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STRATEGIES IN IMPLEMENTING A DOWNTOWN PEDESTRIAN MALL

REEL

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INTRODUCTION

The CBD, downtown, Main Street-call it what you may-has often been neglected and even abandoned in cities of all sizes during the past thirty years in the United States. "Main Street has proved no more stable or invulnerable to change than any other part of the urban environment. It has had its own life cycle. In the 1950's, downtown declined. The suburban explosion and the marketing revolution after World War II dealt it a lethal Blow."(Huxtable, p. 12) The attractive, enclosed suburban mall replaced the downtown shopping district in terms of convenience, appearance, accessibility and eventually, safety. Main Streets throughout the country declined, but have not been given up in most cities.

The pedestrian mall is just one of many innovative approaches that are being used to revitalize Main Street. The pedestrian mall is an attempt to bring back the human scale to the aging, but still exciting and intriguing commercial center of the town or city. The planning of the mall involves physical, social, economic and political considerations. Various actors and agents of change must be brought together in order to successfully implement a pedestrian mall. "The Main Street renaissance is significant in aesthetic and economic history. Its new vitality can be looked on as a radical change in the American perception of the urban scene. The shift to restoration came out of disillusionment with the results of urban renewal, with its emphasis on demolition and new construction, a growing awareness of the effect of the loss of the past, combined with new approaches to planning and to economic revitalization."(Huxtable, p. 12)

Themes, such as historic preservation(Corning, New York) or riverfront development(San Antonio, Texas) are incorporated into the pedestrian mall, serving to link physical, social, legal, and financial elements into a multi-faceted urban environment giving identification and a new life to downtown. Some of the best known thematic retail centers include Ghirardelli Square in San Francisco which was an old chocolate factory, the

Chattanooga Choo-Choo and Trolley Square in Salt Lake City. These new developments draw inspiration from the former use of the structures that are now utilized.

This is not merely a physical or economic renewal, however. People are the main theme; by eliminating pedestrian-vehicle conflicts, congestion, noise and air pollution, while providing imaginative shops and design features to attract more people downtown, pedestrian malls are helping to create a new kind of urban renewal. For this reason, they are worthy of study.

This study of pedestrian malls will explore many of the concepts associated with downtown revitalization. The role of the planner will be related to the development of the pedestrian mall. These considerations will be analyzed by integrating course materials and concepts from the following courses:

- U.P. 480-Historic Preservation
- U.P. 490-Historic Preservation Planning
- R.D. 460-Regional Economics
- R.D. 812-Public Direction of Land Use
- U.P. 800-Independent Study-CBD Development

REVIVING MAIN STREET, U.S.A.

The background issues and problems must be considered in planning pedestrian malls. These basic concerns will be examined in terms of the traditional context of urban renewal and in exploring alternative techniques for solving urban ills.

HOPE FOR DOWNTOWN

"Save our cities", "Save our downtowns", "Revitalize the city core" are slogans heard in most cities of the world. In some cases they are concretely expressed through "programs" like slum clearance, urban redevelopment, restoration, "pedestrian precincts", traffic improvements, and so on. The special attention which is being paid to the core is justified by the preeminence of its role, within the entire urban organism. It represents its heart, its brain, its soul." (Gruen, p. 158) The major landmarks and functions, indeed the 'image' of the entire city is represented in the downtown core. The various functions that constitute a healthy core includes residences, government functions, culture and art institutions, major business headquarters, and retail establishments. All of these functions must relate and interact to an extent determined by the character of the city.

The core exerts an attractive power that tends to draw in and influence many people with its unique experiences. In order to do this the downtown must relate to human functions through public open spaces, be accessible from the rest of the city and its region, and have suitable urban environmental quality. Circulation, both vehicular and pedestrian, is a major concern that must be examined in dealing with the preceding issues.

The emphasis on the automobile for transportation has created several problems in dealing with the downtowns of cities. More automobiles create more noise, pollution, and congestion,

thereby actually reducing accessibility to the downtown areas. Automobiles also take up much valuable land in terms of roads and parking lots. These cut down on the possibilities of pedestrian zones of human interaction that help to bring a more pleasing 'human scale' to the city. Pedestrian malls are just one method of alleviating these problems. Curing the problem entirely will take a more comprehensive, coordinated approach to redevelopment.

The fact is that we don't have to cater to the automobile, thereby letting downtowns die of congestion, pollution and lack of human activities. Pedestrian malls can be a major element in the revitalization of many downtowns across the country. "At a time when environmental restrictions and sewer moratoria are removing much buildable land from the market and when sensible growth has become the builder's defense against no growth, the reassessment of sites once considered marginal or even risky is in order." (NAHB Journal, p. 16)

REDEVELOPMENT AND URBAN RENEWAL

Redevelopment efforts today can be directly traced back to the urban renewal programs of the 1950's. The Federal Housing Act of 1949 first noted the redevelopment of communities as the final product in the provision of a decent home for every American family. The 1954 Housing Act went further, detailing programs for slum clearance and the rehabilitation of neighborhoods. The idea of urban renewal focused on physical renewal. In the 1950's, old structures and residences in central cities were razed and new gleaming office buildings and parking ramps were erected as a 'lasting monument' to this program.

The goal of urban renewal was never clearly understood by the officials and planners who acted on it. "I think it is true to say that most of the people concerned with urban renewal did not interpret it as an opportunity for creating a better way of

life, but mainly as the necessity for creating a better urban environment. In short, there was no clear conception of a way of urban life that could be achieved through a good urban renewal program." (Doxiades, p. 9) There were few attempts at coordinating

the various elements of the physical environment with the human needs of the citizens. Comprehensive planning focused on physical renewal and economic revitalization as the immediate, short-range goal. Indeed, most renewal programs were of a limited focus in a non-systemic, broad manner. The results can be viewed today in many cities as disappointing, alienating 'projects', garages, and empty lots. The physical elements and forms were merely rearranged, but they were not a real solution.

The last 30 years have seen great changes in the development patterns of cities. 'Natural' renewal processes where each person could rebuild his own shop or home can no longer work. With only a short time frame to work in, planners and other concerned professionals have had to take on the burden of urban renewal without the benefit of previous experience. Public involvement has become necessary due to the scale of the problem. The need for planned urban renewal has become apparent in American cities. Whole sections of the city are deteriorating and no longer useful in their present form, and the current owners can't afford to rebuild each individual structure. A coordinated effort is now necessary in any revitalization scheme.

Coordinated downtown redevelopment is now taking the form of planned downtown 'complexes', covering large blocks of land. The Fort Worth, Texas Plan was one of the early prominent proposals put forth in attempting comprehensive downtown redevelopment. Other schemes have centered on 'new towns in town', multi-use complexes, historic preservation strategies and pedestrian

malls. All these recent innovations in redevelopment have tried to bring new investment back to the CBD, improve circulation and accessibility and bring back the people who make downtown a vibrant place.

TOWARDS A NEW URBAN CONSCIOUSNESS

By merely relying on physical renewal, however, planners really can't get at the heart of the problem. The roots of urban blight and deterioration of the CBD deal with the dynamic aspects of the city. "If we take into consideration that the obsolescence of buildings is due not only to age but also to the changing structure of the city, and that structural changes in cities are going to increase enormously, we may reach the conclusion that, in spite of our efforts, it may take hundreds of years to eliminate the obsolete buildings." (Doxiades, p. 23)

The recycling of buildings and other physical elements in the city is starting to play an increasingly important role in redevelopment. As downtowns and neighborhoods change in their character, the old structures and infrastructure may be reworked into the new urban environment. The fact is that cities are constantly undergoing change in form and structure. New methods and goals for meeting human needs and improving the urban environment must be met. But, planners have been amiss in trying to meet these needs. New roads, parking facilities and hi-rise developments have been a common 'cure' for downtowns. These solutions merely accomodate the very causes of the problems, but neglect the features that make the city worth living in.

The revival of Main Street as a viable commercial center is, in part, a reflection that keeping up with the times by using siding and neon lights can't compete with the modern shopping malls in suburbia. The link between the past and present is missing in these garish developments. "At some point the realization dawned that one self image simply couldn't be sustained

in collision with the other. Both were equally American but one carried with it physical manifestations (highways, suburban sprawl, buildings whose forms were generated by most commonplace functional and economic determinants) that became less appealing as the manifestations of the other landscape started to disappear. Disenchantment with the ever-discriminating reality and the gradual destruction of the myth of modernity reinforced the longing for the lost American past. Before too long the public would be responding to a *nostalgie de la rue*." (Progressive Architecture, p. 70)

Historic preservation has been linked with commercial redevelopment, especially in smaller towns, as a desire to restore an area of the town or city that would be associated with the romantic past, giving a special character to these areas. In bigger cities, such as Boston and New York, historic structures are utilized as key elements in downtown renewal areas, linking past and present cityscapes through design treatment.

This theme of restoration and redevelopment has proved profitable and aesthetically pleasing in many towns and cities. This is helping to promote new values of conservation and recycling, important in these times of energy and material shortages. What we really have is a rediscovery of the streetscape that provides a sense of place and identity. The pedestrian mall can involve different design aspects and include many different strategies for redevelopment, but they do serve a unique purpose: they serve to focus attention on the historic center of urban life.

A NEW PLANNING FOCUS

The pedestrian mall provides both beauty and utility to downtown. Good planning and design considerations can create an attractive downtown for businesses, government and people. Whether the mall is for tourists or residents, contain 'people movers' or more conventional mass transit, the pedestrian mall can act as a highly visible symbol of action that would attract more redevelopment spin-off effects. Perhaps more importantly,

it can provide an identity and a new life to downtown.

As cities try to create the positive features of urban life from an earlier era, different schemes are being attempted.

"Specifically, cities are attempting to:

1. Rehabilitate the downtown and restore its economic, cultural, and residential importance.
2. Restore the City's economic base lost to the suburbs.
3. Revitalize neighborhood structures and life."(Goldfield, pp. 76-7)

The pedestrian mall is one of the tools being used in downtown revitalization that is attempting to realize these goals. Various aspects of the pedestrian mall will be discussed further in the following chapters.

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II

PLANNING OBJECTIVES AND GOALS

There are many questions to consider when initiating and implementing a pedestrian mall. The overall feasibility must be considered in terms of a set of priorities that have been pre-determined. This section presents an analysis of some of the major considerations involved in setting goals and objectives.

FEASIBILITY

It must be noted at the outset that every city is different in terms of physical, social, and economic characteristics. This is most noticeable in the downtown or 'Main Street' commercial area and surrounding blocks. Therefore, no single approach to any two different situations will produce the same desired results.

Feasibility is a key concept. The mall must be economically, functionally, and politically feasible before development can proceed. Feasibility is actually asking if the downtown will function better with a mall than without one. This includes early identification of the elements that will be needed to implement the pedestrian mall. Feasibility must be determined for each city's situation, there is no direct comparison method that is totally accurate between cities. "That is not to say these functions can't be studied, analyzed, understood and results forecast with reasonable precision. They can. But the reliance is on rigorous work by knowledgeable people focusing on understanding the unique qualities that make each downtown a "one and only" creature." (Alexander, vol. 2, p. 6)

Basically, economic feasibility will determine whether the mall will be an asset or liability to the community. "Shopper's Paradise" was a pedestrian mall in Springfield, Oregon in 1956-59. A study by Donald Lutes and John Amundson, Jr., planning consultants, had shown that Springfield's commercial activities were

were failing to a large extent. There were lower per capita dollar expenditures compared with nearby Eugene and the comparative dollar volume of sales was only two-thirds of that of Oregon cities of comparable size. The number of store vacancies was increasing and merchants were pessimistic about the future of the commercial district. The pedestrian mall was regarded as economically feasible based on the amount of money needed to fund mall improvements compared with the returns on investment. Basically, starting as an experiment, "Shopper's Paradise" proved quite successful in restoring the vitality of the Springfield CBD. (See Appendix)

Projections must be made with a mall and without one. Impacts must be determined for employment, land use spending, taxes and spin-offs. These effects must also be balanced with aesthetic considerations. A reasonable level of expenditure will incorporate a profit for businessmen and local residents in terms of increased revenues and a better quality of life, an elusive aspect at best.

Functional feasibility deals with whether the mall really is practical from a physical standpoint. Land and space use around the mall are basic considerations. The intensity of different types of uses, such as banking and retailing, is also important. Usually more value per dollar is spent in high-intensity areas. These factors must also be balanced with daily operations such as transportation, circulation, services and utilities. If handled well, costs for these additional elements may be held to a minimum.

Finally, the mall must be politically feasible. Government, citizen and special interest groups must be weighed for support in advance. If the feasibility is good, then it is possible to use it as the foundation for a positive political base.

PHYSICAL PLANNING CONSIDERATIONS

"The physical layout and servicing of pedestrian improvements in central business districts is about the best place to begin a discussion of mall, semi-mall and transitway feasibility because the physical planning of these types of improvements in terms of layout and servicing is one of the most basic feasibility concerns.

In reality, only after it can be demonstrated that a particular project area can physically accommodate one of the types of improvements, should the other types of feasibility studies be moved on to..."(Erikson, p. 20) The full mall or pedestrian mall is char-

acterized by a total closing of a street to normal vehicular traffic. Only emergency and service vehicle access may be provided.

The semi-mall involves the sharing of a common right-of-way between motor vehicles and pedestrians. It usually has wide sidewalks, tree plantings and seating areas. A transitway is really a semi-mall through which only mass transit vehicles are allowed to move along with pedestrians.

Several factors will help determine which type of mall, if any, will actually work best within the physical framework. Location and purpose are interrelated, greatly depending on scale or what is needed. Other aspects include servicing, pedestrian activity, existing and proposed development, weather and building heights. When one of these critical factors is overlooked, the results don't reflect the purpose of the mall.

There are several principles that can aid in planning pedestrian malls. "Downtown is primarily an area where people move about by foot. It is important that these pedestrian trips can be made safely, easily and conveniently. The underlying objectives are to increase the accessibility, amenity and vitality of the city center-to facilitate the interchange of people, ideas and commerce. It is within this context that downtown malls must be planned, built and assessed."(Levinson, p. 10) It is now a time of rethinking our priorities. The energy shortage, environmental issues and economic problems have all forced us to re-emphasize the pedestrian and the human scale in our downtowns. Separation

of vehicular and pedestrian movement conflicts can tie in with open spaces, transportation facilities and more innovative planning techniques. Often, pedestrian malls are beginning to incorporate plazas, skywalks and arcades as part of their design,

IMPROVING THE URBAN ENVIRONMENT

The main thrust of reviving downtowns by pedestrian malls has been to provide "...a more competitive, convenient and inviting context...the most successful renovation is carried out within the framework of a larger, more comprehensive renewal plan that links economic revitalization to an improvement in the quality of the environment. Restoration is now balanced with new construction and circulation and open space patterns in programs of increasingly sophisticated and successful interrelationships." (Huxtable, p. 13)

An urban environment that makes use of its assets provides an attractive, exciting backdrop for revitalization. Old buildings and features may be restored in contrast to complementary new styles of architecture. This provides a visual link between the past, present and future. This is often lacking in the clearance projects that emphasize new, impersonal structures. People are more involved with their environment when the landscape is varied within a set of design constraints that work together. Many pedestrian malls have included historic structures, 'thematic' orientation or natural features such as riverfront parks that link economic, physical and social elements of downtown improvements.

The aim of reviving the downtown commercial areas of towns and cities is multi-faceted. The mall is not intended an 'enclave', but as an activity generator. It is supposed to restore the physical, economic and social forces in the city, reaching beyond the immediate physical limitations of the mall boundaries. The ends are mutually beneficial to the businessmen, preservationists, planners, politicians and citizens. Resources can be marshalled

to re-establish the viability of a downtown commercial commercial center that can effectively compete with suburban malls. The carefully planned and designed pedestrian mall will deal with underlying economic issues of central city decline while spinning off improvements to the other functioning elements, such as transportation, circulation and environmental quality.

ECONOMIC CONSIDERATIONS

"The long range goal of revitalization is to attract new investment into the (urban) neighborhood in the form of upgraded businesses, expanded store mix and product lines, imaginative reuse of older buildings, and other forms of new development." (Goldstein, p. 33) It deals with the many factors causing decay and relating to the viability of the commercial area. It also -deals with the various actors who must cooperate. Finally, there is a sequence to the process of revitalization.

One should recognize that the viability of the commercial area is tied to the economic feasibility. New investment into the older downtowns is needed to stimulate revitalization as well as job opportunities and increased income.

In this regard there are several conditions that must exist at any location for reinvestment to occur. These include a market for the goods or services, merchants with a proven track record, an attractive business environment (economically, physically and psychologically) and readily available financing with attractive terms. A central focus for revitalization is a prime consideration. A pedestrian mall, or any of its variants, offers such a concentration of activities which can begin to meet these requirements. A good store mix, adequate parking, safety and aesthetic considerations are all important considerations in planning pedestrian malls. A commitment by the city to provide certain financial incentives for infrastructure and financing will tend to attract more invest-

ment than scattered, strip developments.

Mr. Benjamin Goldstein, Chairman of the National Urban Development Services Corporation, has worked out an outline for commercial revitalization in urban neighborhoods. It provides a set of guidelines for redevelopment of these commercial areas. There are three major phases: 1-early planning and organization which deals with organizing the various community organizations, decision makers and businessmen, providing a market analysis, inventory the physical condition of the target area and identify the financial mechanisms; 2-project identification and definition which will identify, define and schedule specific public improvements and private development projects as well as identifying the preconditions required before any new development can take place, and 3-project implementation which carries out the projects previously defined.

Once feasibility is proved, a concept plan outlined and commitment from all sectors strong, then funding becomes the main consideration. Many funding sources are available from the public and private sectors.

Starting with Federal sources, the Community Development block grants are currently the most important means of funding. They are provided to those eligible cities and matching funds are not required. They come in limited amounts that must be divided among all sections of the city, so it is important to have good arguments for their allocation. These funds "...can be used for activities such as property acquisition and clearance, construction of public facilities, preservation of historic sites, and practically any other activity with a public or community interest." (Goldstein, p. 36)

The Economic Development Administration Public Works Grants are a potential source of funding on a non-continuing basis.

These monies can be used for providing jobs in an area of high unemployment. The actual physical improvements associated with the mall may supply the eligible jobs.

The Department of Transportation and the Urban Mass Transit Administration also provide money for research and planning projects involving pedestrian circulation improvements and public transportation as impacted by pedestrian malls.

The Department of the Interior has a program providing 50 per cent of the cost of building parks and other open spaces that may be connected with the mall. As part of an in-city park scheme, the pedestrian mall would be eligible for Bureau of Outdoor Recreation funding. Matching funds are required from the city. The Nicollet Mall in Minneapolis utilized a \$483,000 urban beautification grant from the federal government providing for aesthetic improvements.

Past federal programs such as Urban Renewal and Model Cities still have unspent money for already approved projects which may be incorporated into the mall. The urban renewal and code enforcement projects in East Baltimore are just such an example. This project was started in 1966, in an area adjacent to Old Town, a declining commercial district. In 1968, the Department of Housing and Community Development agency of Baltimore began planning to implement the urban renewal project in order to redevelop New Town and the surrounding neighborhood. A pedestrian mall was seen as a viable option, incorporating the narrow streets, off-street parking and facade restoration program as key elements. Small Business Administration Section 502 Local Development Loans were the other funding source. These low interest, federal loans are targeted to specific, identifiable neighborhoods in cities of 25,000 or more people. Loans are made to state and local dev-

elopment companies to assist specific small businesses in construction, modernization or conversion of existing small businesses. This is part of a pilot program with the Small Business Administration through a joint contact with the National Development Council and the National Center for Urban Ethnic Affairs. Other participating cities include New York, Philadelphia and Pittsburgh, Denver, Cleveland, San Francisco/Oakland, Chicago, St. Louis and Indianapolis.

Federal Revenue Sharing is another potential source of aid to municipalities that can be used for various aspects of mall development.

State matching funds are available for assisting communities in many areas of development and activities that can be related to the mall.

Local funding involves many traditional and innovative measures. The approach taken to funding will depend on the nature of the particular mall and the city involved. Special assessments can be levied in the form of a tax against downtown property owners over a period of years to pay for mall improvements. "In very broad terms, the total costs-or any part thereof-of the construction project is divided among the abutted properties which pay these off over a specified period of years. Practically, what happens is that the city issues a bond to cover the cost of this work and the properties in the assessment district pay off the interest and principal on an annual basis. In this, the costs are borne by those who will benefit from the work and general taxpayer is not required to make any contribution to this project."(Heller, vol. 2, p. 37) This is an equitable way of financing and is permitted by most enabling legislation. A good example would be a parking ramp constructed for nearby merchants in order to serve public off-street parking requirements for the commercial district.

Voluntary assessments by downtown merchants and property owners may also be raised, if feasible. This is most probable where costs are not too high. Freeport, Illinois used this method

to raise \$120,000. Fifty percent of the project cost came from voluntary assessments of immediately adjacent property owners (based on the assessed valuation of their properties). An additional 25% of the project cost was from voluntary assessments of the adjacent property owners. The final 25% came primarily from downtown businesses outside the immediate mall area. Assessments are advantageous as they provide for the funding of continued maintenance and spreading out payments over a long time. A handicap is that the city must cover an initial bond on its debt capacity. But this route is often considered the most workable method of financing major downtown improvements, such as malls.

The Special Service Area Tax is a new tool, enacted in the village of Oak Park, Illinois. A special taxing district was created in the downtown area that pays for the mall or retires bonds sold to pay for mall construction or maintenance.

Bonds can be sold to generate funds. There are two basic types. General obligation bonds obligate the city to borrow for mall construction, while revenue bonds obligate private businesses to repay the cost of the project, such as a new parking facility.

Conventional financing involves bank loans for renovation, inventory, fixtures and working capital. Local development corporations and small business investment corporations also are sources of loans. Long term and short term loans can be provided depending on credit ratings and interest rates.

Taxing mechanisms are the final major method of financing pedestrian malls and related improvements. Tax abatement can exempt certain development projects from all or part of their property tax liability, especially during construction and the initial years of operation. Tax increment financing involves

selling bonds by a municipality for new development and then is repaid by an incremental increase in property taxes that result from the development activity. However, this is risky since there may be no dramatic increase in tax revenues (or even a decrease) and the bonds won't be able to be retired. There is also tax exempt financing which provides low interest financing with no federal income taxes, while still having a high yield on investment.

Other methods of financing downtown revitalization projects are constantly being explored. Often, a combination of private and public funding sources works well and is encouraged in many cases. Again, specific combinations of funding sources will depend on the city and the situation. Innovation is encouraged where possible.

III

ACTORS AND AGENTS

Any successful redevelopment project requires the collaboration of economists, real estate developers, planners, architects, politicians and citizens. The pedestrian mall is no exception. All those involved in the development and execution of a pedestrian mall must share common goals and objectives in wanting to save the downtown commercial district. Coordination and interaction prove most valuable as noted in the literature. The role of these various actors and agents will now be examined in terms of the successful development of pedestrian malls.

BUILDING THE MALL

Of all the various people involved in the process of creating the pedestrian mall, many will serve in key roles. But, it is most crucial that the individuals and special interest groups involved communicate their ideas and work together. Support for the mall must come from the political, business and community sectors backed by the feasibility study.

Timing must be considered. If the project is seen as a rallying point to "save the city", then more people will get involved. Delays must not hold back the project unnecessarily, since costs will rise and interest wane as a result. Logical staging of the project can effectively achieve the desired results.

An outline for creating the mall might start with the feasibility study and any related data gathering as done by either the planning department or other affected parties.

Key members of the community must then agree with the concept for the development to proceed.

A design team must then be selected. The best design will reflect the goals initially set forth. The planner, architect and landscape architect should resolve aesthetic considerations as balanced with the needs of the businessmen.

Financing then is the last major step before construction. A mixture of public and private funding sources often proves most valuable. These sources have been alluded to previously in this report.

It is the interrelationships of the various parties involved that provides the most accurate insights into the process for creating a mall. These will be further analyzed in the following pages.

THE RELATIONSHIP OF CITIZENS AND GOVERNMENT-WOOSTER, OHIO

Positive citizen participation with government leadership is almost universally encouraged in undertaking a mall project.

"Mary Means, Regional Director of the Midwest Office of the National Trust for Historic Preservation, stresses the need for a local citizen's group to take the initiative and sustain it. The town should also have a strong economy, she points out, with municipal encouragement in the form of sensible codes, taxes and financing of public improvements. And it helps to have a downtown core with a unified physical fabric worth saving." (Progressive Architecture, p. 74) By creating an intensive public awareness for the heritage and assets of the downtown area, the prospects of support for the mall increase.

The city of Wooster, Ohio serves as a positive example of citizen-government cooperation. Wooster is a regional center for four counties with a collective population of over 285,000. Suburban shopping centers were drawing businesses from the CBD and the future of the downtown businesses was not regarded as optimistic in most instances.

The Wooster Shade Tree Commission made a first proposal

for a study on the appearance of the downtown area relating to landscaping. This was envisioned as a first step in revitalizing the CBD by creating a central meeting place. An outside consultant's study indicated massive changes and high costs, scaring off many people. The project was set aside, but the stage was set for more proposals.

In the second phase, an urban renewal project was passed by the mayor and the city council. The mall was revived in regard to possible non-cash credits for its construction which could be included in the urban renewal project. This meant that the mall itself could benefit from the related urban renewal activities in a spin-off effect. The Chamber of Commerce Retail Division initiated a new plan to include a central meeting place of fountains, benches and landscaping to occupy former on-street parking areas in the downtown.

A parking deck was proposed to replace the parking taken over by the mall. The first floor of the new parking deck was to include commercial space to accomodate several businesses that would need relocating. The parking section involved the Retail Merchants of the Chamber of Commerce and the City Parking Commission. The city's Urban Renewal Division, city planners, the city administration and affected merchants were involved in the relocation aspect.

Citizen involvement must be emphasized. Interaction between citizens, planners, city officials and developers kept the project from being blocked due to competing interests. The success of the project has depended on the involvement of all these people and community boards at the right time, in the right place. Cooperation was the key to success in Wooster in the implementation of the semi-mall and parking deck.

However, this situation is certainly not true in all cases. In fact, many citizens groups have been battling city hall in recent years due to new development threatening residential and historic areas of the city. City officials are, after all, responsible for the 'dirty work' of development(housing inspections, creation and approval of a Master Plan, and zoning as well as granting variances). So, it is easy to see where municipal responsibility for planning can lead to citizen hostility when the goals of these two groups are at odds with each other.

PEDESTRIANS AS USERS

The pedestrian city is based on an image. The man in the street in the crowded downtown views his environment differently than a truck driver or an automobile driver passing by. The pedestrian is involved with his surroundings directly. The fact that the pedestrian is an important link in the urban environment is often lost in the scale and nature of modern architecture in the CBD.

The traffic system is most flexible in terms of giving more space to the pedestrian without losing space for commerce. Autos can be excluded from a section of downtown, while accomodating the pedestrian by providing mass transit to move people to and from this area. This flexibility is the key to the remaking of a habitable human environment. We can give the citizen a place in the city where he feels neither oppressed nor alienated. Creating a pedestrian mall is an opportunity to use this flexibility.

The European experience shows many cities with their historic central districts free of autos for years while restricting new building to outlying districts. A marked rise in retail spending in traffic-free zones has resulted.

Florence has banned autos from a 40-block "blue zone" in the city center. Merchants initially opposed to the project are now trying to get included. The creation of an "Environmental Oasis" in the city center of Vienna has led to more pedestrian use by allowing only mass transit, emergency and service vehicles.

"...During the first week of a traffic ban in Vienna, shops reported sales rises ranging from 25 to 50 per cent. In Essen, sales increased between 15 and 35 per cent, and in Rouen, they rose 10 to 15 per cent. In fact, as long as there is adequate parking and public transportation nearby, it seems that most people would rather do their shopping in carfree streets." (Klein and Arensberg, p. 123)

The Cologne pedestrian network is an irregular network of intersecting pedestrian streets, fountains, trees, arcades, and kiosks. Parking garages are nearby for access from outlying areas and buildings are restricted in height to four stories along the walkway. Funding was by the city and the merchants, who eventually began to favor the project after initial concern.

In the United States, the incidence of pedestrian zones or malls in downtown areas is less than in Europe, so far, but where it has been done there has been general contentment. Retail sales shot up from 14 to 35 per cent after completion of the pedestrian malls in Kalamazoo, Providence and Minneapolis. This indicates increased interest in shopping downtown. The downtown pedestrian mall is creating an attractive alternative to the suburban mall.

Myriad Gardens is a complex development scheme in Oklahoma City, Oklahoma. It is marked by a distinct pedestrian district with many diverse activities such as art and service exhibit areas, a sports museum, a library, shops and restaurants. It is all contained in a 33-acre park setting to be fully landscaped and integrated into other adjacent downtown elements. It contains many elements of, but is not, a full pedestrian mall since it

was developed as one unit.(See Appendix)

Trenton Commons is a more modest scheme. It proposes a pedestrian mall with arcades, widened sidewalks, and a public square design. It has convenience, variety and a degree of sophistication. "Trenton and its architects, Lee Harris Pomeroy Associates, have understood the city's greatest asset lies precisely in its urbanity-in the uncoordinated mélange of shapes and surfaces in which its history can be traced-and they have used this asset as a basis for growth."(Kurtz and Kent, p. 23)

Downtown Dubuque, Iowa has had 15 blocks of a downtown renewal area replanned. 11 of these blocks were totally rebuilt. Main Street now is a coordinated pedestrian mall. Some historic buildings have been preserved and restored in the mall. "Town Clock Plaza" is being encouraged to include merchant sponsored activities, such as dancing and exhibits coordinated with cultural and community facilities. The hope is to attract more people to the mall and downtown during the evening after the shops close. (See Appendix)

Although pedestrian circulation schemes are old, they have a new emphasis on counteracting the automobile. "The trouble is that walking is breaking down, like public transit, because no one cares enough to make it work, the pedestrian is forced to use sidewalks that parallel the streets and maximize the fumes, noise, unsightliness and danger. In the city, walking for pleasure is a contradiction."(Owen, p. 104) Hopefully, the pedestrian mall and other related developments will help put the pedestrian back as an important element in the city. The "Intercept Strategy" is one possible way of combining different types of transportation technology to form an integrated system. People movers, personal transportation transit systems, and mass transit may link auto terminals and pedestrian zones in the central city.(See Appendix)

DESIGN ELEMENTS

The need to incorporate many complex details into the

pedestrian mall will require a professional team of engineers and designers. The design process in the implementation phase is most critical and is emphasized in most pedestrian mall projects.

"Mary Means seems to agree. "Turning colored pencil renderings into reality is difficult," she points out. "Snappy graphics won't make a good downtown." She also urges that towns use design professionals instead of amateurs and that design professionals should be required to do more than just deliver the plan. They must be available for consultation all the way through the process."(Progressive Architecture, p. 74) The inclusion of the

design team through the process is equally important as the actual design.

The key word is team. The designers should be part of a decision-making team that encourages the active participation of community leaders and citizens in all but the most technical decisions. There will be numerous opportunities for community involvement in evaluating design elements such as traffic rerouting, maintenance and financing. The professional designer may act as a consultant on these issues. Few pedestrian malls inside or outside of Illinois, for example, have not included the use of professional designers and engineers. So, the design team may include the planner, architect, landscape architect, engineer and related professionals.

The design concept itself should be based on the functions of the mall as relating to the existing nature of the street.

The mall should promote walking through circulation spaces that enhance the interactions and vitality of the street. Standards must be set up initially so the design may be analyzed in terms

of reflecting the needs of the community. "A good design depends on a good analysis. A good analysis of your street will indicate the important design criteria. The criteria tell what is demanded of the street by the people who use it. Knowing the important criteria will make the design process easier, will insure fewer mistakes which could delay the project and will improve design quality."(Rogers, p. 65)

There are eight criteria that will help in analyzing a street. Land use must be analyzed in terms of how it affects the use of the use of the street and for future projections. Transportation deals with access and parking with the ultimate goal of promoting pedestrian traffic. Funding and legal issues involve the funding for specific design demands. Services and deliveries must be considered as part of the design. Utilities can be buried, but this increases the cost and makes demands on the choice of paving materials and the location of street furniture. Emergency vehicle access must also be included in the design. Marketing and identity programs can call attention to the mall through a uniform design and graphics element. Finally, street use must be analyzed in terms of activities and functions through direct observation of existing situations and future projections.

The design process should be followed going from the more general to the specific. This is a logical framework that provides a general sequence of design for the professional. First, major functional areas should be designated. Street use observation and analysis can be used to subdivide the street space into zones of different types of activities. In this way, shopping, sitting and other activity areas won't interfere with each other, but are integrated into the pedestrian mall as a single functional system. The design of functional areas involves the specific task of designing these areas. Simplicity is to be strived for, enabling attention for pedestrian activities and easy viewing of stores. A design goal might generally involve the creation of pedestrian spaces that reinforce the the activities of the commercial area. Design of specific elements deals with paving materials, street furniture, trees and plantings, lighting, graphic design and construction details. These elements will

reflect the design goals.

The design for each mall is unique. Referrals to other malls must be evaluated before any ideas are borrowed. In fact, this is generally discouraged-unique solutions for each mall are viewed as necessary in most cases.

BUSINESS AND GOVERNMENT

Can private business be encouraged to take an on-going interest in downtown revitalization to the point where businesses assume a percentage of the costs? The relationship of business and government is a tenuous one in a capitalistic society. Since building a pedestrian mall involves both merchants and city officials, determining who pays for it and how the benefits are distributed rests on the relationship of these two parties.

An important consideration is our urban goals as focused basically at the local level by all levels of government. If we seek to eliminate pollution problems and try to create a safe but diverse urban core in our cities, the costs to business may be high. If there is no immediate profit, the merchant may not want to get involved. But, if the costs of inaction can be proved to be even higher in the long run, the involvement of businesses becomes possible. Thus, the short-term and long-term benefits of a pedestrian mall must be emphasized. Initial outlays of money may result in higher future retail sales levels. (See Appendix) Different financing techniques by government can also help offset any short term losses.

Alternative approaches can involve the businessman as a willing partner early in the development of the mall. Federal incentives in funding include various grants devoted to city improvements, such as Community Development grants. As a major

source of funding, the federal government might try to encourage large-scale innovations as well. To foster more implementation of revitalization efforts, the need for a program that assures an adequate level of funding, while allowing some innovative approaches, is apparent. This program might be designed to encourage competition in providing alternative solutions to urban problems.

So businessmen can get involved and should, since the problems of declining cities have serious implications in the marketplace. But, the depth of involvement casts some apprehension. Will businesses have a continued on-going interest in the mall, or will profits still be the first consideration? Will its corporate image get in the way of change? "In short, my reading of the nature of the corporate beast leads me to believe that its own goals, motivations, and inner dynamics are not consonant with its playing a major role in the solution of social problems." (Hartman, p. 504)

One must see the social implications of who controls the institutions, economic and political forces that shape the community. Too much business involvement can lead to a dominance of economic interests which tends to alienate other segments of the community. A balance of government, business and citizen interests should be represented. Control over local decisions has been increasingly focused at the citizens in recent years. Citizen involvement has been previously cited as an important factor in creating a pedestrian mall. Cooperation and communications between these various actors can be instrumental in successfully implementing the mall.

THE ROLE OF THE PLANNER

Up until recent years, physical planning has been emphasized. City planning agencies only dealt with aspects such as utilities, highways and zoning, often neglecting social elements. "Most

city planning agencies lack resources to develop new concepts and designs for helping their communities find their way in the future. But such basic work is essential to the goal-making process; without it there is no adequate basis for informing public opinion or stimulating political and other community leaders to push for betterment." (Fitch, p. 484)

The planner is the project coordinator dealing with determining an optimum location for the mall that would be best reflected by the initially set goals. He must seek a final plan that realizes economic and environmental limitations while creating a flexible, usable mall. Energy, environmental and financial considerations must be resolved.

Successful malls have increased retail sales, reversed urban blight in the city center and revived downtown as a place of human

interest and interaction. "The successful mall program must be conceived as a total system improvement which include:

- complete exclusion of all but emergency vehicles from the mall area;
- development of an adequate perimeter street system to replace street circulation and capacity lost by the closing;
- provision of adequate peripheral access for transit, private autos, emergency and service vehicles;
- provision of adequate nearby parking; sufficient to replace all spaces lost by the street closing, plus additional parking generated by the mall;
- development of a cooperative promotional program based on building improvements, aesthetic landscaping, increased lighting, pedestrian amenities, coordinated advertising and special events." (Fruin, p. 140) The planner must address these issues plus

social and environmental issues.

The planner will be involved in zoning changes and regulations that will shape and limit the mall. New regulations may be needed to deal with sign control, types of uses, aesthetic treatment and architectural styles. Regulations that discourage new building of suburban shopping centers can help direct investment and development to the downtown area. The planner must analyze data on land uses and demographics to come up with these possible regulations.

The planner must consider the habits and needs of the ped-

estrian. Elements of flexibility and spontaneity can accommodate the many different patterns of use. Basically, pedestrians walk in several distinct patterns. Shopping trips occupy the bulk of these downtown excursions. Primary-purpose shoppers often visit one or more major stores plus nearby minor stores. Employee shoppers also walk, especially during lunchbreaks. Others include those walking for sightseeing, relaxation, business or work purposes and for personal service trips. The planner must examine current pedestrian flows and any changes in land use that would alter it. "Jane Jacobs has noted four requirements for "exuberant diversity": more than one primary function, short blocks, buildings of varying age, and dense concentrations of people." (Morris and Zisman, p. 156)

A basic planning framework for the pedestrian mall will attempt to integrate these various elements: land use, design, legal issues, such as zoning and eminent domain, transportation, economics and the commercial viability of the downtown, citizen input and participation, financing, developers and related interests, and basic goal formulation and coordination of the development "team", as well as data collection and analysis. This planning framework works at the identification of types of pedestrian environments and different environmental elements. The environmental type deals with pedestrian-vehicle separation. An 'island of common use' is created through integrated planning and the sensitive arrangement of buildings and activities. Spatial organization of circular patterns and visual harmony of design elements must be dealt with at this level. The environmental elements of a pedestrian mall include actual details of circulation and design schemes such as parks, plazas, street furniture and fixtures, and building facades.

This framework can be applied in identifying and comparing

a number of environmental conditions which pose as planning problems. One is concerned with the distribution of generators on business streets. The location of major buildings, housing areas and parking is important. "In each instance where such developments serve as major pedestrian generators, the spatial relationships of both existing and new generators deserves careful review. The need for new route links, or the expansion of existing ones, may be revealed, as well as the need to orient new structures to the surrounding network." (Stuart, p. 41)

Another application lies in the distribution of generators in residential developments. In the hi-rise apartment complexes near the downtown core, it is recommended that surrounding vacant land be used to incorporate commercial and community facilities. These might be linked with the mall both physically and visually.

It is important that the planner recognize the pedestrian as the prime downtown user. The planner is a promoter, critic and regulator. He must assess the possible impact of the mall before the mall is started. Finally, the planner must, "...maintain maximum central area intensity and diversity of land use-with the inevitable generation of great traffic-while providing an attractive, convenient and safe pedestrian use." (Morris and Zisman, p. 158)

The planner's tools are concentrated in two general areas. First, the planner has certain quasi-legal and administrative powers derived from government legislation. The power to zone and all other police powers concerned with regulating for the public good are permitted. Eminent domain and purchase of private lands may be used as key elements in developing land parcels for downtown malls. Funding powers are granted from federal, state and local government policies. Finally, administrative powers deal with the planner's ability to collect and analyze data in the formulation of policy decisions and feasible alternatives. All these tools as described above may be termed advisory, since the planner rarely has the final decision. Planning and zoning

boards as well as other political bodies will have the final right to approve or disapprove of the planner's policy decisions or plans.

The most direct tools that the planner can use include persuasion and education. The planner can keep the interested affected parties, interest groups and citizens informed and aware of any activities, meetings and decisions that might affect them. He can provide vital information that can lead to public approval of the project as well as educate the concerned groups about the planning process itself. He can coordinate the various interest groups involved in the project or serve as an advocate of any specific citizens group that he represents either as a community planner or outside consultant. Again, these tools are not going to assure final approval of a plan or mall project, but they can mean a great deal in organizing such a project.

A management outline that lists a generalized set of planning concerns and priorities is provided in the Appendix.

IV

EVALUATING PEDESTRIAN MALLS

Initial goal setting should reflect the needs of the community with a degree of flexibility to allow for change. A pedestrian mall project should attempt to follow the basic goals. It will basically help the commercial establishments in a downtown core area while having side-effects relating to a host of other issues. Evaluation is hard since many elements are hard to measure and because the situation may vary greatly between different cities.

ASSETS AND PROBLEMS

Where the pedestrian mall has been successful, there has been a multitude of spin-off effects. Some of these include the increased incidence of both young and older people using the downtown for shopping and other social activities; more variety of community activities, including special exhibits and events; and increased rates of voluntary improvements to private property. Spin-off effects can create a more pleasant urban environment in the area surrounding the mall, create safer areas for children to play and for adults to shop and relax. (See Appendix for more detailed mall benefits that are possible) All these positive benefits can lead to a new optimism about downtown by the city residents, serving as the basis for further changes where needed.

Problems associated with mall development include those businesses that deal with quick purchasing or purchasing very heavy items and those marginal businesses that were in difficulty before the mall was built. "As should be expected, certain problems (ommissions, miscalculations, lack of foresight, noncomprehensive planning and lack of planning) plagued some of the malls, compounded their problems, raised their capital and recurrent costs, and hindered their overall success." (Onibokun, p. 210)

Planning, or lack of it, in areas such as sign regulations, traffic, financing, and administration can be a key for the overall success or failure of the mall. Newer malls appear to be capitalizing on the past experiences of other malls with more planning activity being undertaken. The Nicollet Mall and the K Street Mall will serve as examples:

THE MINNEAPOLIS EXPERIENCE

Nicollet Mall is located in Minneapolis. It is the primary retail area of the downtown core. (See Appendix) The Nicollet Avenue improvements were seen as a means of strengthening downtown as a whole. Objectives were set forth in the planning consultant's report as "...to improve pedestrian circulation in terms of efficiency and comfort; to improve access and encourage mass transportation usage; to create new opportunities for promotion of the retail area and the Central Business District; and to encourage private investment." (Aschman, p. 3) Several alternative design layouts were considered for the mall, with the 'Mall and Transitway' idea accepted as best in meeting the needs of the community. Two specific goals were insisted on by a major retailer for his backing: top quality construction must be used and the design must be of the highest aesthetic standards.

The actual success of the mall can be traced back to the adherence to the goals and objectives set up in the initial planning stages. The design and improvements were all done with high quality, with major costs assessed to the eventual benefactors, the retail establishments in the mall district. The gently undulating street now serves mini-buses that link the mall to other areas of the city. The design incorporates thematic landscaping and ornaments giving the mall a unique and inviting aesthetic appearance. Pedestrian circulation has been improved due to the removal of heavy traffic from the mall area. The result

has been an upsurge in retail sales, pedestrian usage and shopper acceptance, and transit access and use. In regarding the mall as a "success", one can also note the \$225 million in new construction and rehabilitation on Nicollet Avenue alone since the mall project was started.

In order to fund the project and decide on a specific set of goals, the city-wide interests collaborated and integrated their resources. City-wide interests were stressed throughout, as the mall was to be simply a single element in the downtown for the future. The project was considered in a regional context since it would impact on the rest of the city. The high standards and administrative coordination that were adhered to in the project are considered an important aspect in the "success" of the mall. This project was accomplished on a sophisticated level with minimum emphasis on federal funds due to this combination of leadership and integrated planning.

THE SACRAMENTO EXPERIENCE

The Sacramento K Street Mall was constructed in a former skid row area, adjacent to the state capital. It covers an area of seven blocks and has since been extended by the redevelopment agency four more blocks. In fully evaluating the mall, a study has considered the workability of the mall for the merchants and the users. The goals of the designers differed in their thrust from those of the merchants and users. The designers wanted to create an exciting place for the entire length of the mall. The merchants merely wanted to attract more customers with money to the downtown shopping area. Users sought a safer, more attractive place to socialize and shop. Here, a lack of interaction and coordination in the development of the project resulted in the

creation of a mall that basically reflected only the designer's intent.

One way of determining the success of the mall can be indicated by the behavior of the users. Elderly working class men and "hippies" were seen as the major initial users of the mall. They were not desired by the merchants since they spent too little money and might have been keeping middle-class customers from using the mall due to their presence. In an analysis of interviews taken from mall users, it was contended, "...that working-class people use open public spaces as a setting for their social activities (middle-class persons use their homes), while middle-class persons use public spaces more instrumentally, in this case for shopping." (Becker, p. 455) So, the design of the mall should be flexible to the various needs of the users while also seeking to reflect a healthy business climate. Unfortunately, ultimate satisfaction for all involved groups was never considered in the initial goal setting.

The goals of the different groups are revealing as a guideline for mall development. "...The merchants view the mall primarily as a device for rejuvenating their businesses, the middle-class shoppers are interested in the mall primarily as a place to shop, with facilities for relaxation from shopping, and working-class people and young persons view the mall as a social-entertainment setting." (Becker, p. 455) But there seemed to be a lack of communication between the designers and merchants in providing for the needs of the different users. For example, "...the designers intended that the children climb the cement forms and play in the water, but...parents perceived these forms as dangerous and prohibited their children from playing on them." (Eckbo, p. 38)

The designer noted that it would be impossible to design a mall that would exclude any specific segment of society, so it would be more logical to provide for all potential users. The mall is more interesting by including the different types of users and this can be a long-term benefit for businesses. The mingling of different types of people that use the mall adds

to the total effect of diversity.

The mall was initially criticized by users due to the lack of comfortable seating and the lack of all-weather protection. The middle-class expressed their dislike of the working-class and youthful users. Some suggestions to meet a wider range of user needs were to attract more quality stores in addition to the chain stores and local crafts shops; provide a wider range of usable, safe play areas and to schedule more evening activities geared to the middle-class shoppers.

The K Street Mall was a qualified financial success. It has not lived up to all its expectations, since many were unrealistic. Even though there has been only fair financial success, secondary and tertiary benefits have resulted. The quality of the environment has been measurably and noticeably improved. Other spin-off effects may have been desirable or detrimental according to the goals initially set by the affected parties. So, it is important to have a clear idea of what the mall is to accomplish from the outset.

There is no one method or set of criteria for determining the success of a specific mall. Basically, each mall must be evaluated on its own merits. Success or failure to meet specific predetermined goals will often involve subjective inputs from users, merchants and government officials. Pure economic success is easier to determine, but no more important than secondary effects in many instances. All these elements, such as the urban environment and circulation must be considered in any comprehensive evaluation.

A recommended general set of criteria might involve a checklist of elements as listed below. These criteria must be considered before starting the mall project:

--FEASIBILITY STUDY-Develop a comprehensive plan and phasing for the mall project that insures the timely, uninterrupted progression of work from inception to completion.

--RESPONSIBILITY-Determine and coordinate the actors and agents involved in the development process.

--MANAGEMENT-The leadership for the project may involve the creation of a special governing body involving merchants, city officials, and other community representatives.

--ORDINANCES-Regulations may be created to control specific uses and activities, such as signs and bicycle riding in the mall.

--TRAFFIC AND CIRCULATION-Separation of vehicular and pedestrian traffic along with adequate nearby parking is a key consideration. Also, possible reinforcement of mass transit routes to encourage adequate service between the mall and all major residential areas will depend on the size of the city.

--MAINTENANCE-Continous repair and maintenance must be funded and organized to preserve an attractive appearance.

--FUNDING-The method of financing the project must be determined. Who pays?

--POLICE PROTECTION-Vandalism and vagrancy as well as more violent crimes must be prevented through the cooperation of local law enforcement officials.

--PROMOTIONS-Active citizen participation in using the mall and related facilities can be encouraged by focusing promotional and community activities in the mall area.

--FLEXIBILITY AND VARIETY-The mall must be able to adapt to change.

(See Appendix for a more detailed list of considerations and possible benefits)

CONCLUSION

This report has not proved the absolute need for pedestrian malls in all cities. It has focused on the development of the pedestrian mall as a tool which the planner can use to revitalize a declining downtown commercial area. Not every situation will require a full scale mall as the answer to its problems. Variations of the basic mall concept have worked well in many different towns and cities.

The pedestrian mall is a key element in the revival of downtowns in cities where such measures are needed or feasible. Government policy must now begin to focus on the basic issues. The energy crisis, the high cost of new land development and housing in the suburbs and downtown, and the downturned economy have pointed out the need to conserve our scarce resources. Why then, can't we encourage placing new government units in already established, but vacant, core areas of the city as part of a comprehensive renewal program, instead of proposing new developments with new problems in undeveloped areas?

Design, circulation and economic considerations must be catalysts for continued redevelopment and regeneration of the city center. There must be an overall development strategy for the city center. The mall will be a single, but key, element. Other goals of increasing the population and nighttime activities in the downtown area should follow through on a total renewal concept.

The whole point of a downtown revival then is to create activities that will be used by everyone in the community. The aim is not to create an 'island' of false hope. "Strong commercial activity, the restoration of use and vitality to downtown, are

as important as the restoration of buildings. There has been an amazing degree of success, affecting both the main drag of small towns and the older streets of large cities, attesting to a commonality of aim and effort." (Huxtable, p. 14)

The method of financing, the funding sources, the design and planning processes, as well as the involvement of a development team all provide key considerations in creating a pedestrian mall. The planner must take an active role along with the city officials, merchants and citizens to insure the project is implemented. Although it is hard to measure the final outcome in non-economic terms, the pedestrian mall will, hopefully, create a new sense of involvement and activity in the formerly declining city center.

APPENDIX

PEDESTRIAN MALL PROJECTS: A MANAGEMENT OUTLINE

I. Sketch and Define Project

- Is the project going to involve a full mall, semi-mall, or transitway combination?
- Does the project involve acquisition?
- What is the physical development potential of the project?
- Is the project site(or area) publically privately owned (or a combination of both)?
- Does the project involve a special feature, such as a historic district or waterfront activity area?
- Does the project involve strictly a commercial district; include residential uses; include right-of-way or open-space development; or a combination of the above?
- Is the project urgent? What is the suggested time frame?

II. What is the Extent of the Project?

- What are the physical requirements of the project?
- What are the anticipated costs?

III. Determine Identity of Project Managers

- Who will manage the project as it proceeds?
- Who will manage the project after completion?

IV. Assess Local Project Support

- Which public, social, and cultural organizations support the project?
- Which businesses(including commercial) and governmental agencies/officials support the project?

V. Assess Issues and Obstacles

- Can financial support be provided by the community before and after the project?
- What is the market feasibility of the project?
- Are there any physical threats to the project?
- Does the mall have comprehensive community support?
- What are the project's funding sources?
- What is the nature of project management responsibility in the short-term and long-term?
- What are specific problems dealing with matters concerning zoning, building codes/barrier-free design, traffic/parking, energy efficiency, environmental, structural problems and related issues?

VI. Assess Funding Sources

- What are available public and private funding sources?

VII. Assess Long-Range Management Needs/Problems

- What are the physical maintenance needs?
- What are the environmental needs dealing with continued legal enforcement and administration of the mall project improvements and policies?

PEDESTRIAN MALL DISTRIBUTION BY CITY SIZE

Population Range

City, State

Less than 50,000

Atchison, Kansas
 Atlantic City, New Jersey
 Battle Creek, Michigan
 Centralia, Illinois
 Charlottesville, Virginia
 Coos Bay, Oregon
 Danville, Illinois
 East Lansing, Michigan
 Freeport, Illinois
 Ithaca, New York
 Jackson, Michigan
 Las Cruces, New Mexico
 Lebanon, New Hampshire
 Michigan City, Indiana
 Monroe, North Carolina
 Napa, California
 New London, Connecticut
 Parsons, Kansas
 Poughkeepsie, New York
 Redding, California
 Redlands, California
 Richmond, Indiana
 Salisbury, Maryland
 Toccoa, Georgia
 Winchester, Virginia
 Yakima, Washington

50,000-100,000

Burbank, California
 Decatur, Illinois
 Dubuque, Iowa
 Eugene, Oregon
 Galveston, Texas
 Greenville, South Carolina
 Kalamazoo, Michigan
 Lake Charles, Louisiana
 Miami Beach, Florida
 Oxnard, California
 Pomona, California
 Portland, Maine
 Reading, Pennsylvania
 Santa Monica, California
 Springfield, Illinois

Population Range	City, State
Greater than 100,000	Baltimore, Maryland Dallas, Texas Evansville, Indiana Fresno, California Honolulu, Hawaii Knoxville, Tennessee Lansing, Michigan Lincoln, Nebraska Louisville, Kentucky Memphis, Tennessee New Bedford, Massachusetts Ottawa, Canada Paterson, New Jersey Providence, Rhode Island Quebec City, Canada Raleigh, North Carolina Riverside, California Rockford, Illinois Sacramento, California Tacoma, Washington Tampa, Florida Trenton, New Jersey Washington, DC Youngstown, Ohio
East Liberty, Pennsylvania	-- Population N/A*
* Not Available	

MAIL BENEFIT ANALYSIS GUIDE

The following listing is intended to provide more detailed guidance on the evaluation of mail benefits. The list is comprehensive, but not exhaustive, and it includes type of benefit by category, beneficiaries, unit of measurement and methodology for evaluation.

This guide is a beginning point. From here on, decisions must be made as to which among the wide range of possible benefits it is most useful and possible to calculate, tailored to specific local needs, data sources and budget allocations.

Methodology

Unit of Measurement

Beneficiary

Type of Benefit

ECONOMIC

upgrade land values	landowner	dollars	Change in market values or sales prices for land in the project area before and after mail improvements; appraisals, comparative sales
upgrade value of improvements adjacent to mall	owner, government	dollars	Compute construction costs and subtract from them the market value of improvements prior to project execution; change in before/after market value
new business attracted	government, business community	number, dollars	Survey businesses attracted and obtain data on gross sales or market value of property
old business retained	government, business community	number, dollars	Survey existing business to determine which stayed because of mail development; calculate market values of property
decrease in vacancy rates	owner, government, business community	percent, number	Change in vacancy rates before and after mail development
increase in jobs (total income)	individuals, government	number, percent (dollar income)	Estimate jobs created for each type of space use by use of recognized ratios (estimate incomes)
increase in property tax revenue	government, citizens	dollars	Change in assessments (considering change in tax rates)
increase in gross retail sales	merchant	dollars	Estimate change in gross sales by projection of market area demand and expenditures
increase in sales tax and other business tax revenues	government, citizens	dollars	Estimate change in gross sales and apply sales tax rate
increase in number of customers	merchant	number	Change in number of charge accounts, number of transactions; traffic counts
spin-off in surrounding area (see above items)	merchant, public, government	all of above	See methods above; use of comparable situations
increase in parking revenues	owner, government	dollars	Estimate additional number of cars parking in mall area in pay lots at given rate scale
attraction of tourists	business, government	numbers, dollars	Survey of businesses, hotel records, other business records
increase in transit revenues	transit operator	dollars	Change in number of riders (from transit records) at a given rate scale
improved land use efficiency	public	dollars, space	Summary of all economic factors

<u>Type of Benefit</u>	<u>Beneficiary</u>	<u>Unit of Measurement</u>	<u>Methodology</u>
FUNCTIONAL			
ease of employee/customer commuting			
parking	employer, employee	number of spaces, customers	Estimate utilization of space, turnover rates; attitudes survey; relate number of spaces provided to projected demand by activity (square feet)
Impact of use on existing transportation systems	transportation system, public	number of riders,	Change in ridership figures; "comparables"
travel time and costs	business, public	time, dollars	Test drives, interviews, changes in average driving speeds
ease of walking	public	time, attitude	Observation, attitudes survey; assess reduction of hazards, traffic volumes
provision for special groups (elderly, handicapped, etc.)	special groups, business	numbers, dollars	Observation, attitudes survey of special groups
ease of delivery	business	time, dollar value of time	Test run of delivery times before and after mall development; survey of businesses
weather protection	business, public	attitude	Observation, public attitudes survey
improved trash disposal, servicing	business	perceived cleanliness, dollars	Observation, evaluate change in arrangements; business survey
improved emergency access	business	time, dollar value of time	Test run of response to call time before and after mall development
improved policing/security	business, public	crime rate, attitude	Change in actual crime rates; change in response time to calls; public attitudes survey; "comparables"
improved maintenance	business, public	subjective ratings	Observation, public attitudes survey
improved efficiency of businesses	business, public	sales per square foot, attitude	Survey of businesses
ENVIRONMENTAL/SAFETY			
decrease in air pollution	public	types and quantity of pollutants	Estimate change in levels of air pollutants -- measure against local, state and Federal standards and reduction in number of vehicles and smoother flow
decrease in noise impact of motor vehicles	public	decibel criteria	Housing and Urban Development's graphic noise assessment guidelines, sound-level metering, public attitudes survey
conservation of fuel resources	business, public, government	dollars, other	Estimate change in usage of auto fuel, electric power
reduction in accidents	public	accident rate or number, dollars	Change in actual numbers and severity of accidents
improved visual appearance	business, public	attitude	Public attitudes survey (after development -- or present site plans, perspectives, etc. before development)

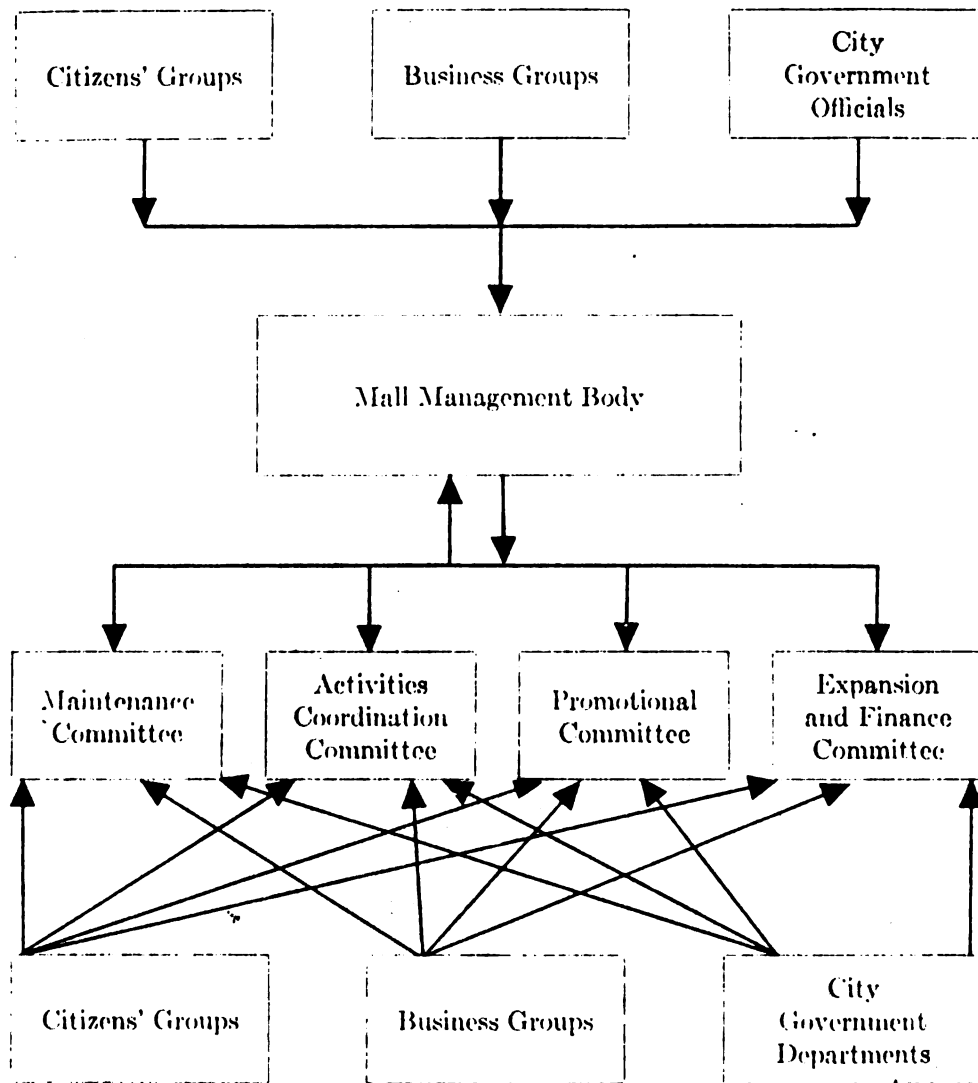
<u>Type of Benefit</u>	<u>Beneficiary</u>	<u>Unit of Measurement</u>	<u>Methodology</u>
increase in open space and landscaping	public	area (acreage)	See maps, site plans, direct measurement
improve litter control maintenance	business, public	subjective rating	Public attitudes survey
upgrade structural conditions of buildings adjacent to mall	owner, tenant, public	building code standards fire insurance rates property value	Change in fire insurance rates; change in conformance to codes; change in property values
COMMUNITY/SOCIAL			
Community pride, cohesiveness	public, business	subjective rating	Public attitudes survey; press reports
Compatibility with neighborhood	public	attitude, property values (dollars)	Physical compatibility: observation; social compatibility: public attitudes survey; both: property values change
Increase in community activities, promotion	business, public	number, expenditures, pedestrian counts	Change in numbers, types, frequency of activities and active interest of promoters
Spin-off for future development plans	business, public	dollar value of planned improvements	Interest in viability and implementation of adjacent development plans
Increase in housing, numbers and quality in downtown	owner, public	number, rating of condition, number of households served	Change in number of sound dwelling units
Preservation of architecturally or historically valuable site or building	public	number of visitors (tourists), attitude, number of buildings	Change in number of visits; creation of new uses for old buildings; restoration and rehabilitation of sites or buildings
Improved reputation as a desirable community	public, business	number of visitors, new residents, new businesses	Change in level of interest of potential residents, businesses, visitors as shown by inquiries, development plans; public and business attitudes survey

BENEFITS OF MALLS

CITY, STATE	Increase In Retail Sales(%)	Increase In Pedes- trian Traffic(%)	Investments In Remodel- ing and New Construction	Increase In Prop- erty Val- ues And Rentals (%)	Vacancies (Before to After)
Fresno, CA					
First year	9-40	60			
First 3 years	10-30 (14 avg.)		\$40,000,000		
Springfield, IL	14				
Kalamazoo, MI			84% of stores		
First 5 years	15	40	remod. \$16, 000,000 new	30	8 to 0
First 9 years	20		construction		
Knoxville, TN					
First year	20			27-75	24% to 0%
First 5 years	111				
Pomona, CA					
First year	16-42 (20 avg.)	73	\$7,700,000 (1st 3 years)	20% incr. in tax revenues	26% to 0
Dept. stores	36				
Atchinson, KS			10 new businesses	Yes	
First year	11-30 (20 avg.)		\$3,500,000		
Danville, IL			Remodeling, improvements in store fronts, ex- pansions		
First year	7				
First 2 years	10				
Jackson, MI					
First year	30				
Providence, RI					
First year	5-30 (20 avg.)				
Santa Monica, CA					
First year	5-13 (10 avg.)		\$ 1,500,000 remodeling		
Miami, FL					
First year	10-25	50	Yes (new construction)	Yes	
Eugene, OR					
First year	16	7	\$13,000,000		

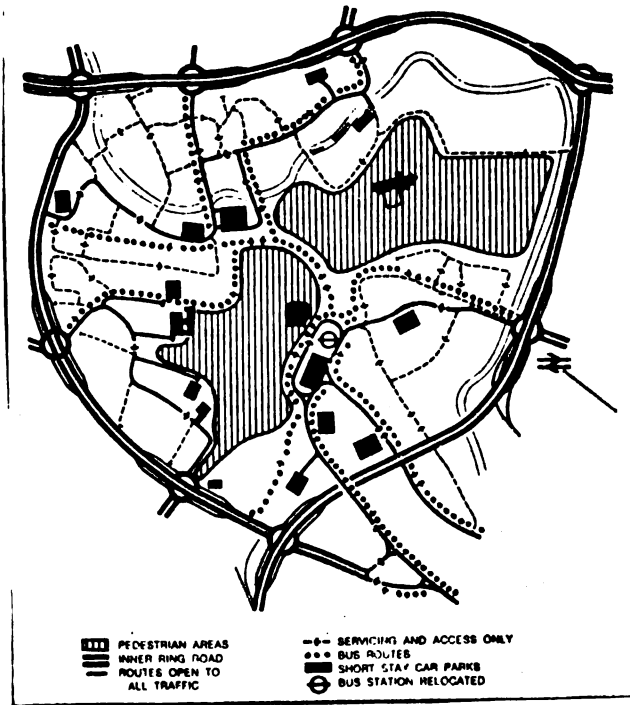
Source: Downtown Malls: Feasibility and Development (New York: Downtown Research and Development Center, 1974), p. 38.

STRUCTURE AND COMPOSITION OF A PEDESTRIAN MALL MANAGEMENT BODY



From: Onibokun, p. 215

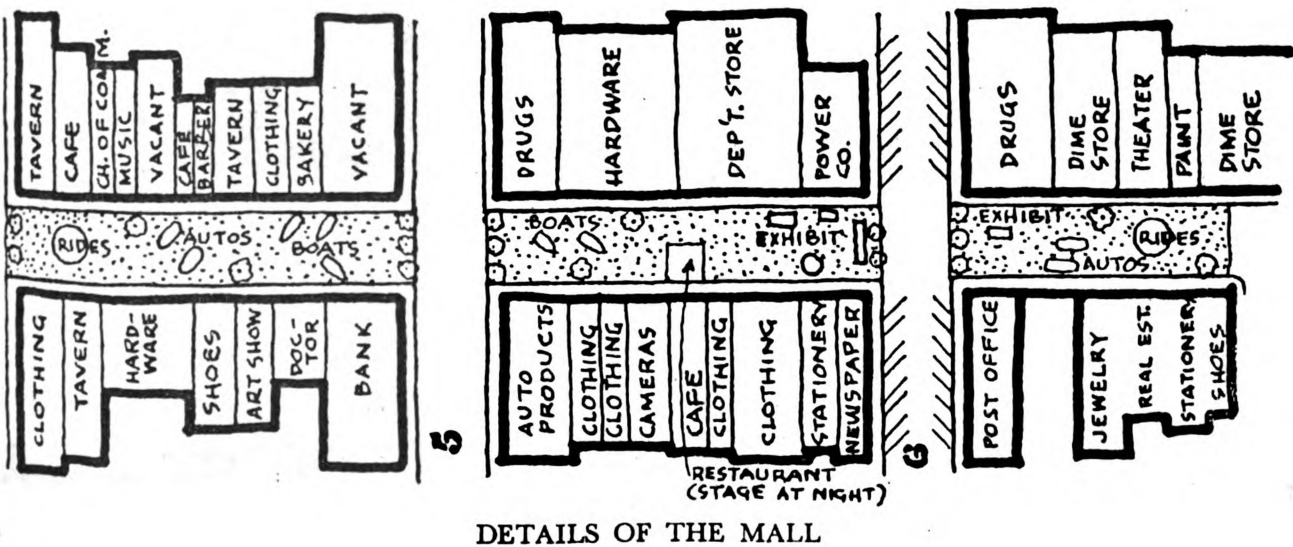
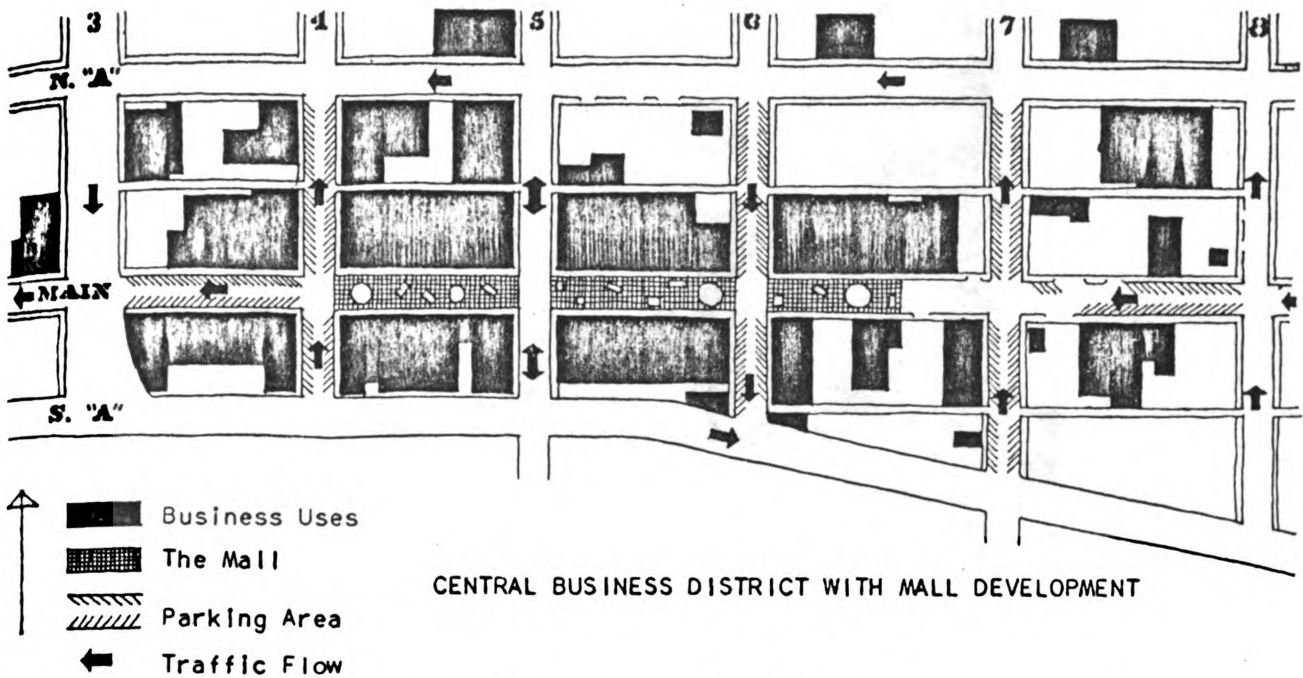
INTERCEPT STRATEGY



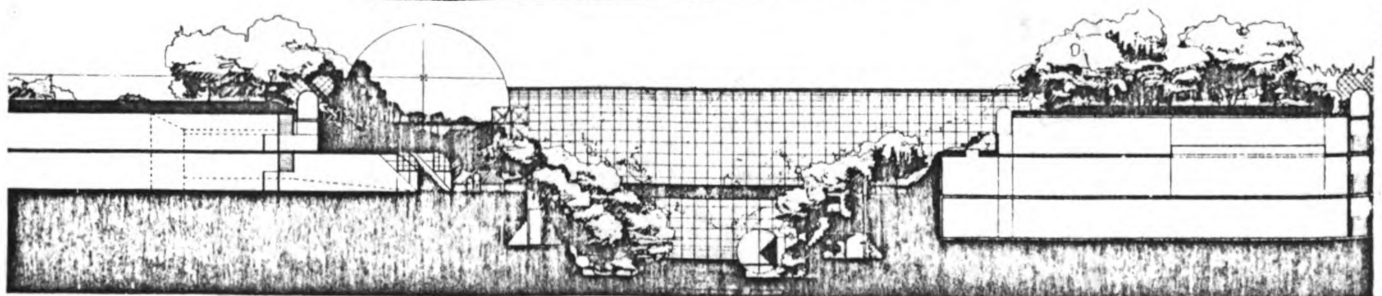
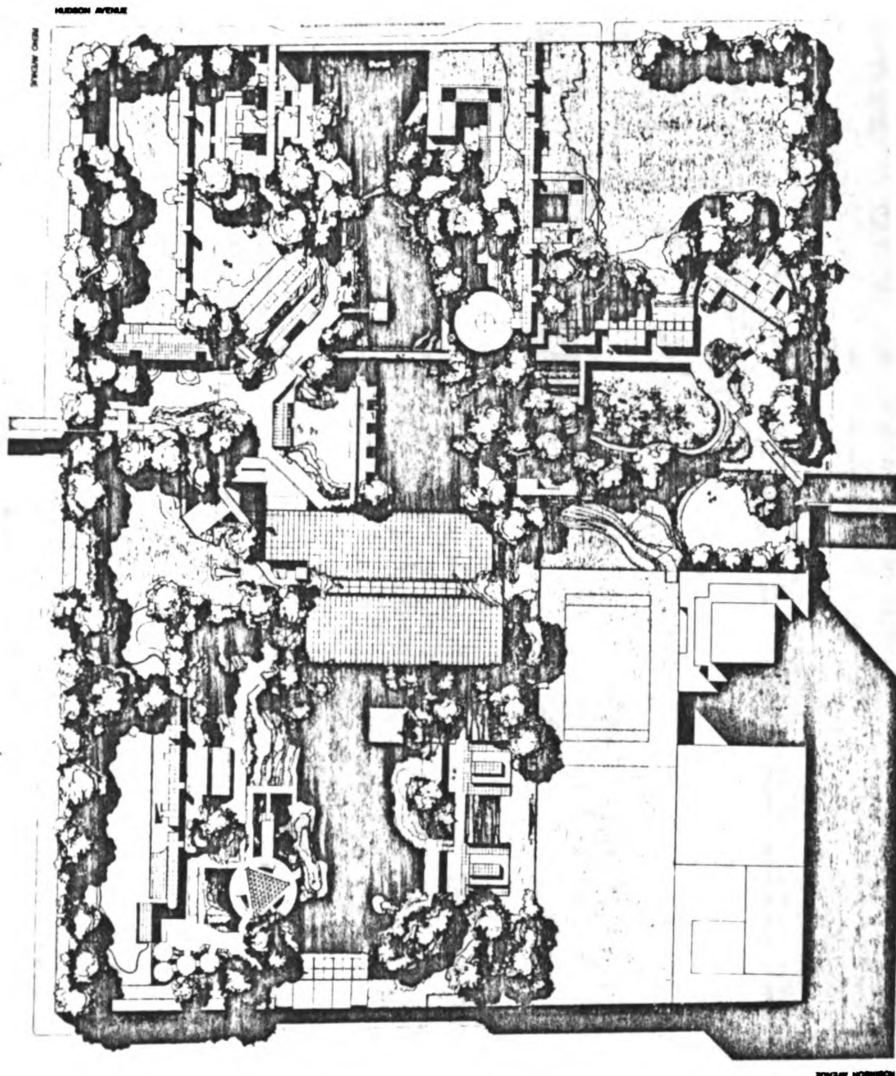
The "Intercept Strategy" developed by the Center City Transportation project already has been applied in Norwich, England, where a long-range transportation plan for the central area has been adopted. The plan includes the creation of two large pedestrian zones in the city's historic areas.

From: Klein and Arensberg, p. 124

"Shoppers' Paradise", Springfield, Oregon

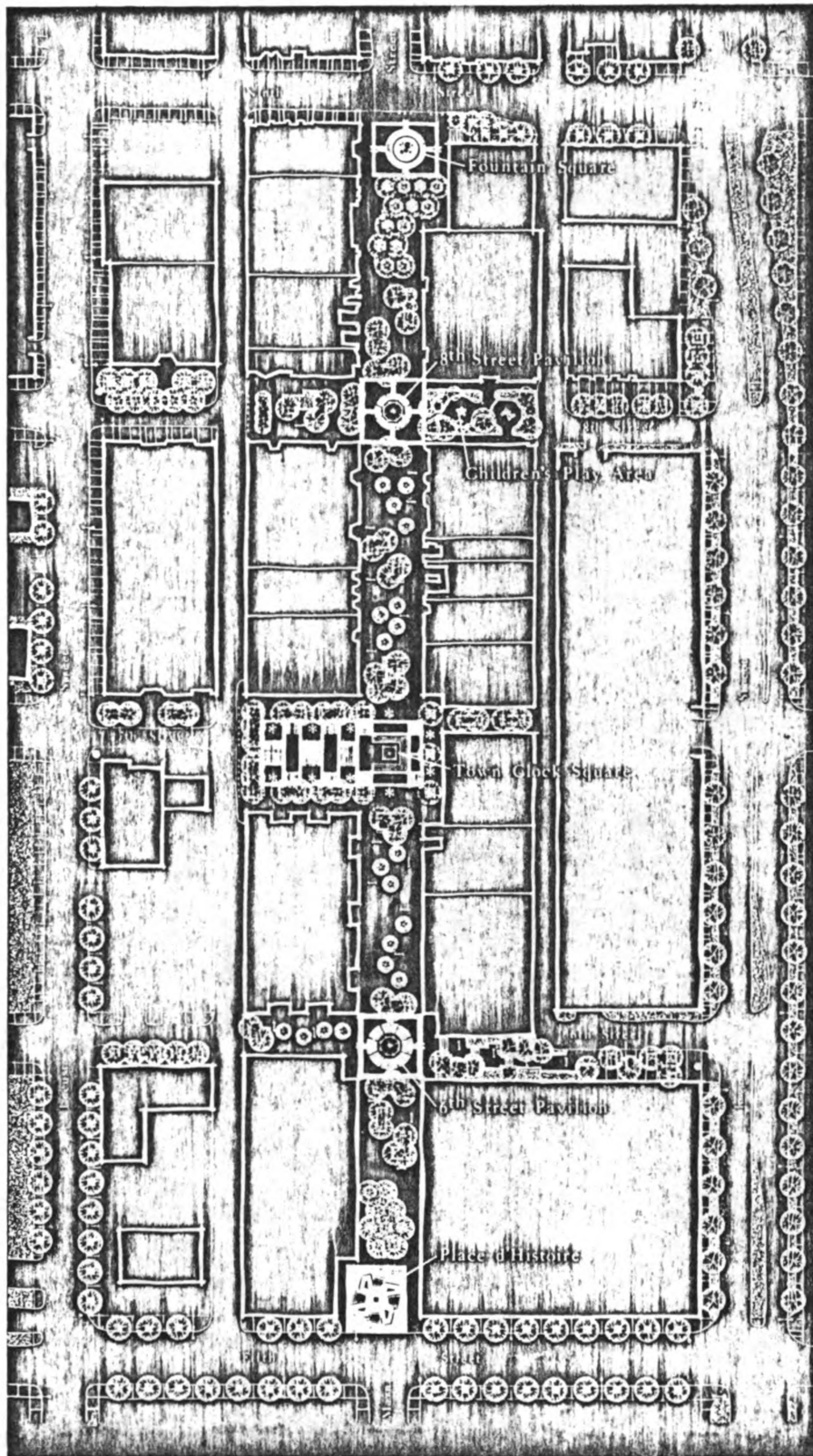


Myriad Gardens, Oklahoma City



The Gardens' location, adjacent to shopping areas, hotels, office buildings and a convention center, make it a focus for downtown's varied denizens, offering them a broad

range of diversions in buildings artfully grouped around the central lake. Plan is by Conklin & Rossant; Hammer, Greene, Silver Assoc.; and Victor Tabaka Assoc. Project architect: Peter Maney.



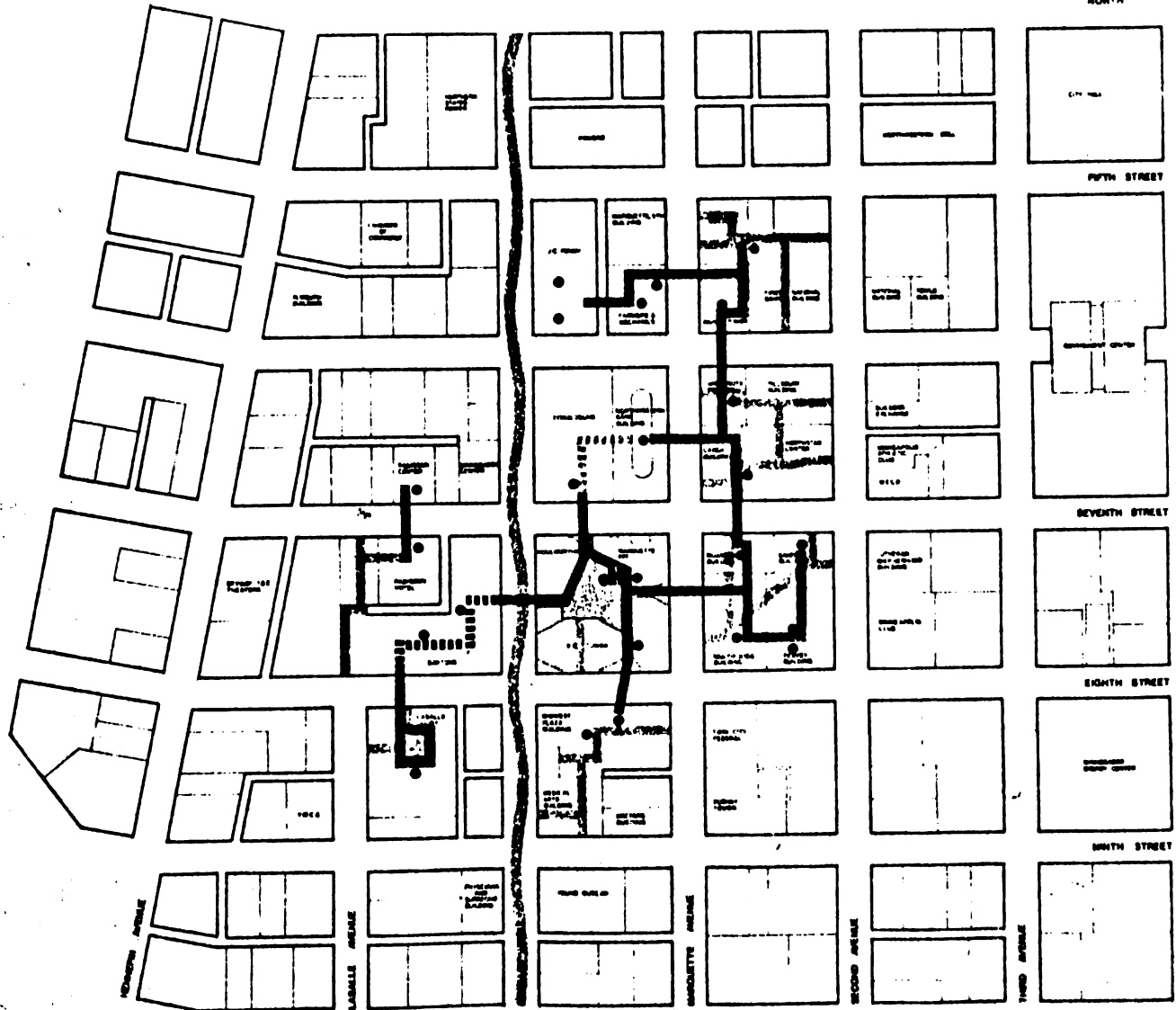
Though well-lighted, Town Clock Plaza, Dubuque, appears almost deserted in nighttime view—perhaps because there are not enough activities to attract people back to the mall once Penny's and other shops close at 5:00 p.m. The plaza, which has received an Award of Merit from the American Society of Landscape Architects, was designed by Barton-Aschman Associates, Chicago.

With 11 of these 15 blocks (above) razed and rebuilt, Dubuque will wear the court dress of this century's urban peerage. But it may be a while before the town can balance out the amount of activity the mall generates against the amount of life it may have disrupted.



EXISTING SKYWAY SYSTEM

- SKYWAYS
- ▨ ARCADES & COURTS
- VERTICAL CIRCULATION



MINNEAPOLIS PLANNING & DEVELOPMENT
JANUARY 1973

From: Goldfield, p. 78

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