other uses including hotels and retail should be encouraged to add diversity and activity beyond the working day.**

3. **Locate medium-density office development in an area designated as the Secondary Office District. This district should provide opportunities for office development that is convenient to transit and retail and that provides a transition in density to housing and mixed-use areas.**

4. **Locate low-density office development outside the Primary and Secondary Office Districts where office use is compatible with other uses planned for the area.**

5. **Encourage street-level retail in the office districts in order to provide services and street-level vitality.**

6. **Locate government-related development in an area designated as the Government District. This district should accommodate a variety of government uses including office and social services in order to promote functional efficiencies between various branches and levels of government and to reduce the amount of land allocated for government use that might otherwise be used for more intensive and tax-generating purposes.**

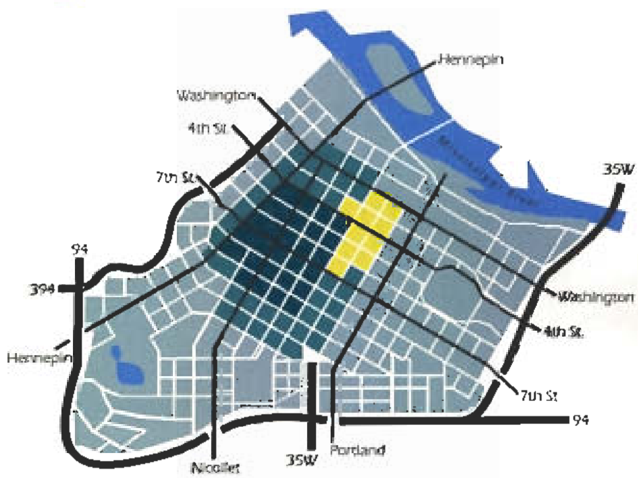
7. **Provide the necessary transportation infrastructure to serve projected downtown employment growth and ensure that transportation improvements reinforce downtown's compact development pattern.**

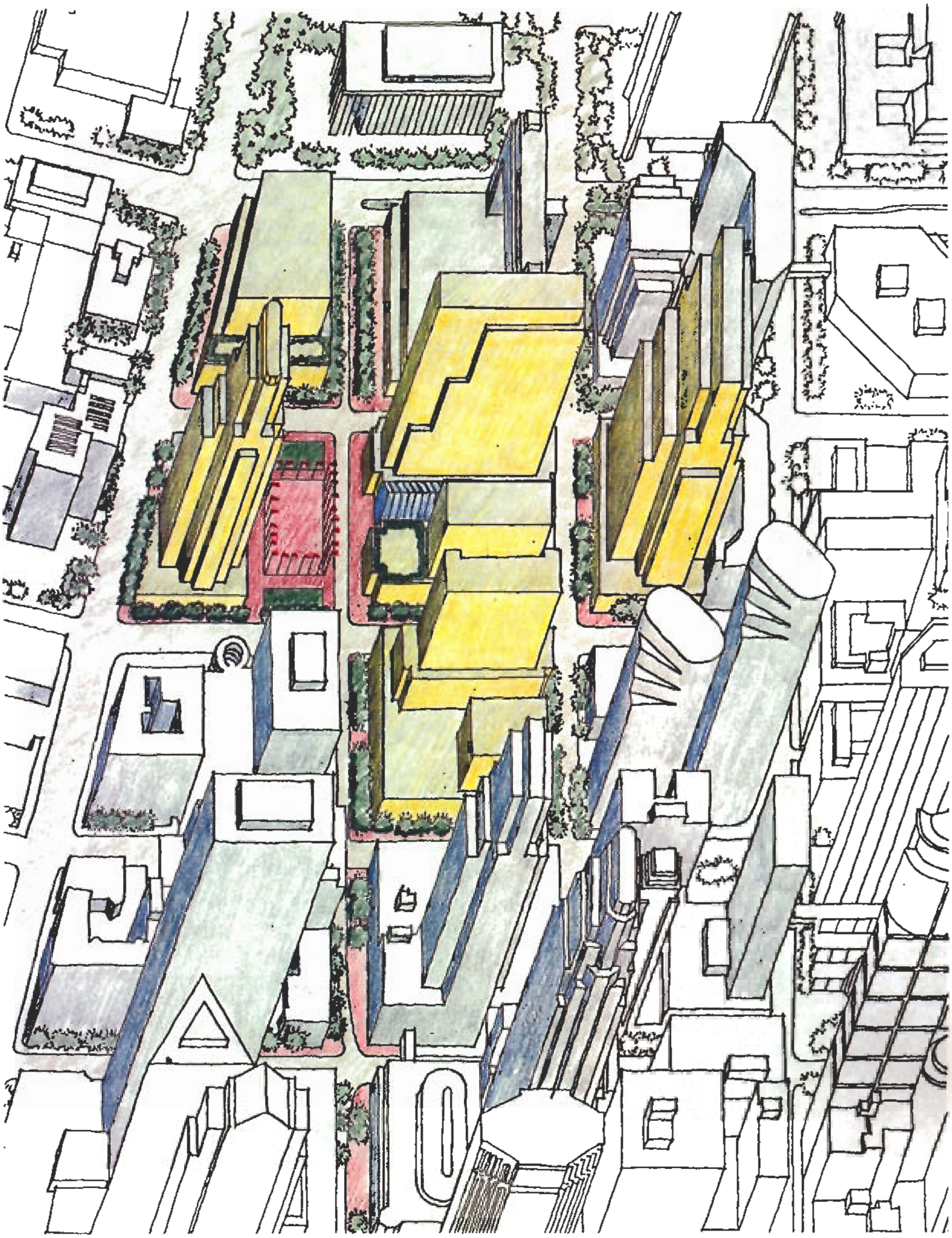
8. **Provide sufficient long-term employee parking to remain competitive for future development.**

9. **Provide a physical environment that will attract continued investment by ensuring that downtown remains attractive, clean and safe.**

Office Districts

- Primary office district
- Secondary office district
- Government district





The north end of Nicollet Mall offers an opportunity to create an exemplary urban development.

Conclusion

Office development in downtown will continue to be the economic engine that generates tax revenues and supports other downtown functions. Office development also should continue to be initiated and financed primarily by the private sector. The key responsibilities of the public sector will be to continue to work cooperatively with the downtown business community on issues related to transportation and safety, and to direct the location and form of office development through zoning.

Retail

Goal: Strengthen downtown's position as a regional retail center that serves downtown employees, visitors and regional residents.

Trends

- **As the population ages, spending will shift away from goods and toward services, reducing the demand for new retail facilities.**
- **Emerging alternatives to in-store shopping will diminish the need for new retail outlets.**
- **Tomorrow's consumers will demand a secure, convenient and entertaining shopping experience in their shopping choices.**

Background

Retail is often used as a leading indicator in determining the economic health and success of central business districts. Downtowns that have retained their retail districts are better positioned to compete in metropolitan markets for office and housing development.

With more than 3.6 million square feet of retail space, Downtown Minneapolis remains very successful in this regard. During the 1980s, retail investment in downtown was strong. Four new retail centers were built: City Center, Gaviidae Common, Gaviidae Two and the Conservatory. In addition, major renovation and remodeling occurred in other retail centers; including the Young Quinlan Building, the IDS Center and Dayton's. During this period the public and private sectors also embarked on a validated parking program as a way of providing low-cost parking. Perhaps most important, the Nicollet Mall was completely redesigned and refurbished in 1990.

Retail

Major retail facilities in downtown are concentrated in a retail district located between 5th and 10th Streets along Nicollet Mall. Maintaining a compact shopping district to create shopping synergy has been a fundamental tenet of downtown. Currently, the retail district contains approximately two million square feet of retail space, including four department stores: Dayton's, Neiman Marcus, Saks, Montgomery Wards. It also has about 4,000 parking spaces available for short-term parking.

Outside the retail district, most office buildings in downtown contain retail space on the street and skyway levels that generally provides convenience goods and services to downtown employees and businesses.

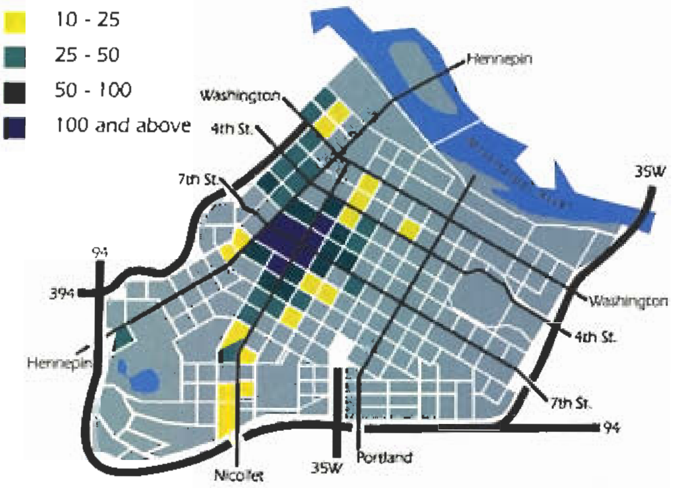
Downtown retail sales are generated by three primary markets: downtown employees, visitors to downtown and regional residents. Downtown employees have traditionally accounted for about 40% of sales, with downtown visitors representing about 15%, and residents about 45%.

Downtown retailing will be challenged in the upcoming years. Although downtown will draw on a growing base of residents, employees and visitors, retail expansion may be curtailed by excess space, moderate sales, and the growing alternatives to in-store shopping. In addition, the aging population also will exert a downward influence on retail expansion, because older households generally spend less on goods and more on services.

At the same time, excess retail space and moderate sales will heighten the competition between retail centers, and retail centers that combine convenience and safety with an entertaining shopping experience will have a competitive advantage.

Retail space is concentrated along Nicollet Mall

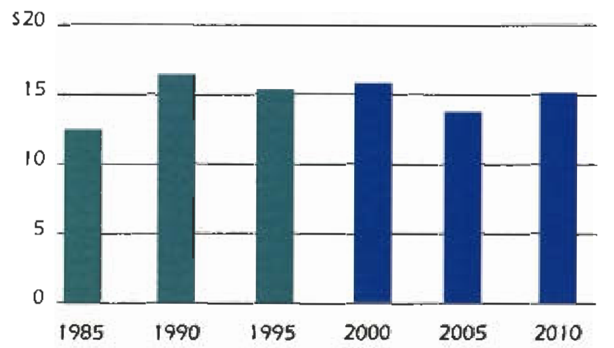
Retail space per block in thousands of square feet



Source: Minneapolis City Assessor, BOMA

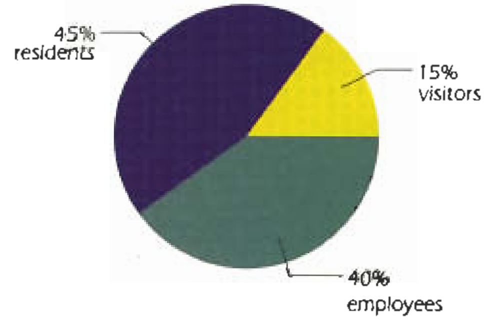
Slower retail expansion is projected for the upcoming years

Contract awards, billions of 1987 dollars, annual averages



Sources: F W Dodge and the American Institute of Architects

Downtown retail sales are generated by three primary markets



Retail

The following policies focus on increasing the synergy among retail, entertainment and the convention center and on improving convenience and experience for the downtown customer.

Policies

1. Maintain a compact retail core by concentrating major retail facilities within an area designated the Retail District that is bounded by 5th Street, 11th Street, Hennepin Avenue and Marquette Avenue. The Retail District should serve as the primary center of retailing activity in downtown.

2. Provide a continuous retail presence within the Retail District by requiring retail uses on both the street and skyway levels. Restaurants and other entertainment uses that complement retail should also be encouraged at the street and skyway levels, especially along the south end of the Nicollet Mall. Compatible office, hotel, institutional and residential uses should supplement retail above the street and skyways.

3. Encourage a variety of retail with diverse price points in downtown in order to serve a broad range of residents.

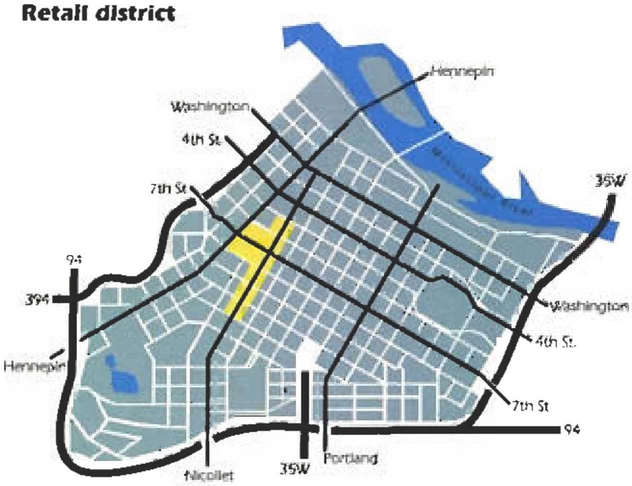
4. Provide a sufficient amount of short-term parking that is located, designed and managed as a system.

5. Market and promote downtown as a unique shopping district that combines convenience and retail selection with an entertaining, elegant shopping experience.

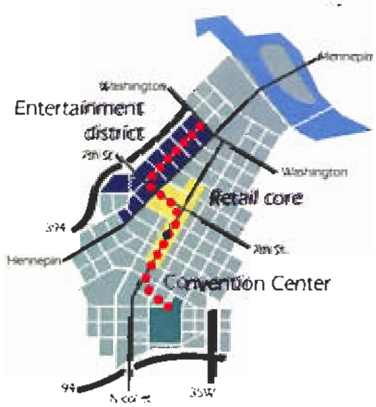
6. Require single-level skyway connections among all segments of the Retail District, between the Retail District and the Entertainment District, and between the Retail District and the convention center. Skyways should be open seven days a week and maintain uniform hours of operation.

7. Provide a positive and stimulating shopping experience. The street level design of buildings should be visually interesting and reinforce the image of the retail core as a premier urban shopping district. Display windows, individual store entrances, awnings and other facade embellishments should be provided. The Mall itself should continue to serve as downtown's "Main Street," and it should host various activities and events that will draw people downtown to shop.

Retail district



Street-level retail and vitality is essential to linking retail to entertainment and the Convention Center



Development of the south end of the mall should contribute to a positive shopping experience.

Conclusion

The future of downtown retail will be closely tied to the ability of the private and public sectors to initiate the changes that will enable downtown to succeed in a highly competitive, metropolitan retail market in which customers have a multitude of shopping alternatives. To be successful, downtown will need to combine the tradition and excitement that it offers as an urban retail destination with the safety and convenience provided by suburban shopping centers.

Downtown Minneapolis has always led the nation in the renaissance of downtown retailing with proactive efforts that resulted in the creation and subsequent refurbishing of the Nicollet Mall, the creation of the special services district, and the investment in new and existing retail centers. Building upon these past efforts and investments, downtown must respond to new challenges to ensure continued retail viability.

Entertainment

Goal: Strengthen Downtown's role as the region's center of arts, entertainment and culture.

Trends

- **Entertainment companies will continue to develop new technologies and products that will give rise to new public entertainment venues.**
- **The aging of the baby boom generation will diminish theme park attendance and provide market support for conveniently located entertainment centers.**
- **The current financial structure of professional sports will increase the need to provide updated stadiums to maximize revenues.**

Background

Historically, cities have served as centers of entertainment and culture. The first ballparks, theaters and museums were built in cities in response to the process of urbanization and the demand for cultural attractions. Only in the last 30 years, as urban areas decentralized, did cities lose their status as entertainment centers, with the most noticeable losses being movie theaters and professional sports franchises.

Minneapolis, however, is in a good position in terms of entertainment and culture. Among the attractions downtown offers are professional football, baseball and basketball; approximately 10 theaters offering live performances, including the restored State and Orpheum Theaters, which host Broadway shows and other events and together attract about 700,000 people annually; and Orchestra Hall, which hosts about 240 events annually and attracts about 300,000 people each year.

Entertainment

The majority of downtown's existing entertainment attractions are located west of the retail district along Hennepin Avenue and in the historic Warehouse District. In addition, several cultural attractions are located near downtown, including the Walker Art Museum and outdoor sculpture garden, the Guthrie Theater, the Minneapolis Art Institute and the Frederick Weisman Museum of Art.

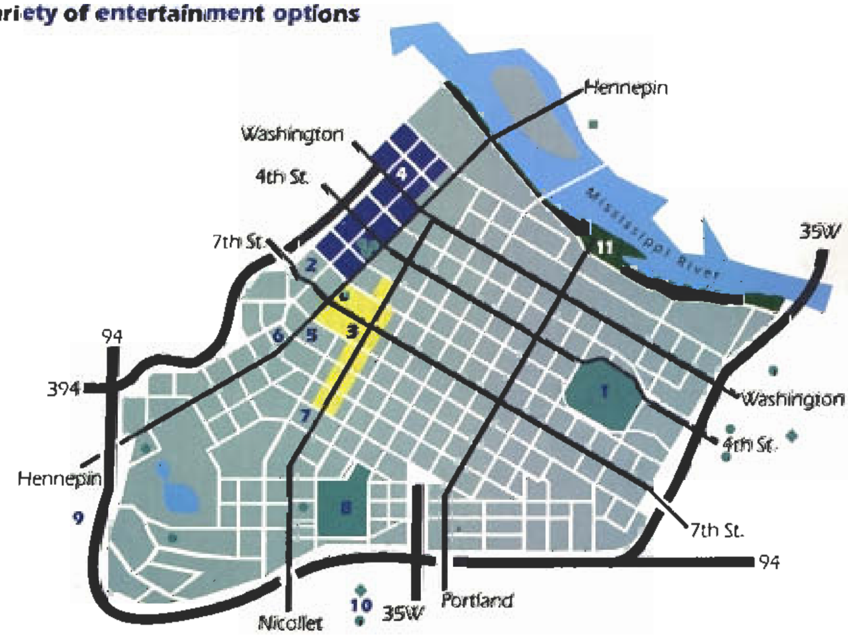
There is reason to believe that downtown will grow as an entertainment market over the upcoming years, with growth largely due to the increasing importance of entertainment and leisure in peoples' lives and to the new technologies and products such as 3-D theater and virtual reality simulation being produced by the entertainment industry. In addition, the aging of the baby boom generation will diminish theme park attendance and provide market support for conveniently located entertainment centers.

Concurrently, the financial structure of professional sports poses a challenge to cities with professional sports franchises. Without mechanisms in place that more evenly distribute revenues and limit costs, the economic disparity between large and small market teams will grow, and teams will either relocate or require new or updated stadiums as a way to maximize team revenues. In this regard, downtown will remain the logical place for professional sports due to its centralized location, existing parking and transportation infrastructure and existing entertainment attractions. Downtown contains several potential sites where a new outdoor ballpark could be located.

In addition to adding to its array of entertainment attractions, downtown also will need to create a more vibrant and cohesive entertainment district to function as an entertainment destination. Like retail, entertainment benefits from the synergy that results when activities and attractions are concentrated in a defined district. Because the existing downtown entertainment district contains several blocks with little or no entertainment frontage, the opportunity exists to reestablish the continuity that is necessary for it function as an entertainment destination.

Downtown offers a variety of entertainment options

1 Metrodome
2 Target Center
3 Retail Core
4 Warehouse District
5 State Theater
6 Orpheum Theater
7 Orchestra Hall
8 Convention Center
9 Walker/Guthrie
10 Minneapolis Institute of Arts
11 Riverfront
◆ Other museums
● Other theaters
■ Movie theaters



Policies

1. Designate the area along Hennepin Avenue between 5th and 10th Streets and the Warehouse District as downtown's Entertainment District. Entertainment and specialty retail uses should be the primary uses at the street and skyway levels. This is especially true for uses that are unique to downtown and the region. Above the street and skyway levels, encourage office and hotel uses.

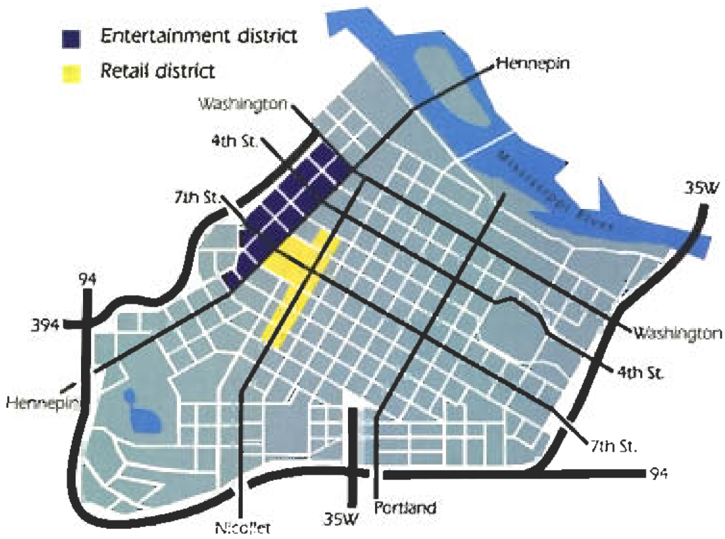
2. Maintain downtown as the location for the region's professional sports teams, and ensure that future sports facilities are located where they can complement the existing retail and entertainment districts, take advantage of existing parking and transit facilities and maximize direct economic benefits to downtown.

3. Create street level excitement in the Entertainment District. A successful urban entertainment district requires a street level environment that is active, that is visually exciting and that encourages pedestrian flow between various attractions. To this end, it is vital that two things occur. First, all new development should provide uses and street level building designs that contribute to the visual excitement of the area. Second, the pedestrian environment along Hennepin Avenue and First Avenue North should be improved by providing streetscape enhancements such as street trees, new street lighting, substantially wider sidewalks where needed and more sidewalk cafes.

4. Broaden downtown's entertainment options to include additional family-oriented attractions that complement retail and that can be frequented with minimal preplanning.

5. Encourage restaurants in other areas of downtown.

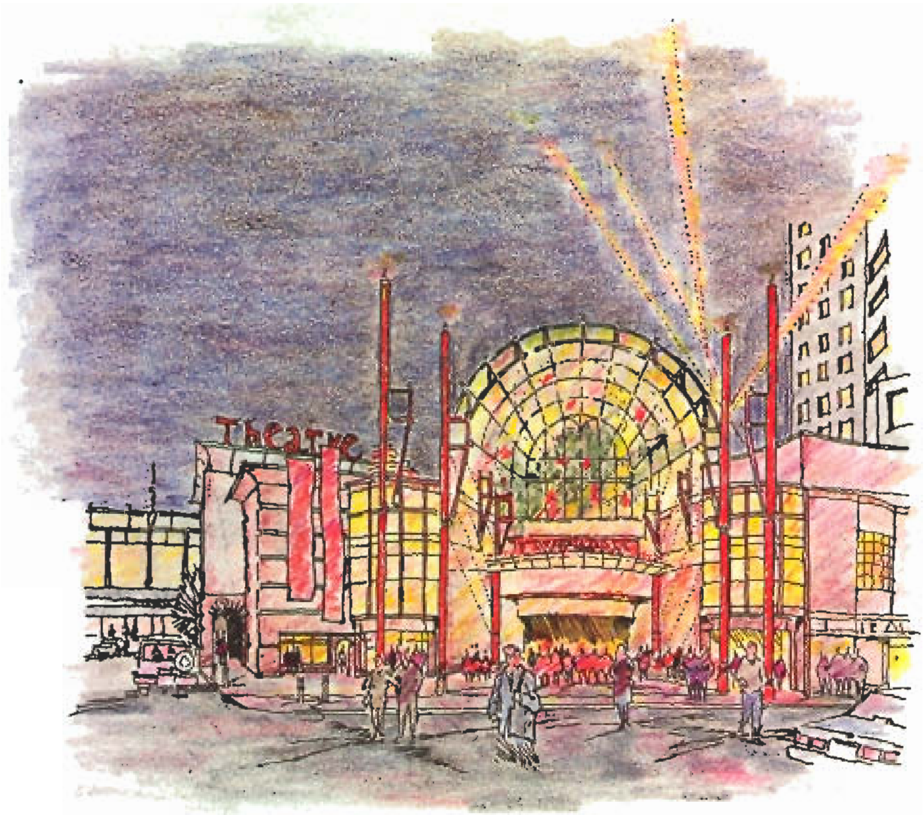
Entertainment district



Downtown contains several potential sites for a new baseball park

Conclusion

Entertainment can serve as the catalyst in initiating urban revitalization. By integrating new entertainment attractions into its existing portfolio of entertainment options, downtown will continue to be the cultural center for the metropolitan area.



Development along Hennepin Avenue should contribute to a successful urban entertainment district.

Hospitality & Conventions

Goal: Maintain and strengthen Minneapolis' position in the national and international convention and trade show market.

Trends

- **The convention center averages 35 national or regional conventions and approximately 37 local shows per year.**
- **Continued growth in the convention and tradeshow market is projected.**
- **As conventions become larger, the Minneapolis Convention Center will be less able to compete because of size limitations.**

Background

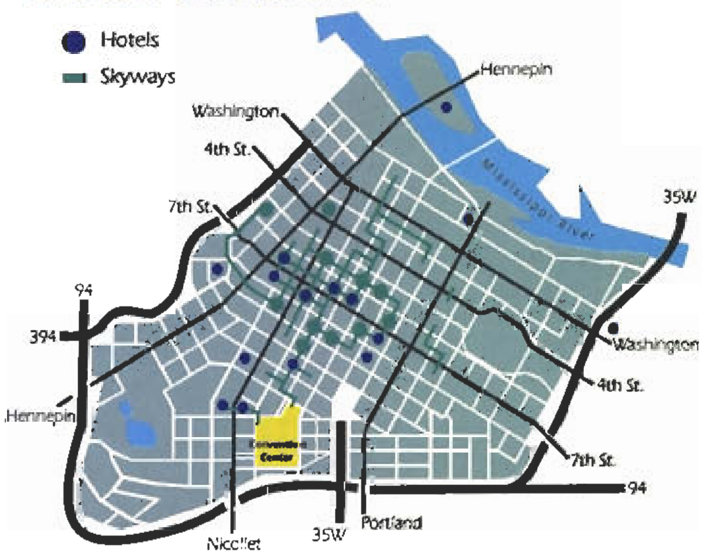
The Minneapolis Convention Center is an essential component of the downtown hospitality industry. It was constructed in 1990, and contains 280,000 square feet of exhibit halls and 500,000 square feet of meeting rooms and support space. The Minneapolis Convention Center was built for a specific market niche -- to serve national conventions that are larger than state conventions but smaller than the 100 largest-sized conventions. Minneapolis' primary competition for conventions are other cities in the Midwest Region that offer comparably sized convention facilities. Currently, the convention center averages 35 national or regional conventions and approximately 37 local shows per year. The Minneapolis Convention Center also serves as a marketplace for Minnesota goods, with approximately 5,000 Minnesota businesses exhibiting their products there each year. Downtown also contains 14 hotels with

4,122 hotel rooms, including the 814-room Hilton Hotel, which serves as the flagship convention center hotel.

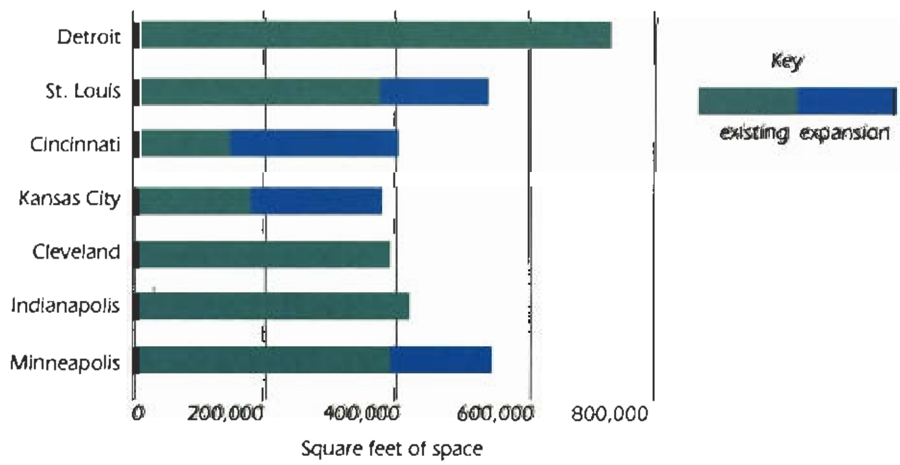
Downtown has several strategic advantages as a convention destination, including a central national location, airline hub, available hotel rooms and flagship hotel, and national attractions. In addition, the convention, tradeshow and meeting markets have experienced significant growth throughout the 1980s. The net square feet used by conventions has grown approximately 5 % per year for the last 10 years, the number of exhibiting companies has increased 4.6 % and the number of attendees has increased 4 % per year. The market is expected to grow from 3 % to 5 % annually over the next five years. It is also likely that in the next five years, one or two additional hotels in the 300-400 room size could be constructed downtown.

The major challenge facing Minneapolis as a convention city is the size constraints of the existing convention center. Because of market demand, the Minneapolis Convention Center has been able to operate beyond its practical capacity. However, as the size of conventions continues to increase, it will be less and less able to compete on a national level because of its limited size. Minneapolis now has a smaller convention center than all of its primary competitors, and it ranks 32nd out of 42 major U.S. convention and tradeshow facilities in terms of exhibition space. It has been estimated that if the convention center were expanded from the current 800,000 square feet to 1,325,000 square feet including a 60% increase of its exhibit space, it could host 30 more national conventions per year.

Convention Center and hotels



Convention centers that compete with the Minneapolis Convention Center



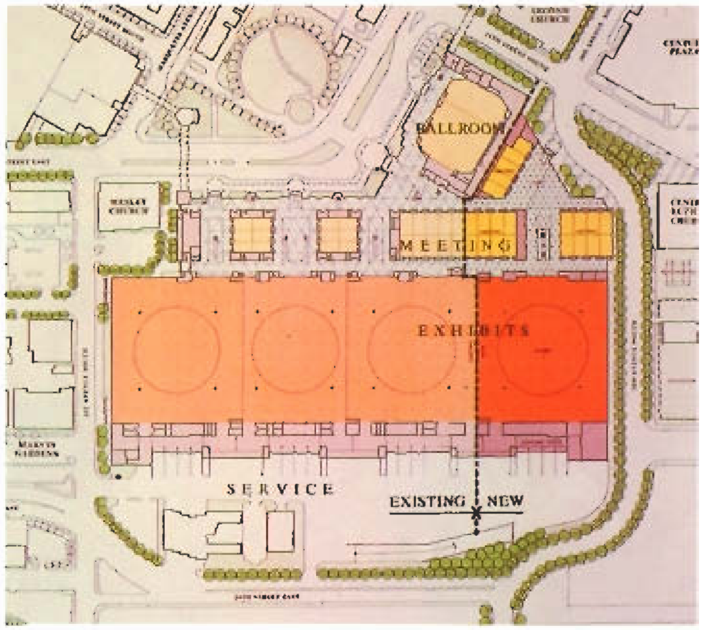
Policies

1. Complete the Minneapolis Convention Center in order to remain competitive with the convention facilities that compete in downtown's primary convention market.
2. Give priority to conventions and tradeshows that generate the most direct economic benefits to downtown in order to pay for the costs of developing the existing convention center facilities. National and international conventions and tradeshows provide the highest direct spending benefits, and they should be given priority.
3. Facilitate pedestrian movement between the convention center and the hotels, retail and entertainment districts in order to generate economic activity in downtown.
4. Create superior access between downtown and the airport.

Conclusion

Although the convention center is located in downtown Minneapolis, the benefits it generates in the form of increased retail and hospitality business and exposure to Minnesota business products are distributed throughout the entire metropolitan area and State. Therefore, funding for completing the convention center should be shared by all who benefit, not just the City and downtown business community.

Proposed Minneapolis Convention Center completion



Education

Goal: Encourage the growth of educational uses in order to complement other downtown functions and to enhance downtown as a cultural center.

Trends

- **Rising educational attainment, especially among adults, is creating the need for additional facilities.**
- **New educational activities, such as on-line courses and company-sponsored training programs, are taking place in less formal settings.**
- **Tighter government budgets will require more innovative ways of providing educational services to the public.**

Background

Educational institutions support other downtown functions by providing convenient access to information and learning opportunities for downtown businesses and employees. They also create an active and multi-dimensional downtown community.

The addition of the University of St. Thomas and Metropolitan State University to downtown in the early 1990s increased the number of secondary educational facilities located in downtown to five. In addition to St. Thomas and Metro State, downtown is home to MacPhail Center for the Arts, Minneapolis Community College and Dunwoody Technical Institute. Altogether, these institutions attract about 8,000 students to downtown daily. Another educational resource is the University of Minnesota. The University of Minnesota is a world renowned educational institution. Its location; adjacent to downtown but separated by the freeway ring, provides downtown the opportunity to interact with a major educational and economic resource. Downtown is also home to the Central Minneapolis Public Library. The downtown library provides a vital collection of books and information resources to city residents and businesses. The current central library was constructed in 1959 and is approximately 300,000 square feet in size.

The major opportunity in the development of educational facilities may be the construction of a new central library. The Minneapolis Library Board had determined in 1989 a need for a new, larger central library in order to carry on its mission and functions. The preferred option is to construct a new 500,000 square foot library on one of seven potential sites located on the north and south ends of Nicollet Mall.

Growth in educational enrollments will continue over the next 15 years, reflecting rising educational attainment. Rising school enrollments translate into increasing need for new facilities and expansion of existing facilities.

Policies

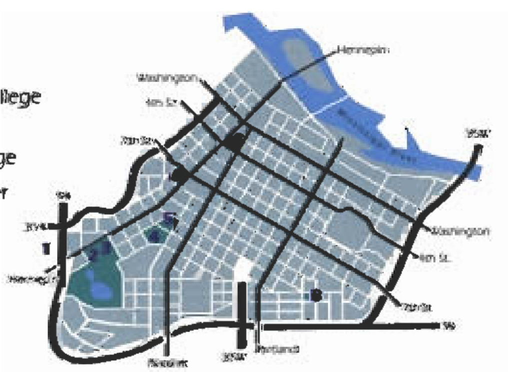
1. **Locate educational uses in areas where they complement downtown's primary functions of office, retail and housing, and where lost development potential for more intensive and tax-generating uses can be minimized.**
2. **Encourage educational and other public institutions to share resources and provide services effectively and cost efficiently.**
3. **Encourage more interaction between downtown and the University of Minnesota.**

Conclusion

Providing educational opportunities is one of the primary responsibilities of government, and the public sector has generally taken the primary role in the development of most educational facilities in downtown. The public sector should capitalize on its lead role, and as the need for additional facilities in downtown arises, should use the location and design of these facilities as a mechanism for redevelopment and public place making.

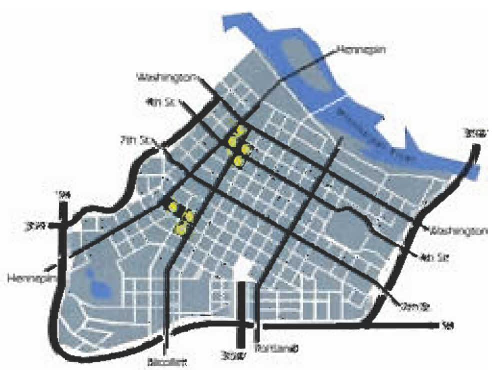
Existing Educational Facilities

1 Dunwoody Institute
2 Minneapolis Community College
3 Minneapolis Technical College
4 MacPhail Center for the Arts
5 University of St. Thomas
6 Metro State University
7 Minneapolis Public Library
8 North Central Bible College



Source: Minneapolis Planning Department

Potential sites for a new library



Source: Minneapolis Library Board

Downtown Living

Goal: Develop downtown residential areas into neighborhoods that offer a variety of housing options and traditional urban neighborhood qualities and experiences.

Trends

- **Continued growth in downtown employment will generate additional demand for downtown housing.**
- **The Twin City Metropolitan Area will add about 200,000 households by the year 2010.**
- **Single-person households and married couples with no children living at home will account for the majority of households added in the next 15 years.**
- **As the baby boom generation ages, the demand for housing will shift from detached single-family units to townhouses and muti-family units.**

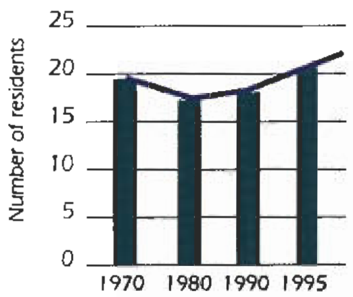
Background

As a housing location, downtown offers two major advantages over other housing markets in the metropolitan area: First, because downtown is centrally located, it is a very convenient place to live for those working downtown or at the University of Minnesota, and for dual households whose work takes them to opposite sides of the metropolitan area. Second, and perhaps most important, downtown has a setting and lifestyle that is uniquely its own. A large part of its allure as a place to live is its concentration of retail, entertainment and cultural activities along with its urban imagery.

Between 1980 and 1990, the downtown residential population increased by 13.6%, or approximately 2,082 people. This population increase is a noticeable contrast to the city as a whole, which declined 0.7 percent over the same time period. During the 1980s, downtown was one of the few areas of the city where population increased.

In 1995, downtown contained approximately 19,000 residents and 12,570 housing units. The downtown housing market has appealed primarily to people who work downtown, families without children, empty-nesters and singles. Housing is located in all of downtown's six neighborhoods: Downtown East, Downtown West, Elliot Park, Loring Park, North Loop and Nicollet Island/East Bank.

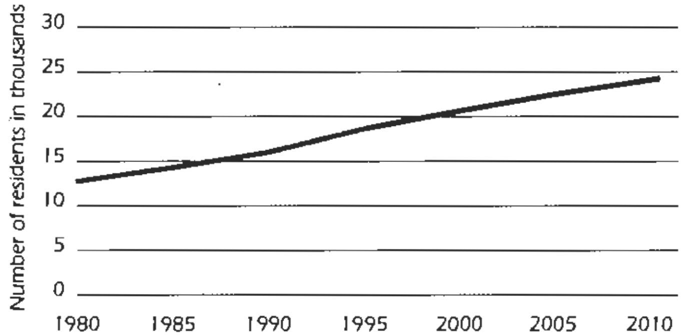
Downtown residential population growth since 1970



Source: 1990 U. S. Census
Minneapolis Planning Department

Downtown also contains approximately 2,201 housing units that are publicly assisted. Publicly assisted rental housing in Minneapolis is divided into two broad categories: public housing and subsidized housing. Public housing in Minneapolis is owned by the Minneapolis Public Housing Authority. The city's subsidized housing stock consists of privately owned structures in which public financial assistance is provided directly or indirectly to reduce rental costs to the occupants. The majority of the publicly assisted units in downtown (1,672 units) are for the elderly and special needs populations.

Downtown should contain about 23,000 residents by 2010



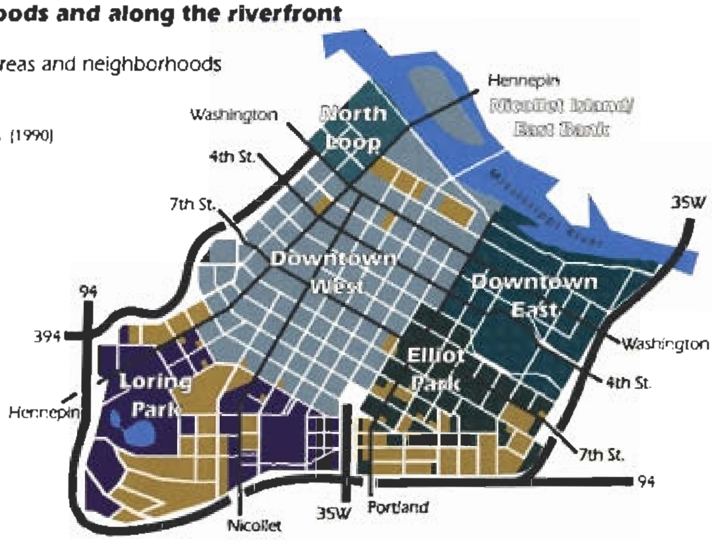
It is projected that downtown's residential population will continue to increase and outpace the rest of the city. Two major trends are expected to influence the amount of residential growth. First, the demand for downtown housing has historically been

Downtown housing is concentrated in the Loring Park and Elliot Park neighborhoods and along the riverfront

Downtown residential areas and neighborhoods

housing

Neighborhood	Residents (1990)
Downtown E.	32
Downtown W.	4,446
Elliott Park	5,156
Loring Park	6,472
Nicollet Island/ East Bank	663
North Loop	638



Source: 1990 U. S. Census, Minneapolis Planning Department generated primarily by growth in downtown employment. Since 1985, downtown has absorbed an average of approximately 275 units of market-rate housing for every one million square feet of additional occupied office space. Average annual office space absorption for downtown over the next 15 years is projected to be between 500,000 and 700,000 square feet.

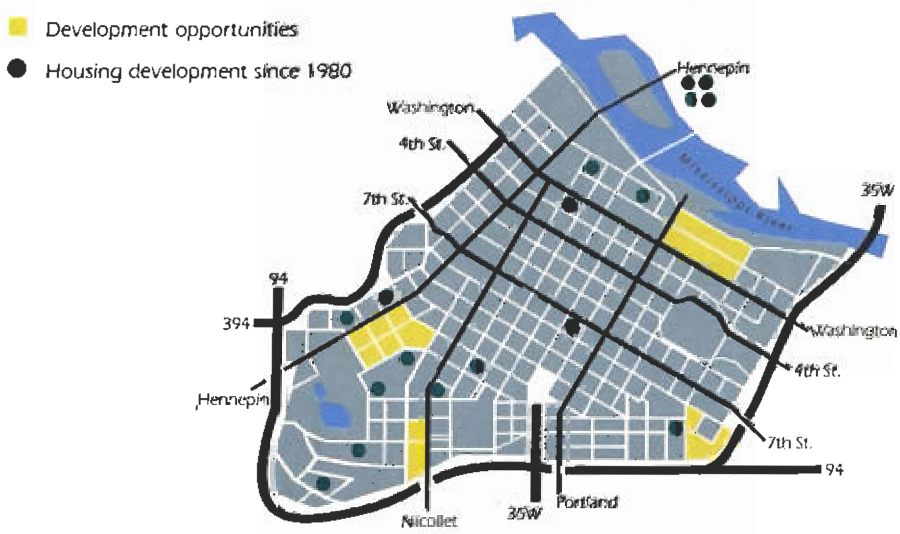
Second, the continued growth of the empty-nester segment of the housing market and increases in nontraditional households could result in additional demand for downtown housing beyond the amount generated by employment growth.

In 1990, the baby boom population group represented approximately 41% of the downtown residential population. Currently, the leading end of the baby boom generation is entering the empty-nester housing market, and over the next 15 years, the baby boomers will create large increases in the empty-nester segment of the residential market. This group may well increase demand for downtown condominiums and townhouses since similar units have been an attractive housing type for the empty-nester age group. In addition, the lifestyles associated with nontraditional households (single, single-parent and two-income households), and especially their need to live in concentrated areas of employment, school and social activities, could increase the demand for downtown housing even further.

If these trends continue, the amount of downtown housing growth over the next 15 years could range between 2,500 - 3,000 housing units and 3,500 - 4,000 residents.

Growth in owner-occupied housing units in downtown has been in areas that combine a residential atmosphere with convenience to the office and retail core. While people are attracted to the "urbanity" of downtown, they still prefer to locate in an area identified as residential. In this respect, there are two major opportunities for significantly increasing housing in downtown: the area immediately north of Loring Park along Harmon Place, and the central riverfront. Both areas present exciting opportunities to develop premier residential districts that are a few minutes' walk from downtown's retail and cultural attractions.

Downtown contains several premier sites for housing development



Source: Minneapolis Planning Department

Policies

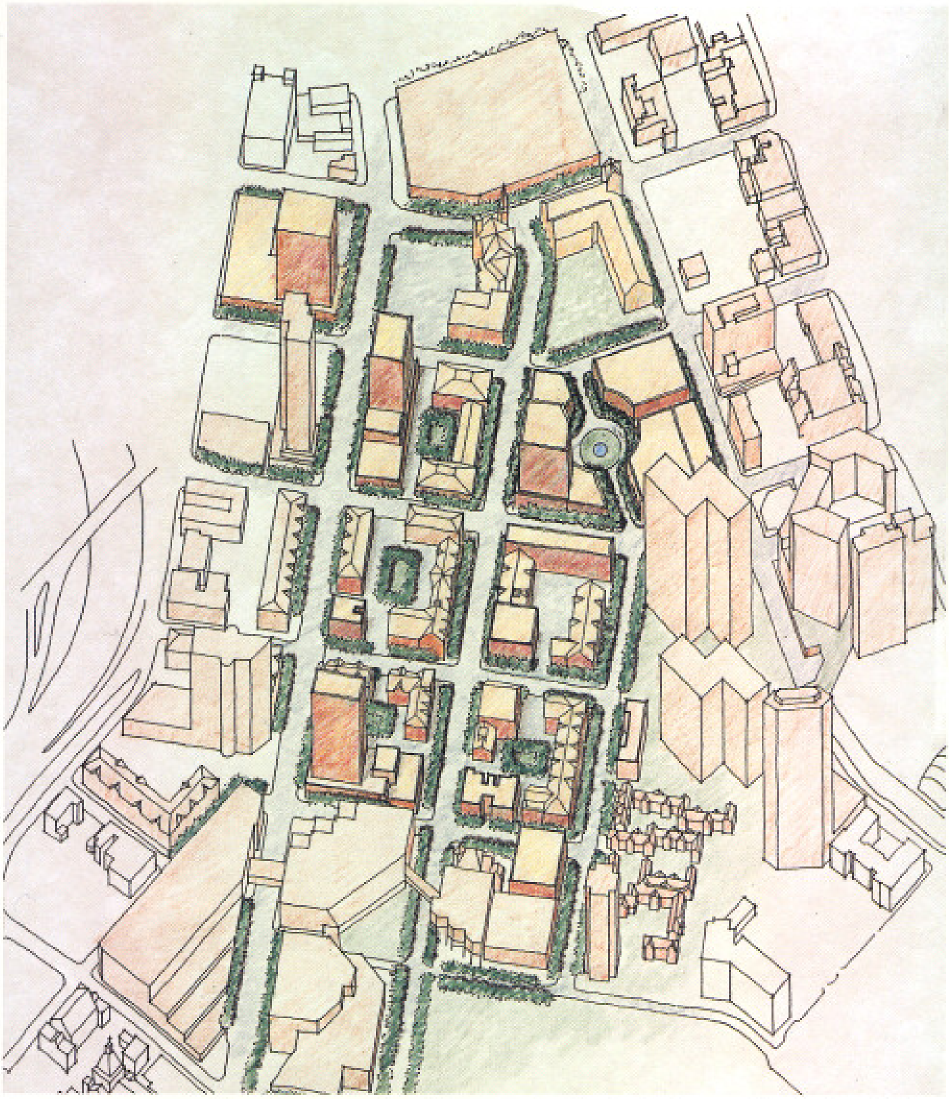
1. Expand housing opportunities in downtown for all income levels, with an emphasis on providing additional moderate to high income, owner-occupied units.

2. Capitalize on sites that are well suited for housing, especially along the riverfront and around Loring Park, by encouraging medium to high-density housing development.

3. Locate medium to high-density housing in an area designated as a Downtown Residential District located between Loring Park and the Office and Retail Districts. This district should provide a location for housing that is near the downtown employment and retail. The primary use of this district should be housing. Other retail, office and educational uses should be encouraged to provide diversity, but should be compatible with housing.

4. Locate medium to high-density housing in areas designated as a Riverfront Residential District located adjacent to and near the West River Parkway. This district should provide locations for housing that can take advantage of the open space and recreational amenities of the riverfront.
The primary use of this district should be housing. Other retail, office, cultural and recreational uses should be encouraged, especially those that revitalize historic structures, but should be compatible with housing.

Residential districts


Downtown presents exciting opportunities to develop traditional urban districts.

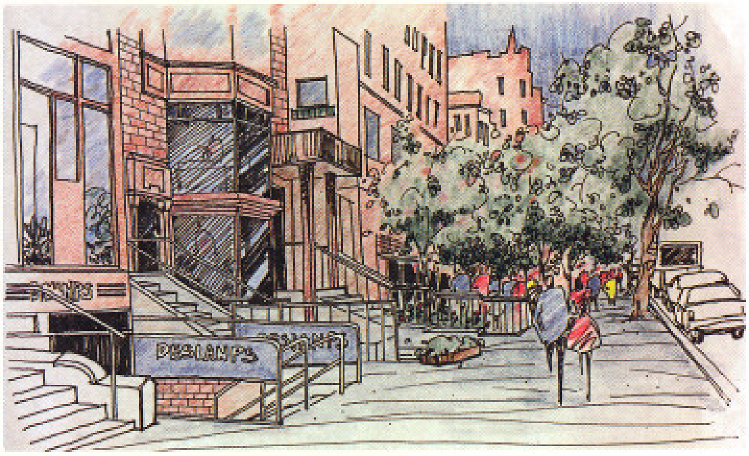
5. Ensure that new residential development contributes to the sense of neighborhoods through appropriate site planning and architectural design.

6. Along the riverfront, ensure that development provides public access to the river as an integral part of their design.

7. Protect residential areas from encroachment of incompatible land uses, and ensure that the physical environment of downtown residential areas is compatible with housing by minimizing traffic impacts, maintaining security, and providing and maintaining amenities.

8. Achieve an appropriate balance between market-rate housing and publicly assisted affordable housing and ensure that publicly assisted housing is provided in a way that contributes to the physical appearance and economic and social health of downtown's neighborhoods.

9. Support the retention and development of neighborhood -serving retail.



Conclusion

All great cities contain distinctive neighborhoods that exemplify urban living at its best. Over the upcoming years, downtown Minneapolis has the opportunity to join the ranks of these cities by taking advantage of the housing market and development opportunities, and by creating true urban neighborhoods around Loring and Elliot Parks and along the riverfront.

Downtown Movement

Goal: Provide a balanced transportation system that ensures continued economic vitality in downtown and that contributes to the quality of life for downtown, the City and the Twin City Metropolitan Area.

Trends

- **Continued expansion of the metropolitan area and over-reliance on the auto will exacerbate traffic congestion on streets and freeways.**
- **Growth in downtown employment could generate 6,550 more cars and 175 more buses during the afternoon peak hour, and demand for 14,650 additional parking spaces by 2010.**
- **Increased travel by older people will increase the need to provide downtown street, transit and parking systems that are safe, convenient and understandable.**

Background

Transportation is fundamental to sustaining downtown's role as the economic center of the metropolitan area. Whether for work, shopping or recreation purposes, people need the ability to get to downtown in a relatively convenient and predictable way.

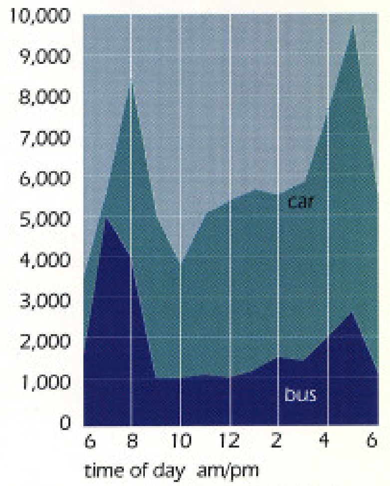
Over the past 15 years, lifestyle changes combined with the growth and dispersal of the region's population and work force have significantly increased traffic on the regional highway system and downtown streets and changed the means and methods of travel.

How People Travel - Modes

People come downtown by a variety of modes, including bus, car, walking, biking, taxi and bus. In downtown and throughout the metropolitan area, driving alone remains the most popular mode of travel. Travel by car accounts for 93 % of all person trips made by residents of the region, and up to

60 % of the people entering and leaving downtown between 6:30 a.m. and 6:30 p.m. The percentage of drivers in downtown has remained fairly constant over the past 15 years. In addition, the average auto occupancy rate for vehicles entering and leaving downtown has been steadily declining from 1.32 in 1981, to 1.28 in 1984, to 1.24 in 1987, and to 1.23 in 1990.

Number of trips by time of day



Source: Metropolitan Council

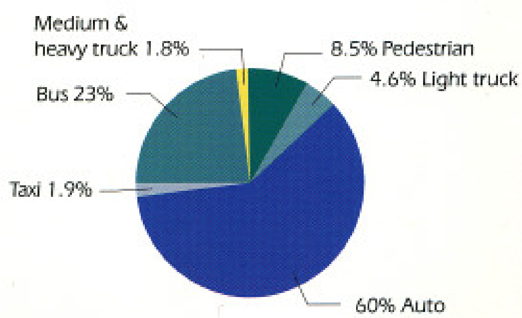
Travel by bus represents the second most popular mode of travel. Despite the continued decline in auto occupancy rates, Minneapolis leads the metropolitan area in transit usage. Approximately 23 % of the people entering and leaving downtown between 6:30 a.m. and 6:30 p.m. travel by bus. Transit use is highest during the morning and afternoon peak hours because transit is closely related to work travel. During the morning and afternoon peak hours, the percentage of people traveling by bus to and from downtown increases to approximately 34 %, compared to approximately 5 % for the metropolitan area as a whole.

Surveys of downtown employees show that transit use varies across downtown, with the highest use in the core area of downtown, and lower use toward the downtown periphery. This can be attributed to the higher employment density, more expensive parking, and better transit facilities in the core area relative to the periphery of downtown.

Why People Travel - Trip Purpose

Travel to downtown also varies by trip purpose. People traveling to and from downtown include employees, shoppers, downtown residents, business visitors and those coming to the convention center or to attend special events. In the morning, most trips to and from downtown before 9 a.m. are work-related trips, with downtown traffic peaking around between 7:30 and 8:00 a.m. As work-related trips to downtown begin to level off, shopping- related trips begin and continue throughout the day and evening. During the afternoon peak period of 3:30 to 6:00 p.m., shopping trips compete with work-related trips for street capacity, and they create congestion on the downtown streets. Entertainment-related trips occur primarily during the evening hours after work-related trips have declined.

Percentage of people entering and leaving downtown by transportation type



Source: City of Minneapolis 1990 cordon count

The transportation needs of downtown's customers vary and sometimes conflict, depending upon customers mode of travel and knowledge of the downtown street and parking systems. Buses, autos, bicyclists and pedestrians compete for their share of the public right of way. During afternoon hours, shoppers and employees compete for limited parking spaces in the core of downtown. The system of one-way streets, which serves the downtown employee well, can make downtown difficult to navigate for the infrequent users such as shoppers, business visitors and those attending special events.

Travel Forecasts

The number of employees in downtown is projected to increase by about 35,000 by the year 2010. Without significant changes in the way people travel to downtown, the projected growth in downtown employment could generate an additional 6,550 cars on downtown streets during the afternoon peak hour, a demand for an additional 14,650 parking spaces and an additional 175 buses to accommodate increased ridership. With increased transit ridership and other measures, these impacts can be diminished.

Increased transit ridership and other measures can reduce the number of cars and parking spaces

	Existing 1995	No change 2010	Target goals 2010
Employment	135,000	170,000	170,000
Percent leaving in pm peak hour	46	46	43
Mode split			
bus	40	40	45
car	50	50	44
pedestrian/bike	10	10	11
Vehicle occupancy			
bus	37	37	43
car	1.23	1.23	1.35
Number of people leaving in the pm peak hour			
bus	24,840	31,280	32,900
car	31,050	39,100	32,160
pedestrian/bike	6,210	7,820	8,040
Number of vehicles leaving in the pm peak hour			
bus	670	845	765
car	25,240	31,790	23,820
Additional parking spaces		14,230	11,400

Policies

The following policies are directed toward providing a balanced transportation system in order to achieve 2010 downtown growth projections in a way that does not significantly increase the number of cars on the regional highway system or on the City's arterial street system, and to devise street and parking systems that balance the needs of different customers.

This vision of a balanced transportation system is predicated on the belief that people will continue to rely on their cars as a primary mode of transportation to downtown, and that downtown will need to maintain a level of vehicular service that is comparable to the rest of the region. This vision also includes the belief that transit is an essential element in accommodating future growth in downtown and that improving the transit system needs to be a higher priority in the upcoming years.

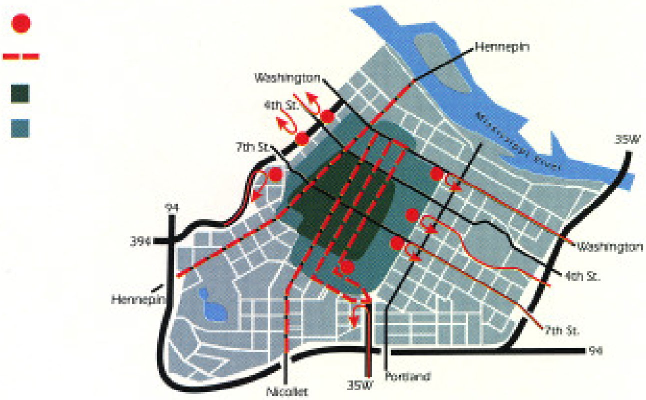
Transit

1. Improve transit service to downtown.

Light rail transit (LRT) has long been discussed as a necessary addition to present mass transit services in the metropolitan area. The 1992 Regional Facilities Plan recommended construction of LRT in the central corridor between Minneapolis and St. Paul, and in the south (I-35) corridor, both to be the initial part of an eventual six-line system. Although LRT has been withdrawn from the State's Transportation Improvement Program because of lack of funding, it should remain a long-term goal for the city and region.

Regardless of the outcome of LRT, a vastly improved bus system is needed now. A system of high-speed bus lanes in the freeways or on exclusive, bus-only highways ("busways") together with remote park and ride lots at locations identified as LRT station/ park and ride locations and dedicated bus lanes on City streets should be discussed, studied and implemented if feasible. A priority should be to develop a high-speed bus corridor between the airport and key downtown locations.

Current major transit routes and long-term public parking garages



2. Improve transit service in downtown.

Over the years, the City has done an exemplary job of providing transit infrastructure using local, state and federal funding sources. Current transit infrastructure in downtown includes contraflow bus lanes on Marquette, Second and Hennepin Avenues, a transitway on Nicollet Mall, bus transfer and layover facilities at the gateway, Third Avenue Distributor (TAD) and Leamington parking garages, and preferential treatment of buses at most access points to the regional highway system from downtown.

Currently, the existing contraflow bus lanes are heavily congested during the afternoon peak period, causing the time it takes to traverse downtown to represent a significant portion of the total time of the bus trip. The projected increase in buses resulting from downtown employment growth will further exacerbate this problem.

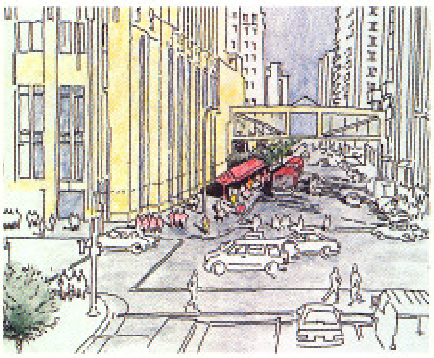
Selection of transit as a transportation option is related to cost, convenience and personal preference. For transit to be competitive with auto use, it will need to be a more convenient, comfortable and less costly option than driving alone. The condition of the buses, the comfort and security of transit stations and stops and the speed, frequency and reliability of the trip will be primary determinants in future transit success.

2.1 Relieve bus congestion during the afternoon peak period.

Improving bus circulation through downtown during the afternoon peak period should be a priority and should be accomplished by either providing additional dedicated bus lanes in the Primary Office District, implementing the north/south shuttle bus system or some other method.

2.2 Improve the quality of downtown transit stops.

Better transit stops and waiting areas should be provided, especially along heavily used, dedicated bus routes in downtown. Incentives for incorporating bus stops into private development also should be evaluated.



2.3 Promote the Quarter Zone within downtown.

A reduced fare "Quarter Zone" is currently offered in downtown and should be promoted.

The Freeway and Arterial Street Systems

3. Maintain good automobile access.

The region's transportation system is very auto-oriented. On the average day, 93% of all trips made in the metro area are by car. While the region should take aggressive steps toward developing a more balanced transportation system, downtown should continue to provide good automobile access in order to remain competitive.

4. Design and manage the City's arterial street system to serve city traffic needs with the regional highway system serving regional traffic needs.

5. Manage the highway ramp metering system to eliminate the penalty to downtown associated with excessive queues and delays, and to provide an enhanced advantage to car-poolers.

6. Design and manage the downtown street system to balance the competing needs of commuters with the needs of transit riders, pedestrians and infrequent users such as shoppers and visitors. Changes to the street system that would make it more understandable for the infrequent user such as revising the one-way system or adding directional signage should be studied and implemented.

Parking

Parking is a necessary component of the transportation system. Given the region's reliance on the automobile and the prevalence of free parking in the suburbs, downtown will need to provide parking in order to remain competitive. Parking also impacts transit usage. An abundance of inexpensive parking makes transit less competitive.

7. Ensure an adequate supply of long-term parking to meet projected employment growth balanced with objectives for increasing transit use.

In the past, the city has required very little parking in the center of downtown in order to encourage transit use. To provide for the shortfall in parking, the City has constructed long-term parking garages on downtown's periphery. Over the next 15 years, downtown employment growth is projected to generate a demand for an additional 14,650 parking spaces. The City, through its regulatory powers and its provision of public parking facilities, should balance the need to provide parking with objectives for increasing transit use.

8. Locate long-term parking and principle-use parking lots on the periphery of the office, retail and entertainment districts but outside of residential areas in order to preserve land for more intensive use, improve air quality and provide a pedestrian and transit oriented environment in these areas.

9. Ensure a sufficient supply of short-term parking in the retail core by expanding the public role in providing and managing the short-term parking supply. A priority should be sites along the south end of the Nicollet Mall.

10. Encourage alternative modes of transportation by allowing reductions in long-term parking requirements in exchange for measurable and enforceable incentives for transit usage and ride sharing.

11. Give preferential access and rates to car-poolers in parking facilities in downtown and in municipally owned parking facilities.

Travel Demand Management, Bicycling and Trucks

12. Reduce peak hour demand on transportation systems by providing incentives to use public transportation, to share rides and to change work hours.

13. Provide bicycle parking facilities in parking garages and major transit stations.

14. Decrease truck traffic on downtown streets during peak hours and continue to require off-street loading facilities with all new development.

15. Improve and promote taxi service as a means of moving about downtown.

Conclusion

In recent years, providing sufficient transportation capacity for downtown has become more difficult because of the continued expansion of the metropolitan area, the cost of maintaining infrastructure with tighter local, state and federal budgets and the difficulty in achieving political consensus on transportation issues.

The challenge in the upcoming years will be to move beyond the debate and implement a transportation system that is on par with comparable cities in the country and the world.

Management

Goal: Retain Downtown's status as the symbolic center for the city and Metropolitan area.

Trends

- **Downtown Minneapolis will continue to compete in the regional and national markets for office and retail tenants, employees, shoppers, residents and tourists.**
- **Suburban office parks and shopping centers will continue to offer controlled, well-managed environments and to fund aggressive marketing and promotion programs.**
- **Privately financed business improvement districts will increase as local governments struggle to maintain and expand service delivery while federal resources are withdrawn and federal programs shifted to lower levels of government.**

Background

To be perceived as successful, the City and metro area need to have a successful downtown. In addition to the economic development and transportation strategies contained in the preceding sections of this plan, downtown must also provide an image and environment that will be competitive in the metropolitan market.

Downtown Minneapolis was one of the first cities to recognize the importance of image to downtown revitalization when it developed the Nicollet Mall and enacted Nicollet Mall Special Service District to maintain a superior environment and level of services. The special service district and Nicollet Mall Advisory Board continue to serve as the funding and management mechanism for the ongoing operation of the Nicollet Mall.

Management

Outside the Nicollet Mall Special Service District, the remainder of downtown receives a basic level of services from the city. The public sector sweeps and plows the streets and provides security, while the private sector takes on the responsibility for sweeping and removing snow from the sidewalks, providing additional security within private properties, and organizing and funding most downtown special events. The public sector also contributes to downtown promotional events such as Holidazzle, a gala parade of illuminated floats and costumes held every December, and funds efforts that indirectly market downtown through the Greater Minneapolis Convention and Visitors Association.

Since the creation of the original mall service district, several changes have occurred that point to the need to broaden the approach to promoting downtown.

First, downtown has expanded. The entertainment district, convention center and most major office buildings are located outside the original special service district.

Second, suburban office parks and shopping centers continue to offer controlled, well-managed environments, and more important, to fund aggressive marketing and promotion programs that draw customers and tenants away from downtown.

Third, cities will be challenged to improve the level of services in light of tighter budgets caused by shrinking federal resources and avoiding local tax increases.

Policies

1. Maintain a downtown environment and level of services consistent with other cities and with suburban office and retail environments.

To achieve this, a larger special service district that encompasses more of downtown should be considered.

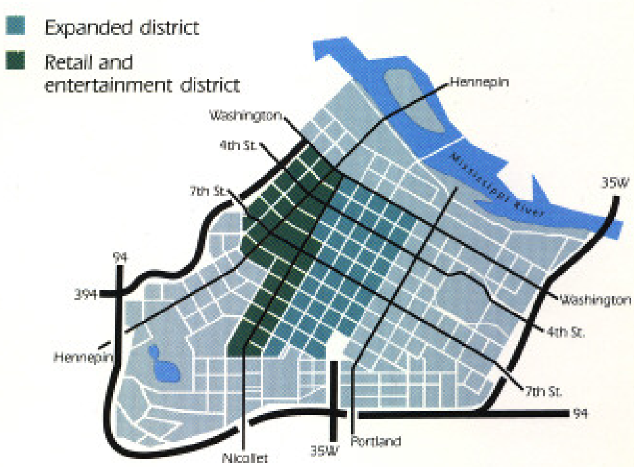
Boundaries

Two options for creating a larger downtown service district are proposed, depending upon the final list of services and the willingness of the affected property owners to be included in the district.

The first option would be to include the downtown core, i.e., the area bounded by 3rd Avenue North, 5th Avenue South, Washington Avenue and Grant Street. This option has the advantage of spreading the costs over a large area, and the area includes the high-density office core, the retail core, entertainment district, convention center and most of the downtown hotels.

A less expansive option would include only the retail and entertainment districts. This option spreads the costs over a smaller area, but it has the potential advantage of covering an area that has more uniform needs.

Two options for an expanded downtown special service district



Management

Services

Services that should be considered as part of an expanded district include:

- Sweeping and pressure washing of sidewalks, transit stops and common areas;
- Snow removal from sidewalks, common areas, transit stops and curb/parking areas;
- Trash/litter pick-up from sidewalks, common areas and transit stops;
- Landscaping and maintenance;
- Multimedia marketing campaigns promoting downtown as a shopping, cultural and entertainment destination; additional special events;
- Convenience facilities such as public restrooms, drinking fountains, and strollers;
- Holiday decorations, tree lighting and banners promoting major events.

Funding

Additional services should be funded through service charges levied by the city on property used for commercial, business or industrial purposes, or on property classified as public utility or vacant land. The exact method of apportioning service charges will depend on the set of services to be delivered and the district boundaries.

Downtown Management Board

Since the services and activities to be included in the special services district are a combination of programs and activities undertaken by the private sector combined with enhanced public services, management of the special services district should be the responsibility of a Downtown Management Board. The existing Nicollet Mall Advisory Board should be merged with the new Downtown Management Board. Board members should be appointed by the City and the majority should be property owners or tenants in the district and subject to a service charge. The Management Board should be responsible for the policy direction and general oversight of all activities undertaken in the district. The Board also should set the district's annual budget and enter into necessary contractual relationships for services within the district.

Service delivery

Services should be provided through qualified vendors selected by the Downtown Management Board through an open bidding process that includes city bargaining units.

Duration

A three-year sunset provision should be provided as a checkpoint for the effectiveness of the district.

2. **Develop a more comprehensive approach to marketing downtown.**

Marketing downtown should include understanding user needs, defining an image of what downtown should be and getting the message out by the best means of communication.

3. **Develop a more systematic process of monitoring and evaluating downtown's needs and the results of investment.**

Conclusion

Downtown represents billions of dollars of public and private investment, and it generates 40% of the city's property tax revenues. Protecting this investment will require continued cooperation, involvement and support by the public and private sectors.

Implementation

Transforming policies into action

Overview

The Plan for Downtown Minneapolis is a 15-year policy plan, that informs private and public decision makers who directly affect the physical and economic conditions of downtown.

Aggressive steps will need to be taken in order to move the plan's recommendations forward towards completion.

To bridge the gap that typically exists between policy statements and implementation actions, the section provides strategies for how to transform the plan into reality.

Implementation of the plan will take many forms, ranging from private investment to public regulation, and it will require public and private leadership and support. While it is relatively easy to identify the changes and improvements that are needed, the challenges are to achieve consensus among the various private interests and public officials, to provide the economic and human resources necessary to carry out the plan's recommendations and to maintain the commitment that is necessary to adhere to the plan over time.

Implementation of the plan will occur gradually over time. Some actions may proceed immediately after the plan is approved, while others will depend on market forces and the availability of funding.

Implementation strategies fall into eight basic categories: Marketing and Special Services, Development Regulations, Parking, Open Space, Streetscape, Transportation, Preservation and Future Planning.

Marketing and Special Services

1. **Expansion of the Downtown Special Service District**

   A key recommendation of the plan is to expand the downtown special services district to improve marketing and other services in downtown. Downtown Minneapolis competes in the regional and national markets for office and retail tenants, employees, shoppers, residents and tourists. Suburban office parks and shopping centers offer controlled, well-managed environments, and fund aggressive marketing and promotion programs. Many cities have implemented special service districts to improve the cleanliness, safety and marketing of their downtowns. To be fully competitive, downtown Minneapolis needs to provide a consistent level of services and amenities, as well as a competitive marketing plan. Currently, however, this is difficult to achieve because ownership of downtown property is divided among many individuals and companies.

   Responsibility
   Downtown Council
   or Special Task Force
   Schedule 1997

Zoning

Revising the downtown zoning will be an important part of the process of implementing the land use and development recommendations of this plan. Revising the code will enable the city to ensure the highest standards for new development while protecting the private investment that already has been made in downtown.

The City is currently comprehensively revising its zoning code. The current code needs to recognize the changes in the nature of development as well as the physical changes that have occurred within the City over the past 30 years.

The current zoning code divides most of downtown (excluding the Loring Park and Elliot Park neighborhoods) into 13 zoning districts and subdistricts. The boundaries and standards of these districts should be revised and updated to reflect the recommendations contained in this plan. Particular attention should be paid to the following:

1. **Revise the organization and boundaries of the B4 districts to reflect current development patterns and objectives for future growth.**

2. **Revise the parking requirements to balance transit policies with the goals of retaining a compact core and providing parking to meet projected demand.**

3. **Revise the bonus system to more effectively match bonuses with amenities that benefit the public and develop design standards to ensure quality results.**

   Bonuses for the following should be evaluated:

   - Street-level retail (beyond what might be required in certain districts)
   - Weather-protected bus stops that are incorporated into office and retail development
   - Large urban plazas or parks
     Smaller plazas and parks
     Indoor atriums designed for public use
   - Short-term parking
   - Indoor public display areas for art or cultural exhibits

4. **Develop standards for street-level development such as street-level retail, street-level building design and parking lot landscaping.**

5. **Develop a residential-mixed use zoning district for downtown residential districts.**

6. **Revise the T and TC Districts to reflect projected demand in the Minnesota Technology Corridor.**

7. **Incorporate a Transfer of Development Rights mechanism for designated historic buildings.**

8. **Revise the approvals process in order to achieve an understandable and efficient process.**

   Responsibility
   City Planning Department,
   Downtown Council
   Schedule 1997

Culture, Hospitality & Entertainment

1. **Complete the Convention Center**

   Responsibility
   City Coordinator,
   Department of Public Works,
   Minneapolis Community Development Agency, City Planning Department, Downtown Council
   Schedule Ongoing

2. **Develop Block E**

   Responsibility
   Minneapolis Community Development Agency,
   City Planning Department
   Schedule 1996/1999

Transportation

1. **Improving Regional Access**

   Develop a coordinated, comprehensive campaign for increasing funding for transit and for improvements to the regional highway system. A first step should be to develop a process that builds the understanding of the need and urgency of adequate transportation access, identifies the stakeholders, and provides for an effective communication and lobbying strategy.

   Responsibility
   City Coordinator, Downtown Council,
   Department of Public Works,
   City Planning Department
   Schedule Ongoing

2. **Improving circulation within downtown**

   Develop strategies for improving downtown circulation including reducing traffic impacts on arterial streets leading out of downtown, improving the queues at metered ramps, revising the one-way street system, and for providing additional bus lanes in downtown, for improving transit stops, and for incorporating transit stations into private development.

   Responsibility
   Department of Public Works,
   City Planning Department,
   Downtown Transportation Management Organization, MnDot, MCTO, Downtown Council
   Schedule 1997/1998

Parking

The plan proposes improving the management and supply of short-term parking in downtown. This should be accomplished in two ways: by providing incentives for the creation of short-term parking in the zoning code; and by increasing the role of the public sector in providing and managing the short-term parking supply.

Responsibility
Downtown Council,
The Department of Public Works,
City Planning Department,
downtown parking providers.
Schedule 1997

Streetscape

An important recommendation of the plan is to begin to provide street trees in downtown at a more comprehensive level. The planting and maintenance of street trees throughout the City has traditionally been the responsibility of the Minneapolis Park and Recreation Board, except in commercial areas, where private property owners are responsible.

The plan proposes that street trees in downtown be provided and maintained by the Minneapolis Park and Recreation Board in areas designated as residential, consistent with their policy for residential areas in the rest of the City, and required through zoning in the rest of downtown (including publicly owned property). Ongoing maintenance should be provided either by individual property owners or by the Park and Recreation Board, and it should be funded through the special service district.

A beginning step should be to determine areas of responsibility and to develop standards for street trees and other improvements in accordance with a downtown street classification system that can be administered as improvements are made.

Responsibility
City Planning Department,
Downtown Council,
Park and Recreation Board,
Department of Public Works.
Schedule 1997,
with ongoing implementation.

Preservation

1. **Ordinance Revision**

   The Preservation Ordinance and permit review process should be evaluated and revised if necessary to ensure a streamlined process.

   Responsibility
   Heritage Preservation Commission,
   City Planning Department,
   Downtown Council.
   Schedule 1996

2. **Updating the List of Historic Properties**

   The current list of potentially historic downtown properties should be updated to determine properties whose historic significance is clear, undisputed and widely held, and supporting efforts to designate these properties as historic landmarks should be completed.

   Responsibility
   Heritage Preservation Commission,
   City Planning Department,
   Downtown Council.
   Schedule 1997/1998

3. **Incentives**

   Economic strategies should be developed, including the use of special incentives (such as transfer of development rights or air rights) to compensate for a more intense use that might be possible if the site were cleared for redevelopment and the use of tax-related tools.

   Responsibility
   Heritage Preservation Commission,
   City Planning Department,
   Downtown Council.
   Schedule 1997

Future Planning

1. **Riverfront Plan**

   Develop a more detailed plan for the riverfront area near the Milwaukee Depot.

   Responsibility
   City Planning Department,
   Minneapolis Community Development Agency,
   Department of Public Works,
   nearby property owners.
   Schedule 1997

2. **Warehouse District Plan**

   Develop a more detailed plan for the restoration of structures and infill development.

   Responsibility
   City Planning Department
   Schedule 1997

3. **Harmon Place/Hennepin Avenue Area**

   Develop a more detailed plan for the mixed use area at the southwest corner of the downtown core.

   Responsibility
   City Planning Department
   Minneapolis Community Development Agency
   Department of Public Works
   nearby property owners
   Schedule 1998

4. **Downtown East**

   Update previous studies of the east end of downtown to be consistent with this Downtown 2010 Plan and evolving market opportunities.

   Responsibility
   City Planning Department
   Minneapolis Community Development Agency
   Department of Public Works
   nearby property owners
   Schedule 1999

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