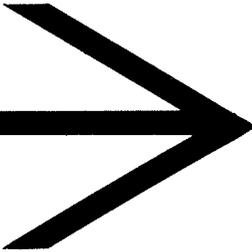


Riverfront improvement at Father Hennepin Bluffs, 1972.





ACTION



How will the proposals contained in the plan be accomplished? Who will carry them out? When will the plan's objectives be realized? How much will it cost and who will pay? What should be done first, second... and so on? Answers to these and similar queries, usually referred to as plan implementation, constitute the substance of this part of the report. They will begin to bridge the gap between the plan and reality.

THINK RIVER

One important matter must be noted, however, before continuing on. In order to achieve the full realization of Riverfront potential, more than the physical development aspects of implementing the plan are necessary. A "think river" kind of spirit must also prevail. For example, it is clear that the timely development of each new segment of open space and each new residential complex will serve as positive steps toward achieving the plan's objectives. Yet so also will the staging of river festivals and the programming of biking and hiking, art fairs, fireworks displays, and other events along the banks.

This kind of expansion of public awareness and public use of the Riverfront will assist the efforts to physically redevelop the area. And redevelopment will in turn encourage even greater public activity. Combined, they will foster a continually positive step-by-step-by-step rebirth of the river environment.

This approach to ACTION—this kind of open "campaign" to improve the river—is not defined by a plan or planning process so much as it is by a broader-based river area redevelopment process within which exists the creation, the continued refinement, and the implementation of the plan.

Although a substantial increase in river development activity can be expected to occur as a result of the creation of this plan, the process of improving the river and its environs is not just now beginning. The trickle of river interest apparent less than a decade ago has re-

cently grown to a noticeable stream of concern. And the last few years alone have produced a number of efforts which are directly or indirectly tied to the upgrading of the river area.

An Upper Mississippi River Comprehensive Basin Study, the Major River Corridors portion of the Metropolitan Development guide, and the State-Metropolitan Council Mississippi River Corridor study constitute evidence of expanded concern for the future use and character of the Mississippi in this region. Policies proposed in this plan are consistent with the guidelines developed at these broader levels.

In addition, the Upper Mississippi National Recreation Area study; the proposed Great River Road; flood control, water resource and pollution control programs, and many other related concerns at the federal, state, and metropolitan levels have been taken into account in the process of planning for an improved Minneapolis Riverfront. The plan is flexible—it can accommodate, to varying degrees of metropolitan, state, and federal input and guidance.

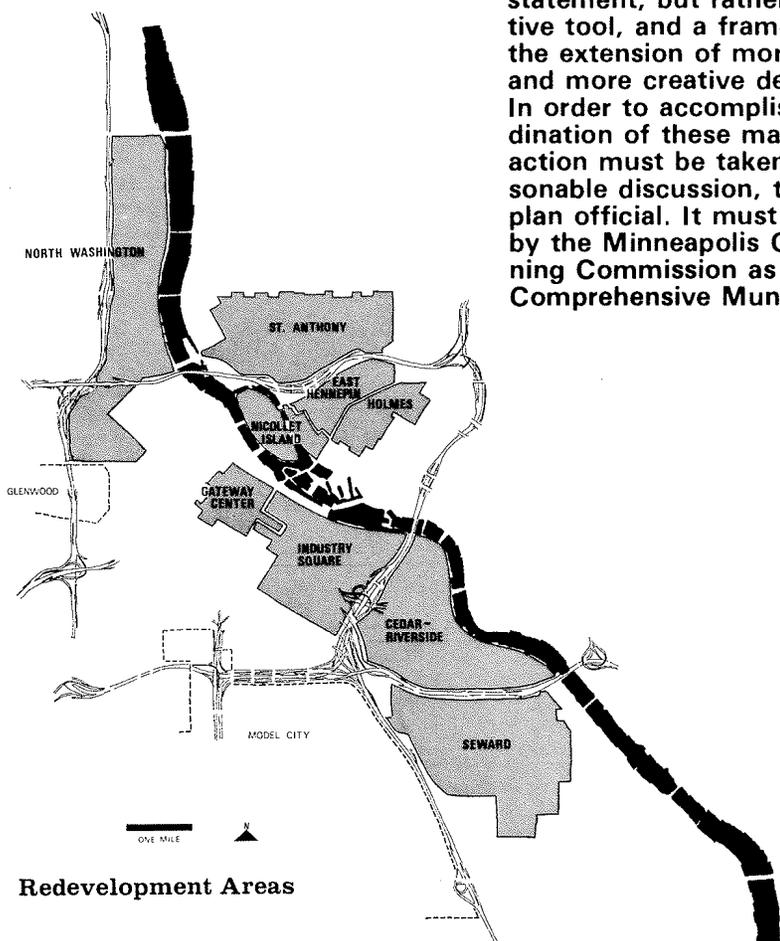
The plan is inflexible, however, on one count, and that is that a high level of coordination is essential. The accomplishment of river objectives in Minneapolis will depend in many ways on the achievement of goals at broader levels of government; and those goals, in turn, will be reached in part through the successful implementation of Minneapolis Riverfront improvement efforts.

While MISSISSIPPI/MINNEAPOLIS is an important element in many of the macro-level efforts described above, it must simultaneously function as the basic framework for the river-related aspects of a number of in-City redevelopment projects. Each and every such project, whether public or private, is in itself an implementing mechanism for river improvement, but only if consistent with the basic concepts and frameworks for overall Riverfront development.

Redevelopment areas including North Washington, Gateway, Industry Square,

take the lead in private efforts to improve the Riverfront, aided when necessary by public assistance.

It is not intended that the plan be a rigid, uncompromising statement, but rather a coordinative tool, and a framework for the extension of more definitive and more creative development. In order to accomplish the coordination of these many efforts, action must be taken, after reasonable discussion, to make this plan official. It must be adopted by the Minneapolis City Planning Commission as a part of the Comprehensive Municipal Plan



Redevelopment Areas

Cedar-Riverside, St. Anthony West, Nicollet Island-East Bank, and East Hennepin should be reviewed for their consistency with the frameworks proposed in this plan. An accompanying map shows the extensive portion of the Riverfront that is within these designated redevelopment areas.

In addition, all plans for public improvements in non-project areas, including extensions of roadways, bridge construction, and park development should also be evaluated at least in part on the basis of this plan. And private development along the river, large or small, should relate well to the plan's concepts.

Shown on the related map are some of the larger non-public parcels along the river. While the larger land owners have no greater responsibility for improving their respective segments of the Riverfront than the smaller ones, the impact that results from their actions—positive or negative—is greater. The program, therefore, should focus on inducing those major interests to

and should be endorsed by the Minneapolis City Council. Only these actions will reflect the high degree of confidence necessary to the plan's effective utilization. This will constitute the first and perhaps most important act in implementing a river redevelopment effort on the Minneapolis Riverfront.

General Priorities

Coincident with making the plan official, a listing of general priorities must be prepared to serve as a framework for the action necessary to accomplishing the plan's purposes. This segment of the program is focused on such a recommended schedule of action priorities.

Before noting some of the more specific actions and the order in which

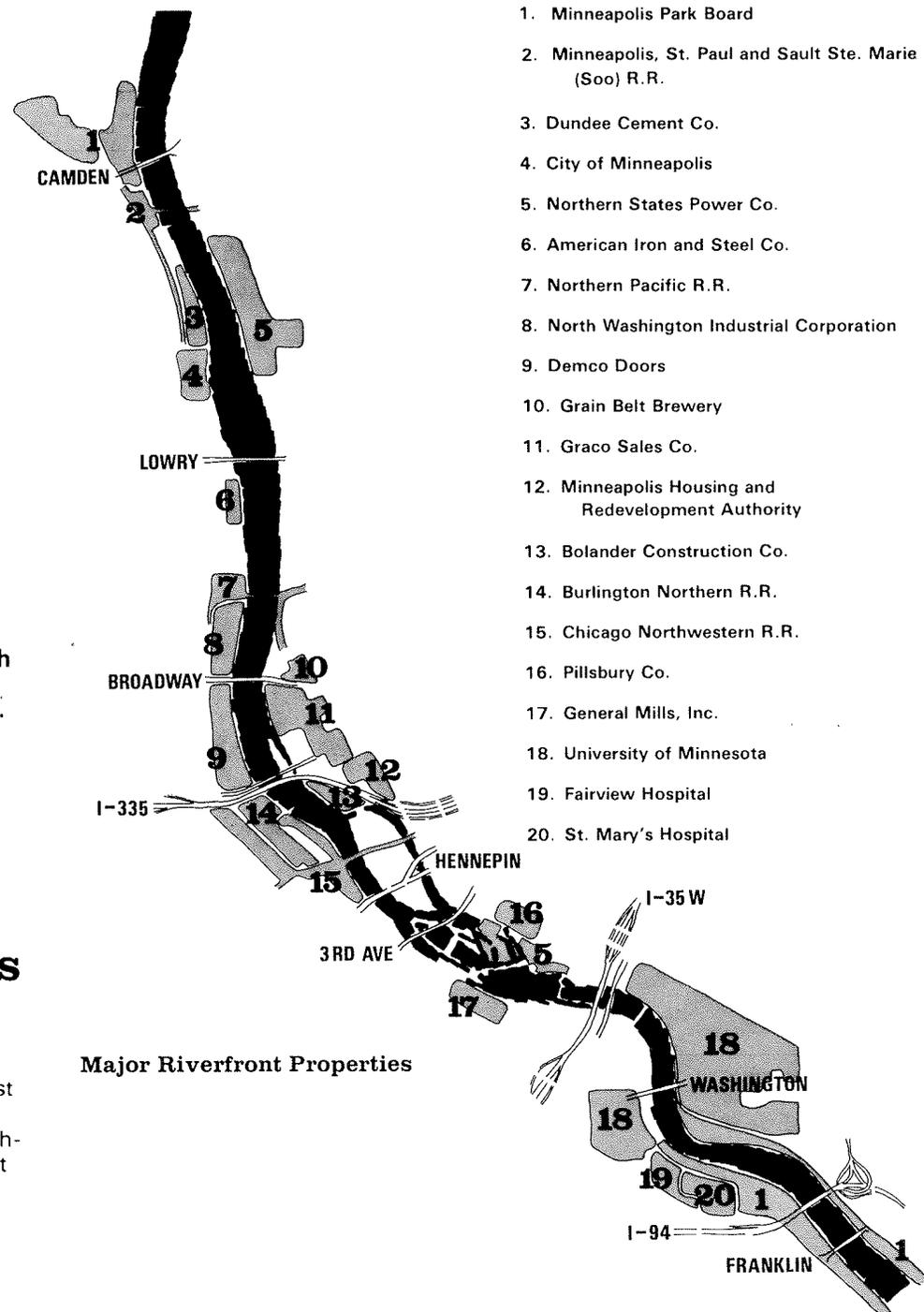
they should be taken, generalized description of area development priorities is needed. These areas are listed below, with comments which define their importance in the implementation of an action program.

HIGHEST PRIORITY

There are three closely related areas which should be given the highest priority for Riverfront development since they exhibit the greatest potential for inspiring a new river image, for anchoring a sound development frame-

work, and for inducing further improvement efforts.

NICOLLET ISLAND—This island is without question the key to the renaissance of the Central area of the river, and the Central area is, in turn, clearly the heart of the entire Riverfront in Minneapolis. If the potential for new housing near the Downtown is to be met, the decision to develop Nicollet Island as the primary public open space amenity must be forthcoming at an early date, followed closely by its actual development.



Major Riverfront Properties

1. Minneapolis Park Board
2. Minneapolis, St. Paul and Sault Ste. Marie (Soo) R.R.
3. Dundee Cement Co.
4. City of Minneapolis
5. Northern States Power Co.
6. American Iron and Steel Co.
7. Northern Pacific R.R.
8. North Washington Industrial Corporation
9. Demco Doors
10. Grain Belt Brewery
11. Graco Sales Co.
12. Minneapolis Housing and Redevelopment Authority
13. Bolander Construction Co.
14. Burlington Northern R.R.
15. Chicago Northwestern R.R.
16. Pillsbury Co.
17. General Mills, Inc.
18. University of Minnesota
19. Fairview Hospital
20. St. Mary's Hospital

EAST BANK RESIDENTIAL DEVELOPMENT—Complementing the importance of early action on Nicollet Island is an equally high priority for the development of new and substantial residential uses on nearby river bank areas, most notably between Main Street and University Avenue on the East Bank. While Nicollet Island will provide the major amenity, the housing will begin to re-establish an all important twenty-four hour vitality in the area.

MAIN STREET—The implementation of Main Street proposals will add even more life to the area. Its pedestrian orientation, highly mixed activities, and historic character will further contribute to the area's uniqueness and excitement.

When these three efforts are well underway, the river will have begun to project its new image.

HIGHER PRIORITY

While the above three areas are the most important keystones to a total re-awakening along the river, there are other areas that have high priorities supported in part by the fact that they are presently well underway.

CEDAR-RIVERSIDE RIVEREDGE— This area may well provide some of the first new open space and the first new residential development along the river. Completion of these aspects of the Cedar-Riverside New Community should be given a high priority, phased with other ongoing development in the area. This redevelopment will improve significantly a large segment of the river area. Due largely to its location, however, Cedar-Riverside is not as likely to function as a catalyst for widespread river area development as will the first three areas mentioned above.

MUNICIPAL TERMINAL—The completion of the Upper Harbor Municipal Terminal project will expand the potential for river commerce in the City. Location of these functions in the Upper River area will make possible the development that is proposed downriver in the Central and University areas. Also, the new terminal will directly improve the image of the Upper River area. The completion of this project should stand high on a list of priorities.

HENNEPIN ISLAND—Because of its importance in providing greater breadth to Central area activity patterns and due to the lack of major impediments, Hennepin Island should be completed as a unique, natural open space as soon as possible. Like Nicollet Island and Main Street, it will serve as a valuable amenity to proposed surrounding residential uses.

Each of the above three ongoing efforts should be maintained as high priorities but not at the expense of lagging on the three highest priority areas.

ADDITIONAL PRIORITIES

There are additional priorities. They are not as high, perhaps, as some of those listed above because their anticipated influence on total river improvement is not as great.

WEST BANK DEVELOPMENT—
CENTRAL AREA—With the exception of several sites, much of the West Bank in the Central area may be somewhat premature for large scale redevelopment at an early date. One such exception, however, is Riverfront West (North Loop), an area containing relatively few obstacles to early development. The cultural center, though it may be several years away, should also receive locational and conceptual attention. The extension of the West River Road into Downtown is an important framework element and should be initiated promptly. Also, though it is not as crucial to the early formation of a new Central area Riverfront image, some residential development may be begun in Riverfront East.

NORTH WASHINGTON INDUSTRIAL DISTRICT—This area offers the most unpleasant visual images on the river. Its potential for productive industry though is high, and it should be redeveloped as soon as possible. Although North Washington like the Municipal Terminal is not now crucial to the establishment of a new river character, it is vital to the completion of such an effort. Furthermore, its significance is defined by criteria which diverge from those of other project efforts described above—notably the importance of providing an increasingly more wholesome industrial base in the City.

RIVER RECREATION AND ACCESS—The projects described above are largely area based. This is because

are terms describing potential new patterns of river usage, their development will be carried out on a project basis. Recreation, however, differs somewhat from other uses as it relates to the river. Though it will be an integral element of most of the above projects, it will also stretch out in linear fashion both on the river and along its banks. In order to establish a new vitality the Riverfront recreational and leisure opportunities must be greatly expanded in the early stages of plan implementation.

To facilitate the use of the river itself, marina development should be initiated soon. And other facilities oriented toward increasing boating activity should be made available. Boom Island should be designated as the location for a public marina.

Another important action to be taken at an early date is that of beginning to extend public greenways along the river linked to windows reaching back into the community. This will, more than any other action, enable people to gain access to the river's edge, thereby heightening their awareness of the river's great assets. Much of this greenway, as mentioned earlier, will be provided through other area-related development projects. Attention should be focused, therefore, on whether segments of greenway are connected to form usable stretches of unimpeded access.

Program Schedule

The above recommended priorities are based first and foremost on the degree to which a project is effective in helping to establish a sequence of actions leading to widespread river improvement. That is, one project may substantially upgrade a segment of the Riverfront for open space, recreation and residential uses. Another may improve greatly the commercial opportunities on the river. Yet, due to physical location, scale, and/or the nature of the improvements, some of these efforts will have less impact on continued improvement.

The schedule below identifies a sequence of tasks as they may be related to the development period. It should be apparent that the priorities for more detailed tasks, while based on the above general priorities, do not match exactly. Timing of the sequential stages of projects, the availability of funding, and other such factors af-

fect the order in which some of the necessary tasks should be undertaken.

1972-1975

This is a short period—three years—yet it is at the same time the most critical one. It is within these next few years that an initial major thrust toward Riverfront improvement must take place. Three concerns should be paramount:

Action must be taken on controls which will affect plan implementation including zoning changes, area redevelopment plan amendments, and review and adjustment of circulation system elements such that the plan's proposed frameworks will stimulate and not inhibit creative Riverfront development in the future.

Funding must be located and applied to the significant open spaces and other related public amenities which will serve as the best foundation for new residential development.

The early initiation of substantial amounts of new housing must take place in the Central river area.

Listed below are some of the efforts that should occur within the next few years.

- **Develop Nicollet Island public open space.**
- **Complete Hennepin Avenue-1st Avenue N.E. Bridge system.**
- **Seek approaches to opening 2nd Street from Central Avenue to Hennepin Avenue.**
- **Close Main Street to vehicular traffic and begin restoration and redevelopment.**
- **Begin housing development—Central area East Bank.**
- **Complete Hennepin Island open space development.**
- **Begin development of University Flats for recreational use.**
- **Begin development of the Dam Flats for open space and recreation.**
- **Open greenway from University Flats to Nicollet Island and East Bank.**
- **Complete St. Anthony West residential development.**

- **Extend the West River Road to Industry Square.**
- **Redevelop the Washington Avenue Terminal area as recreational open space.**
- **Begin opening Bassett's Creek.**
- **Begin residential development of Riverfront West.**
- **Complete the North Washington Industrial Center.**
- **Expand North Washington industrial development.**
- **Begin development of river edge from Boom Island to the Northern Pacific RR Bridge.**
- **Develop North Mississippi Park.**
- **Complete Municipal Terminal Project.**
- **Begin greenway and window development related to above areas.**

By City Council Resolution (July 27, 1972) Nicollet Island and its environs have been proposed as the prime site for Minnesota's participation in the 1976 National Bicentennial Celebration. This program could provide a unique and timely mechanism for developing this area within these next few years.

1976-1980

Efforts begun in the first period, 1972-1975, will begin to be integrated during these next years. The new image of the river will be much more visible as several projects near completion. With a few exceptions, the theater of public activity in the Central area should be in full swing by 1980. Efforts that should be underway at this time include:

- **Completion of Nicollet Island development.**
- **Expansion of Main Street development and activities.**
- **Continuation of East Bank residential development—coordinated with East Hennepin commercial redevelopment efforts.**
- **Begin developing Boom Island marina.**
- **Complete Gateway housing.**
- **Continuation of Riverfront West housing.**
- **Begin Riverfront East housing.**
- **Extend greenway development along the Upper River-East Bank.**
- **Begin river edge improvements along the Central area West Bank.**

- **Begin cultural center development.**
- **Complete the extension of West River Road into Downtown.**
- **Complete river bluffs housing—Cedar-Riverside.**
- **Complete continuous system of river edge walkways in Central river area.**

1981-1990

By the beginning of this period, as noted above, many of the key Riverfront amenities should be completed, or well along toward completion. Some major ones—cultural center, industrial museum, and the related West Bank promenade—would be the focus for continuing the development of the full complement of Riverfront public activity space. The development of significant amounts of new housing and new industry should be in full swing during this period including:

- **Completion of East Bank development.**
- **Completion of Cedar-Riverside.**
- **Completion of Riverfront West.**
- **Completion of Riverfront East.**
- **Removal of the Post Office and development of the Downtown Riverfront.**
- **Completion of cultural center.**
- **Connection of windows from Downtown along Hennepin Avenue, through Gateway and from the Civic Center.**
- **Completion of North Washington industrial development.**

The actual formulation of a development process is, of course, much more complex than this. Piece-by-piece each action must be molded into the process so as to coordinate with other actions. The above schedule is purposive and at the same time suggestive of the kind of process that must be initiated if a full and integrated development of the Riverfront is to be achieved.

Total Investment

Many will ask what the costs of the proposed Riverfront development will be. Even more lucid questions might be asked, "What will the costs be if it is not carried out?" or "What are the

benefits that are to be gained as related to costs?" Such queries are necessary and will require answers. Yet the answers are inherently much more complex than the questions.

Detailed estimates of dollar costs would be unrealistic and misleading. They would imply that this plan is an inflexible blueprint for construction. This is not the case. While illustrative site plans of a more defined nature are shown, they have been used primarily to illuminate the potential for development and to highlight the more basic policy recommendations.

Costs, therefore, are likely to vary substantially as development proposals are formulated. For these reasons, the costs of developing the river and Riverfront should be evaluated more from the point of view of the ratio of public costs to private investment and, in turn, the relationship of public benefits to increased tax base and resultant increased municipal revenues.

By far the greatest investments along the river will be in the private development of new housing, industry and commerce. Together these investments will constitute approximately 85% to 90% of a potential \$400 to \$500 million total. The remaining portion would be advanced by the public sector through the various levels of government. Even then, several factors can be applied which will affect the local investment in public facilities necessary to the improvement of the Riverfront.

Local public investment will be affected by the degree to which action methods other than direct dollar expenditures are effective in achieving the purposes of the plan—for example, requiring and/or negotiating the dedication of greenway easements.

Local public investment will be affected by the degree to which public improvements can be directly related to the production of revenue including the use of benefit assessment districts, tax increment financing, and private development or operation of public facilities.

Local (municipal) public investment will be affected by the degree to which Riverfront action programs and development projects can be designed to

meet the functional criteria for federal programs, as well as for state, metropolitan, and county input.

A concerted effort must be made to capitalize on all opportunities as they appear. This diversification of implementation methods is likely to meet with greater success in the long run, by offering methodological flexibility to match changing conditions, than would major uni-directional programs based on rigid formulas.

One thing is clear though—there will be some substantial local public costs, particularly as viewed in a short run analysis. So also will there be immeasurable public benefits. As the process of Riverfront development unfolds, the benefits, direct and indirect, social as well as economic, will year-by-year begin to overshadow the public investments. And in the end a resoundingly wise investment will have been made in the future of Minneapolis.

The accompanying graphics illustrate the relationships of development costs. The size of each circle demonstrates the proportional investments in areas along the river; the open portions representing potential private investment and the darker portions showing related public costs. It should be clear that while selected areas will require high ratios of public investment, their costs will be greatly overshadowed by private investment in either areas. The large circle shows the total cost package and proportional breakdown.

Multiple Partnership

The ACTION program has to this point focused on general development priorities and related investment potential. Equally important requirements concern kinds of participatory roles and levels of responsibility. How can they best be played out? Who should assume them?

The Minneapolis Riverfront is a City-wide and regional asset and therefore its rejuvenation is a City-wide and regional responsibility. To mount an effective improvement campaign a multiple partnership is needed; one that will involve many people working together through government agencies, businesses, and community groups.

Some of the major participatory roles are identified under functional sub-

MINNEAPOLIS. Riverfront interests must be expressed at each level as laws are passed or other actions are taken which will affect the river area's future.

Over-all, the actions taken by the City Council will be the most instrumental in carrying out the objectives of the plan. The Council's support of programs for open space development, for locally financed redevelopment through the use of development districts, for funding of needed capital programs and for other related municipal organizational and budgetary matters related to river development are essential. It is here that the public responsibility for implementing the river plan is focused, and it is here that much of the needed impetus must be generated.

It is important also that state legislation exists which will enable the City to act fairly and yet decisively. In this regard significant progress has been made. Acts enabling the City to move forward in historic preservation, in locally financed redevelopment, and in design review have recently been passed at the state level. The complementing local ordinances necessary to making good use of these laws are well along toward being fully operational. Each of the three is highly significant with respect to the Riverfront area and should be applied.

One of the challenges facing legislators is that of rendering the tools that the City now has, including those mentioned above, as effective as possible. Legislation and local ordinances aimed at creating new implements should also be explored, including even more flexible zoning classifications for mixed use, waterfront zoning, scenic easements and tax abatement laws and formulas to encourage new development.

EDUCATIONAL FUNCTION

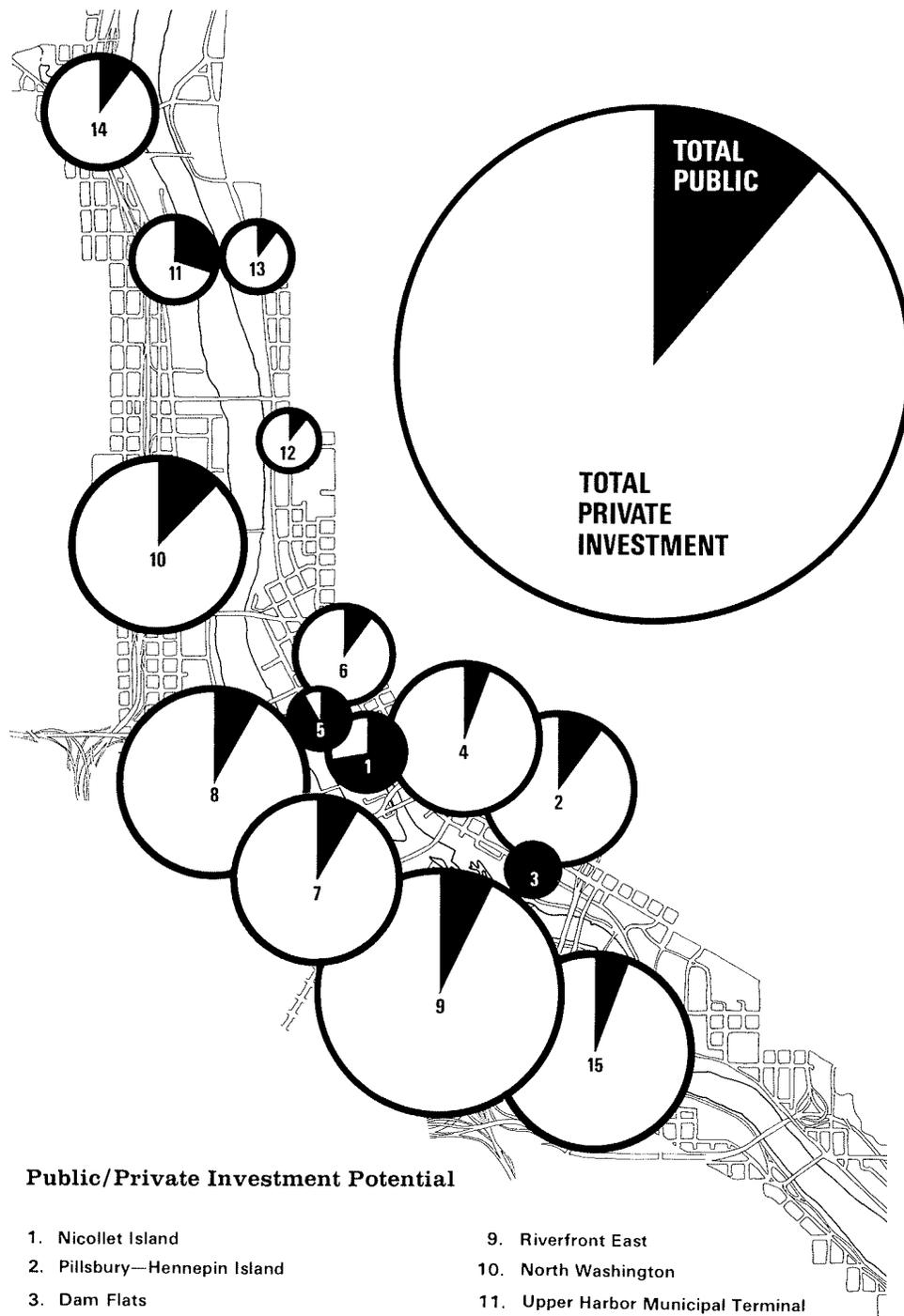
At least two distinct though related educational functions need to be addressed. The first focuses on greater use of the river area as an educational resource—on the advancement of an understanding of the City's history and of the ecological manifestations of an urban area juxtaposed with the outstanding natural environment of the river. The Minneapolis School Board, higher educational institutions including the University of Minnesota, and other organizations concerned

with educational matters should explore these opportunities. The result among other things might be translated into some form of Riverfront Learning Center as proposed in the plan.

The second educational function is broader in scope. It focuses on heightening the urban citizen's awareness concerning the many interrelated aspects of improving their environment. This kind of educational experience must be entered into by the community at large, and to do so participants must understand the issues. They must know of the plan, of the programs which exist for implementing the plan, and of the progress being made toward carrying out those programs. This development of awareness is basic to bridging the gap between rhetoric and action.

To be fully effective, such public education should be active, not passive. A good example of active participation is The Riverfront Environmental Effort (TREE). During the last two summers this project has served to turn what was a sadly neglected illicit dumping ground near the river into an attractive and useful open space. The work was carried out by 300-400 participants from the Neighborhood Youth Corps under the direction of the City of Minneapolis and the Center for Community Action, a non-profit corporation sponsored by a handful of major local corporations. The teenagers not only learned a great deal about the environment, the City, and themselves, but they have also increased the awareness of many others who have visited the area or who have gained from the mass media's coverage a sense of willingness and confidence in an effort to piece-by-piece bring this part of the City to life again.

Most public agencies involved with the river have need of improved public information programs. Nevertheless, no one agency can be expected to provide a complete picture. The Committee on Urban Environment (CUE) can serve a vital role in augmenting the efforts of these agencies. CUE should be encouraged to broaden its definition of "environment" and to strengthen its efforts in the area of environmental education, including an emphasis on basic underlying problems. For example, how do tax laws inhibit high quality residential construction in the City? How



Public/Private Investment Potential

- | | |
|------------------------------|-------------------------------------|
| 1. Nicollet Island | 9. Riverfront East |
| 2. Pillsbury—Hennepin Island | 10. North Washington |
| 3. Dam Flats | 11. Upper Harbor Municipal Terminal |
| 4. Main Street | 12. Marshall Street |
| 5. Boom Island | 13. NSP—Marshall |
| 6. St. Anthony | 14. Camden, Webber Parkway |
| 7. Gateway | 15. Cedar-Riverside West Bank |
| 8. Riverfront West | |

headings along with examples of implementation devices that may be applied. The emphasis here is on primary functional responsibilities. The interrelatedness of functions will, of course, define a number of secondary and/or alternative levels of involvement. Each of the functions will be part of a continuous cyclical process. Each is crucial to successful implementation of Riverfront development. Therefore, undue significance should

not be attached to the order in which they are discussed.

LEGISLATIVE FUNCTION

From the national level to the local level the public decision-making process will establish frameworks and guidelines, provide necessary legal controls, and make available funds for implementation of MISSISSIPPI/

does this in turn stand in the way of good urban design? What policy decisions would rectify the situation?

INVESTMENT AND FINANCING FUNCTION

As shown previously in the section on development costs, the preponderance of capital investment along the river will come from the private sector in the form of significant amounts of new housing, related and special service commercial facilities and new industry. Public agencies, in order to insure much of this private activity, must themselves exhibit confidence in the overall process by moving ahead with the kinds of programs that will begin to transform the Riverfront to its new image. The plan has proposed design of a learning center, a cultural center, an industrial museum and several marinas. More important though, at this early stage, is rapid expansion of open space along the river and public access to the river banks.

One as yet unresolved question is: which public agencies have the responsibility and resources for carrying out such open space development? The proposed Riverfront system does not uniquely fit the functional criteria of any one agency, yet its various elements are functionally well related to the purposes of the park and open space agencies at several levels: the Minneapolis Park and Recreation Board, the Hennepin County Board of Park Commissioners, the Metropolitan Park Reserve Board and the state Department of Natural Resources. These levels of government should play a part in the development of the Riverfront open space system in relation to their defined functional responsibilities.

At another end of the spectrum, programs and other techniques for assisting private efforts, particularly in the area of residential development, must be continually sharpened up and utilized. Federal program resources should be applied whenever possible. Alternative sources, however, are also available and must be counted upon to take up the slack when Federal aid is not forthcoming. Both the City of Minneapolis and the Housing and Re-

development Authority are authorized to use tax increment financing. The development of several areas along the river may include the advisability of using this approach.

Creative administration on the part of public agencies as well as private developers is required to assemble combinations of available programs that can lead to feasible development packages. Government agencies and private enterprise must closely coordinate their efforts in these matters to insure success.

MAINTENANCE FUNCTION

Continuity in Riverfront improvement efforts demands integrated maintenance and security programs on the river itself and along its banks. As each public facility is developed and each new open space is opened for use, an effective maintenance and security program should be instituted. These services will keep improved segments of the Riverfront in a functional and attractive state. Even now, a more visible program of river bank maintenance along the Lower River, Father Hennepin Bluffs and developing areas like the North Washington Industrial District would begin to make the development program relevant to observers.

City agencies carrying the responsibility for Riverfront open space maintenance will include the Park Board, Department of Public Works, and Police Department. Whether the specific functional responsibilities for Riverfront maintenance should match presently delineated departmental roles or should shift and coalesce in task-oriented team efforts should be more thoroughly explored. Assignments may be required to shift as usage of the river bank increases.

Agencies with broader jurisdiction should be primarily responsible for maintenance of the river itself. The U.S. Army Corps of Engineers should continue its program of dredging and shoreline improvement, following a more clearly outlined spoilage plan, jointly developed with the City. The Minnesota Pollution Control Agency as well as the local Sewer and Sanitation Divisions of the Public Works Department should continue to improve upon clean-up procedures as advo-

cated in the Environmental Quality section of the plan.

While a river patrol may not now be a necessity, its creation will be demanded in the future. A patrol should have jurisdiction over an area larger than the City, such as the metropolitan river corridors. Its specific responsibilities might include: enforcement of security and safety measures including boating practices; elimination of boating hazards like deadheads; assistance in maintenance of river bank security; monitoring of water pollution control violations; observation of bridge damage, debris pile-ups and illegal dumping; and trash collection along banks inaccessible from above.

CONTROL FUNCTION

Each of a number of existing special purpose committees and commissions will play a vital role in maintaining continuity throughout the Riverfront development process. While they must continue to carry out many of their existing functions, often of a project review and advisory nature, each must be encouraged to take more positive steps in the direction of initiating sound Riverfront development.

The CITY PLANNING COMMISSION should adopt this plan and then should tee its powers to foster the plan's implementation. The Commission should aid in the effort to actively initiate changes in land use controls which will further the goals of the Comprehensive Plan and the objectives of MISSISSIPPI/MINNEAPOLIS.

The MINNEAPOLIS INDUSTRIAL DEVELOPMENT COMMISSION should be given greater flexibility to secure key properties using City funds in order to establish frameworks for area development not only for industrial usage but for other uses as well.

The CAPITAL LONG-RANGE IMPROVEMENTS COMMITTEE should become intimately acquainted with the development program so that the timing of capital program elements can be properly phased with private development efforts. It should help also to promote coordinated and joint projects between agencies.

The HERITAGE PRESERVATION COMMISSION should move as soon as possible from reviewing projects on a crisis-by-crisis basis to a City-wide historic preservation program focused on promoting preservation measures before crises arise.

The DESIGN REVIEW COMMITTEE should be created and procedures established as proposed in the Metro Center '85 plan. In addition to overseeing other special areas in the City, it should be responsible for reviewing design matters in a Riverfront design district generally delineated as follows: The entire Central river area; 600' on either side of the remainder of the river; and 300' on either side of all greenway windows. MISSISSIPPI/MINNEAPOLIS and its further refinements should serve as the basic design framework for these areas.

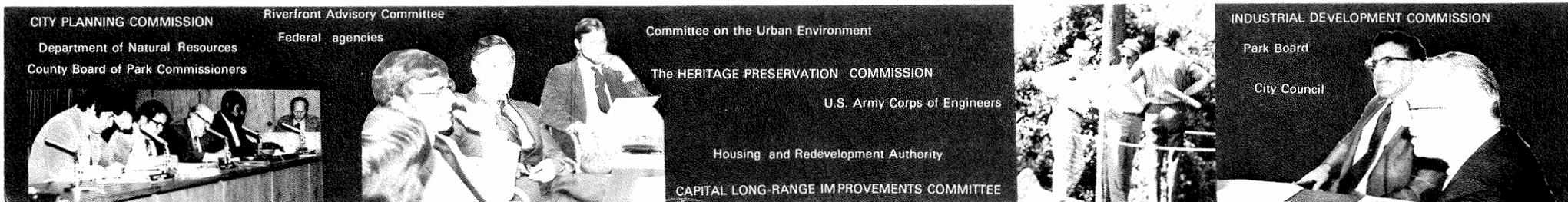
Controls are an essential part of programming for development. They are invaluable in averting unhealthy and undesirable development. Care must be taken, however, that these same controls do not inhibit high quality development. To avoid this, controls will only work well when augmented by extensive efforts to educate, promote and encourage high standards.

PLANNING AND PROGRAMMING FUNCTIONS

As Riverfront activity expands; as the number of agencies or individuals concerned with Riverfront development grows... the task of coordinating that development will become more complex.

The City Coordinator's office with its available resources for carrying out research and planning, budget analysis, and program development, should serve as the hub for plan implementation. The Coordinator will play a central leadership role in coordinating public as well as private efforts to carry out the ACTION program.

This Riverfront plan, as mentioned before, is not a specific design or blueprint for construction. The Minneapolis Planning Department should begin immediately after presentation



of the plan to develop more detailed work programs as public interest, available financing and private development proposals feed through the Coordinator's office.

The Planning and Development staff must work out priority programs in concert with other agencies and private developers. Examples of priority programs demanding intensive coordination with other agencies include reappraisal of the Nicollet Island project with the Housing and Redevelopment Authority, development of a greenway system with the Minneapolis Park and Recreation Board, delineating a system of spoilage disposal with the Corps of Engineers, working with the Planning Commission and Design Review Committee toward billboard removal, and so on.

The City has a variety of techniques at its disposal to implement the plan. Studies must be carried out to select the most effective of these techniques. Examples of methods with which to facilitate growth of an open space system might include the use of an Official Map for open space, which would strengthen the concept of a greenway system during the years taken for its completion; use of zoning regulations requiring broad minimum setbacks from the river's edge; and even land trades in which vacated streets are traded for riverbank areas. Studies must be carried out to select the most effective of these and other techniques.

A CONFERENCE

A large number of individuals representing a broad variety of river interests have participated, as members of the Riverfront Advisory Committee, in the development of this plan (see list in appendix). These same interests, along with others, must now be offered the opportunity to help implement the plan and thereby carry out the process of river improvement.

One method of maintaining such continuity would be to formally structure the Riverfront Advisory Committee and to charge it with the responsibility for reviewing matters relative to the river, and passing advice on to appropriate decision-making bodies. Several drawbacks, however, are inher-

ent in this approach. First, the large membership necessary to obtaining the input of the broad range of interests would render the committee operationally cumbersome, if not unworkable, particularly if it were required to meet on a periodic weekly or monthly schedule. Second, and of even greater concern, such a committee's responsibilities would overlap at almost every juncture with those of other existing and proposed committees and commissions: Minneapolis Industrial Development Commission, Committee on the Urban Environment Heritage Preservation Commission, Design Review Committee and others. Such impediments to the operation of a large formally structured advisory committee would, in all likelihood, render it ineffective.

An alternative exists, however, which would insure the continued participation of Riverfront advisors while at the same time it should strengthen rather than weaken the formal processes of reviewing river development proposals. This approach would center around an annual MISSISSIPPI/MINNEAPOLIS working conference.

The conference would be carefully organized to provide for year-to-year continuity by the creation and maintenance of a standing list of participants. Among them would be members of decision-making bodies such as the City Council, the Planning Commission, and other boards and commissions; representatives of agencies such as Planning and Development, Park and Recreation Board, Housing and Redevelopment Authority; members of the Riverfront Advisory Committee; and members of formally constituted advisory groups including among others the Heritage Preservation Commission, the Design Review Committee, Industrial Development Commission and the Committee on Urban Environment.

The purpose of the conference might be as loosely defined as to promote the improvement of the river and Riverfront. The modus operandi would range from general sessions to directed workshops to face-to-face discussion between representatives of specific river interests, representatives of advisory bodies and elected decision-makers.

River boat trips, river walks, and other similar events of a "fun" nature should be integrated with the working sessions of the conference. And as much of the conference as possible should take place near or on the river.

The conference should occur only once a year, preferably in the fall to allow time for arranging the following summer's development efforts and to serve as a timely sounding board for needed legislation. Another important product of the conference, however, would be a year-long structure for informally advising those in formal reviewing and decision-making roles. Each year the conference proceedings, including a complete roster of participants, would be published. This would function as a periodic update of factual information and opinion, and would list individuals who could be called upon throughout the ensuing year for assistance.

Continuity and a high degree of organization would be basic requirements to making such a conference workable. To organize and manage the annual event a conference committee would be needed. This committee should be composed of five members, selected each year to arrange for the event of the following year. The City Coordinator's office would service the conference committee, but it would be the responsibility of the committee to solicit most of the year-to-year support for the conference from other sources.

In addition to the selection of a conference committee, task forces may from time to time be formulated to deal with the most important and most timely issues. They would actively monitor progress throughout the year and would serve to keep other individuals informed on crucial matters.

A conference schedule might include, but would not be limited to, the following:

SOCIAL EVENTS:

- Paddlewheel boat rides
- Historic tours
- Theatrical production
- Music

DISPLAYS:

MISSISSIPPI/MINNEAPOLIS

- Ongoing Riverfront projects
- Planned developments
- Historical exhibits
- Ecological exhibits
- Industrial development exhibits

GENERAL ADDRESSES:

Speakers giving update on the past year's Riverfront projects and plans for the succeeding year and beyond

WORKSHOPS:

- Leisure on the river
- Industry and commerce
- Housing development
- Environmental quality (pollution control)
- Environmental design
- Focus areas: Nicollet Island
- Gateway
- Boom Island
- River Flats
- Greenways

BUSINESS MEETING:

- Designation of conference committee and task forces
- Resolutions

While a great many details remain to be solved, an annual river conference of this nature could be expected to accomplish the following:

- Provide a forum for broad involvement and input.
- Provide a method of strengthening rather than inhibiting existing formal review processes.
- Maintain a high level of awareness of river development status both directly through the participants and through the mass media.
- Provide a continual updating of river interests.
- Provide a developing ground for leadership—a crucial element in the implementation of river improvements. With effective leadership, success is all but assured—without it there is little hope. This leadership must emerge from government, business, and the community at large and should be brought together through the resources of the City Coordinator's Office.

Department of Public Works

Planning and Development staff

DESIGN REVIEW COMMITTEE

City Council

Police Department

Minneapolis School Board

City Coordinator

Metropolitan Park Reserve Board

Park and Recreation Board

Neighborhood Youth Corps

Center for Community Action

Minnesota Pollution Control Agency

Immediate Action Recommendations

The above sections of the ACTION program have proposed development priorities, offered a feasible time schedule, identified investment potential and outlined areas of basic public and private functional responsibility. In each instance, the material has been presented in a generalized form, based on the assumption that the kind of flexibility that must accompany a long-range planning and development process precludes the detailing of program elements for later phases of the overall effort.

At the same time, there are a number of issues which should be addressed and actions which should be undertaken in the very near future if the stage is to be properly set for carrying out other major proposals. Some of these recommendations for early ACTION are listed below. They are intended to serve as issues around which those concerned with Riverfront plan implementation may immediately begin to rally.

- Refine public use concepts for Nicollet Island and amend Renewal Plan to reflect these concepts.
- Amend Hennepin Avenue—1st Street Bridge plans to:
 - Exclude all connections to Main Street. Provide access to Nicollet Island only as required by the island's use.
 - Include greater consideration for pedestrian circulation under bridges.
- Review plans for Interstate 335 to exclude connections to Main Street.
- Remove obstacles to use of 2nd Street as through route.
- Prepare for closing Main Street in the Central Area to vehicular use.
- Designate Riverfront Design District including:
 - Entire Central area.
 - 600' of river frontage on all other sections.
 - 300' each way from greenway windows.
- Establish MISSISSIPPI/MINNEAPOLIS as basic Design Guide.
- Establish Design Review Committee.
- Amend Comprehensive Municipal Plan to reflect land use and circulation as proposed in this plan.
- Initiate zoning changes to match Comprehensive Plan.
 - North Loop Riverfront from industry to residential.
 - Industry Square Riverfront from industrial to residential.
 - Main Street to mixed non-industrial.
 - Nicollet Island to public.
 - Hennepin Island to public, etc.
- Budget support services for groups interested in working on Riverfront environmental improvement efforts.
- Substantially upgrade maintenance on existing public space along river.
- Strengthen visual pollution abatement measures, including sign controls and anti-litter ordinances.
- Begin an extensive tree, grass and wildflower planting program in the Central and Upper areas of the Riverfront.
- Identify potential developers, and explore possible assistance including use of Development Districts.
- Establish a Riverfront greenway program with goal of implementing one mile of linear greenway and one greenway window per year.
- Establish Twin City river patrol, charged with water safety, riverbank security, surface and visual pollution and other related matters.
- Establish a coordinated river recreational program and events schedule.
- Organize a Riverfront festival or River Day as an outgrowth of the Southeast River Ramble.
- Organize the first River Conference and River Day for Fall 1973 to review progress and chart the following year.



APPENDIX

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