

Cotruvo



Gary-New Duluth Neighborhood Plan
September 1978

Acknowledgements

This neighborhood plan would not have been possible without the involvement of the Gary-New Duluth Neighborhood Plan Steering Committee and representatives from the City Planning Department working with Architectural Resources, Inc. We wish to acknowledge the participation of the following:

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CORRECTIONS AND MODIFICATIONS TO THE SEPTEMBER 1978
PRINTING OF THE GARY-NEW DULUTH NEIGHBORHOOD PLAN
MADE BY THE PLAN STEERING COMMITTEE--January 15, 1979

Inside Front Cover: Correct spelling of Mrs. Petrich's name to Thanie.

Page 5 2nd Paragraph, Last Sentence Should Read: New-Duluth, for the most part, was an area where people not of recent foreign extraction chose to live.

Last Paragraph, 1st Sentence Should Read: Of course, a major factor in the employment pattern of the City and of this neighborhood, was the Steel Plant.

Page 6 2nd Paragraph: The closing of these two facilities has had a significant impact on both Citywide and neighborhood employment. Although at the time of the closing of the plant the neighborhood did not represent the very large work force as in the early days, a significant number of neighborhood residents, about 25 percent, were employed at the Plant at that time.

Page 7 DEMOGRAPHICS, Last Entry Should Read: Total of 243 new dwelling units projected (at 27 persons per dwelling unit) by 1985. Distributing this projection into various building types would vary, based heavily on whether or not major apartment projects take place at the foot of Commonwealth Avenue. A possible distribution might be--100 mobile homes, 60 apartment units, and 83 single-family units.

Last Entry under HOUSING STOCK: Substantially greater new home construction than Citywide since 1970. Contributing factors include relocation as a result of factory construction, recognition of improving riverfront, elimination of heavy industries, and improved image of neighborhood.

Page 8 WATER QUALITY, Last Item Should Read: Streams show some contamination.

Page 10 Add to #4: City acquisition and demolition would be desirable.

Add a New Issue Between #4 and #5: The neighborhood provides a quality residential setting which would be strengthened by additional new home construction. (Neighborhood)

Add to #9: (City and Industries)

Page 11 PUBLIC SERVICE, Add New Issue Ahead of #1: A sidewalk is needed between House and Perry Streets along 101st Avenue West to provide access to Stowe School and the recreation area. (Neighborhood and City)

Page 15 2nd Policy under PUBLIC SERVICE Should Read: Residential in-fill with full public utilities is encouraged in the area between 105th and 110th Avenues West. This area should not be "leap-frogged" to provide utilities in the "S" Suburban district.

Page 25 STEELTON RAIL YARDS, Additional Opening Paragraph: The neighborhood representation on the Steering Committee has consistently been opposed to any future expansion of the Steelton Rail Yards. This position is a result of concern for the impact this proposed facility would have on the existing and future residences in this area, particularly lower Gary. This plan recognizes these negative impacts that would result but also recognizes the Citywide pressures leading to its consideration. This discussion is presented in that light.

Page 26 Add: Western Waterfront Trail--A proposed major Citywide recreation facility, the Western Waterfront Trail, is proposed for the river along the alignment of the old Lake Superior and Mississippi Railroad. The abandonment of this line presents an opportunity for river access to the general public that was previously known only to relative few. The variety of fish, wildlife, and river scenery is abundant here within the City limits. Although the property is still within the City's control, the final details for its use are just now being developed. It is anticipated that in addition to trail use from Riverside to the foot of Commonwealth Avenue, the existing trackage can be made serviceable for an excursion train to make this same trip. Facilities along the trail might include picnic areas, scenic overlooks, habitat interpretive stops, and areas for informal river contact. The two ends of the trail would receive special attention to accommodate the visitors, either hiking, biking, skiing, or riding the train. At the north end, an eventual connection to Indian Point Park is desirable. At the south, the foot of Commonwealth Avenue presents an opportunity for a major access point to the river. A small marina or boat launch facility, select commercial activity, apartment residential use, and major public open space adjacent to the river are all appropriate uses in addition to those facilities necessary for the terminus of the rail. The old railway right-of-way did not stop here, of course, but went on up the river. The continuity of the original strip of land has been broken, but the future link to Fond du Lac and Jay Cooke Park is a logical one and should be pursued.

Page 59 Map should indicate Coolerator Plant and Western Paint Plant both as pre-1920 and dilapidated.

CORRECTIONS AND MODIFICATIONS TO THE GARY-NEW DULUTH NEIGHBORHOOD PLAN MADE BY THE PLAN STEERING COMMITTEE-APRIL 24, 1980.

Page 11 - Delete the paragraph described as No. 6 in the first column.

Page 19 - (The overlay map)- Delete the indication of a proposed railway expansion both in the legend and on the map.

Page 21 - Add a paragraph in the second column at the end of the "industrial" section as follows: "The area between 96th and 95th Avenues West and between Gary Street and Crestline should develop in an attractive light industrial fashion to recognize the proximity of the adjacent residential community. That part of this property immediately adjacent to 96th Avenue West should be properly screened with landscaping and earth berming devices.

Page 23 - Delete the last sentence of the first paragraph as follows: ~~With the anticipated expansion of the Steelton Rail Yard, access to the Steel Plant and Cement Plant areas must be north of the existing D.M. & I.R. line.~~

Add the following two paragraphs:

The City and County Engineering Departments have explored additional alternative alignments for this road. The Gary-New Duluth Community Club has strongly endorsed an alignment called "alternative E" which is a combination of the two alignments described above.

Alignment "E" would run parallel and immediately north of the D.M. & I.R., bypassing the existing Becks Road Bridge and crossing to the south side of the rail line approximately one mile east of the existing bridge. It would then run approximately in the same alignment as described above as the "south alignment". Costs, methods of payment, and ability to cross the rail line are presently being considered."

Page 25 - Delete the three paragraphs which comprise the discussion of the Steelton Rail Yards.

Page 33 - (The Zoning Map)-change the open space designation immediately east of 96th Avenue West to "M-1" light manufacturing with condition language to require proper landscape devices and berming. Also change the "C-2" designation to "C-5".

Page 35 & 36 - Change reference of the commercial zoning from "C-2 highway commercial" to "C-3 planned commercial". This reference is in the 11th line from the bottom of the first column of Page 35, the 14th line from the top of the second column on Page 35 and the 19th line from the top of the first column on Page 36. (The "C-5" commercial district is a district recently established in the Duluth Zoning Code which is intended to include commercial districts which require specific review of development plans in situations which are sensitive lands in terms of potential environmental problems or traffic problems, etc.)

Page 25 - Add a second paragraph to the section called "industrial access" as follows:

During the course of study, it was suggested by some residents of the neighborhood that a new collector road be constructed to serve as an access to the foundry, such road running generally in the area of 96th Avenue West. Although such a road would be considered desirable if it served a number of industrial uses in addition to the foundry, its cost would be exceedingly large for the number of trucks involved if additional industrial users did not utilize it.

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Gary-New Duluth Neighborhood Plan

September 1978

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Introduction

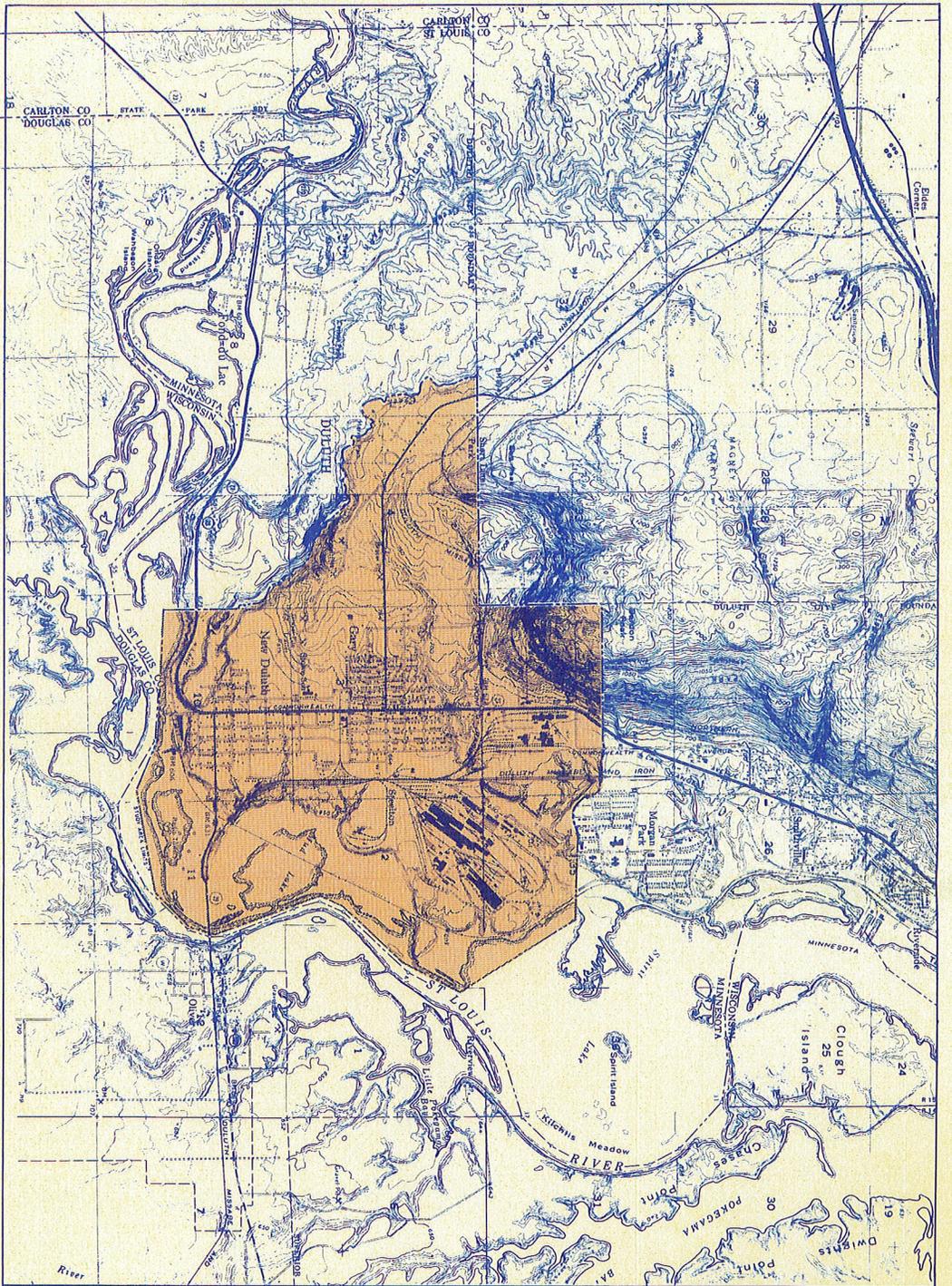
The Gary-New Duluth neighborhood in the City of Duluth, has in recent years, been affected by several major events. The major reduction in operations at the steel plant and the closing of the cement plant, represent significant losses of employment in the immediate area. On the more positive side, the new Minneapolis Electric Steel Castings Plant and new housing in the area, represent major investments in the neighborhood. The future holds continuing interest in new housing and new city-wide recreational opportunities with the "cleansing" of the St. Louis River.

The construction of the new fondry represented both new industry and housing in this neighborhood and the city as a whole, but also an uneasy feeling among some residents in the area that the past pattern of concentration of major industrial uses in **this** immediate area might continue. Pressure for a plan then resulted to give direction to all concerned regarding the future of this portion of the city.

General Description

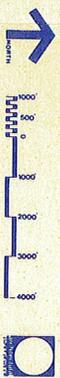
The Gary-New Duluth neighborhood is located on a flat plain, the former river bottom, between the prominent peaks named Ely and Bardon and the present level of the St. Louis River. Although most persons in Duluth think of communities in the city as being along an east-west axis, the Gary-New Duluth area is really on the southerly edge of the city limits with the small Fond du Lac neighborhood to the west, just inside the city limits. The small community of Oliver, Wisconsin is directly across the river as it makes its bend turning north. The Wisconsin side of the river is almost undeveloped in a marked contrast with the heavy industrial installation of the U.S. Steel Works on the Minnesota side.

For the purposes of this study, a boundary was drawn that is a combination of natural features and existing administrative limits. Sargents Creek and the St. Louis River define the area on the west, south and east and the area is closed by the city limits and a line separating the steel plant area from the Morgan Park neighborhood. The accompanying map illustrates the study area.



GARY - NEW DULUTH NEIGHBORHOOD PLAN

VICINITY MAP



Map prepared by Architectural Resources Inc. 4/15/78

History



History

During the years of 1888 to 1890 Gary-New Duluth was considered to be a booming community. Real estate sold for unheard of prices and a company by the name of Webber and Norton bought 2,000 acres of land. At this time, the area was covered with tall pines and was undeveloped territory. Hundreds of men crowded to the land office to buy property on the first day land was offered for sale. Over \$412,000 of property was sold the first day, and stock in the land office sold for \$165 per share.

Great hopes for the area were envisioned during the 1890's, as the Duluth, Winnipeg and Pacific Railroad opened a line to Superior, Wisconsin. Over 430 persons resided in the community in 1891, and Gary was incorporated as a City. Gary was named in honor of Judge E. H. Gary, an executive officer of U.S. Steel Corporation. In those years, Gary-New Duluth had been billed as the "promised land". Minnesota Steel Company announced plans to build a steel mill in the area, and anticipated employment to top 12,000 persons upon its completion. Population projections forecast 60,000 persons would reside in the Gary-New Duluth area initially, and 100,000 by 1922.

Industrial development has always been a part of the community. In 1890 the Hurd Refrigerator Factory, Heimbach Sawmill, Atlas Brass and Iron Works, and the Furniture Factory were all successful businesses. The Furniture Factory was the only one of these industries that lived beyond the depression era.

The Village of New Duluth was formed in October, 1891, and included G. Lind, L. Sage, Krueger, Mahoney, and Herman on the first Board of Trustees. Village expenses were \$4,500 for the year.

During 1891 a contract for \$2,000 was awarded for the grading of Commonwealth Avenue. Also, the first saloon license was granted to N. L. Monich.

In 1892 the Village Dock was authorized for construction to deep water in the St. Louis River. Vessels from as far as Chicago and as large as three masted schooners delivered goods to the area. The Sagnina, a 684 ton vessel, and the S. S. Ketcham, a 779 ton vessel, were among the larger to call at the dock.

The era of 1900 into the 1920's promised to be one of the most exciting times for this area. By 1910 construction had begun on the new steel plant. From 1910 to 1920 a great influx of people into the community had begun. Persons from Southern European areas of Slovenia, Croatia, Serbia and Italy immigrated to the area. For most of these people this would be their second move since arriving in America. The majority of the people came from the mining areas of Michigan and Minnesota's Iron Range. Other persons settling in the community came from many states in the Midwest. The steel company had been promoting the employment opportunities available in the community, as this area was continued to be billed as the "promised land".

When people arrived, land prices were extremely high, and lots sold for as much as \$1,500. The land was treeless and fill was required on many lots to permit construction of new homes. The Moore-Gary Company and Gunske-Skala were among the more prominent real estate firms. The Moore-Gary Company was responsible for construction of many homes in Gary.

Businesses were springing up all along Commonwealth Avenue. Four hotels, three banks, a clothing store, shoe store, hardware store, lumber yard, numerous

grocery stores, taverns, and many other businesses were scattered along the avenue. A post office was also located in the community. Businesses were not confined to just a building, as door to door sales were made for many years in the community. Fruit and vegetable sales, suits and clothing, and material for yardage were items sold throughout the community. Prices were not inexpensive, and many residents planted large gardens and had a few farm animals to supplement the grocery store products. This practice continued as late as the 1940's.

During those beginning years of the steel plant operation, Gary and New Duluth were identified as quite separate areas from each other. Gary was an area where the unskilled Southern European laborers located. New Duluth, for the most part, was an area where people that were of foreign extraction located.

As one would go shopping along Commonwealth, little English was spoken as residents continued to use their native dialect.

The original transportation system to downtown Duluth was provided on the train which ran along the riverfront. Stations were located in Morgan Park, New Duluth and Fond du Lac. A typical trip would require one day, as service was only available in the morning and evening. The streetcar system was started in the pre-1920's and this replaced the train as a means of transportation to downtown.

Utilization of the river for transportation was also a popular means of getting about the city. The boat dock located at the foot of Commonwealth Avenue provided the only developed riverfront access point in the community. The famed vessel Montauk regularly served the area. Hundreds of persons enjoyed this boat as a means of entertainment. Dancing, music, refreshments, slot machines and other activities were all available on this boat.

The use of row boats was also a popular activity. A boat could be rented all season for a \$3.00 charge. Fishing was good and people enjoyed the opportunity to use the river.

Recreation and entertainment played an important role in the life of the community. Opera, plays, and concerts were held at Maccabbe Hall in New Duluth. Ice cream socials were very popular, as were community picnics. Community picnics were often held at Happy Hollow (Birchwood Park and Sargents Creek Ravine). The State Theatre operated until the early 1940's, and had shown movies for a number of years.

Education was a top priority in the community, as many adults did not have the opportunity to go to school and impressed upon their children the importance of good schooling. Stowe School was built about 1913 and prior to that a smaller school was located on McCuen Street. Stowe School was both an elementary and junior high school, with the Morgan Park School providing the senior high school facility.

Industry has always had an important impact on the people of Gary-New Duluth. Over the years major employers such as the Furniture Factory, Western Paint, Coolerator, and the sawmills all employed hundreds of workers. Their impact on the community was felt to a certain extent, but for the most part employment was scattered throughout the area. When the Coolerator Plant closed it had more of an impact on the entire Duluth area because employees were not just concentrated in Gary-New Duluth.

Of course the most significant single factor which had affected the livelihood of the entire community was the steel plant. For over fifty-five years people depended upon U. S. Steel's Duluth Works for direct and indirect employment. Decent wages, job security, opportunity to become skilled in a trade, and

many other opportunities were available from this operation. Up until its closing in 1972, over 2,500 persons had been employed on a continuous basis over the years. The cement plant also employed an additional 150 persons, and it was rumored for years that **this plant** would also close. The cement plant finally did close in 1975, leaving the area without any major industry.

The combined closing of the steel plant and the cement plant has had a significant impact upon the community. The vast majority of the work force in the community worked at the plant, and its closing seriously affected the lives of many who lived in this area. Many persons retired, others tried to seek employment in Duluth, while even a larger percentage of the workers sought employment on the Iron Range.

Recent time has seen a turn about from the decline of the last few years. New housing is being built, the new Minneapolis Electric Steel Castings plant is underway, new recreational opportunities are being developed on the river and most importantly the spirit of the people is rising, realizing that they can overcome their former "dependence" on a single industry.



Summary of Existing Conditions

NOTHING TO REPORT

Existing Conditions

The existing conditions provides a base of information from which judgments can be made regarding various aspects of the neighborhood. This inventory is presented in the appendix along with maps and charts to illustrate the data for those who desire a complete review of this material. A summary of the major points and conclusions drawn from that data is presented here.

Land Use

Future possible major land use changes include:

- Expansion of Minneapolis Electric Steel Castings Plant
- Expansion of Steelton Rail Yards
- Mobile home park expansion
- Coolerator-Western Paint area may become residential-recreational in character
- Cement plant and steel plant re-use remain in question

Problems

- Lack of river access
- Industrial-residential conflicts, noise, odor, dust, traffic
- Becks Road bisects upper Gary
- M-2 zoning south of Becks Road
- Impacts on lower Gary

Opportunities

- Increased use of river
- Expand residential area
- Concentration of commercial strip
- Use of open space areas
- Sites for new industrial activities (steel plant, cement plant)

Zoning

Vast areas historically zoned for heavy manufacturing

- Residential zoning relatively recent east of Commonwealth
- Long commercial strip on Commonwealth should be compacted
- M-2 on Becks Road a potential problem
- M-2 on riverfront incompatible

Demographics

- Neighborhood characteristics not unlike rest of city
- City forecasts a 24% growth between 1978 and 1985 (2,695 to 3,350 persons)
- Total of 243 new dwelling units projected by 1985 (18 single family, 100 mobile home, 125 apartment units)

Housing Stock

- General conditions of housing is good and improving
- Mobile homes comprise about 200 of a total of 1000 dwelling units and greatest growth of housing type
- Single family houses stable in number over past 8 years
- Substantially greater new home construction than city-wide since 1970 primarily as a result of relocation of families from foundry construction

Non-Residential Condition

- Commercial strip on Commonwealth is deteriorated in general
- Scattered new non-residential construction, tool house, foundry-Del Zotto, etc. are in good condition but could benefit from landscaping
- Older industrial uses, steel plant, cement plant, Western Paint, etc. are in deteriorated condition
- Numerous vacant structures on Commonwealth

Community Services

Fire protection adequate for existing level of development, expansions would require more personnel

Police protection is minimal. This area "fairly quiet". Distance from more active patrol areas makes response time a potential problem

Park and recreation facilities are good
Proposed facilities such as Western Waterfront Trail will contribute to need for more non-playground developed recreation facilities

Streets - many unimproved street surfaces
Street lighting - not adequate for an active commercial area, city has offered to increase lighting at no cost to property owners

Schools

Good facilities, capacity for more elementary students

Recreation Facilities

Large resource of undeveloped designated open space lands

Recreation area at school provides good facilities but needs improved site work, parking, planting, etc.

Birchwood Park is good facility, stone stairs to creek should be repaired

Need for small developed facility similar to Birchwood Park in Gary

Western Waterfront Trail and enter river-shore represent great future resource for housing and limited commercial as well as recreational use

Landing at foot of Commonwealth needs improvement

Transportation

Two separate highway designated streets penetrate the community

Lack of collector streets

Volumes do not appear to over-tax facilities

Transportation (Cont.)

Bus service is adequate

Residential street condition is poor

Accident records indicate high incidence of alcohol use

Sidewalks in general are adequate with some specific walks desirable

Parking supply is adequate but unorganized and spread over large area

Utilities

Storm sewer system needs replacement with lines placed below frost

Sanitary sewer infiltration problems exist

Water service satisfactory with exception of recurring break of 16" main near Crestline

Low pressure gas service is marginal and high pressure is satisfactory but unavailable to most of the neighborhood

Churches

Variety of denominations

Air Quality

Marked improvement since closing of cement plant

Quenching at steel plant contributes odor

Ranks well with other parts of the city in suspended particulates

Water Quality

River should be suitable for body contact within a year of start up of the W. L. S. S. D. system

Fish should be edible in two years

This portion of river should be excellent once effluent from Cloquet industries is removed

Streams show some contamination from development

Land Analysis

**Large flat areas by Duluth standards
Varied soils, some excellent, well
drained, others wet, low bearing ability**

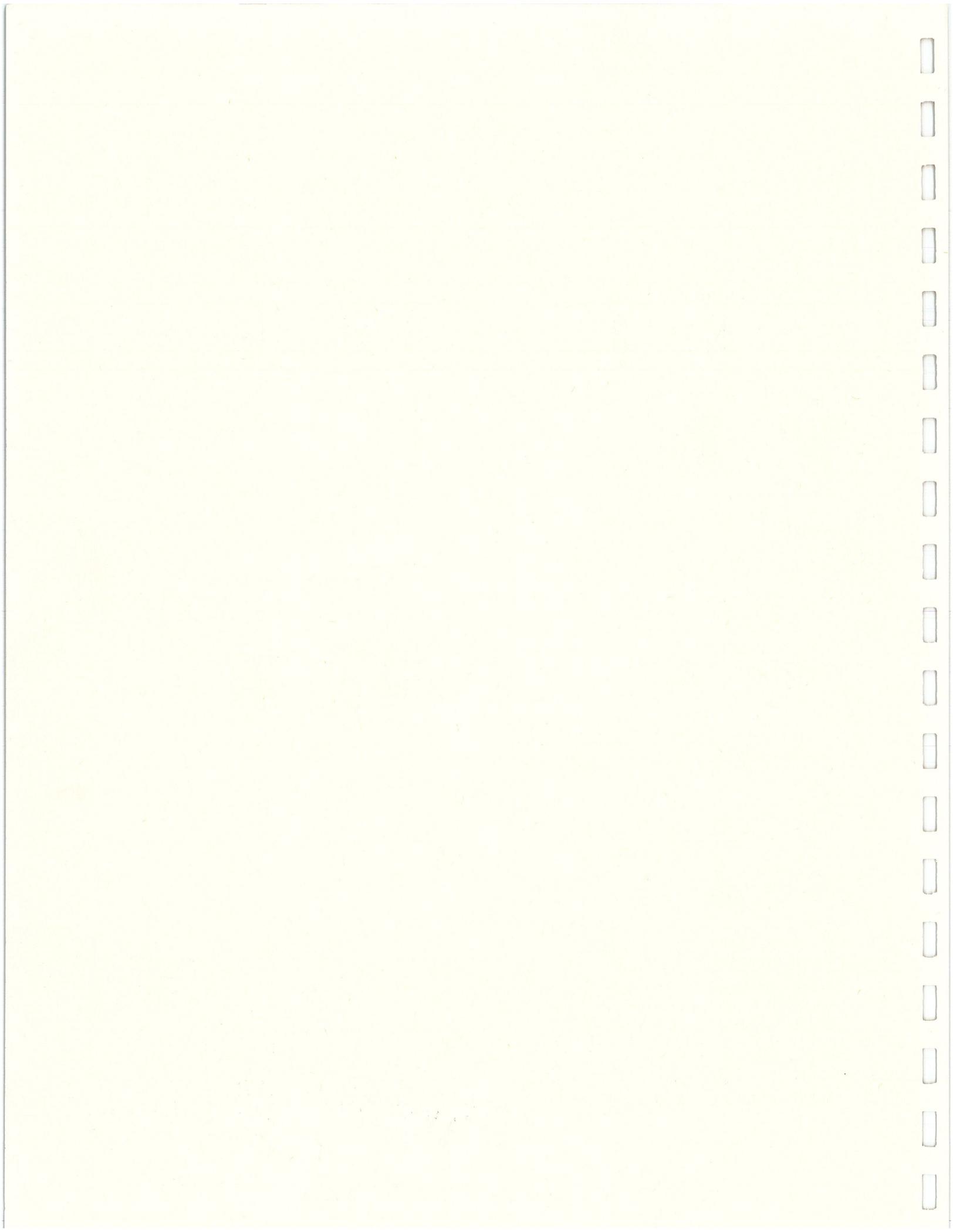
Image

**Prominent natural features, such as
Bardons Peak, Ely Peak, St. Louis
River, etc. are strong neighborhood
visual elements**

**Vacant and deteriorating buildings on
Commonwealth Avenue present a bad
first reaction to entire neighborhood
Steel plant and cement plant are dominating
features**



Issue Identification



Issues

In the preparation of a plan, an inventory of the existing conditions compiles elements that can be measured or observed. Minimal value judgments are required. When we begin to speak of issues, however, it is necessary to start to rank and measure the relative importance of these various concerns.

Some issues are very specific and relate to one concern while others have more complex ramifications that impact several areas. Also, concern about a specific issue might be different when viewed from the perspective of a city department head from that of a neighborhood resident.

The following is a listing of the major issues which have influenced the plan. The source of the issue is indicated as the neighborhood steering committee or city departments. The inclusion of an issue here does not suggest that it is universally accepted, but rather a statement of sufficient concern to be addressed in the plan.

Land Use

1. The neighborhood is limited on how much industry can be absorbed. (neighborhood)
2. Future operation of the cement plant could be detrimental to the area and it should be removed to make the land available for new, clean industrial activity. (neighborhood)
3. The moratorium in effect until November 1, 1978 that excludes "all non-residential development, including construction of new facilities, expansion or renovation of existing and the reopening of existing facilities which are presently closed" does, in the minds of the residents include all construction, not just that which requires a city building permit. (neighborhood)
4. The vacant and dilapidated structures on Commonwealth Avenue should be removed. (neighborhood)
5. Zoning revisions are needed. The commercial district on Commonwealth should be more compact. Other inconsistencies are the M-1 and M-2 districts south of Becks Road and the M-2 district along the river near Commonwealth Avenue. (neighborhood and city)
6. Future recreational use of the river is desirable. (neighborhood and city)
7. Public access to the river is inadequate. (neighborhood and city)
8. Changing land use around the Coolerator and Western Paint Plants to reflect the recreation and housing potential is desirable but needs monitoring and control. (neighborhood and city)
9. The availability of rail, utilities, roads, electric power and level ground make Gary-New Duluth attractive for industrial uses. (city)
10. The steel plant and cement plant sites might be better utilized and more attractive to new industrial uses if the obsolete buildings were removed and the land aggressively marketed at competitive prices. (city)
11. Platting the land in the steel plant property and the cement plant property would establish public streets, utility corridors, and access to smaller parcels of land and make them more marketable. The plat would observe the natural features in the area and recognize the need for separation between adjacent incompatible land uses. Preliminary discussions have taken place for a plat of steel plant property. (city)

12. The city, as a whole, is underzoned for industrial uses, however, Gary-New Duluth has a surplus of industrial zoned land. This imbalance is due to limited areas city-wide and the flat land served by utilities in Gary-New Duluth. (city)

13. The greenbelt and low density residential pattern in the suburban district is an integral feature of land use city-wide and in this neighborhood and should be continued. (city)

Transportation

1. The curve on Commonwealth by the tool house needs redesign or modification as it is a source of repeated traffic accidents. (neighborhood)
2. Traffic signals are needed at the intersection of Commonwealth and Becks Road (either as presently aligned or also if realigned). (neighborhood)
3. The rerouting of Becks Road to the edge of the community would permit greater residential expansion area removed from this arterial. (neighborhood)
4. The proposed expansion of the Steelton rail yards would result in severe impacts to lower Gary and should not be constructed. (neighborhood)
5. The present access to the steel plant is not proper for an industrial area. Traffic must penetrate Morgan Park to gain access. (city)
6. The relocation of the DW & P rail yards to the Steelton area provides many benefits to the Duluth-Superior area including 1) allowing the freeway construction to progress 2) removal of the Fairmont Park yard 3) removal

of trackage through West Duluth 4) removal of heavy traffic from the Winter Street corridor in Superior. (city)

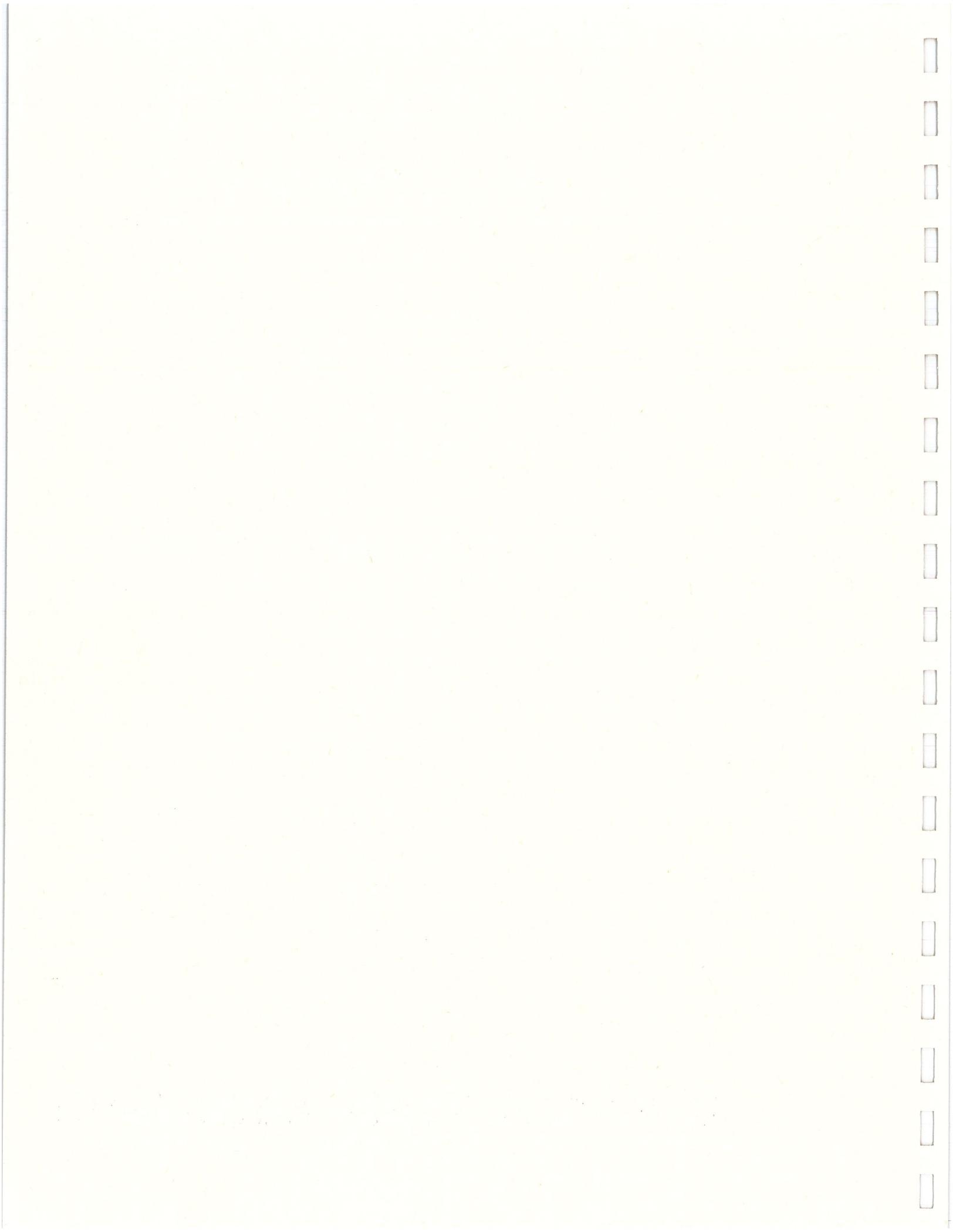
Public Service

1. Continuation of the school in the neighborhood serves recreation, education and recreational needs. (neighborhood)
2. Utility condition needs work, gas service and storm and sanitary sewers in particular. (neighborhood)
3. Police and fire protection are presently marginal and any new development, commercial, industrial or residential will require better service. (neighborhood)
4. A capital improvement plan would help to coordinate street and utility work. (neighborhood and city)
5. Small scale recreation facilities are needed in locations so that small children need not cross arterials to have access to facilities. (neighborhood and city)
6. Expansion of the mobile home park would tax utilities, street and recreation facilities. (neighborhood and city)
7. Street maintenance is an on-going, non-assessable activity that would be reduced with permanent street improvements. (city)
8. Additional developed recreation areas in the neighborhood would help this area achieve the level of formal recreation facilities that the Park and Recreation Department considers desirable. (city)

Urban Design

1. The appearance of the vacant and dilapidated buildings hurts the image of the neighborhood. (neighborhood)
2. Buffers should be used to control views and noise between incompatible land uses. (neighborhood and city)
3. The river corridor is a strong natural feature that requires public access and protection from incompatible development. (city)

Goal and Policy Statements



Goals and Policies

The Goals and Policy statements are tools to deal with past and existing concerns but also a means of providing flexible guidance for the future. This planning project is responding to a 10-20 year threshold and the technique of policy planning is a means of responding to future changes and pressures. These Goals and Policies were generated from the existing conditions, the issues expressed by the neighborhood and the city and anticipated future needs of the city and the neighborhood. The intent of the policies is to provide specific guidance to citizens, private developers and public agencies in reviewing and making judgments on land use decisions.

Overall Goal

To develop a neighborhood with a mix of housing, service, employment and recreational opportunities that respects the needs and desires of the local residents of all ages and also observes city-wide needs.

Land Use

Goal: To establish a stock of land suitable and zoned for the anticipated growth of all land uses.

Policy: Rezoning of land must consider the existing quantity of land available at that time for a given purpose. A limited stock of vacant land in a variety of designations should be available to accommodate a variety of future uses.

Goal: To protect non-compatible land uses from one another by buffers, open space, greenbelts or other edge treatments.

Policy: Buffers of open space, berming, dense plant material, fences and walls to provide visual screening

and noise control shall be used between manufacturing and residential districts.

Policy: Consideration of development proposals subject to public review must measure the impacts on:

- a. adjacent uses
- b. city and neighborhood economics
- c. air and water quality
- d. traffic generation
- e. public health and safety
- f. neighborhood aesthetics
- g. public service loads

Goal: To limit the location of new industrial uses to the northeast edge of the neighborhood.

Policy: Lands identified as manufacturing under the proposed zoning plan should be the primary resource for the siting of new industrial uses.

Policy: Lower Gary is the only quadrant of the neighborhood where industrial expansion may be considered beyond the proposed zoning and then only if the following points are satisfied:

- 1) that existing manufacturing-zoned land is unavailable
- 2) that the Gary-New Duluth neighborhood and the Duluth City Council agree that the area in question is not a viable residential area.
- 3) that buffer areas separate the industrial area from the remaining residential
- 4) that vehicle access to the site in question can be provided without penetrating the remaining residential area

Goal: To remove existing obsolete or dilapidated structures.

Policy: Rigorous code of enforcement and expanded condemnation powers are necessary to eliminate dilapidated structures and their blighting influence. The appropriate city officials should pursue these activities.

Goal: To continue the legacy of the municipal forest, open space and green-belt systems.

Policy: Land with unique topography, natural features or that is adjacent to water features should be given priority for retention in public ownership.

Policy: Lands in public ownership not integral to the open space system should be offered for private sale and those private lands integral to the open space system should be acquired when possible.

Policy: A formally legislated boundary for the open space lands should be established.

Policy: Development of public pedestrian access to the river should be pursued by the retention or dedication of pedestrian easements or the acquisition of parcels of land to provide the continuity to link the river with other public areas.

Transportation

Goal: To minimize the impact of increasing truck traffic on the residential and commercial areas.

Policy: New industrial uses must provide access roads to allow trucks serving the facility to avoid local streets.

Goal: To reduce the negative effects of the major transportation routes that presently penetrate the neighborhood.

Policy: Arterial traffic should not penetrate residential concentrations. Alignments to the edges of residential areas should be pursued when designing new arterials or reviewing major expenditures to existing.

Policy: Transportation corridors should be multi-use where practical combining road, rail and major utility lines.

Goal: To rectify the identified traffic hazards in the area.

Policy: The scenes of repeated traffic accidents such as the curve by the cement plant, spots along Commonwealth Avenue and the turn at the Oliver Bridge should be reviewed by the Traffic Safety Commission for recommendations on measures to help reduce accidents in these areas.

Goal: To continue to meet the neighborhood needs of public transportation service.

Policy: As the level of public transit service is dependent on levels of ridership, it is in the interests of the neighbor-

hood and the city to promote the existing service by additional ridership.

Policy: As new employers in the area develop, bus schedules should reflect the hours of shifts to encourage transit use for those who live outside but work in Gary-New Duluth.

Public Service

Goal: To provide dependable service for all public utilities.

Policy: Public utilities be brought up to serviceable standards as rapidly as funds will allow through the guidance of capital improvements planning.

Goal: To more fully utilize the existing services before significant expansions are considered.

Policy: Major utility extensions should not serve the "S" suburban district.

Goal: To improve and maintain streets in good driving condition.

Policy: The basic standard of acceptable street condition should be elevated to include permanent surfaces with curb and gutter.

Goal: To provide a level of passive park areas and organized recreation facilities to meet city standards.

Policy: Developed small scale recreation facilities should be provided for each "quadrant" of the Gary-New Duluth Neighborhood to eliminate the need for pedestrians to cross arterial streets.

Goal: To provide fire and police protection able to respond within acceptable time and with adequate equipment and personnel to handle the local emergency.

Policy: Police and fire response time and service capabilities are practical limitations to residential, commercial and industrial growth and must expand with any such substantial development.

Goal: To retain Stowe School for recreation, community and educational functions.

Urban Design

Goals: To recognize and incorporate significant natural features into the land use pattern.

Policies: Aesthetics of siting and design must be considered in all public review of development projects. Landscaping, setbacks from public areas, building massing and color, location of driveways and parking areas, service needs and the interruption of sight lines or vistas and any other pertinent feature should be reviewed.

Existing publicly owned facilities should be landscaped to encourage beautification of the entire neighborhood by setting a leadership example.

Future planning and design of public facilities must consider the impact on neighborhood aesthetics and be reviewed with the same considerations as private developments.

Neighborhood Plan



Plan

The plan is a distillation of existing conditions, identified issues, goal and policy statements and general planning principals applicable to this neighborhood effort. The notion that a plan can be formulated that can serve as an iron-clad document for many years to come is a bit presumptuous. This plan can be most accurately described as a guide that should be relevant for 10-20 years barring any major social or economic change in our lives.

Every day decisions are being made that could use the guidance of a plan. Individuals looking for a new place to live, industries looking for new locations for their facilities, businessmen in search of better retail markets and administrators faced with guiding public decision-making all would find benefit from a plan. How would the existence of an endorsed document help these diverse groups? Consider the following:

A family in the market for housing, whether they plan to build or to buy an existing house, is faced with a major purchase that will not only be a financial commitment but a social commitment as well. Whether they look in a developed neighborhood or in the country, knowledge of the future of the surrounding areas should be of comfort. Those lots across the street; are they likely to remain vacant or to become an apartment site or commercial center? Where are the schools, shopping and recreation areas and what is their prospect for change? Will the open field on which your horses graze be highly taxed in the future because of surrounding development to the point where parts of it must be sold off, or will the surrounding area remain essentially rural?

An industrial firm contemplating a move or expansion generally first considers cost. The immediate and long-term costs of an industrial operation can be more accurately calculated if variables are minimized in all of the factors that affect cost. Some of those factors can be addressed in a plan. What are

the soil conditions, topography, utility services and street patterns? Is there rail service available? Will the impacts of this activity (noise, air, water, light, traffic, etc.) be possible to handle economically? Responsible firms are concerned about being a good neighbor. This can save them money in the long run. A plan will help to define the limits of their responsibility to the surrounding area and thus allow them to feel more secure in their decision making.

In the business community, profit is the reason to exist. The market place must be able to support the business in question. In choosing a location for a business, the effect of that location as a market generator must be determined. Again, the existence of a plan would indicate to the businessman that there is some predicability to the physical area which is under consideration. The visual appeal of the area, the traffic and parking movements, the relationship to residential areas and major roadways, the pedestrian traffic passing by and the surrounding businesses are all considerations upon which a plan would have impact.

Public decision makers like the City Council, Planning Commission and administrators in various levels of government are often confronted with decision making that has minimal guidance. A plan helps to include long-term consideration as well as the immediate concerns in the process of deciding upon many public issues. A plan that has been extensively reviewed and adopted by a public body indicates a more comprehensive weighing of factors than might be possible for each individual decision. As mentioned previously however, a plan should not be thought of as a rigid dictum but rather a guide for helping in the decision making process.

This plan for the Gary-New Duluth Neighborhood is divided into four basic parts; Land Use, Transportation, Public Service and Urban Design. Various maps and graphic devices help to illustrate these sections throughout this discussion.

Land Use

Conservation - Recreation

The Conservation-Recreation Use applies primarily to public or semi-public lands and facilities. In the plan, this designation is given to lands that are unbuildable because of steep slopes, rock, flood plains or to areas which ought not be built upon because of their suitability as buffers between incompatible areas, use as public open space and recreation areas, linkages between other public areas, access to the river's edge and as visual relief from the pattern of continuous development. Not all of this land so designated in the plan is presently public. Some areas are developed with houses or other uses. This designation would not result in immediate elimination of these rural residential uses but would define limits of where new development ought not occur.

Rural Residential

The Rural Residential areas are those that would be appropriate for low density "Country Living". No public utilities are anticipated in these areas. City services would be provided such as fire and police protection, schools and snow plowing but the priority for these services would clearly remain in the more densely developed areas of the city. To provide a full range of housing opportunities in the city and because no utilities are anticipated or desired within these areas, the density must be low enough to 1) accommodate soil absorption septic systems 2) provide for individual wells 3) provide the rural character that some persons choose for a living situation with the opportunities for farming, raising horses or simply for lots of "elbow room".

Neighborhood Residential

The Neighborhood Residential areas are those which we normally associate with "City Living". A variety of housing types are appropriate in this middle density category ranging from a duplex on an average

size lot to a single house in a setting of several lots or even parts of blocks. City utilities and services, improved streets, recreation uses, bus service, convenience to commercial areas and other benefits of City Living are to be expected with this more compact pattern.

Apartment Residential

Apartment Residential is a higher density living situation for those who by choice or necessity live in multiple family structures. These areas should have convenient access to commercial facilities, bus service, arterial streets and recreation opportunities. Large masses of apartment "groupings" are to be avoided and one or two buildings or town house structures are more easily integrated into the overall neighborhood fabric.

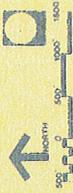
Commercial

The Commercial District is suggested to be relatively compact along Commonwealth Avenue. The old pattern of a long strip would not force the consolidation of new commercial uses. The smaller, consolidated area is necessary for the economic health of this commercial district. The limiting of the commercial area would put greater value on the land that presently contains many of the dilapidated structures in the area. It is intended that if economic conditions dictate new development in the neighborhood, the limitation of their placement would serve to eliminate the existing blight and create a stronger commercial area.

Shared off-street parking would be attractive to existing and new commercial uses. Such areas could be developed behind the businesses if dense landscape screening was used to protect any residences on the back side. New construction might also incorporate several businesses into a single structure with common entry or circulation space. Some open space at the street intersections would also help to identify the center of the commercial area.

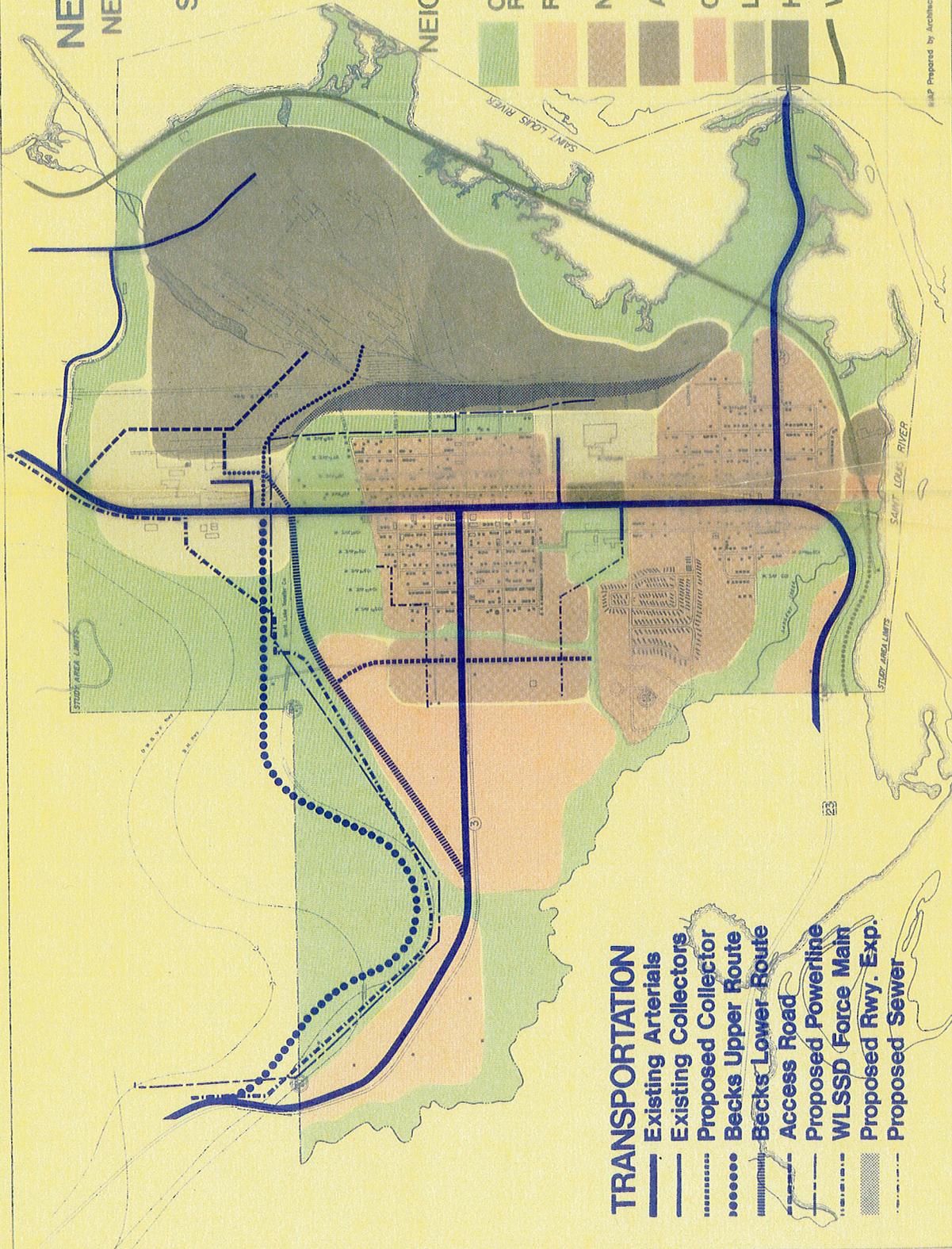
GARY- NEW DULUTH NEIGHBORHOOD PLAN

STUDY AREA



NEIGHBORHOOD PLAN

- Conservation--Recreation
- Rural Residential
- Neighborhood Residential
- Apartment Residential
- Commercial
- Light Industrial
- Heavy Industrial
- Western Waterfront Trail

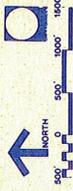


TRANSPORTATION

- Existing Arterials
- Existing Collectors
- Proposed Collector
- Becks Upper Route
- Becks Lower Route
- Access Road
- Proposed Powerline
- WLSSD Force Main
- Proposed Rwy. Exp.
- Proposed Sewer

GARY- NEW DULUTH NEIGHBORHOOD PLAN

STUDY AREA



NEIGHBORHOOD PLAN

- Conservation - Recreation
- Rural Residential
- Neighborhood Residential
- Apartment Residential
- Commercial
- Light Industrial
- Heavy Industrial
- Western Waterfront Trail



If commercial pressures warrant, or if a particular building type such as a super-market dictates a larger land area, the deepening of the commercial district should be immediately entertained. The concern here is for the protection of the residential uses abutting the commercial area. As a general rule, placing two different types of land use directly across the street from one another, presents potential conflicts between these two uses. That is why the zoning line is shown at mid-block. This could be expanded to the street or even deeper if proper buffers and protection is provided between the commercial and residential uses.

The commercial area on the river at the foot of Commonwealth Avenue should be developed with a special orientation to the water. The anticipated improvement in water quality will support increasing housing and recreational pressures on the river and a unique opportunity exists to satisfy the commercial needs of new uses and to preserve the public use of the river edge. To accomplish this, a commercial district with specific controls is suggested. These controls would limit the uses of the land and also specify the details of the siting of these uses. A sample of the type of controls suggested is found in the section describing proposed implementation measures.

Industrial

The areas represented for industrial uses are large. Despite these large areas, the immediate developability of these lands has limitations. These limitations include difficult access, some obsolete buildings on the land, the expenses of new private utilities, unusable topography in some places and a price structure that reflects the inclusion of some of these land preparation costs. This plan considers first of all the basic suitability of the land for various uses. The steel plant and cement plant

represent good lands for industrial re-use and this plan details some transportation modifications that should aid in their marketability.

The heavy industrial district represented in this plan is reduced in size from the existing, primarily as result of the elimination of much of the river bank from this category. Despite this reduction, there is a good supply of heavy industrial land in the plan, probably much more than would be proposed if the use of that land had not been so established by the steel works sixty years ago.

The light industrial areas reflect lands that can accommodate some industrial activity, but not the full range expected in a heavy industrial zone. The new Minneapolis Electric Foundry is an example of a new, clean industrial installation. This type of facility is more acceptable adjacent to general commercial or residential uses than heavy uses with their potential impacts of sound, sight and smell. Again, considerable land area is suggested for this use. This results in the Gary-New Duluth area containing a significant total of industrial acreage but the historic patterns of use and the limitation of industrial land city-wide, support these designations.

Transportation

Transportation in this neighborhood circulates on a variety of public streets and highways. The function of these various roadways may be described by the following hierarchy of uses.

Arterials are streets that carry through traffic from neighborhood to neighborhood. Examples of arterials that penetrate this study

area include Commonwealth Avenue, Becks Road and McCuen Street.

Collectors serve to "gather up" traffic within the neighborhood to feed onto the arterials. This neighborhood does not have many streets that function as collectors. Stowe Street which serves the mobile home park and the recreation area is the only example in this study area.

Local streets are the low level streets that feed into the collectors. Presently, with the lack of collectors, the local streets must carry this traffic as it filters through the neighborhood rather than channeling it to collector roads.

Truck routes are a relatively new designation in the City of Duluth. Trucks of 20,000 pounds or more are limited to truck routes "except where it is necessary to traverse other streets or highways to get to a destination for the purpose of loading or unloading property, and then only by such deviation from the nearest truck route as is reasonably necessary." Truck routes in this study area are Commonwealth Avenue and Becks Road.

As with land use, the existing patterns are strong but several opportunities exist in proposing changes for immediate benefits

as well as in the future. There does not appear to be any likely or desirable change in the main State Highway #23 - Commonwealth Avenue corridor. The commercial sector, while proposed to be more compact than present strip pattern, would continue to depend on the visibility afforded by the traffic on Commonwealth Avenue. Another state designated highway that would be unlikely to change is #39 or McCuen Street. This connection to Oliver, Wisconsin crosses the river on a combination rail/vehicle bridge. This bridge was constructed as a swing bridge but its span has since been fixed in place. This crossing is expected to remain and continue to connect with Commonwealth Avenue as it now does. The third designated arterial that penetrates the community, Becks Road-Gary Street, could result in several improvements in the area if it were re-aligned.

Becks Road

The present Becks Road, while within the present limits of its carrying capacity, has several problems. The first is the bridge over the railroads just outside of this study area (and the city limits) on the western edge of the neighborhood. This bridge, owned by St. Louis County, is in poor structural condition and needs total replacement. Another problem area, headed east into the developed part of the neighborhood, is at 105th Avenue West. This is about the limit of existing residential development, the speed limit changes here and also the road crests at this point offering limited visibility beyond that crossing. The transition from the open road to this neighborhood street is abrupt and a real concern exists for pedestrians, particularly school children from upper Gary who are crossing Gary Street in this vicinity. In addition, the volumes on the road and the increasing truck usage of this route for access to the freeway (I-35) from the industrial locations in the area and from outside the area,

support the idea of a major change for this route.

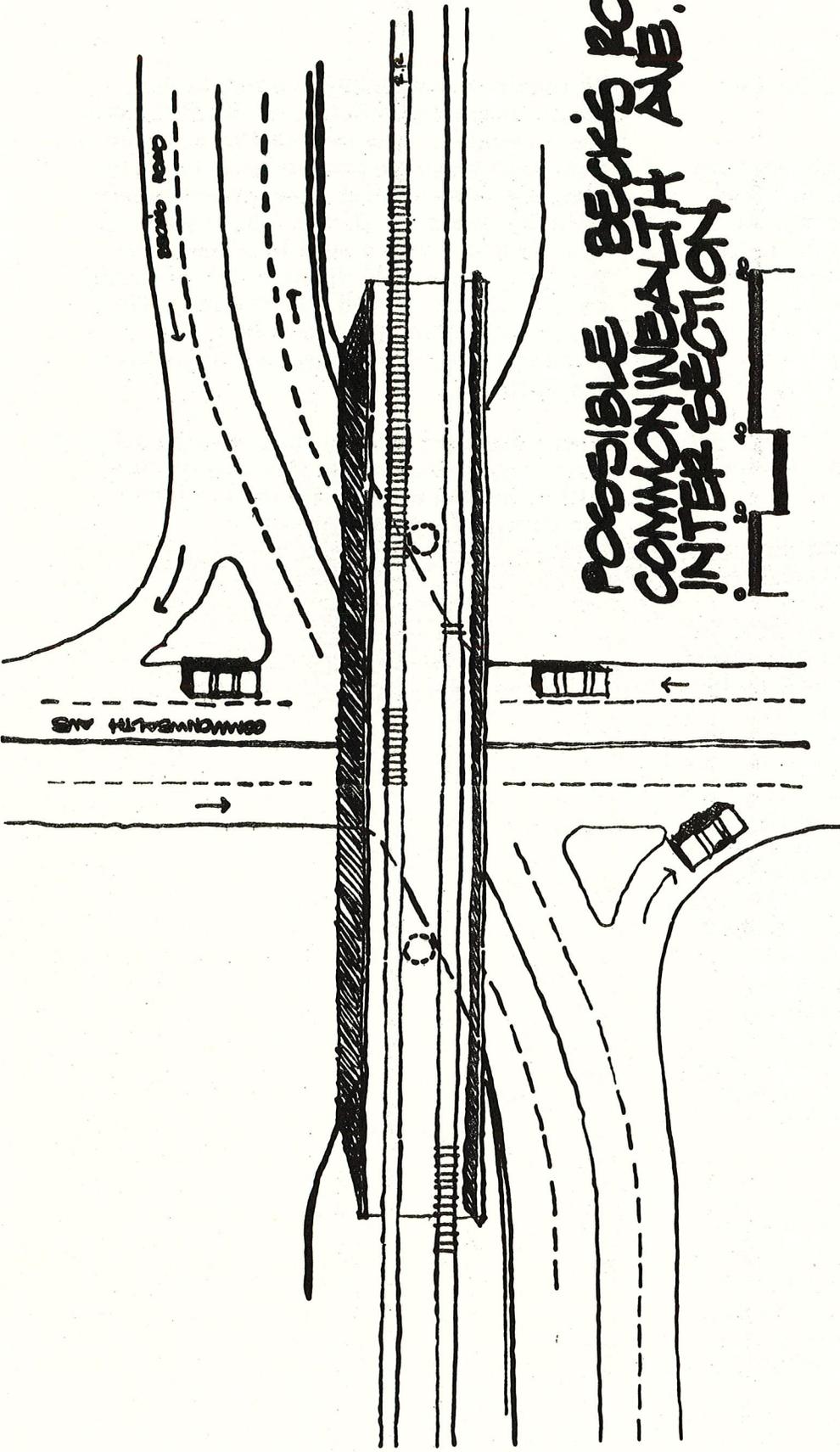
The plan suggests two alignment alternatives to be pursued in detail. With both of these alternates it was considered important to 1) move the traffic to the edge of the neighborhood to make lands along existing Gary Street more attractive for residential expansion and 2) provide direct access to the industrial areas of the steel plant and the cement plant for anticipated new users of these lands. With the anticipated expansion of the Steelton Rail Yard, access to the steel plant and cement plant areas must be north of the existing D. M. & I. R. line.

The north alignment does not cross the D. M. & I. R. at all. There are several expensive obstacles along this route but also some substantial savings. The need for a new Becks Road bridge would be eliminated and an intersection at Commonwealth would be simpler than with the other alternate. The expenses would lie in rock removal, the extent of which is not known at this time, and also crossing a valley that the D. M. & I. R. spans with a bridge structure. The Burlington Northern line that crosses the D. M. & I. R. just east of the existing Becks Road bridge has been abandoned so no crossing difficulties would be experienced there. One concern with this alignment is how the old Becks Road alignment might be linked with the new. This road would be for access to a limited number of homes in this rural residential area, and the volumes generated would probably allow an at-grade crossing over the tracks near the location of the present bridge.

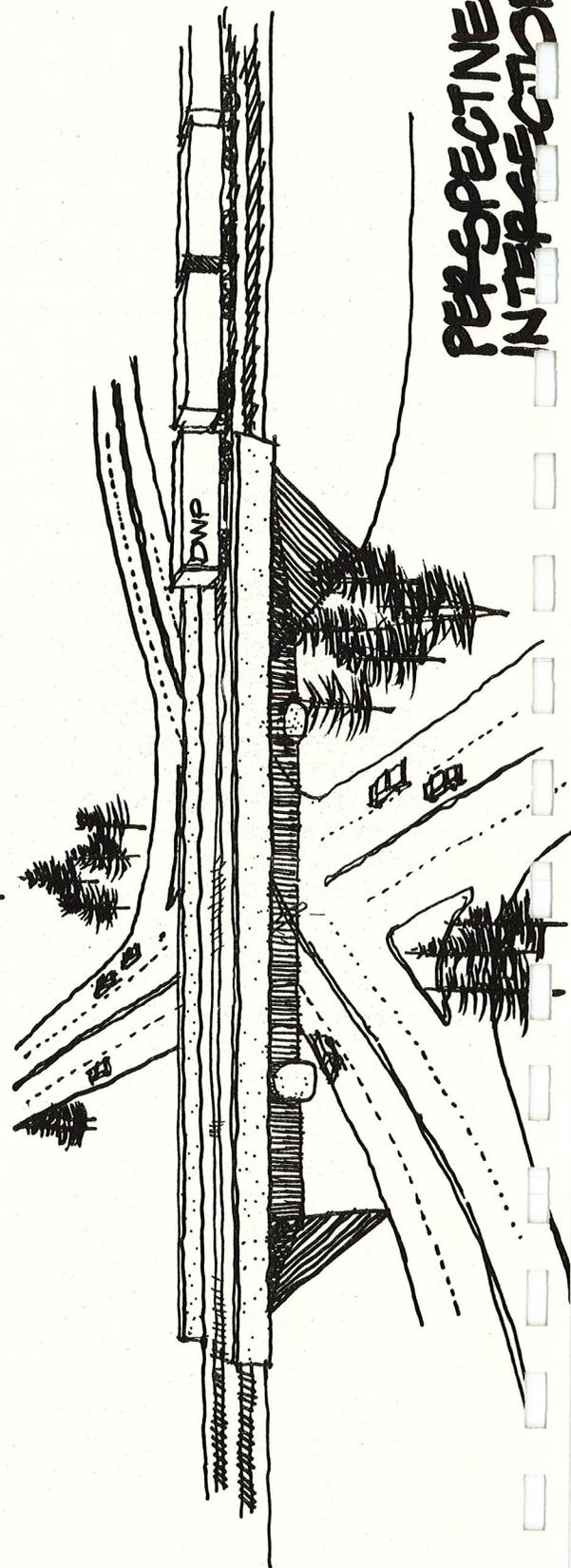
The south alignment requires the replacement of the Becks Road bridge (estimated $\frac{1}{2}$ million dollars for structure and $\frac{1}{2}$ million for approaches). The reconstructed road would stay on the existing alignment to the curve at which the road straightens to due east. From this point, a new road bed would

be required, continuing to swing to the north, roughly paralleling the WLSSD sewer line easement. The intersection at Commonwealth, to make the connection to the steel plant and cement plant sites, would require crossing under the D. M. & I. R. tracks. A new structure with a span long enough to provide proper sight distance could be built over a slightly skewed intersection. This would accomplish the connection of the roadways and the crossing of the rail all in one location.

These proposed alignments are only corridors at this stage and engineering review will be needed to establish the costs and feasibility of both alternates.



POSSIBLE BECK'S ROAD/
COMMONWEALTH AVE.
INTERSECTION



PERSPECTIVE OF
INTERSECTION

Collector

Other transportation recommendations include a new collector route on 108th Avenue West to serve, 1) mobile home park expansion 2) new residential construction in the vicinity of the riding stable and 3) new residential construction north of Becks Road (assuming a new Becks Road on the southerly alignment). The most recent approval for expansion of the mobile home park includes a condition that 108th Avenue West be developed to at least a gravel street to the mobile home park before any mobile homes on Bianco Drive are occupied.

Industrial Access

The truck traffic that is part of the industrial activity at the steel plant, presently passes through or on the edge of the Morgan Park neighborhood. Also, the re-use of the cement plant property may cause multiple access points onto Commonwealth Avenue. To relieve both of those concerns, new access is suggested to these areas. As mentioned earlier, this access was considered in the selection of connections for a relocated Becks Road, but if this project does not come about, new access to these industrial lands should none the less be constructed.

Steelton Rail Yards

The proposed expansion of the Steelton Rail Yards to accommodate the relocation of facilities being displaced by the proposed freeway construction downtown will, with all likelihood, take some form to the west of the existing rail yard. This is noted on the transportation map. The land use plan also reflects this facility with the proposed buffer area. While the exact design is not known, the most compact corridor that is possible, held as far to the east as possible, would help to reduce the impacts on the

residential area of lower Gary. This plan, while assuming some new facility there, suggests the most compact corridor as possible, held to the east as far as possible. This might be done by 1) the sharing of some rail and other facilities by the DW&P and D.M. & I.R. railroads rather than each having parallel, independent operations and 2) placing as much of the required new trackage on the east side of the existing trackage as would be allowed by topography and engineering practices.

The open space strip as indicated on the plan would remove any developed use from this yard by about 250'. This distance in itself however would not insulate the housing in lower Gary from the noise and visual impact of this activity. Therefore, some device for the attenuation of the sound and the reduction of the visual impact, be it an earthen berm heavily planted with conifers, a wall, or some combination of these devices, is recommended as far to the east on this open space strip as is possible.

Public Service

Utilities

The role of public utilities in the day to day operation of a community is generally noticed only when they fail to work. We have come to assume much from city living but the constant care and expense associated with maintaining a good utility system should be kept in mind. The areas shown in the plan as being Rural Residential are those in which no public sewer or water connections are expected or desirable. This would help to assure the continuance of the rural character of those areas and preserve the open space - greenbelt transition between the city limits and the more developed inner city. To formalize this pattern means that future decisions on utility replacement and extension will have the benefit of knowing where the growth can be expected.

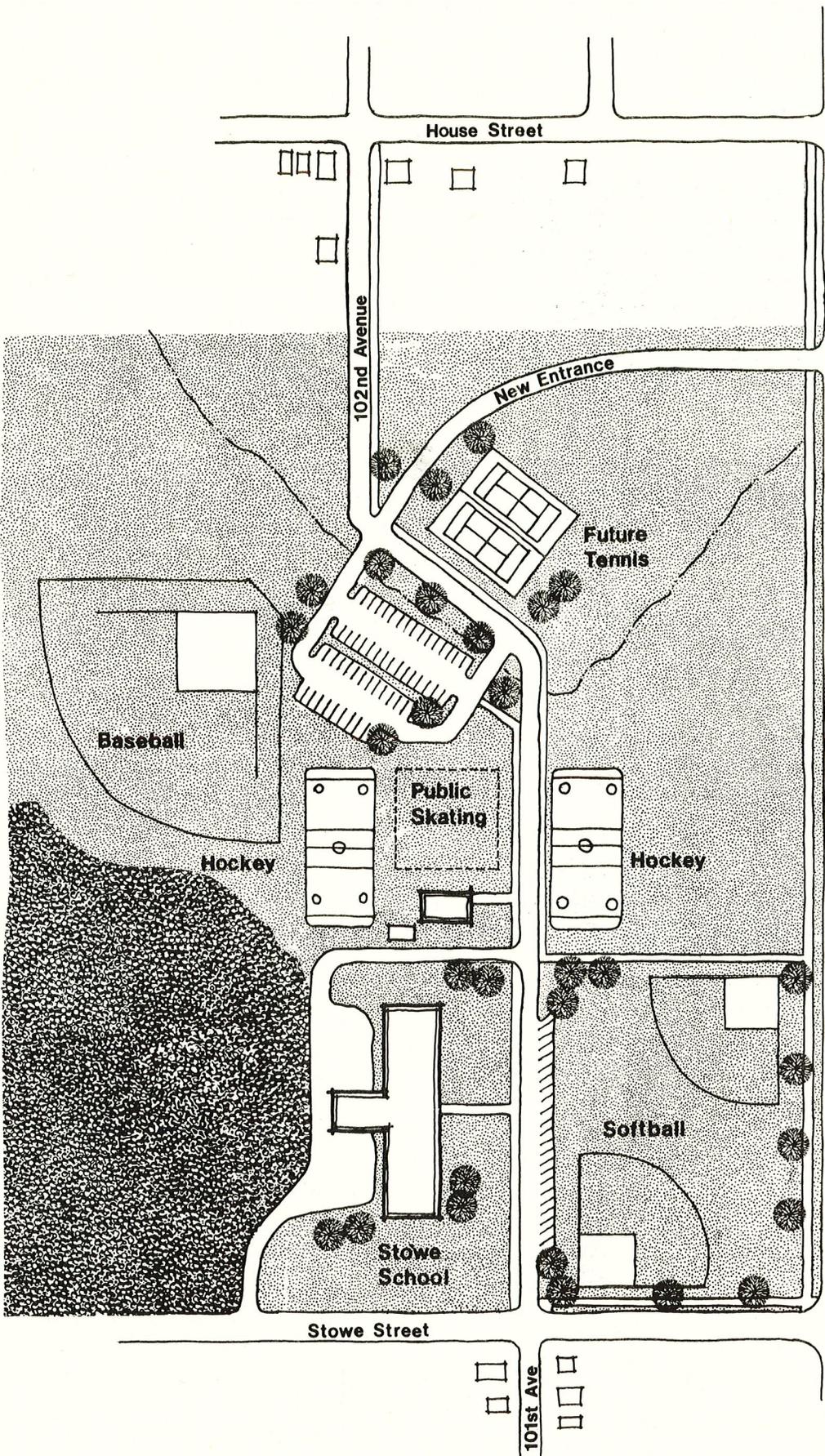
The plan indicates the extension of two sanitary sewer trunk lines. These locations are illustrated based on gravity flow that would serve the platted area which is not developed. The locations for the other 'ies to serve this area are less critical.

Recreational Facilities

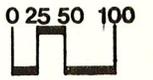
Although the neighborhood is served quite well, several improvements are suggested. The boat launch site at the foot of Commonwealth Avenue sustains heavy pressures in the spring and the fall from those launching boats for fishing and hunting. Funds have been designated (\$10,000) for some improvement at this site. It is not known what form these facilities will take but some minimal improvements should help at this site. Any improvements done at this time should bear in mind the future significance of this site as a major river access and should be expandable to the east.

The recreation area adjacent to Stowe School is the community's prime recreational resource. Minor changes here would also enhance this area. Parking and roadways in this area could be better organized and more facilities added to further develop this area. A drawing illustrates these proposed changes.

Additional small scale recreation areas should be provided in locations that provide easy walking access for all ages. Pedestrians crossing arterial streets is not a good situation in providing recreational facilities, especially for small children. Birchwood Park is a good example of this type of facility that serves upper New Duluth. Especially with the residential expansion proposed in the upper Gary area, such a facility, from a half to a full block in size with some equipment for play, would be appropriate.



Community Recreation Area



Urban Design

Urban Design considerations are also reflected in the proposed land use plan. The **conservation-recreation areas** are no build zones that are an **integral** element in the city-wide urban design fabric. On the neighborhood scale, they serve to strengthen neighborhood identity. One feels a sense of entry in passing through a greenbelt and into a developed neighborhood.

The linkages between various public lands also reinforce the notion of controlling space on a neighborhood scale. The land reaching west from the recreation area serves as a corridor for access to this facility as well as defining the edge between the mobile home park and the neighborhood to the north. A corridor extending off of Heard Street to the river would formalize river access at that point. The river and areas of significant topography are the strong natural features of the area and take on a new significance with their designation that prevents future building.

The man-made elements of urban design remain relatively fixed in the existing street pattern and building set backs. The goals and policies, however, reflect the desirability of careful siting and landscaping of new facilities, both public and private.

Implementation Actions



Implementation

The implementation of this plan and continued observance of its goals and policies, depends directly on the decision makers in the neighborhood, the City Administration, City Departments, the Planning Commission and the City Council. These bodies and individuals have great influence over the future of various neighborhoods and the city as a whole. An agreement on the part of these groups to adopt and observe a plan such as this and to refer to the stated goals and policies in the course of their decision making, is the single most important part of the implementation of this or any other plan. The plan was drafted with flexibility in mind so that it not be necessary to "lock into" a scheme in 1978 that would be inappropriate in the future. The goals and policies will always require judgment calls in their administration, but this represents a framework that can serve as a guide.

Zoning Districts

Open Space

While not the only tool for the implementation of a plan, zoning is a basic land use control. To change the zoning to conform to the plan, the boundaries of existing districts must be altered as well as consideration given to the creation of new districts.

The Open Space zone is proposed to be a non-build zone to formalize the open space and municipal forest lands that are throughout the city. In the Gary-New Duluth area, most of these lands are zoned "S" suburban which allows limited housing and agriculture. However, a specific district for open space would provide for a positive designation of open space lands that are important to the system instead of depending on a not well defined municipal forest boundary or the holding of tax forfeit lands. The end goal is to have the municipal forest boundary, public ownership and the open space district coincide, leaving the remaining land for

private use at "S" suburban or other appropriate density.

The following language is designed to be incorporated in the code for city-wide application:

Article VI-A "O-S" Open Space District

Sec. 50-50.1 Purpose

The Open Space District is created to protect and enhance natural resources, create buffers between incompatible land uses, memorialize city parks and open spaces and to restrict development in areas not capable of supporting such development.

Sec. 50-50.2 Generally

The regulations set forth in this article or set forth elsewhere in this chapter, when referred to in this article, are the regulations in the "O-S" Open Space District.

Sec. 50-50.3 Permitted Uses

Lands in the "O-S" Open Space District shall be used only for the following purposes:

- A. Permanent open space, including but not limited to parks, forests, game preserves, lakes and rivers.
- B. Public, non-commercial recreational uses including trails, parks, beaches, recreational facilities, wayside rests, and playgrounds with structures incidental to that specific area including but not limited to pavilions, bathhouses, restrooms, observation towers, maintenance and storage build-

Amendments

Once the Open Space District was incorporated into the zoning ordinance, various districts would have to be modified to conform to the plan. Amendments to Chapter 50 of the City Code (Zoning) may be initiated by several means. The most common is a petition by a party interested in a change. The other option, not often used, (Sec. 50-117) provides:

"that whenever the planning commission shall have made a survey of an area of not less than forty acres and shall have found the number of descriptions of real estate affected by such amendments renders the obtaining of . . . written consent impractical and shall have affirmed in writing that the proposals are reasonably related to the overall needs of the community, to existing land use or to a plan for future land use, the City Council, by a two-thirds vote of all its members in favor thereof, may make such amendments without . . . written consent. "

In making changes based on a comprehensive review, down-zoning (changing a district to a more restrictive district) without the owners consent, is a task which can not be taken lightly. The overall public interest is the first responsibility of the plan even if it might not be in the interest of every individual property owner. While this plan is no substitute for professional legal opinion, the past actions of the courts in similar situations may be of interest. Down-zoning is generally successful only if it is consistent with an overall plan. Also in situations where undeveloped land is changed to a more limited classification, the fact that the market place for whatever reason has not supported the use of the land to the full extent

allowed under the former zoning classification, supports the change to a zone that is consistent with an overall plan. In the case of down-zoning to a non-build district such as the proposed O-S District, a special situation exists. Such a designation on private lands represents almost a total taking in many cases leaving the owner with extremely limited uses. Compensation might be in order in such instances.

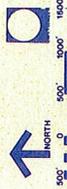
The proposed zoning does not show the O-S district on all the lands indicated on the plan as being appropriate for Conservation-Recreation use. This is an example where the proposed zoning is only one of several steps in achieving the plan. The plan represents the long-term goal while the zoning is a more immediate suggestion. The implementation of the proposed zoning will face degrees of difficulty in changing these districts. As various public actions take place over the years, uses which do not conform to the plan will be fewer. For example tax forfeit lands would not be released, streets and utilities would not be extended and the long-term phasing out of inappropriate uses would take place.

Some areas key for immediate public use have already been discussed for transfer into public ownership. Some U.S. Steel lands and D. M. & I. R. lands along the river below the ridge line which limits their utility for industrial use, and adjacent to the newly acquired railroad Right of Way for the Western Waterfront Trail, have been shown O-S on the proposed zoning as these lands have been discussed for some time for use consistent with that proposed district.

Some other areas should be down-zoned immediately because if they were developed according to their existing zoning, such substantial investment might make it unrealistic to expect that they could be changed later. In many cases of down-zoning to O-S, compensation or perhaps an arrangement of

GARY - NEW DULUTH NEIGHBORHOOD PLAN

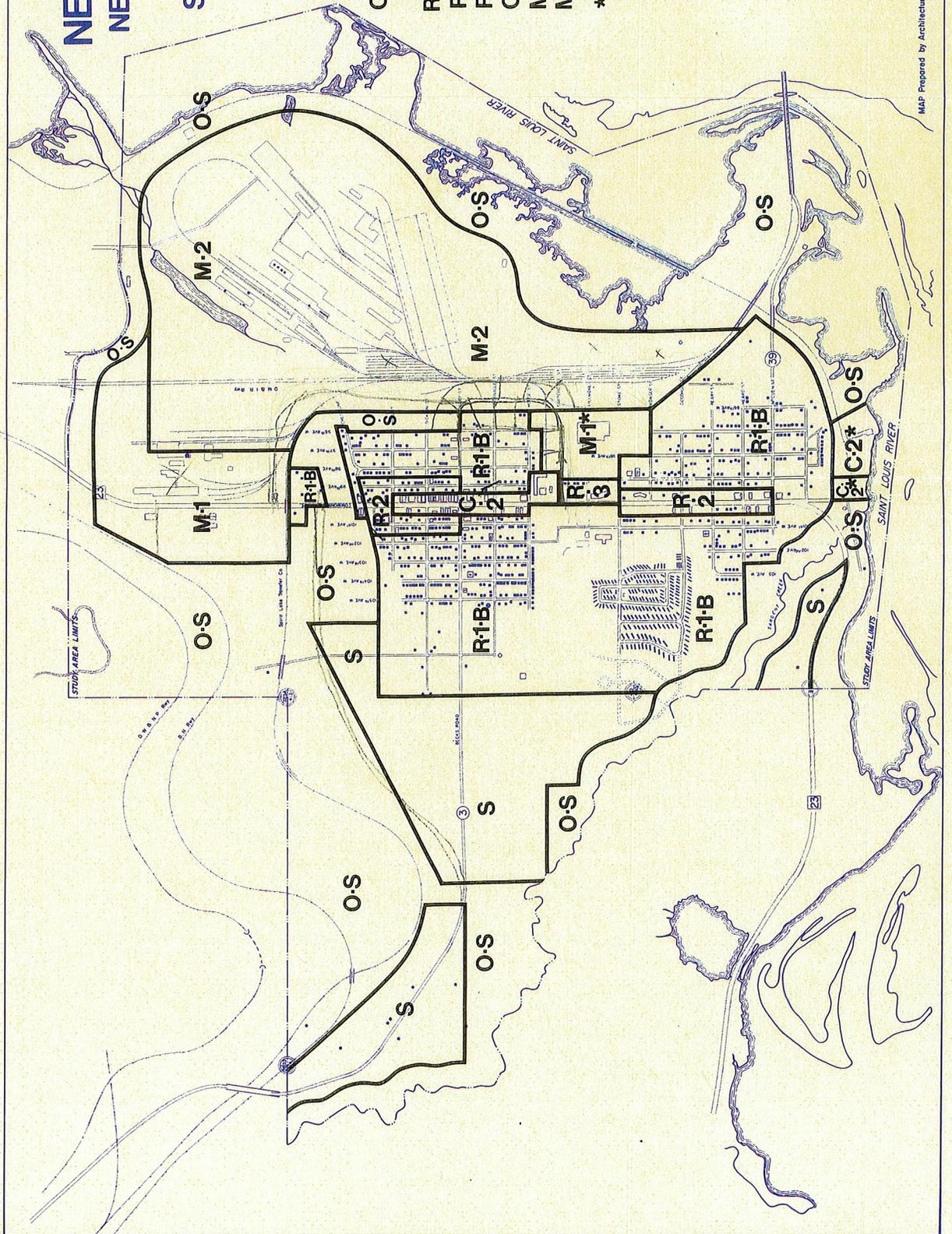
STUDY AREA



Proposed Zoning

- O-S Open Space
- S Suburban
- R-1-B Single Family Res.
- R-2 Two Family Res.
- R-3 Apartment Res.
- C-2 Highway Commercial
- M-1 Manufacturing
- M-2 Heavy Manufacturing

* Indicates specific standards



tenancy for a specific period might be necessary.

Development Standards

The property along the river at the foot of Commonwealth is regarded as a unique opportunity for a mix of commercial, residential and recreational uses. General commercial activities here, totally unrelated to the river, are not judged to be in the best interests of the neighborhood or the city. Therefore specific standards are suggested to be attached to the rezonings proposed for that area.

Replatting of the land should be done first to reflect a change in overall use and to designate public rights-of-way, utility corridors, public easements, flood plains, protection areas and developable areas. This new platting would be the basic "map" on which the specific uses would be placed as the market place made possible the development of the facilities.

The area should be divided into two parcels for zoning purposes as shown on the map. Although some of the same uses would be allowed in both areas, the major emphasis of the two areas should differ. The area adjacent to Commonwealth Avenue should support the more commercial activity while that to the east should be primarily residential. As some commercial use is anticipated in both areas the basic underlying zoning district should be "C-2" highway commercial.

The area from Commonwealth Avenue to about 400' to the east would be the area of most activity. The terminus of the excursion train on the Western Waterfront Trail would be located in this area and also general commercial activity such as hotel-motel, restaurant, shops or marina facilities. A large portion of this area would be public with some of these private commercial

activities surrounding this major river access point.

Further east, the area would be less active and shift to residential. The re-use of the old Western Paint Plant for apartment use has been discussed and would be an appropriate use here. Some minor commercial activity such as a restaurant or recreational facility would be integrated with the residential uses. The flood plain defines the easterly edge of this area.

The following specific limitations are suggested:

The proposed C-2 district is divided into two parts as shown on the map. The westerly area is limited to the following uses:

- a. motel
- b. hotel
- c. restaurant
- d. food preparation and sales
- e. photographic or art studio
- f. marina
- g. multiple dwellings
- h. row or group dwellings subject to the requirements of Sec. 50-38
- i. other similar uses approved by the Planning Commission that demonstrate a benefit from a riverfront location and contribute to the housing, commercial and recreational mix

The easterly area is limited to the following uses:

- a. one family dwelling
- b. home occupation
- c. two family dwelling
- d. multiple dwelling
- e. row or group dwellings subject to the requirements of Sec. 50-38
- f. subject to the provisions of Sec. 50-24, accessory building or

- f. use, including a private garage customarily incident to the above uses but not involving the conduct of a business; provided, that any such accessory building shall be erected at the same time or after the construction of the principal building
- g. restaurant
- h. other uses approved by the Planning Commission that demonstrate a benefit from a riverfront location and contribute to the housing, commercial and recreational mix

Dimensional Requirements

The existing requirements for C-2 districts would be supplemented with the following standards in these areas:

1. residential uses require 1500 square feet/family
2. side yards of at least 15' adjacent to public rights of way or easements.
3. parking areas set back at least 15' from property lines and not allowed in required front yards

Planning Commission Review

In addition to the limitations of specific uses, a review by the Planning Commission and City Council of all uses within this area would insure compatibility with a future major public recreation facility, the Western Waterfront Trail. This facility will be a major draw and the coordination between the public uses at the river edge and the private investments anticipated will be essential.

This review would not be for the purpose of endorsing or excluding uses. That is done

in the sections above. Rather, this review would be to coordinate all projects in the area, to encourage sharing of parking spaces, mixing of several uses within single structures, common circulation areas and spaces and other similar design considerations. Landscaping treatments should receive special attention to screen parking areas, act as buffers between incompatible uses and generally to enhance each development.

New Housing In Existing Plat

The plan indicates housing of a "neighborhood" density within the existing platted area. The utility services were originally designed to accommodate this amount of development. However, the extension of sewer beyond 105th Avenue West in Gary has not taken place which has proven to be an effective limitation in residential growth to the west. Also, the sanitary system is prone to infiltration and in some areas is running at capacity. Future residential use of this platted area should assume the following:

1. Density

Computing numbers of houses based on proposed R-1-B density yields over 300 home sites. This number does not reflect topographic conditions that might preclude construction and also that a new home builder may wish to use more than the required minimum 7000 square feet per family. In light of these considerations 150-200 new home sites would appear to be a more realistic figure. Also, this figure is based only on the zoning restriction and the capacity of the land to support more housing. What is not included in that figure, which has been a significant factor in new home construction throughout the city, is the projection of the market demand for additional housing.

2. Utilities

Sanitary sewer service can be provided to this area with gravity flow. Of the four trunk sewers in our study area, McCuen, Stowe, House and Reis, the lines on

McCuen and House are at capacity. Stowe appears to be the most under-utilized and as a result, the expansion of the mobile home park should tie into this trunk and also it should be extended over to Carterett and then up to the limits of the plat at 110th Avenue. The Reis Street trunk, if extended would get into the ravine around 103rd Avenue West. It presently jogs into the south at this point. A new trunk should be constructed in Dickson Street to tie into the Reis trunk at 103rd.

These two new trunks, Carterett flowing into Stowe and Dickson flowing into Reis would provide sanitary sewer service for the expansion area.

Storm water sewers in this area are less complete. To handle the storm water, a combination of ditches and sewers discharging into Sargents and U.S. Steel Creek would be needed.

Water quantity and pressure would not appear to pose any problem in serving this area, however dependable gas would be available only from the high pressure line on the east edge of the neighborhood.

3. Alterations to the Plat

The existing plat is based on blocks about 200' x 450' with alleys and straight 66' wide street rights of way. Except for the north end where topography around U.S. Steel Creek becomes steep, this grid iron pattern could be developed as it is platted. Several changes, like the vacation of Fillmore Street for vehicular use combined with the

3. Continued

dedication of additional land for a greenbelt corridor as shown on the plan linking the recreation area with Sargents Creek would be helpful. This would also represent an edge and buffer between the mobile home park and the proposed residential area and provide good pedestrian access to those recreation facilities at either end. Also, alley vacations may be appropriate to assemble larger tracts of land for the more contemporary practice of individual driveways and garages.

Another choice is to vacate the existing plat and start fresh with patterns of streets and blocks that follow contours of the land, provide larger lots and establish the majority of home sites on quiet low volume streets. An open space corridor from the Fillmore Street greenway to the north could link the open space in the valley of U. S. Steel Creek. Many very attractive home sites could result from such a re-plat.

Land for developed park use on a small scale should be made available in the northern portions of this plat to serve future development as well as the existing. An area adjacent to the slope down to the creek might be suitable such as parts of block 21, north of Gary Street between 105th Avenue and 108th Avenue.

4. Transportation and Circulation

Assuming the relocation of Becks Road, 108th Avenue and Gary Street would become the designated collectors for this area, feeding into Commonwealth on the east and the new Becks Road on the north. The other streets would be local and of lesser width. In the construction of new streets, the control of storm water is the primary function of the curb and gutter. An alternative would be shoulders and ditches. This presents several problems however. First of all, for proper slope the entire right of way would be consumed by the road surface, shoulder, inner slope, ditch bottom and outer slope, leaving no room for sidewalks, boulevards and street trees. Also with numerous driveways, many culverts would be required.

Such a system may be suitable in a rural setting but there does not seem to be a good alternative to curb and gutter in the neighborhood. Also, the sense of permanence developed by a permanently improved street with trees and boulevards greatly enhances the appearance and therefore the market of such an area.

Development of this land for residential use as outlined above would require a coordinated effort between public and private interests. If the market pressures existed for these 150-200 new homes to be built immediately, chances would be real for such a comprehensive expansion. That market does not appear

to exist now however, despite increasing interest in this area for housing. Therefore, a phased development scheme would be required between the private and public interests. To "leap frog" this area might cause much greater public expense in the future. If this area were to depend only on the petition and assessment procedure for the extension of utilities and the improvement of the streets, chances are very slim of opening this area. Participation on the part of the city would be required in programming improvements such as these into their capital improvements planning.

Commercial Redevelopment Options

This drawing is to illustrate several techniques for improving the commercial atmosphere. Wholesale clearance with new construction is always a possibility but the intention here to show how existing buildings and street patterns might be altered using existing techniques to provide a more attractive commercial district.

The area illustrated is the intersection of Commonwealth Avenue and Dickson Street. This spot was chosen because of the condition of the buildings in this area. The old bank is a sound building and is illustrated as remaining. The other buildings are not very serviceable and would be sites for new construction.

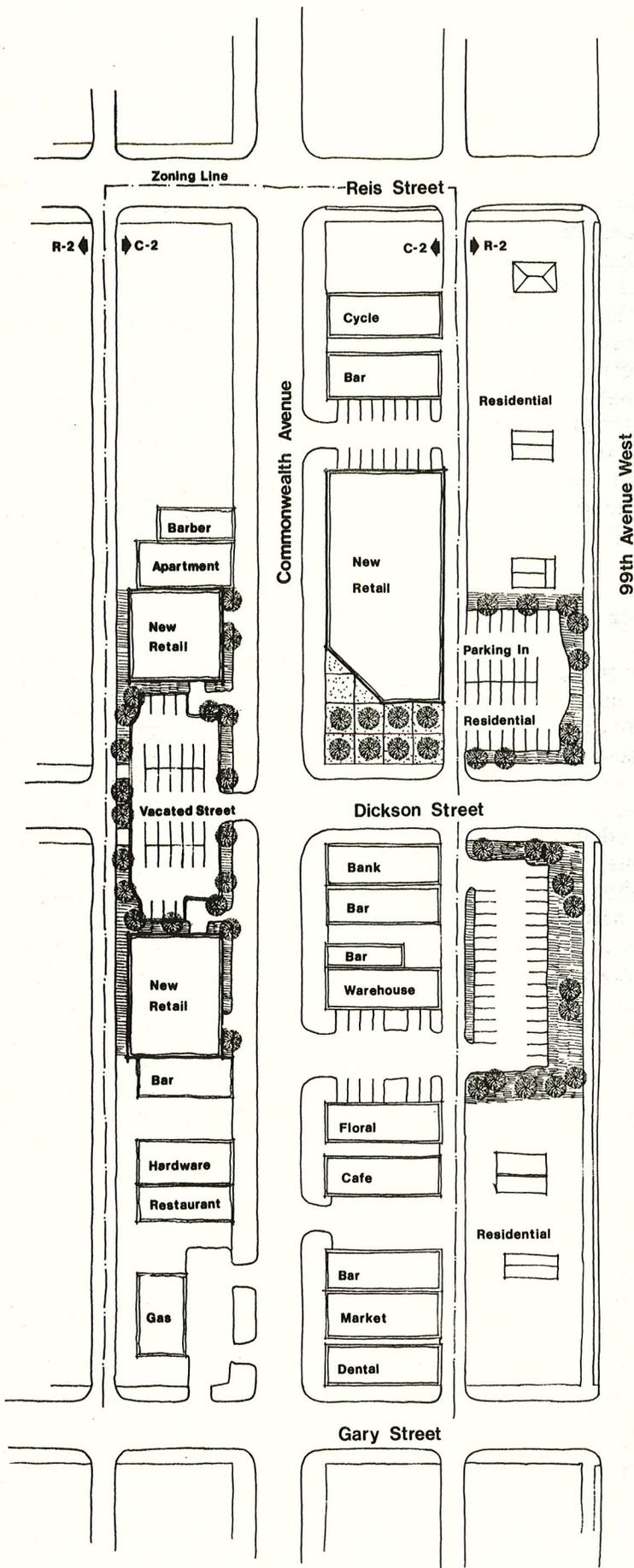
The area on the west side of Commonwealth Avenue illustrates the vacation of Dickson Street to provide consolidated off street parking area to be shared by several new businesses. The new construction illustrates one choice of building placement. Set backs of about 10' are shown from the property lines. This allows some grass, trees and other plantings to encircle the buildings. Planting is also helpful in the parking area. On a small lot such as this, plantings within the parking area should be avoided to facilitate maneuvering and snow removal. All of these changes illustrated on the west side of Commonwealth are within the commercial zoning area.

On the east side of Commonwealth other techniques are shown. The parking here is behind the commercial 1/2 block fronting on Commonwealth. Although this property is residentially zoned, a procedure exists for permitting commercial parking. Section 50-47 (c)(5) of the City Code empowers the Board of Zoning Appeals to "permit parking lots on land not more than three hundred feet from the boundary of any commercial, business or industrial district, under such

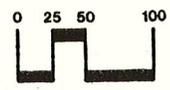
conditions as will protect the character of the surrounding property." This is generally interpreted as providing setbacks and landscaping to screen the parking from adjacent residences. Side or rear entrances on existing buildings and orienting entrances of new buildings to such parking areas is necessary to make these areas function properly.

The new construction on the east side of Commonwealth illustrates an alternative to building placement from that which is shown across the street. Here the building is out to the property lines except at the corner where one end is chopped off to provide some open space. This is similar to consolidating the area of setback in the other example into a small plaza that can have benches and other facilities encouraging the people to gather and use the space when they are in the area. Also such a configuration relates to the parking area illustrated below it.

These examples are shown to illustrate techniques for commercial revitalization. Although they are intended as examples, they were designed with care for that intersection based on the existing conditions and therefore represent very plausible configurations. These options, or the wholesale clearance and rebuilding of structures, are entirely dependent on market conditions and demands. New interest has been expressed in the area and the proposed compaction of the commercial zone should help to further encourage a "new face" for Gary-New Duluth.



Proposed Commercial Redevelopment



Cement Plant Plat

The property on which the cement plant is located has been identified as a prime location for new industrial uses. Assuming that this facility will not again operate as a cement plant, the re-use of these specialized buildings seems unlikely. A new plat is proposed for these lands that are suitable for industry. The configuration illustrates lots averaging about 3 acres in size. Representatives from the City's Industrial Development Office feel that these sizes would help to fill a void in the size of industrial property in the city. These lots could also be combined to provide for much larger parcels.

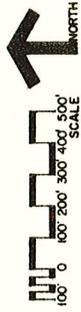
Zoning is not a function of the plat however in the situation where a no-build zone is proposed such as on the north edge of the plat, lands should not be platted for developed use. These areas of buffer or steep topography are shown as out-lots which should be dedicated as open space.

An easement is shown along the western edge of the lots that abut Commonwealth Avenue. This easement is to provide a landscaped edge to this area. This, in combination with the access prohibitions, would direct the traffic movements off of Commonwealth Avenue and onto the internal circulation system.

MORGAN PARK

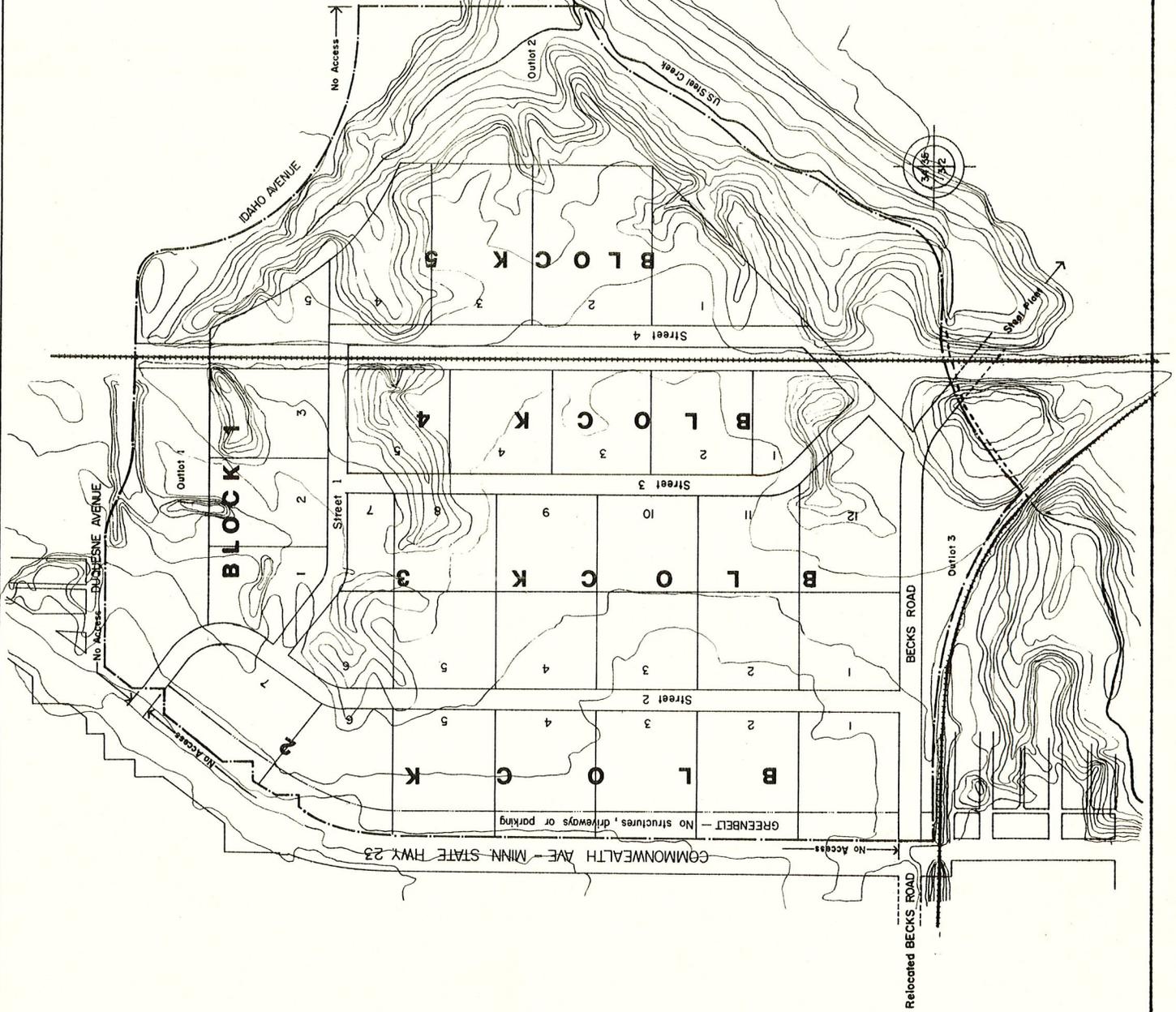
STEEL PLANT

Proposed Plat

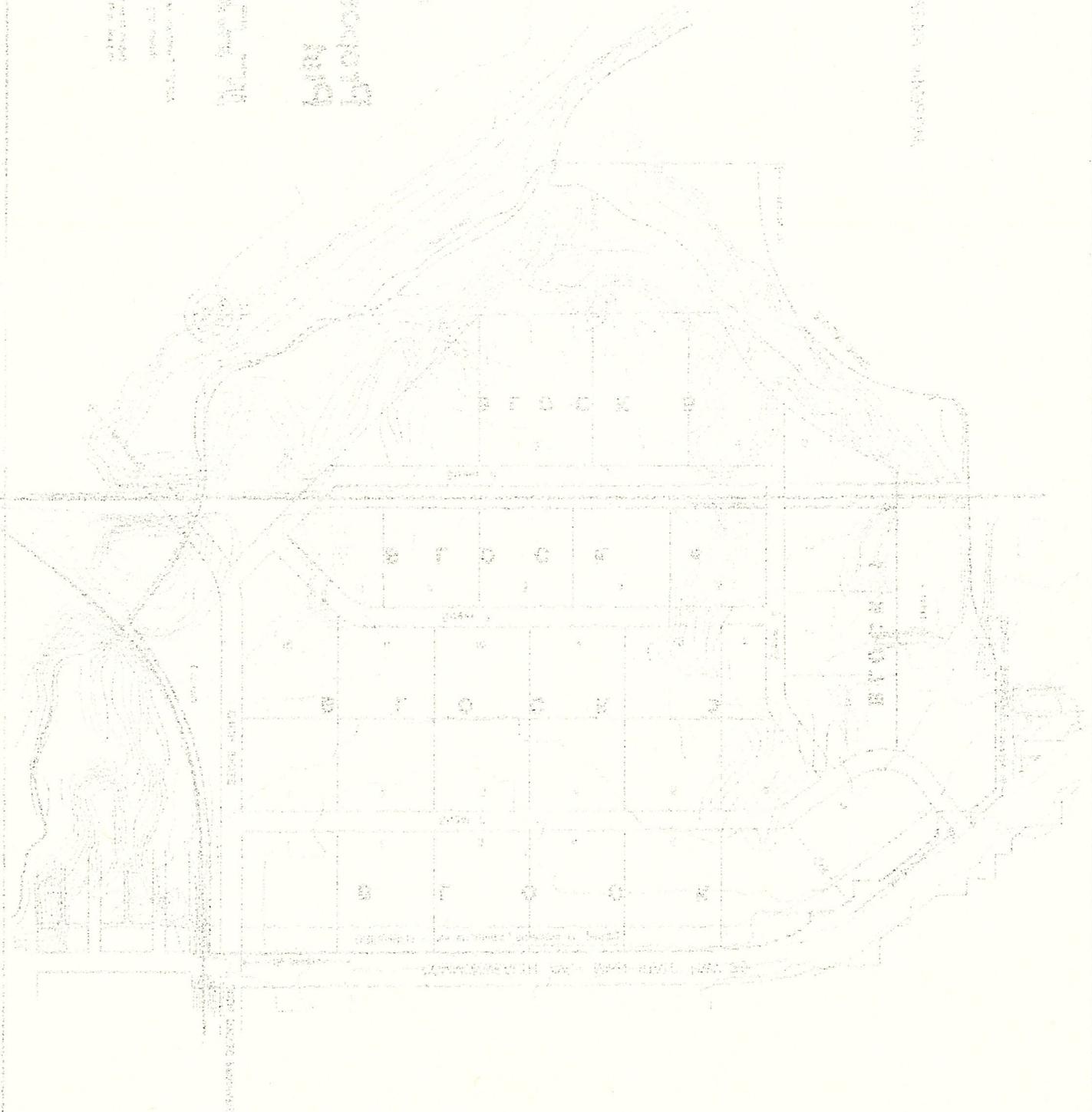


NOTE: Contours are not current and are shown only for general reference.

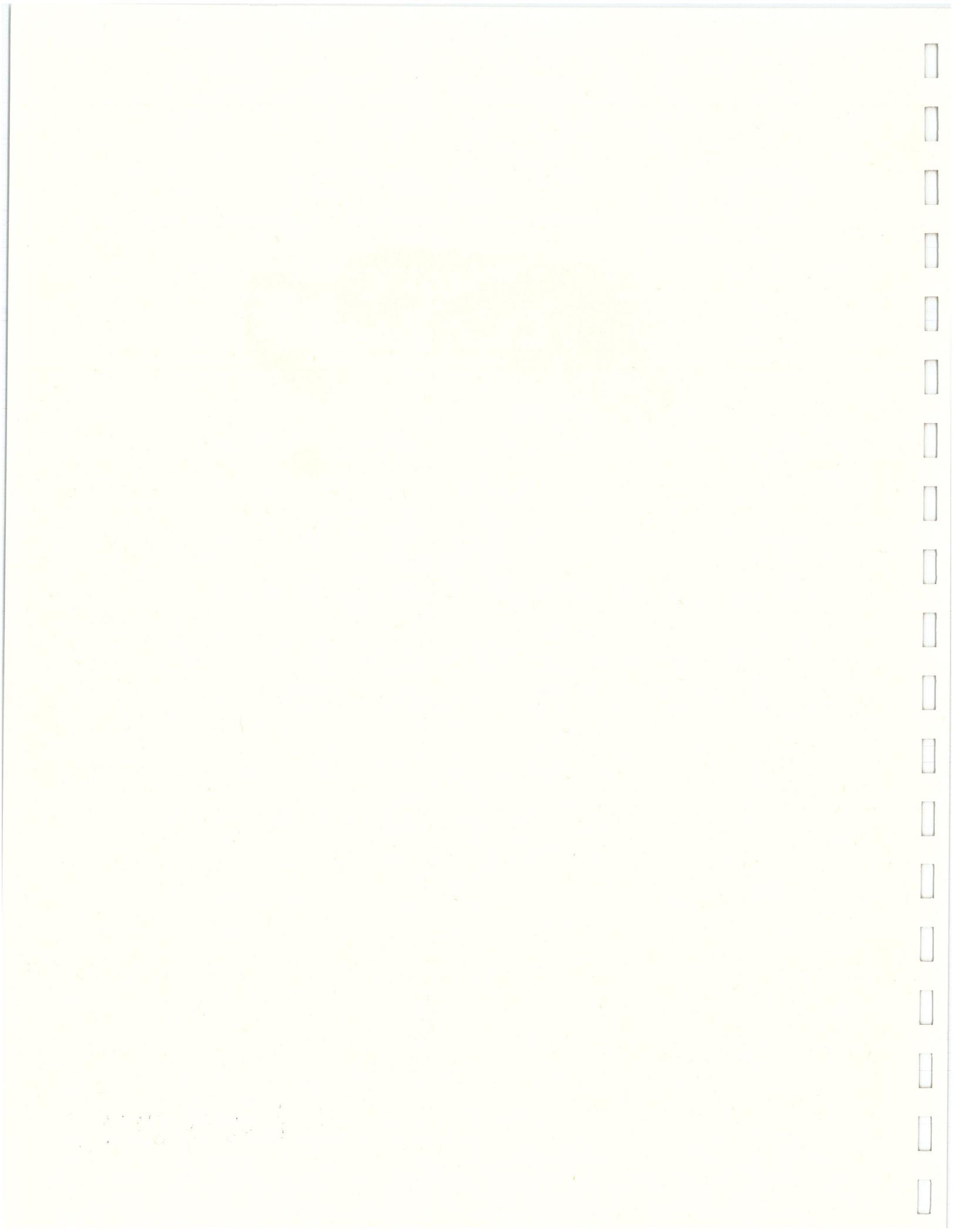
Outlots to be dedicated as public open space.



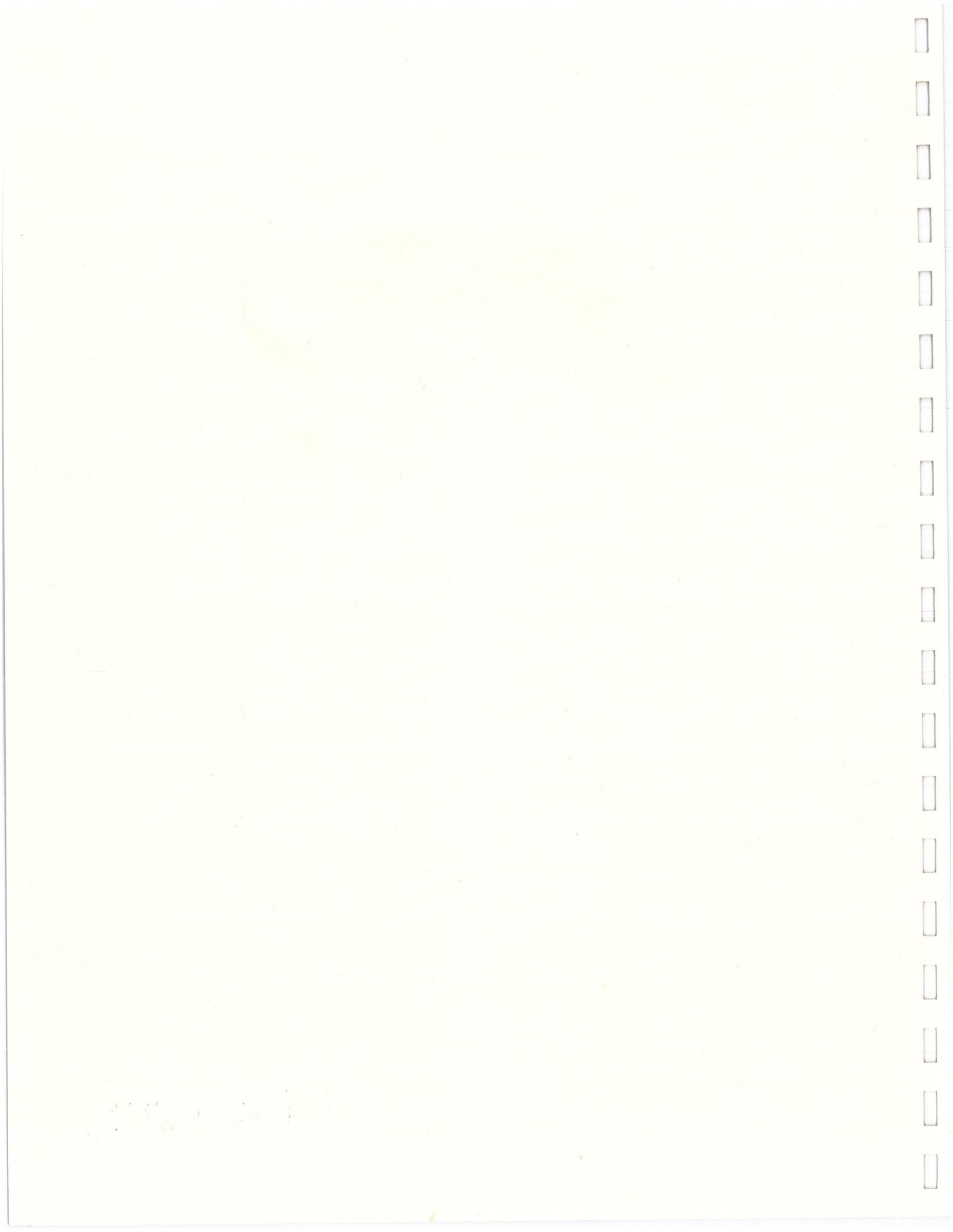
to show the lines
of the land



Inventory



Inventory



area includes 13 miles of shoreline on the river yet the only public access point over this entire length is the Boy Scout Landing at the foot of Commonwealth Avenue. It is possible for those who are familiar with the area to gain access to the river at other places of course, but it remains that access points without the legal implications of trespass on private property are limited to one.

2. A continuing problem has been the relationship between the residences and industrial uses. The cement plant has historically been a source of dust in the neighborhood and the steel plant, even with its operations greatly reduced to the production of coke, produces unpleasant odors during the quenching process. For the residential potentials of the neighborhood to develop fully, these continuing industrial influences must be dealt with. New industrial installations, have far more demanding standards. The issue then is the continuation of the older installations.
3. Another land use concern is that of the major traffic movements that penetrate the center of the community. This pattern again may be an inhibiting factor in additional residential construction in the westerly direction. The Gary Street - Becks Road has been the subject of considerable discussion about its realignment to the north edge of the neighborhood. This realignment would contribute additional land for residential development that would avoid that existing penetration.
4. The property south of Becks Road and west of the mobile home park which has been in the past used as a source of gravel and has most recently been used as a dumping area, remains a

potential land use problem. This property is in a prime location for future residential expansion. Developing this land, as it is presently zoned, for manufacturing purposes would not only limit the potential residential expansion in that direction but also may severely impact the existing residences in that area.

5. The vitality of the long commercial strip on Commonwealth is past. The long strip results in vacant and run down buildings interspersed with existing businesses. The compaction of the commercial area would encourage a healthier business district.
6. As the area experiences increased industrial activity and related construction such as the new power line to serve the foundry, care must be taken as to how these facilities relate to existing residences. Substantial buffer strips, berms or major roadways can be designed to separate uses that are generally not compatible when abutting one another.

Opportunities

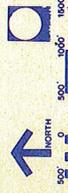
1. Perhaps the greatest land use opportunity in the area is increased use of the river. This could be as simple as establishing access points for informal use of the river and shoreline or extensive recreational, commercial or housing development. The anticipated improvement in the water quality will be the impetus for these new developments.
2. Expansion of existing residential areas would further strengthen the community. There are areas in the neighborhood that would lend themselves to residential uses of all densities. However, in addition to market and demand factors

several specific concerns in this neighborhood may inhibit new residential investment. They include: 1) the future use of the steel plant land, 2) the future use of the cement plant land, 3) the uncertainty of the manufacturing zoning on lands on the river and south of Becks Road, 4) the unhealthy appearance of the commercial district, 5) the possibility of an expanded Steelton Rail Yard, 6) traffic and utility concerns resulting from expanding mobile home park and 7) arterial traffic penetration on the Becks Road through prime residential areas.

3. An opportunity exists in dealing with the commercial district to strengthen it by concentrating the commercial uses with some shared amenities such as landscaped off-street parking. The level of nature of the area makes it relatively easy, by Duluth standards, to assemble some land for a strengthened commercial use.
4. The vast resources of open space available to the neighborhood could have better use. Again, access to these areas is often the impediment to their use. Views of the neighborhood and the river are readily available from Ely Peak or Bardons Peak and the utilization of the surrounding open space lands is just beginning to be explored.
5. There are lands in the study area that are potentially suitable for future industrial use. If the cement plant is torn down, a very valuable site would exist that would be the prime candidate for a new major industrial use. It is removed from the existing residential areas and well served by rail and road access and major utilities. The steel plant also represents a large tract of land suitable for industrial re-use.

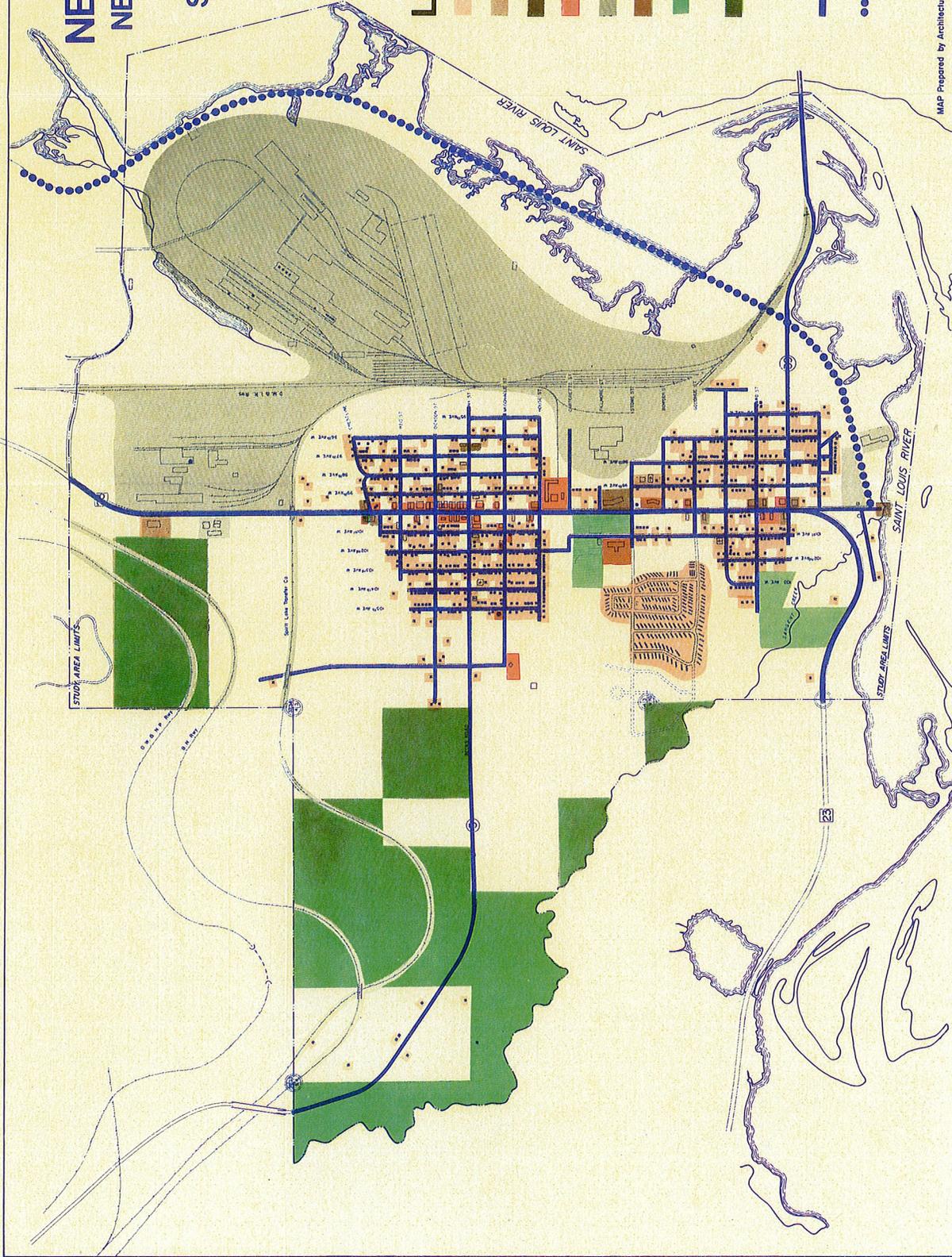
GARY- NEW DULUTH NEIGHBORHOOD PLAN

STUDY AREA



Land Use

- Single Fam. Res.
- Duplex Res.
- Multi Fam. Res.
- Commercial
- Industrial
- Community Serv.
- Developed Re-creation Area
- Open Space - Public
- Vacant
- Transportation
- Western Water-front Trail



Land use in the study area may be described as follows:

	Acres	% of Total	% of Developed Land (1225 acres, all except vacant and Open Space)
Residential	201	7.4	16.4
In platted area	127		
Mobile Homes	35		
Rural Homes	50		
Multiple Residential	13	.5	1.0
Commercial	7	.3	.6
Industrial	789	29.1	64.4
Steel Plant, Cement Plant			
Foundry, etc.	671		
Railroads	118		
Community Services	12	.4	1.0
Schools, Fire hall,			
Churches, etc.			
Developed Recreation Areas	14	.5	1.1
Birchwood, Hockey			
Rinks, etc.			
Transportation	189	6.9	15.5
Open Space in Public Ownership	380	14.1	
Tax-forfeit and municipal			
lands, etc.			
Vacant	1107	40.8	
Totals	2712	100%	100%

Zoning

Changing attitudes about how land ought best be used can be observed by reviewing historical planning documents. These are pretty much limited to adopted zoning ordinances that reflect the official city position at that time.

1927 Zoning Ordinance

This ordinance was adopted at a time when people thought big things were in store for Duluth. Talk of the Chicago of the Western Lake and other such thoughts that this city would become a major metropolis were very strong in influencing the land use decisions of that era. The river was thought of as a resource for shipping, water supply and waste disposal and this single factor was responsible for the vast acreages of industrial zoned land in the city.

In the area of our immediate concern, the 1927 zoning patterns are quite easy to describe, Commonwealth Avenue was a major division line. The 1/2 block on the west side was commercial, and west of that residential. Gary Street was also flanked by a commercial zone. On the east side of Commonwealth, 1/2 block deep was light industrial and heavy industrial beyond that all the way to the river. The actual land uses to fit this zoning never materialized and at the time of this ordinance, substantial numbers of houses were already built in this area. This zoning pattern was practically unchanged up through 1957 when a new zoning ordinance was being prepared.

1958 Zoning Ordinance

This Ordinance, under which we are presently operating, illustrates some changes in thought over the map drawn thirty years earlier. The vast tracts of heavy industry did not materialize and residential uses were becoming firmly entrenched east of Commonwealth Avenue. The heavy industrial zone was pushed back to just include the

D. M. & I. R. rail yards and a jogging line to include the cement plant. A smaller piece of land was zoned for lighter industrial use, but the real significant change was two substantial areas, one in Gary, one in New Duluth that were zoned for one or two family dwellings after about fifty years of residential development in that area.

On the west side of Commonwealth, a different trend developed. The commercial designation on Gary Street was removed, some minor changes in the residential areas were made and two new areas for manufacturing were included. The manufacturing zone adjacent to the suburban zone (the most restrictive designation) occurs in only several instances throughout the city and in most of those the zone is a result of in-place industrial activity. These areas are vacant or residentially developed having been used in the past for gravel extraction and as a landfill.

Recent Changes

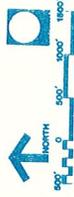
Zoning changes since the 1958 Ordinance have primarily been in response to specific projects. The new apartment building on Commonwealth Avenue and the Foundry are examples of this type of zoning change. A final product of this study effort will be recommended zoning changes that will strive to meet the anticipated changes in this neighborhood to reduce the future need to zone for a particular project rather than in regard to an overall plan.

Other Land Use Controls

In addition to the City Zoning Ordinance, the State's minimum standard for shorelands will soon be in effect. Shorelands are defined as lands 1000' landward from lakes and 300' on either side of streams and rivers. These regulations control setbacks from the water, minimum lot area and frontage, clearing of vegetation, placement of soil

GARY - NEW DULUTH NEIGHBORHOOD PLAN

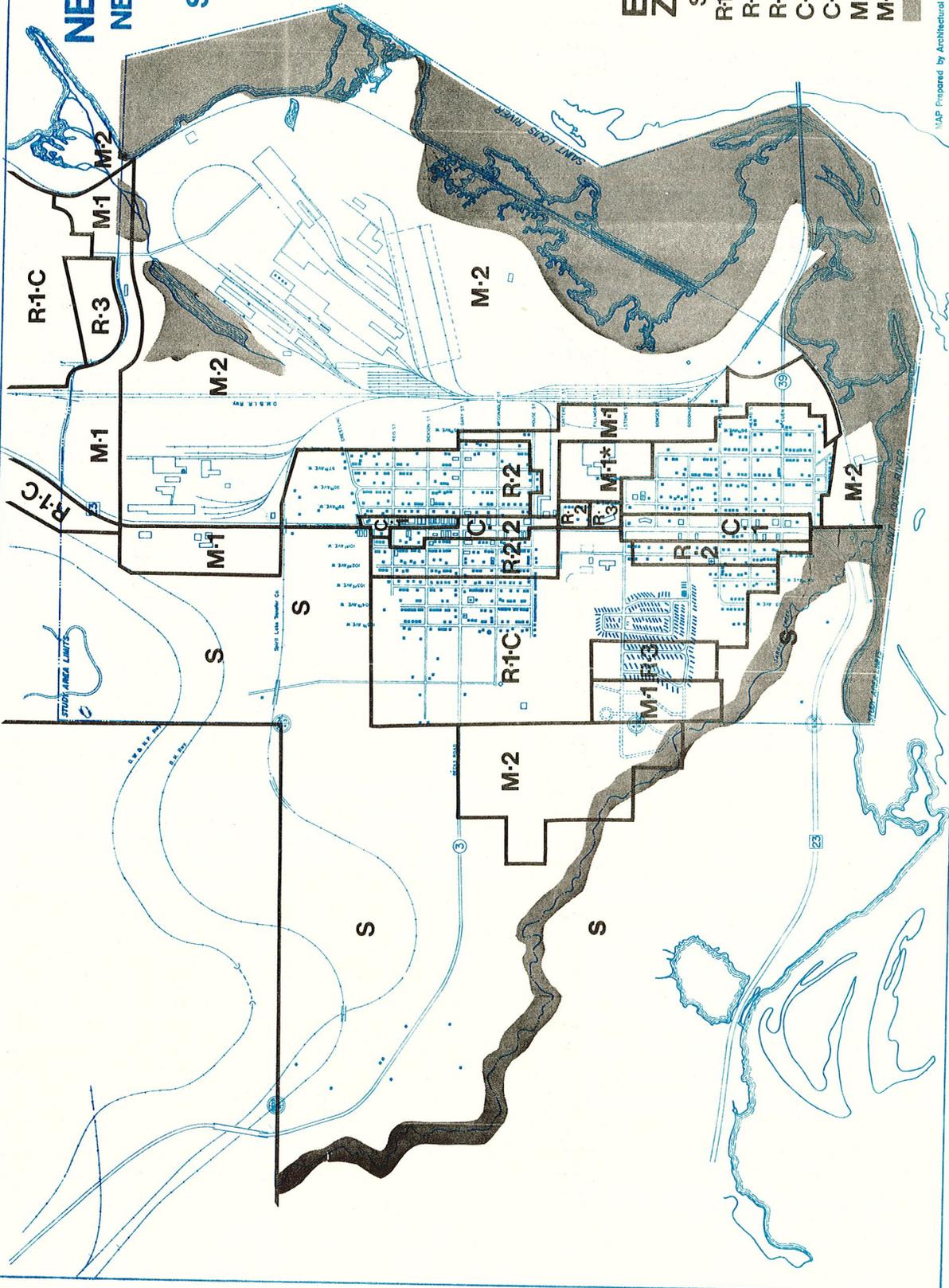
STUDY AREA



Existing Zoning

- S Suburban
- R1-C Single Family Res.
- R-2 Two Family Res.
- R-3 Apartment Res.
- C-1 Commercial
- C-2 Highway Commercial
- M-1 Manufacturing
- M-2 Heavy Manufacturing
- Flood Hazard Zone

MAP Prepared by Architectural Resources Inc. 4/8/78 85°42'25" W 48°19'40" N



Building Forecast (Continued)

market projections and not necessarily the capacity of the land. These are projections from past activity in the neighborhood and are not able to anticipate industrial or economic development that may come to Gary-New Duluth.

Housing

1970 Census Data

Housing Units in study area

owner occupied	602
renter occupied	148 (20%)
total	750

(city-wide, 35% of the housing units are renter occupied)

	G-ND	City
median home value	\$9,600	\$14,500

(the income figures for G-ND and the city as a whole are very close, therefore, a correlation between income and home value can not be assumed)

New Units

Year	Build		Demolish		Mobile Homes
	Own	Rent	Own	Rent	
1970	2		1		
1971	2		1	4	
1972	1		4		
1973			2	2	86
1974			2		20
1975			1	4	-4
1976	12	60	10		39
1977	1		2		29
1978					35
	5 (year of construction unknown)				
	23	60	23	10	205

Summary 1970 - 1978

	Owner Occupied	Rental Unit	Mobile Homes	Total Units
1970	602	148	0	750
Build	+23	+60	+205	+288
Demolish	-23	-10	0	-33
1978	602	198	205	1005
% growth				
1970-1978	0	7	27	34

This 34% overall increase is primarily due to mobile home units. The city as whole has shown only a 3% increase over those same eight years.

Housing age and condition have been reviewed and are mapped by block averages. The housing stock is generally in sound condition. There are some properties that are in a poor state of repair. With the condition being described by block, an individual property that may be substantially different from the others will not be apparent. The image of Commonwealth Avenue is one that is strong in the minds of those unfamiliar with the rest of the neighborhood. Commonwealth Avenue commercial strip is certainly not representative of the housing condition in the neighborhood.

* City Building Inspector

GARY- NEW DULUTH NEIGHBORHOOD PLAN PLATTED AREA

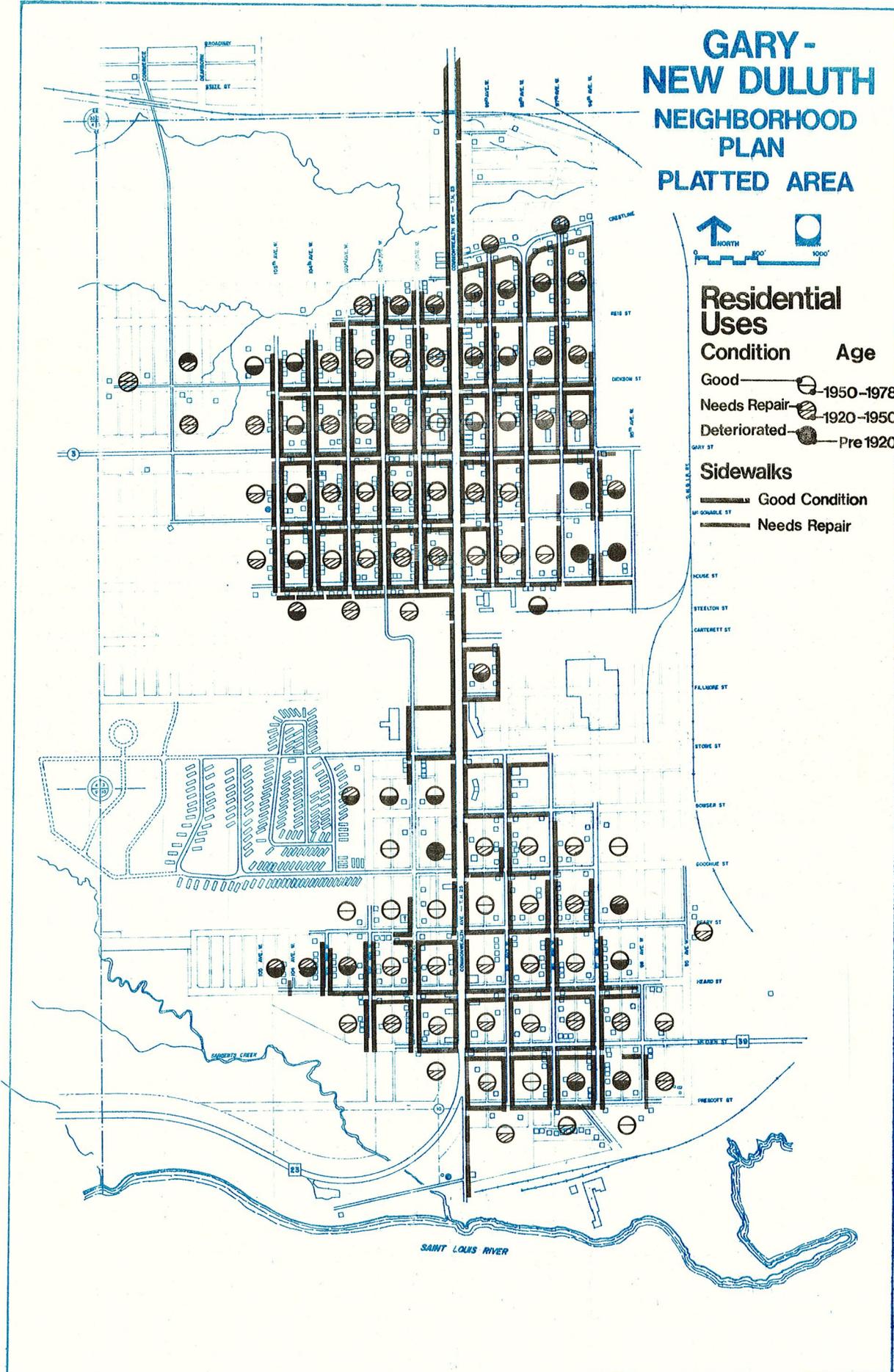


Residential Uses

Condition	Age
Good	○ 1950-1978
Needs Repair	◐ 1920-1950
Deteriorated	● Pre 1920

Sidewalks

—	Good Condition
—	Needs Repair



Non Residential Buildings

The name of the use, occupancy and condition of non-residential buildings are indicated on the adjacent map.

GARY- NEW DULUTH NEIGHBORHOOD PLAN PLATTED AREA



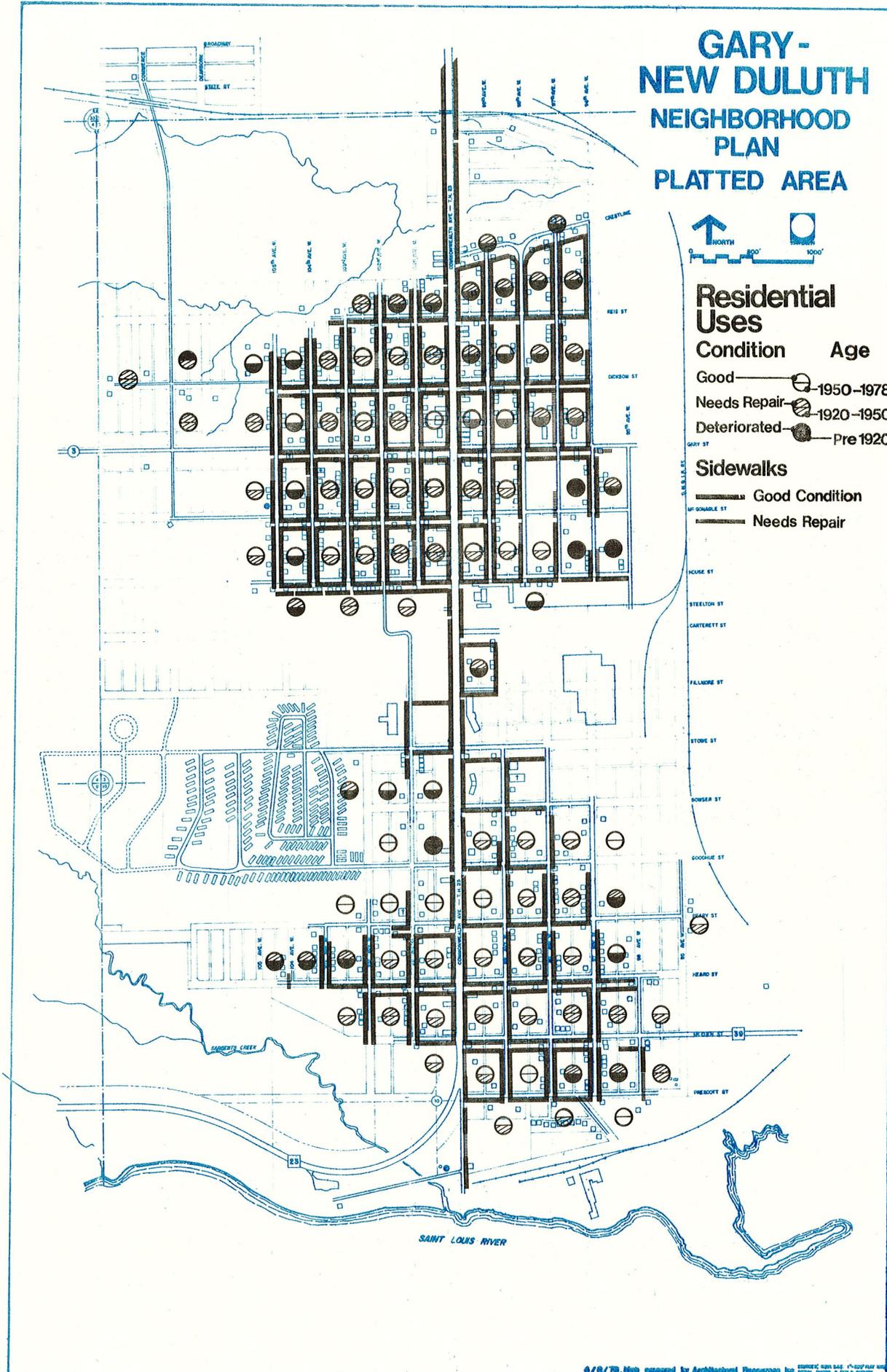
Residential Uses

Condition Age

- Good ———— ○ ———— 1950-1978
- Needs Repair ———— ◐ ———— 1920-1950
- Deteriorated ———— ◑ ———— Pre 1920

Sidewalks

- Good Condition
- Needs Repair



Non Residential Buildings

The name of the use, occupancy and condition of non-residential buildings are indicated on the adjacent map.

Community Services

The following facilities are located within the study area:

1. Public Works Toolhouse
2407 Commonwealth Avenue
2. Stowe School
715 101st Avenue West
3. Fire Hall #10
1106 Commonwealth Avenue

The adequacy of these and other public services are addressed below:

1. The fire hall houses two men and a 750 gallon/minute pumper truck. This is a common situation in other neighborhoods in Duluth such as Lakeside and Woodland. The Fire Department feels that this service is adequate for the existing level of development. Any fire that requires more help than the neighborhood station can provide brings response from Station #8 in West Duluth. Their response time is about five minutes. Substantial residential, apartment, commercial or industrial expansion would require more personnel at the station to provide adequate service.

2. Police protection in various parts of the city is dependent on the levels of activity requiring police action. According to Chief Tasky, Gary-New Duluth is a "fairly quiet" part of the city. The level of service is not constant but rather sporadic. The West Duluth Squad covers all the city west of 40th Avenue West. Many of the older people in the neighborhood remember when the precinct station was in operation. It has been closed for about twenty years. That form of police enforcement, with the same personnel that got to know the people, kids and dogs of the neighborhood is gone. The present patrols rotate and that familiarity does not develop. Chief Tasky would like to have better response time for this area. He does not anticipate any change in the level of service, however, unless the population grows, significant problems develop or if the Police Department can be expanded on a city wide basis.

3. Park and recreation lands and programs are difficult to measure. The study area contains much land for open space purposes but the developed recreation facilities are the subject of a standard that the city is trying to achieve. The standard that is considered desirable is 5 developed acres/100 people. This figure includes developed park facilities of all types, neighborhood, community and city. These are defined as those facilities within a one mile walk, a 15 minute drive and a 30 minute drive, respectively. Therefore, facilities outside of our study area contribute to this standard. Chambers Grove, Morgan Park, Good Fellowship, Indian Point and even the Zoo contribute to this standard. The city is just beginning to apply this measure to the facilities. Indications are that this area needs more developed facilities to meet this standard. Any expansion of the mobile home park for example, should include additional developed recreational facilities. The proposed Western Waterfront Trail would help to raise this area nearer to the standard. The Parks and Recreation Director indicates that 10 developed acres/100 people is a national standard but the city has chosen the standard of 5 acres/100 people to pursue because of the abundance of undeveloped open space in Duluth. The city-wide average is now 2.8 acres/100 people but a neighborhood breakdown is not available. Although this area looks rich in park lands, most of the open space is state owned tax-forfeit and not in direct control of the city.

4. Street maintenance and condition is a topic discussed throughout the city. Gary-New Duluth has some excellent street surfaces and others that have never been improved. From the city's perspective, maintenance of the unimproved streets or the oiled streets is a continuing burden. This patching and grading is not assessable to adjacent property owners. The city is in the process of examining their existing street standards to see if any modification might be in order. No reduction is anticipated. The standards are presently

at the lowest of wheel load standards. However, in residential areas with five acre lots for example, curb and gutter may not be necessary. What is necessary is some method of handling storm water. That is the primary function of the curb and gutter. Ditching is another method. However, in areas with only a 66' right of way that must include sidewalks, ditching may require more land than might be available. From the road way itself, a three foot shoulder, then a 3:1 slope to the ditch bottom which is two feet wide and then a 2:1 slope up again, is required. This on both sides does not make this practical in an old plat. Also, culverts at ditch crossings are necessary so that areas of frequent driveways are impractical.

Over the years, many unimproved streets have been oiled. These are a source of constant maintenance. These streets are patched with cold mix asphalt which often pop out during spring frost action. A more permanent solution would be desirable. The difficulty is that a street improvement is done in response to a petition. The costs of this work is assessed to abutting property owners and often a remonstrance petition is presented. The city remains powerless unless strong petitions are presented for street improvement. A concrete curb and gutter street 28' wide is assessed at about \$20/front foot. This assessment is charged on a monthly basis over fifteen years. A fifty foot lot would then be charged \$5.55/month for fifteen years for a concrete street. The old practice of oiling streets (which was also assessable) has been discontinued. The policy now is to let the streets deteriorate because the cold mix patching was so unsatisfactory.

5. The Water and Gas Department Director indicates that there are great problems in serving this area. The water system will have increased capacity in the winter with some modification to the Gary water tower. This facility is not presently freezeproof

and changes are contemplated in its internal piping to accomplish that. This would increase fire fighting reserves also. One recurring water maintenance problem has been the repeated breaking of a 16" line near the ravine at Crestline Court. This has occurred three times in four years.

Gas Service is primarily low pressure. There have been minor supply problems at the new apartment building and at other scattered locations but that appears to be under control. Any major user would need access to the high pressure line east of the neighborhood.

6. Bus service is not abundant but adequate based on the ridership. The Duluth Transit Authority indicates that there are no anticipated changes in the levels of service, however, if demands develop, such as might be the case with the Western Waterfront Trail, they would respond with service to meet that need.

7. The street lighting on Commonwealth is presently at a level of 7,000 lumens per pole with about six poles per block. Responding to a request for more light, the City has offered to double that output by installing 14,000 lumen high pressure sodium fixtures on the existing poles. With the declining level of commercial activity on Commonwealth, the question of the appropriate level of street lighting and who will pay for it, will probably not be soon resolved.

Schools

Stowe and Morgan Park Schools serve this area. Stowe is an elementary school and has students from this area as well as Morgan Park. High school students attend Morgan Park (outside study area).

Stowe Elementary
50 - 65% enrollment from G-ND

Morgan Park High
16% enrollment from G-ND

Stowe is a large facility, well maintained and in good condition. It could easily double enrollment. (Junior High level previously housed there ceased in 1969).

Stowe

- 5.5 acres
- Constructed 1915
(addition 1922 - 24)
- K - 6 grade
- Capacity 1200

Enrollment

1977-78	509	
1976-77	514	
1975-76	516	
1974-75	543	
1973-74	542	
1972-73	607	
1971-72	635	Bussed 277 (54%)

Morgan Park

- 9.67 acres
- Constructed 1916
(additions 1939, 1966, 1967)
- 7 - 12 grade
- Capacity 1350

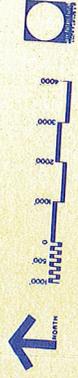
Enrollment

1977-78	658	(220 are from G-ND)
1976-77	708	
1975-76	709	
1974-75	729	
1973-74	748	Bussed 417 (63%)

* City Planning Department

GARY - NEW DULUTH NEIGHBORHOOD PLAN

VICINITY MAP



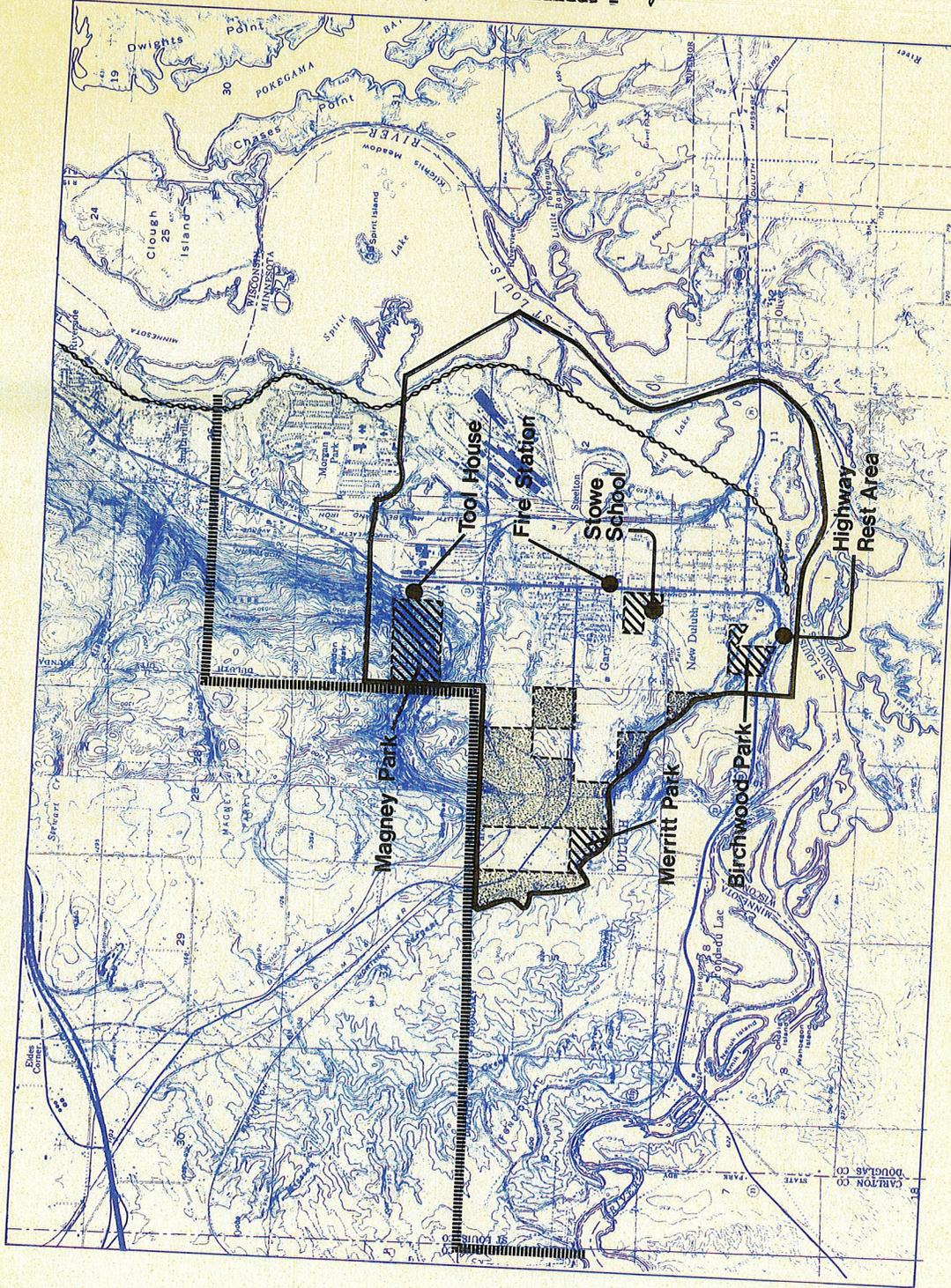
Public Facilities

Public Open Space

City Park Lands

School District Boundary

Western Waterfront Trail



Recreation

Recreation areas available to the neighborhood consist of one major developed site and numerous undeveloped areas. The Gary-New Duluth Recreation Area/Stowe School site accounts for the most significant developed recreation site in the neighborhood. Birchwood Park represents one other developed park space within the community. The largest percent of recreation space within the neighborhood consists of undeveloped waterfront and forested park areas. A breakdown of developed and undeveloped recreation spaces is provided in the following.

Gary-New Duluth Recreation Area/ Stowe School

- City and School District Owned
- Intensively developed recreation area
- 10 acres
- Good condition, parking areas require some improvement
- Neighborhood and school access excellent
- Gary Recreation Center recently constructed
- Landscape treatment is minimal
- Located on Commonwealth Avenue and Stowe Street

This is the major recreation area within the community. The facilities include:

Two Softball Fields
Playground Equipment
Recreation Center Building
One Baseball Field
Two Hockey Rinks (lighted)
One Open Skating Area
Basketball Court (lighted)
Two Tennis Courts (lighted)
Veterans Marker
Parking Area
Field Game Area
Drinking Water

The total recreation area encompasses ten acres, of which 3.2 acres are State owned and 7.8 acres are city owned. The landscape is predominantly open, with some deciduous trees planted along the perimeter of the softball fields. Access to Commonwealth Avenue is excellent, with 101st Avenue West handling vehicular circulation through the recreation center.

The recreation area is in good condition, with recent construction of the recreation building, hockey rink, tennis courts and basketball court greatly improving the quality of the area. Existing conditions which should receive attention include off-street parking, landscape treatment, and fencing for the softball field which borders Stowe Street.

The recreation area functions as an active space for school use, organized recreation programs, city-wide softball, and community wide unorganized use.

Birchwood Park

- City Owned
- Neighborhood picnic facility
- 2.9 acres
- Good condition, maintenance required for picnic tables and grills
- Potential views of Sargents Creek Ravine and St. Louis River available
- Limited expansion for active uses
- Birch trees covering the site
- Located on Heard Street and 103rd Avenue West

Located along a bluff overlooking Sargent Creek Ravine, Birchwood Park provides a small park atmosphere for the western area of New Duluth. The park is approximately three acres in size and is city owned. The

of Wisconsin. A wayside pull-off is provided at Bardon's Peak.

Tax forfeited lands account for 180 acres of marginally developed land. These lands are presently held in conservation by the State of Minnesota. The land is located along the north side of Becks Road and extends to the City boundary line. Generally, the condition of this land is poor as far as development is concerned. The hydrological and topographic conditions of the land, limit the potential for use other than those which occupy the area. Two rail lines are aligned along the hillside, and represent the only developed properties.

Highway Rest Area

- State Owned
- Highway 23 rest area
- Good condition, well maintained
- Excellent views of St. Louis River
- Selected thinning of landscape required to maintain views
- Located 1/2 mile west of McCuen Street on Highway 23

The Highway 23 rest area provides a beautiful overlook of the St. Louis River. The rest area is located approximately blocks west of McCuen Street on Highway 23. The area provides parking for about fifteen cars and has a good gravel base. A guard rail is located along the edge of the bluff for the safety of the area users. Views from the rest area are excellent, but selected thinning of some vegetative cover is necessary to maintain the views. Also, an additional guard rail may be necessary to prevent direct access from the wayside parking area to any undesignated highway access locations.

In years I and II of the Community Development Block Grant Program, \$1,044,000. was designated for city-wide neighborhood improvements. \$125,000. or 12% went to Gary-New Duluth, an area with 27% of the City population.

- \$65,000. - Senior Center
- \$50,000. - Recreation Area
- \$10,000. - Boy Scout Landing
(not yet implemented)

Transportation

The street pattern includes the following designations and functions:

- Becks Road - Gary Street to 96th Avenue West is on the County State Aid System (County #3)
- Commonwealth Avenue carries State Highway #23
- McCuen Street carries State Highway #23
- There are no municipal State Aid streets in the study area
- Arterials
 - Commonwealth Avenue
 - Becks Road - Gary Street
 - McCuen Street
- Collectors
 - Stowe Street
- Local
 - All others
- Truck Routes
 - Commonwealth Avenue
 - Becks Road - Gary Street

Traffic Volumes*

History

The closing of the steel plant in 1975 and the opening of the freeway into downtown in 1973 have greatly influenced counts in this area. Becks Road, an access point to the freeway, shows an increase of 23% from 1972 to 1977, while in that same period, Highway #23 decreased 33%. The through trip on the Highway 23 route was clearly impacted.

Present Patterns (1977 figures AADT)

A predicable pattern is supported by these counts. As one moves down the Commonwealth Avenue corridor the volumes change at the Morgan Park and Gary-New Duluth neighborhoods. On Highway 23 outside of Gary-New Duluth, the volumes drop again to less than half of what they are at Gary Street, again indicating the minimal through trips. Becks Road and McCuen Street are

the other major influences in the traffic patterns. These volumes suggest that the movement on Becks Road is split to the north and south on Commonwealth. McCuen Street carries volumes similar to Highway #23 beyond the neighborhood.

*City Planning Department

GARY- NEW DULUTH NEIGHBORHOOD PLAN

STUDY AREA



Traffic Data

2714 AADT Counts

Accidents

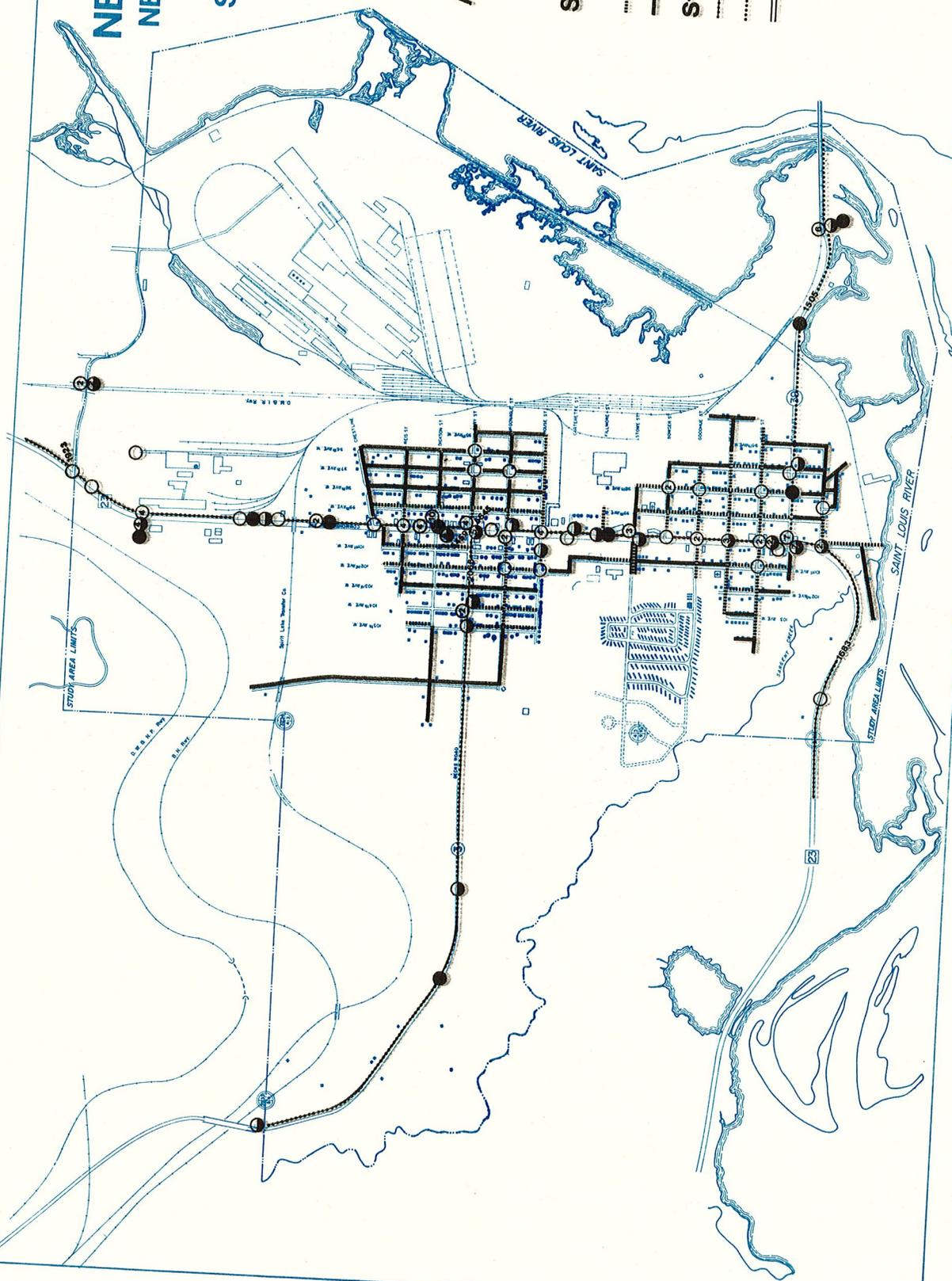
- W/ Damage
- W/ Injury
- W/ Fatality

Street Conditions

- Good
- Fair
- Poor

Street Designation

- Arterial & Truck Rte.
- Arterial
- Collector



MAP Prepared by Architectural Resources Inc. 4/8/70

Transit*

Three bus routes serve the area: Fond du Lac, New Duluth and New Duluth express. All run on Commonwealth Avenue. The term headways refers to the time between buses. Ridership is slightly below average for a community of this population. Each day there are 185 trips out and 145 trips in. A trip out or in is defined as a trip that originates or concludes in the study area.

Street Conditions

Street condition is ranked as good, satisfactory and unimproved. A "good" street is one with curb and gutter and a permanent surface in good repair. Satisfactory streets are characterized as those without curb and gutter and some type of hard surface. An unimproved street is a driveable, unsurfaced street.

Capacity*

The State Department of Transportation reports that Highway #23 has a ratio of its volume to capacity in a range of .86 to 1.0 which is acceptable.

The county does not have any quantitative capacity information on the Becks Road. The State however, has a range of standards for county roads. According to these standards, the road is adequate in capacity and strength, but if it were to be replaced it should be wider (44' vs. 38') and have a shallower slope in the ditches (6:1 vs. 3:1).

The county has projected for 20 years a count of 2,600 vehicles/day (less than 2% heavy trucks).

The collector and local street in the neigh-

borhood appear to have capacity for their present use. The condition of some may be an impediment to traffic. With improvement of these streets the capacity of the overall system would be increased.

Sidewalks

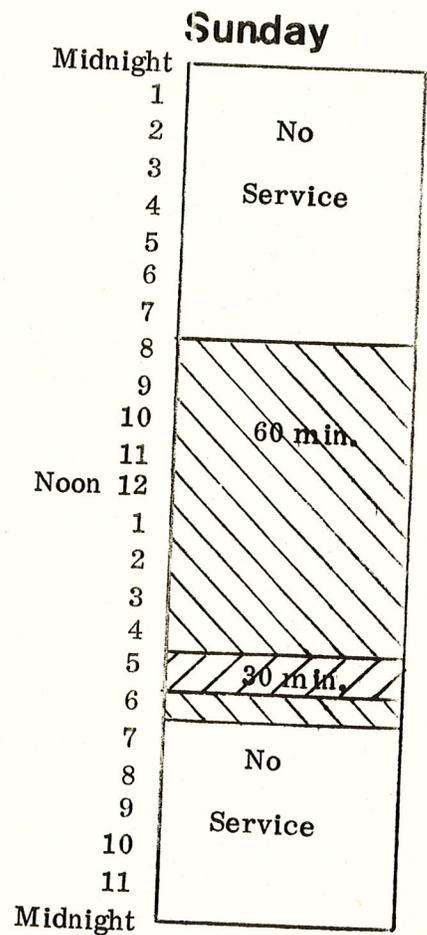
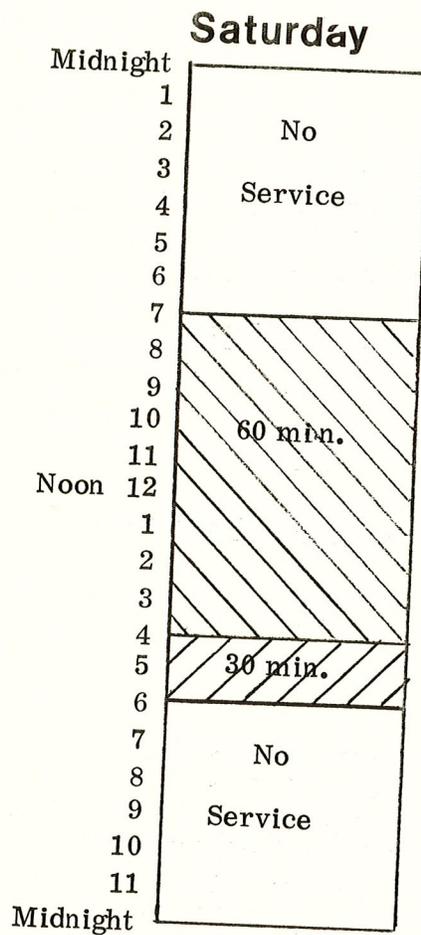
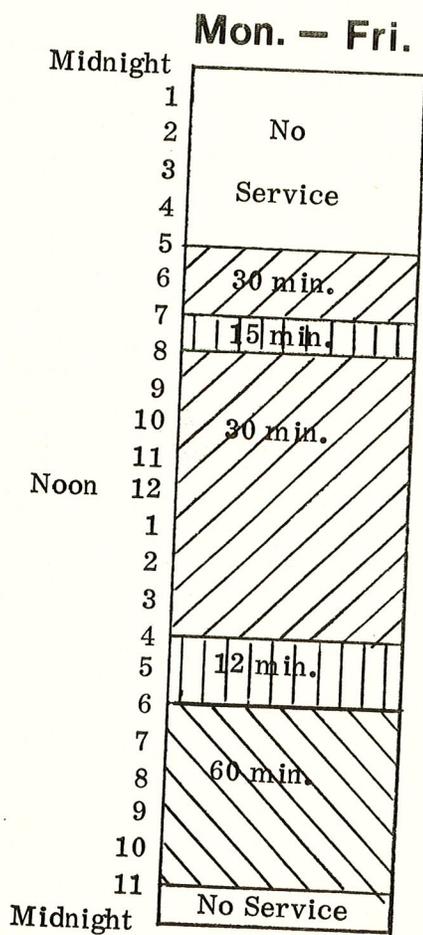
The sidewalks in the area range from very new and excellent to strips of broken concrete under heavy grass cover. For the most part, however, where there are sidewalks in place, they are very serviceable.

Parking

Generally, both on-street and off-street parking appear adequate for existing parking demands. Parallel parking is the common method of on-street parking. There are no parking meters in the study area. Off-street commercial parking is generally adequate, but most of these parking lots are not paved and some are merely turf areas which have been pressed into service and are subject to ruts and muddy conditions.

*City Planning Department

BUS HEADWAYS



Violations*

It is the feeling of the Traffic Safety Director and of Police Department Personnel that there is no meaningful way to analyze traffic violations in a specific area of the city. The tickets are not filed or recorded by location. Frequency of patrol is not consistent throughout the city and the duty is rotated. Therefore, not even subjective opinions have been offered.

These figures are not meant to imply that these accidents involve Gary-New Duluth residents. These figures do not contain origin - destination information or the residence of those involved. Oliver Bridge - McCuen Street and Commonwealth Avenue are the two corridors on which these accidents are concentrated. This would suggest that trips with destination or origin outside the neighborhood are involved.

Accidents*

The most striking statistic in the review of accidents that have occurred in this area is the preponderance of those that involve alcohol. For example, consider these very general figures:

	<u>National</u>	<u>Gary-New Duluth</u>
Accidents involving Alcohol	33%	43.5%
Fatal accidents involving alcohol	50%	77.8%

	<u>City of Duluth</u>	<u>Gary-New Duluth</u>
1972-1976 accidents involving alcohol	17%	43.5%

The vast majority of accidents in Duluth involve two moving vehicles. In this study area that figure is only 50%. This would support the notion of impaired perception, often a result of drinking, since half of the accidents involved vehicles striking fixed objects, parked cars or running off the road.

*City Planning Department

Accidents

Year	Location	Type of Collision					Results		Influences
		Fixed Object	Left Roadway	Parked Car	Pedestrian	Moving Vehicle	Injury	Fatality	Had been Drinking Under the Influence of Alcohol
1972	Carterett & Commonwealth			X			1		
	1104 Commonwealth				X				
	1300 Commonwealth				X				
	1314 Commonwealth				X			X	
	1331 Commonwealth				X				
	1331 Commonwealth				X				
	2300 Commonwealth				X				
	2300 Commonwealth				X				
	2400 Commonwealth				X		1		X
	2402 Commonwealth	X							
	228 Commonwealth						1 1	X	
	Commonwealth & Erickson St.		X				2		
	Commonwealth & E. Dickson				X				X
	Commonwealth & Fillmore				X		1	X	
	Commonwealth & Hilton				X		2		
	Commonwealth & House				X				
	Commonwealth & E. McCuen				X				
	Commonwealth & McGonagle		X				1		X
	E. McCuen & Oliver Br.	X					1	X	
		X					1 1	X	

Year	Location	Type of Collision					Results		Influences	
		Fixed Object	Left Roadway	Parked Car	Pedestrian	Moving Vehicle	Injury	Fatality	Had been Drinking	Under the Influence of Alcohol
1972	E. McCuen & Oliver Br.					X			X	
	E. Prescott & Proco Ct.					X				
	95th West & E. McCuen		X				2			
	95th West & E. McCuen	X							X	
	96th W. & Commonwealth					X				
	96th W. & E. Gary					X				
	97th W. & Commonwealth			X						
	98th W. & E. McCuen				X		1	1		X
	99th W. & E. Reis					X				
	102nd W. & Dickson					X	1			
	104th W. & W. Gary					X	2			
	105th W. & W. Gary					X	1			
	93rd W. & McCuen					X		1		X
	Grand & Highway 23					X				
	Grand & Idaho			X						
	Grand & Idaho					X	1			
	Becks Rd. & Commonwealth				X					
	Becks Rd. & Commonwealth			X				1		X
Becks Rd. & Rail Road Crossing			X				3			

Year	Location	Type of Collision					Results		Influences	
		Fixed Object	Left Roadway	Parked Car	Pedestrian	Moving Vehicle	Injury	Fatality	Had been Drinking	Under the Influence of Alcohol
1973	227 Commonwealth	X								
	300 Commonwealth	X							X	
	423 Commonwealth			X			1		X	
	1417 Commonwealth			X			1		X	
	2402 Commonwealth		X				1			
	2402 Commonwealth		X				3			
	Commonwealth & E. Dickson					X			X	
	Commonwealth & E. Dickson					X	1			
	SW & E. Dickson		X							
	Commonwealth & E. Dickson					X				
	Commonwealth & E. Gary St.	X								
	Commonwealth & E. Gary St.					X	1			
	Commonwealth & Goodhue St.					X				
	Commonwealth & E. Heard					X				
	Commonwealth & State Highway 23	Not Stated					1			
	Commonwealth & E. House St.					X				
	Commonwealth & Idaho					X	1		X	
	Commonwealth & Idaho					X	2	X		
	Commonwealth & E. McCuen	X					1	X		
	Commonwealth & E. McCuen	X						X	X	

Year	Location	Type of Collision					Results		Influences	
		Fixed Object	Left Roadway	Parked Car	Pedestrian	Moving Vehicle	Injury	Fatality	Had been Drinking	Under the Influence of Alcohol
1973	Commonwealth & E. McCuen					X				
	Commonwealth & E. McCuen					Non-Collision	1		X	
	Commonwealth & E. McCuen					X	4			X
	Commonwealth & McGonagle			X					X	
	Commonwealth & Reis St.			X					X	
	Commonwealth & Stowe					X				
	W. Gary St. & State Highway 23					X	1	1		X
	1338 State Highway 23	X								
	Highway 23 & McCuen	X								
	McCuen & Bridge					Overturn		1		
	96th W. & Grand					X		1		
	97th W. & McCuen					X		2		
	98th W. & Goodhue				X					
	98th W. & Heard					X				
	101st W. & House					Bicycle		1		1 Ped Injury
101st W. & Peary					X					
1818 Becks Rd.					X		1			
Grand & Idaho					X					
1974	1510 98th Ave. W.					X				
	98th W. & Bowser					X				

Year	Location	Type of Collision					Results		Influences	
		Fixed Object	Left Roadway	Parked Car	Pedestrian	Moving Vehicle	Injury	Fatality	Had been Drinking	Under the Influence of Alcohol
1974	98th W. & Grand	X								
	104th W. & Becks				X					
	104th W. & Gary				X					
	1328 Commonwealth			X		1			X	
	610 Commonwealth	X								
	814 Commonwealth	X				1	1		X	
	1331 Commonwealth				X					
	2402 Commonwealth			X		1			X	
	2402 Commonwealth				X				X	
	Commonwealth & Crestline				X					
	Commonwealth & Dickson				X	1		X		
	Commonwealth & Dickson				X					
	Commonwealth & Gary				X	1				
	Commonwealth & Gary				X					
	Commonwealth & Glencrest				X				X	
	Commonwealth & Goodhue				X					
	Commonwealth & Hilton	X								
	Commonwealth & McCuen				X	2		X	X	
	Commonwealth & McCuen				X				X	
	Commonwealth & McCuen				X				X	

Year	Location	Type of Collision					Results		Influences	
		Fixed Object	Left Roadway	Parked Car	Pedestrian	Moving Vehicle	Injury	Fatality	Had been Drinking	Under the Influence of Alcohol
1974	Commonwealth & McCuen	X							X	
	Commonwealth & Peary					X	1			
	Commonwealth & Reis					X				
	Commonwealth & Stowe					X		X		
	Commonwealth & McCuen					X	3			
	218 McCuen					X				
	McCuen & Oliver Br.					X				
	McCuen & Oliver Br.		X							
	23 & Hilton					X				
	Becks Road		X				2		X	
1975	97th W. & Crestline						2			
	97th W. & McGonagle									
	98th W. & Bowser					X				
	102nd W. & House					X				
	Carterett & Commonwealth					X			X	
	Commonwealth & Dickson					X				
	Commonwealth & Dickson					X				
	Commonwealth & Gary					X				
Commonwealth & Gary		X					1	X		

Year	Location	Type of Collision					Results		Influences
		Fixed Object	Left Roadway	Parked Car	Pedestrian	Moving Vehicle	Injury	Fatality	Had been Drinking Under the Influence of Alcohol
1975	Commonwealth & Glencrest	X					3		X
	Commonwealth & Glenview					X			
	Commonwealth & Heard					X			
	Commonwealth & House					X			
	Commonwealth & House					X			
	Commonwealth & Reis					X			
	State Highway 23 & McCuen				X		1		
	McCuen & Oliver Br.	X							
	Becks Rd. & Commonwealth	X							X
	Grand & Hilton					X			
1976 thru June	Grand & Hilton					X	2		X
	97th W. & Gary					X			
	102nd W. & House					X			
	102nd W. & McGonagle					X			
	1420 Commonwealth					X			X
	1426 Commonwealth					X			X
	1426 Commonwealth					X			X
	2407 Commonwealth					X	1	1	
	Commonwealth & Gary					X	1		
	Commonwealth & Gary					X	1		

Year	Location	Type of Collision					Results		Influences	
		Fixed Object	Left Roadway	Parked Car	Pedestrian	Moving Vehicle	Injury	Fatality	Had been Drinking	Under the Influence of Alcohol
1976	Commonwealth & Goodhue	X					2			
	Commonwealth & McCuen				X			X		
	Commonwealth & McGonagle	X						X		
	Commonwealth & Stowe				X					
	Commonwealth & Stowe				X	1				
	McCuen & Oliver Br.	X						X		
	McCuen & Oliver Br.	X						X		
	Prescott & Commonwealth	X				1			X	
	Grand & Hilton				X					

Utilities

Storm Sewers

The storm sewers in this area were placed above the frost line and therefore are subject to constant movement with the freezing and thawing of the soil. This movement has resulted in the deterioration of the lines and the City Engineers Office feels that all of the storm system should be replaced now or in the near future.

The mobile home park does not have any storm sewers. The increased surface run-off resulting from this construction has taxed the storm sewers in the area. There is surface ponding around 102nd Avenue West and Goodhue Street because the system is not able to carry away this run-off. The solution to this problem is remote. The mobile home park management is unwilling to install storm sewers or up-size the existing public storm system. The city's permanent improvement fund is the method for publicly financing these needed changes and that budget does not allow a complete rebuilding. As new streets are built, the sewers will be replaced, however, this is a patchwork process.

Sanitary Sewers:

The sanitary sewer system is based on a hierarchy of function of the various lines. The lateral sewers are the local pipes that serve individual blocks. These feed into collectors and the collector into a trunk. In Gary-New Duluth, the east-west sewers in Reis, Gary, House, Stowe, Heard and McCuen Streets are collectors. They discharge into a trunk that runs north and south along 95th, 96th and 97th Avenues West. This presently discharges into the Gary Waste Treatment Facility and from there into the river. Soon, perhaps September, 1978, this practice will be discontinued and a Western Lake Superior Sanitary District pump station will lift the sewage into the WLSSD mains for treatment at the new plant.

The original engineering of this system was based on serving the entire platted area of Gary-New Duluth. Even though this area is not more than about two thirds developed the system is overloaded. It is overloaded as result of the volumes created by infiltration. The age of the lines and the movement of the soil has allowed ground and surface water to find its way into the system and filling some lines to capacity. The trunk on the eastern edge of the neighborhood has capacity available but to get to that from the potential growth areas on the western edge of the area requires the extension of collectors.

There was concern expressed about the capacity of the sanitary sewer serving the mobile home park. The City Engineering Department conducted extensive flow testing from May to July in 1978 and concluded that there was capacity for fifty more mobile home units than were located there at that time. The private lines from the park connect with the public system at Peary Street and 104th Avenue.

Water

The system is adequate and has capacity for any projected residential growth although commercial or industrial growth may result in problems. The water reservoir is 138' high with a capacity of 750,000 gallons. The West Duluth booster supplies this tank. Present operation maintains a height of water in the tank of about 100'. The Water and Gas Department indicate that increased usage could lower this height to as low as 80' without affecting residential water pressure. The tank does not have sufficient activity to prevent freezing in winter. It is therefore, drained and all pressure supplied from the West Duluth Booster. The winter proofing of the structure has been discussed which would provide increased reserves for fire fighting. The tank is generally in good repair.

*City Planning Department

Gas

The gas in this area is all low pressure except for one high pressure line on the east edge of the neighborhood. Scattered problems have been encountered with the low pressure gas lines. New growth could be accommodated only by tapping the high pressure line on the east edge of the neighborhood.

Private Utilities

The re-use of the U.S. Steel Plant site for a variety of industrial uses gave rise to the need for water, sewer and gas lines within the property. Lines were constructed and are privately owned and connected to the city systems. The sanitary sewer connects with a city gravity sewer line at 88th Avenue West and Hilton Street. Gas is taken from the high pressure line at the easterly edge of the neighborhood and water is from metering stations at Idaho Street and 89th Avenue West and Gary Street and 95th Avenue West.

GARY- NEW DULUTH NEIGHBORHOOD PLAN PLATTED AREA

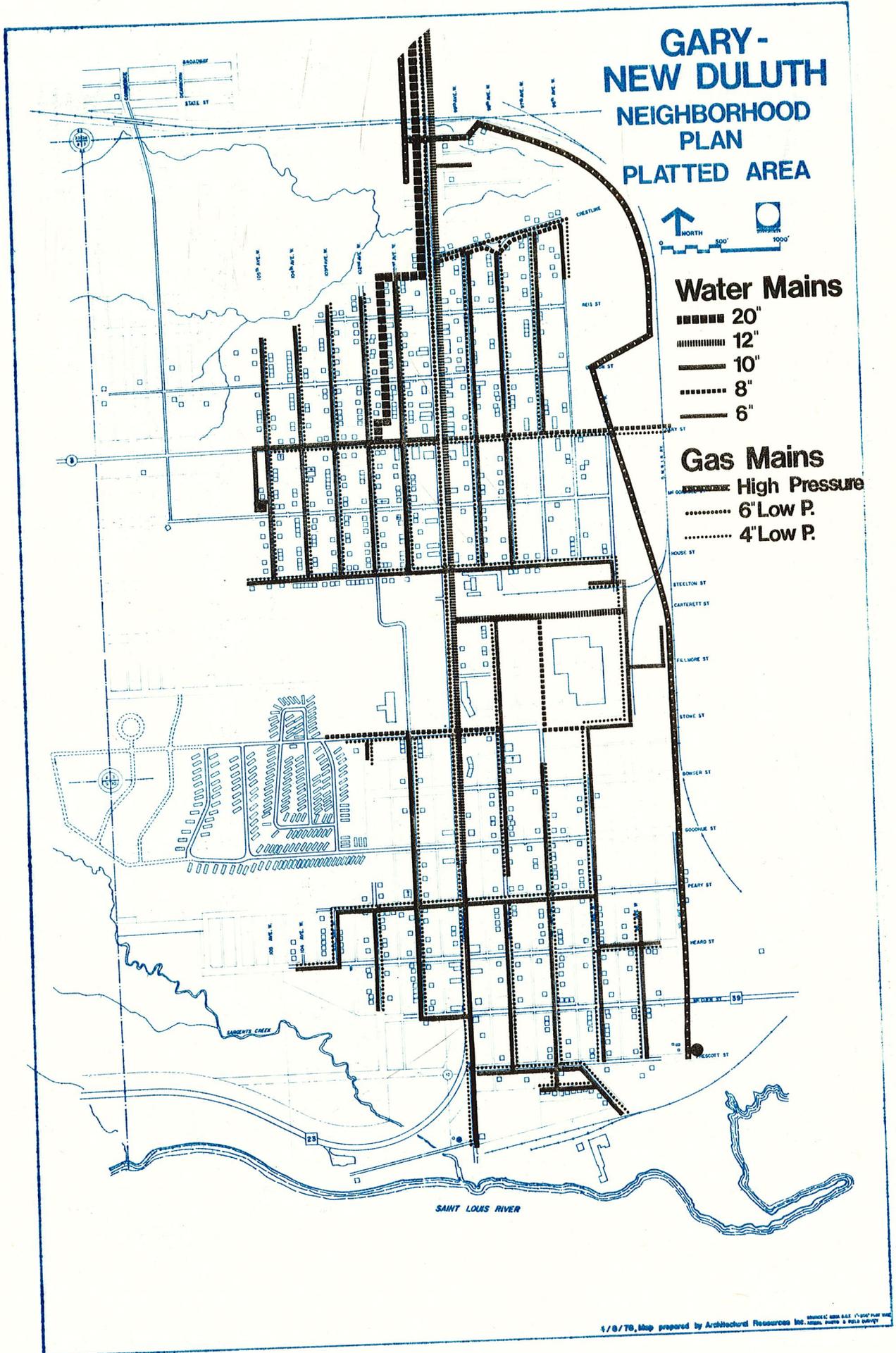


Water Mains

- ██████████ 20"
- ▤▤▤▤▤▤ 12"
- 10"
- ▤▤▤▤▤▤ 8"
- 6"

Gas Mains

- ▤▤▤▤▤▤ High Pressure
- ▤▤▤▤▤▤ 6" Low P.
- ▤▤▤▤▤▤ 4" Low P.

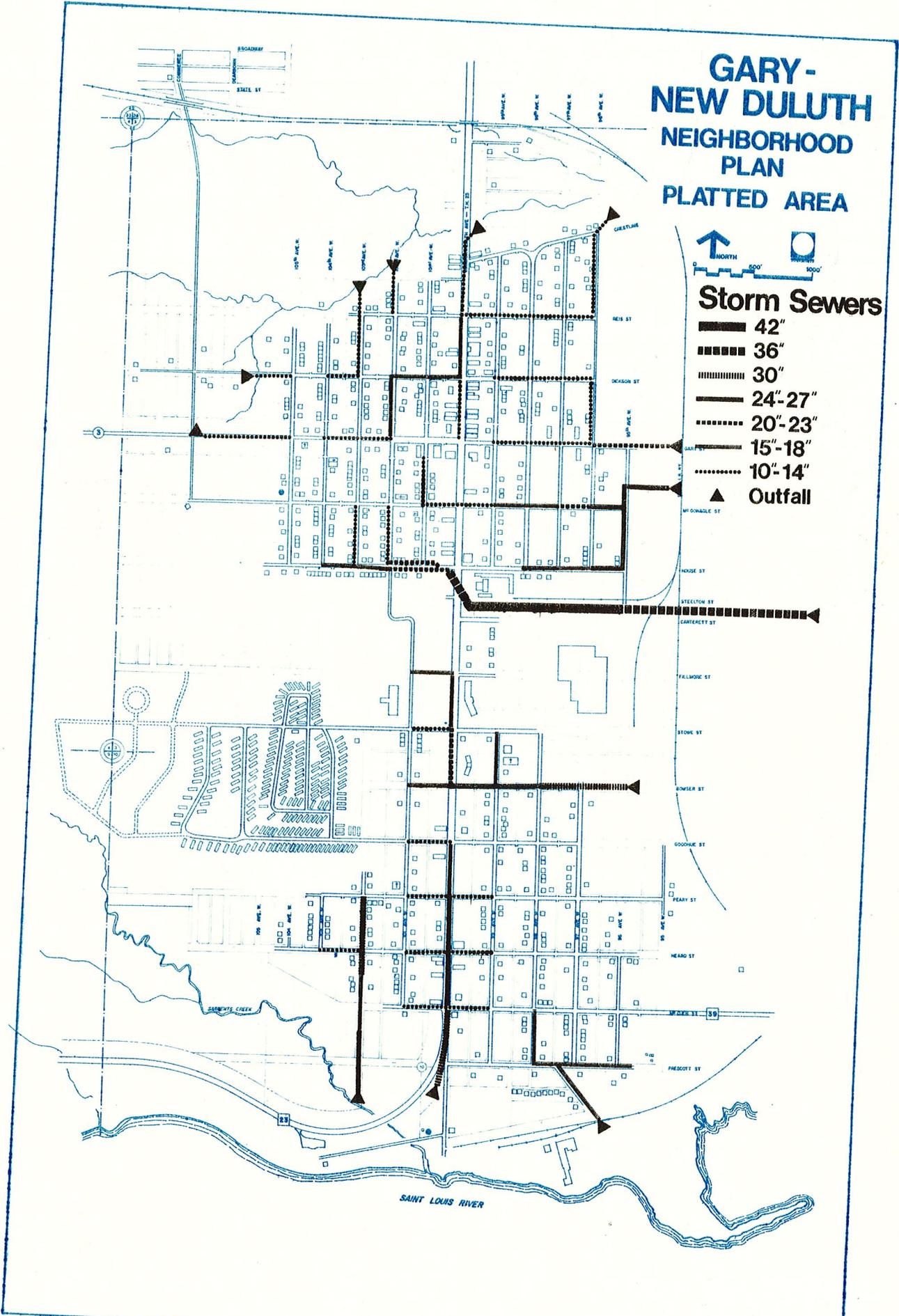


GARY- NEW DULUTH NEIGHBORHOOD PLAN PLATTED AREA



Storm Sewers

- 42"
- 36"
- 30"
- 24"-27"
- 20"-23"
- 15"-18"
- 10"-14"
- ▲ Outfall



Churches

Location and memberships

St. Elizabeth's
610 - 99th Avenue West 356

St. George's Serbian Church
1216 - 104th Avenue West 150

Mala Gospodjna Serbian Orthodox
115 West McGonagle 40
(Bishop Triney Center)

House of Hope Presbyterian
101 West Peary Street
(United Presbyterian)

Redeemer Lutheran
9503 Grand Avenue

Gary New Duluth, Fond du Lac,
and Nopeming

Duluth, Superior, Barnum,
Crosby, Regional Service

Mainly Gary-New Duluth,
a few from West Duluth

Air Quality

City-Wide

Air quality in the City of Duluth is improving. Since 1970, the suspended particulates have been cut in half. This measure, suspended particulates, has proven to be the category of air quality in the city that has been most difficult to deal with on a city-wide basis. Sources of particulates in the air include grain dust, smoke, wood processing, road dust, products of combustion of wood, oil or other fuels and other general by-products of man's urban activities. Other parameters of air quality include Carbon Monoxide, Sulphur Dioxide and Oxides of Nitrogen levels. Of these three, Carbon Monoxide levels are more of a concern to Duluth and this is limited primarily to downtown where products of internal combustion engines are concentrated by slower, heavier traffic.

The light, cool, east and northeast breezes off the lake that we find refreshing on summer days have a tendency to aggravate our air quality. These breezes pack the contaminated air against the hillside and it does not dissipate unless the winds become stronger. The cool lake and the warm land (or in the early winter the cool lake and the cold land) can set up a temperature differential that results in the inversion of air masses. The hillside again, can lead to the trapping of foul air over the city.

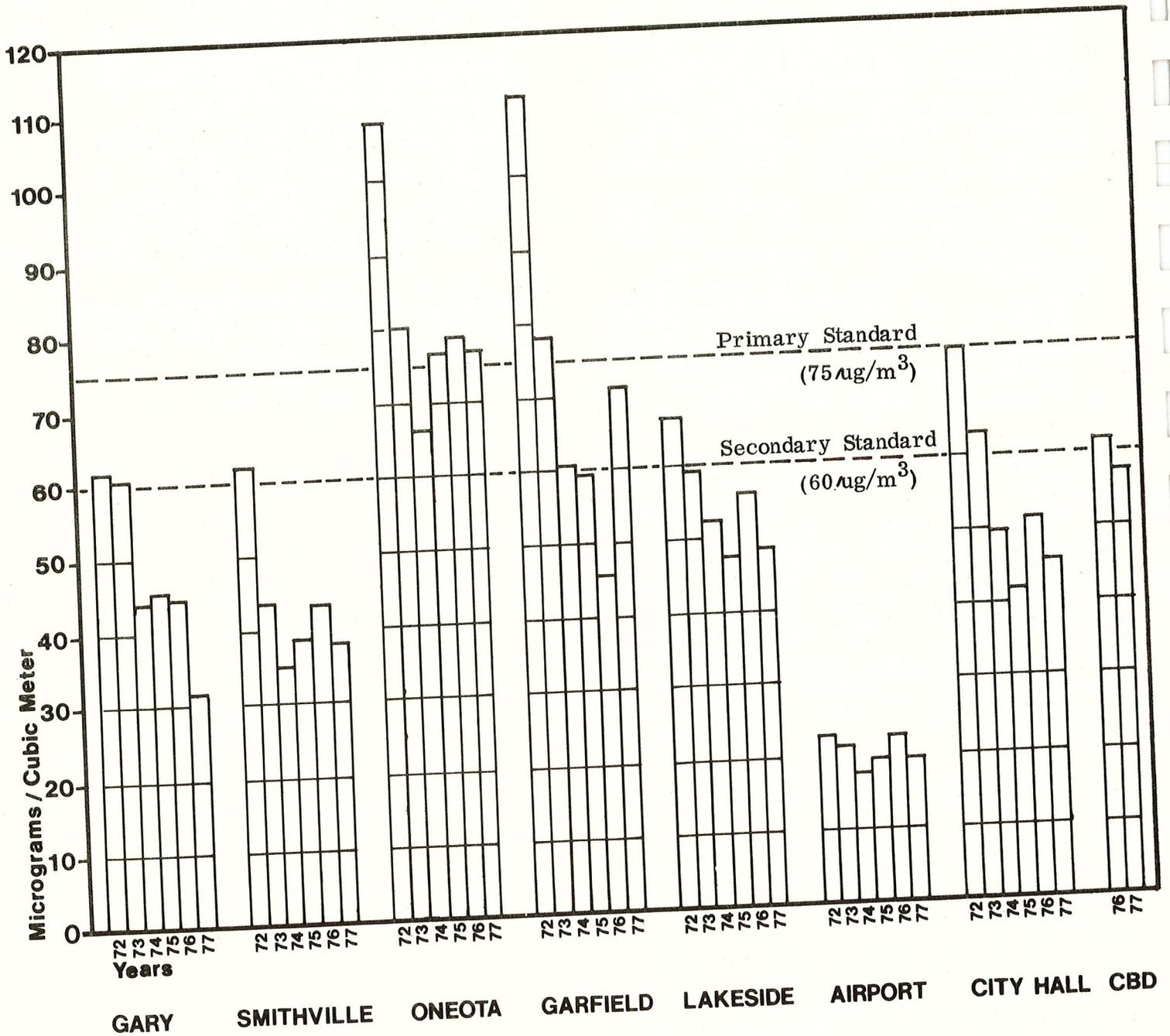
Gary-New Duluth Neighborhood

This neighborhood used to be a primary source of suspended particulates in the city. The steel plant and the cement plant were major contributors to this situation. Now, with only the coke production in operation, the trend has been one of improvement. When large sources are eliminated, the air quality is dependent on many diverse smaller sources, such as small businesses, traffic and road dust and even individual residences. This has become the situation now in Gary-

New Duluth. The ambient level of suspended particulates is not a function of specific sources but rather an indicator of general trends. The lakeside neighborhood for example, slightly exceeds the Gary-New Duluth area in suspended particulates. The traffic volumes near that sample point are a significant cause of this reading. This is mentioned to illustrate that general levels of development impact the air quality and that it is not only a function of major point sources.

The following illustrates suspended particulates from various sample points to show how the Gary area compares with other areas of the city from 1972 to 1977.

SUSPENDED PARTICULATE MATTER



Source: St. Louis County Health Department

Cement Plant

The cement plant located in Gary-New Duluth has been a topic of controversy for many years due to the amount of dust that was generated and fell over the area. With continual operation since its construction in 1917 as a subsidiary to the steel plant utilizing slag, the pollution impact did not come to a head until the environmental awareness era of the 1960's. From that time until 1975 when the plant was closed, a number of efforts were made to bring the plant into compliance with pollution control standards.

At the time of its closing, there were three severe air pollution problems according to the Minnesota Pollution Control Agency.

1. The "Short Stack" operation (emissions grinding and drying area) never complied with pollution rules prior to 1974 and the installation of the bag house filter system.
2. "Fugitive Dust" carried by the wind and resulting from the open storage of klinker (not yet ground cement), cement and the transfer and storage of cement in silos.
3. The "Tall Stack" which was to control emissions from the kilns never met the "Process Weight" and "Exhaust Gas Grain Loading" tests.

During the years between 1970 and its closing in 1975, there were a number of attempts by the State Pollution Control Agency to bring the plant into compliance with state standards. During these approximate five years, very little was accomplished by the company for further compliance due to the costs involved. The equipment necessary to clean up a 60 year old plant were not evidently considered feasible. In addition, the slag used for the process could no longer be obtained from the adjacent steel plant. With these problems to overcome, U. S.

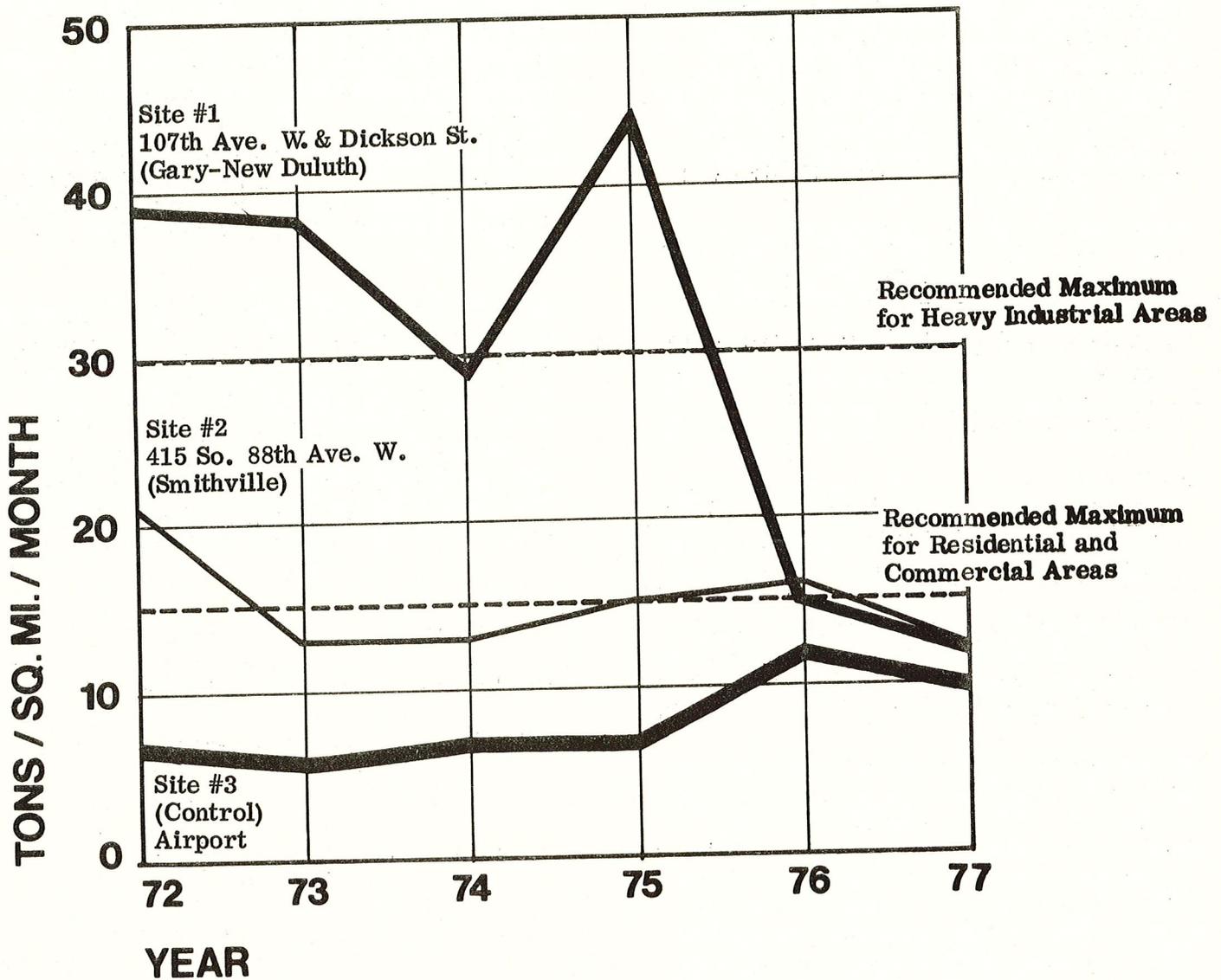
Steel closed the plant in 1975. Data supplied by the St. Louis County Health Department indicates the severity of the dust problem during the operation of the plant.

After its closure, the air quality improved in the Gary-Morgan Park area due primarily to the absence of dust which no longer was emitted from the stacks. The Pollution Control Agency has estimated that the "Tall Stack" alone produced approximately 90 pounds of dust per hour. In addition, there was dust created from the "Short Stack", the open storage areas, the kilns and transfer machinery and the silos. All of this contributed to a gray powder covering everything in the area.

Between 1977 and the present, there has been a renewed effort to reopen the cement plant and bring the process into compliance with state standards for pollution control. The Pollution Control Agency Board has denied a recent permit request to reopen based on their belief that the proposed modifications would not allow the plant to operate in compliance with the standards in effect.

DUSTFALL

1972 - 1977 MONTHLY GEOMETRIC MEAN



Source: St. Louis County Health Department

Water Quality

For the purposes of this study, water quality data will be discussed for the St. Louis River from the Fond du Lac area down to the U.S. Steel Plant. In addition, two creek areas will be included, Sargents Creek which lies on the south edge of New Duluth and U.S. Steel Creek which flows along the north edge of Gary and through the U.S. Steel Plant site.

The St. Louis River has a number of major sources of contaminants from the Cloquet area to the U.S. Steel Plant. These major sources and their present level of discharge include:

<u>Identity</u>	<u>Suspended Solids lbs/day</u>	<u>Biological Oxygen Demand lbs/day</u>
Conwed Corp.	8,000	20,000
Cloquet Treatment Plant	1,500	1,800
Northwest Paper Scanlon Treatment Plant	47,000	110,000
Gary-New Duluth Treatment	200	200
U.S. Steel Corp.	150	150
	1,850	----

Source: Monitoring Report, Western Lake Superior Sanitary District, 1975.

In addition to the above contaminants, there is a very low proportion of oxygen in the river above the U.S. Steel Plant. This is due mainly to the affects of temperature and residential BOD which deplete the oxygen levels.

As a result of the contaminants and depletion of oxygen in the river, the color and odor make the river unsuitable for recreation or fishing. The spring run-off helps the oxygen supply early in the season and the spawning is active. However, despite the presence of fish in the river, they are unedible if caught as result of the concentration of phenols in their tissue. This unpleasant taste and odor will leave an individual fish after it is once again in cleaner water.

Sargents Creek, which runs from near the Nopeming Nursing Home over to the St. Louis River has been affected to a degree by development in its watershed. When sampled by the W.L.S.S.D., in 1976 and again in 1977, they found high ranges of sewage indicators in the samples taken. This indicated that there were problems with oxygen levels, coliform, suspended solids and there contaminants. It was the feeling that these contaminants were the result of sewage leaking from a lift station and other minor point sources along the drainage course.

U.S. Steel Creek flows from Ely Peak area south, then along Becks Road for approximately 1/2 mile then turning northeast, where it continues into the St. Louis River, north of the steel plant. Along its course, approximately 1/2 the distance is developed for residential and industrial use while the other half is undeveloped.

When tested, the creek showed low to moderate amounts of contaminants and oxygen levels were approximately the same as Sargents Creek. This would indicate that U.S. Steel Creek does not contain the proportions of contaminants as does Sargents Creek. There were no major sources of contaminants mentioned as there was with the lift station on Sargents Creek.

In discussions with the W.L.S.S.D. personnel, the initial operation of the new sewage system will remove nearly all contaminants from the St. Louis River. Once the system is operational, the oxygen levels will return to acceptable standards in approximately one year. As far as the settled contaminants are concerned, these will silt over and dissipate over a longer time period. The odor will be removed from the water due to normal flushing action of approximately one year and the perch, walleye, northern fishery will improve with edible quality fish in one to two seasons.

Land Analysis

Material in this section is taken from computer print outs that include more land area than the study area. The additional land is to the west in the Perch Lake area. This is noted as it effects the overall data presented here.

Soils

The overwhelming predominance of soil type in this area is Ontonagon. This soil type is found in the old glacial lake plain around Duluth and is characterized by deep reddish brown clay soils. They are low in organic matter and fertility. Almost the entire study area is of this soil type with the exceptions noted below.

The Omega soil is a reddish brown sand. These are well drained, permeable soils that support forest growth. These soils are found west and south of Sargents Creek, in the mobile home park area and extending north into the landfill and slightly north of Becks Road.

The river shore is characterized by **Beseman** soils which are acid, poorly drained organic soils. Lowland brush or tamarack and Black Spruce are tolerant of these wet conditions.

In the Bardons Peak area, bedrock is found covered by Ahmeek soils. These soils support forest growth and are a loam or fine sandy loam. The permeability is moderately slow.

Topography

The computer mapping rates the percent of slope into three categories: 0-6%, 6-15%, and over 15%. The great majority of land within the study area is in the 0-6% range. In Duluth, to have such a large area with minimal slope is unusual. This factor along with the river is responsible for the historic development of the substantial industrial

land use. Bardons Peak, bluffs along the river, U.S. Steel and Sargents Creek water courses are the major topographic features in the area. The general flatness is one of the striking features of this land which used to be the river bed in geologic history.

Vegetation

Aspen and Birch stands, brush and grasslands are the strongest vegetative features in the study area. The slopes below Bardons Peak, and the western part of the study area contain the majority of the Aspen and Birch. The grass and brush is scattered throughout the remaining area. There is an obvious lack of conifers in the area, the only stands of significance being near the Sargents Creek valley and to the west. About one third of the study area is developed for residential, commercial or industrial uses and does not contain any significant vegetation.

Water Courses

There are three water sheds within the study area; Sargents Creek, U.S. Steel Creek and the St. Louis River itself. The topography adjacent to each of these is steep compared to the generalized flat lands of the neighborhood. As result, there are no sharply defined divides but rather generalized patterns of run-off. The alteration of the ground cover from a natural state to developed uses generally results in increasing the area of impervious surfaces. These are roof tops, driveways, parking lots or any other hard surface that requires water to run-off rather than soak in. The **mobile** home park is an example of a development that has altered the drainage patterns in that immediate area.

*City Planning Department

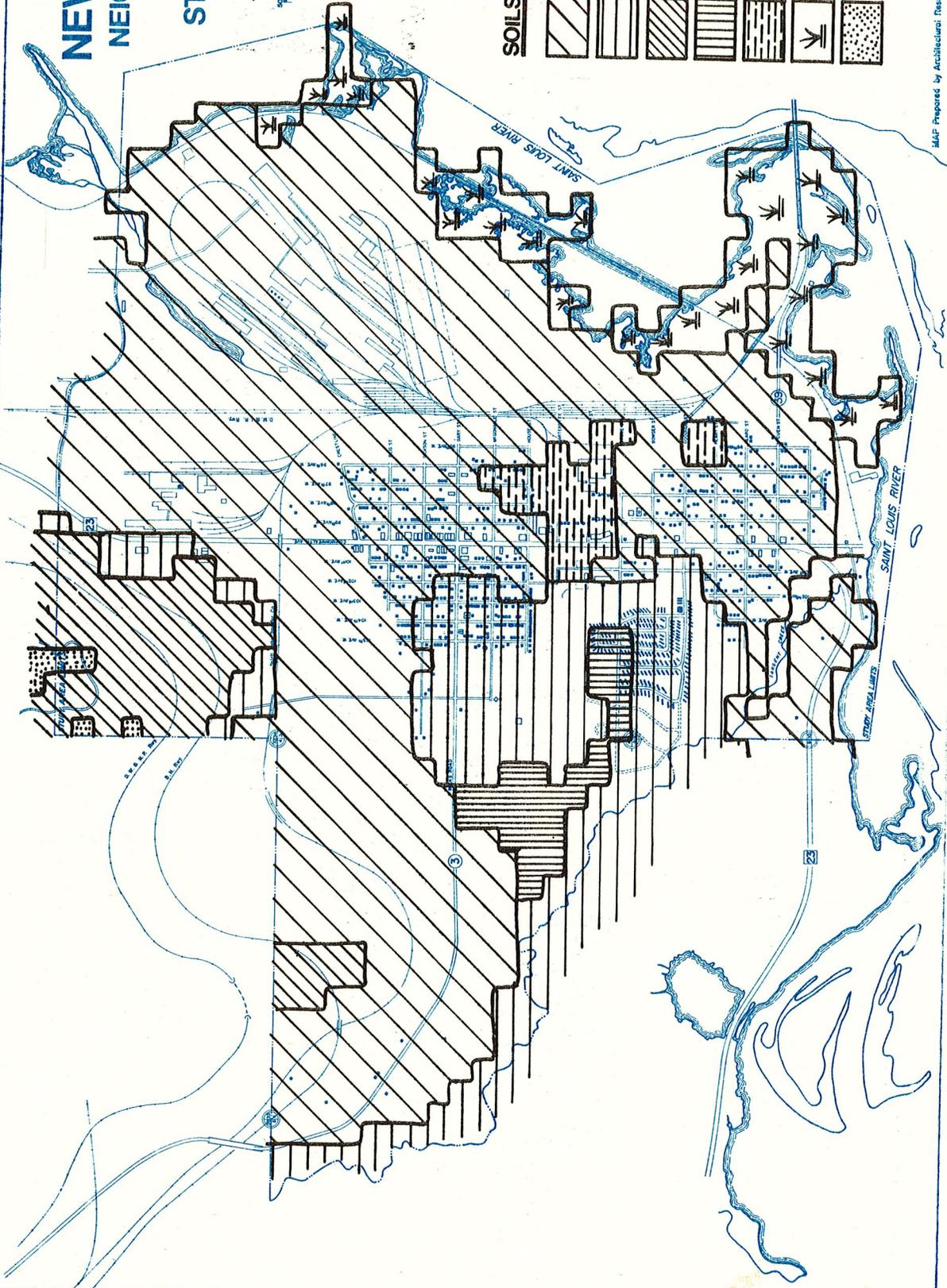
GARY - NEW DULUTH NEIGHBORHOOD PLAN

STUDY AREA



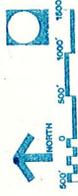
SOILS

-  Ontonagon
-  Omega
-  Quetico Bedrock
-  Gravel Pit
-  Bergland
-  Beseman
-  Ahmeek

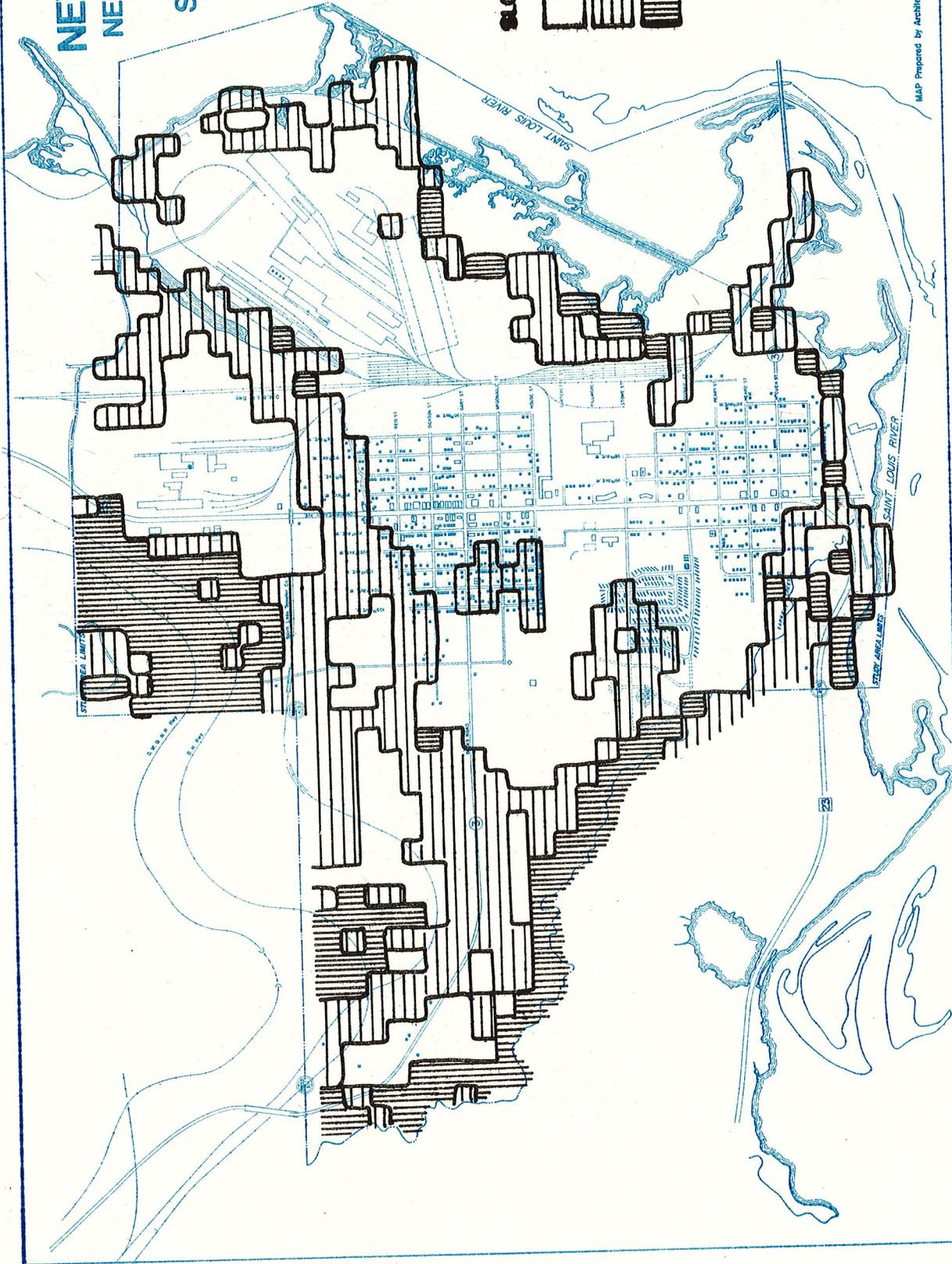
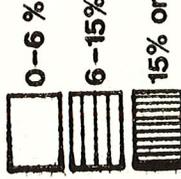


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STUDY AREA



SLOPE



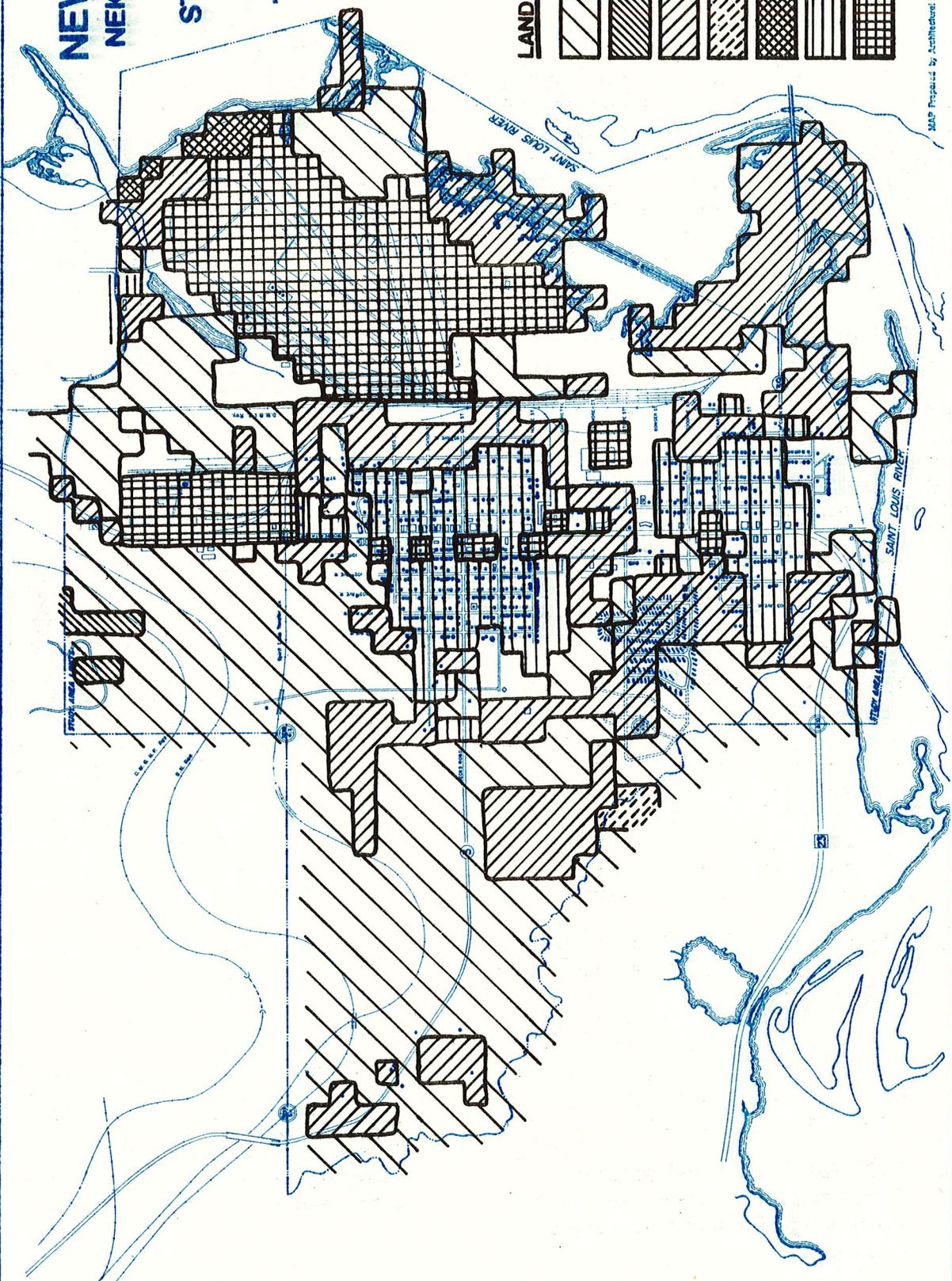
GARY- NEW DULUTH NEIGHBORHOOD PLAN

STUDY AREA



LAND COVER

- Aspen & Birch
- Bottomland Hardwd.
- Brush
- Conifers
- Upland Hardwood
- Residential
- Comm. & Indust.



Urban Design

Every place has a feel about it, an image or a sense of order, or perhaps disorder. Both natural and man-made elements contribute to this feeling. This feeling is sometimes completely accidental or not at all considered, and in other situations it is carefully designed. In instances where this is a conscious design effort this process can be referred to as urban design. This is not the design of an individual building but rather the design of a physical unit, be it a city, a neighborhood or a group of buildings. The consideration of prominent natural features in this process is essential.

In Gary-New Duluth, it does not appear that urban design played a significant role in the development of this area. Its image is more a result of development in response to housing needs for the steel plant rather than a specific plan. The features that contribute to the image of the area include the following:

I. Natural Features

1. Ely Peak and Bardons Peak are prominent land forms. This ridge was the historic shoreline of Lake Superior and which now forms a dramatic backdrop for the community to the north and west. From the peaks themselves, good views of the neighborhood, the river and into Wisconsin are available.
2. The St. Louis River forms a definite "edge" to the south and east sides of the neighborhood. The river and its bank have had industrial uses along most of the shore and as result close contact with the water has been limited to these who actively ventured out.
3. U.S. Steel Creek and Sargents Creek and their respective ravines form two prominent topographic features.

4. The flat topography in the developed area is in direct contrast to other parts of the city and the peaks behind.

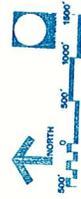
II. Man-Made Features

1. The steel plant dominates the scene. Its buildings, associated rail yards and stacks are visible from great distance and is a significant landmark.
2. The cement plant and stack are also a prominent point in the area landscape.
3. The water tower is a very visible feature on a knob on the west edge of the neighborhood.
4. The wide "Main Street" feeling of Commonwealth Avenue, with distant views of the river valley or Bardons Peak creates a small town atmosphere of a community that is separate from the larger city.
5. The Serbian Church is a unique building and a neighborhood landmark.
6. A visual separation still exists between the areas of Gary and New Duluth, with the open space around Stowe School.
7. The general scale of development is scattered and small when compared with the steel plant or Bardons Peak looming behind.

All of these features contribute to the image of the community. With individual building projects it is difficult to consider the overall image but with this community-wide effort, suggestions can be made to strengthen the total image.

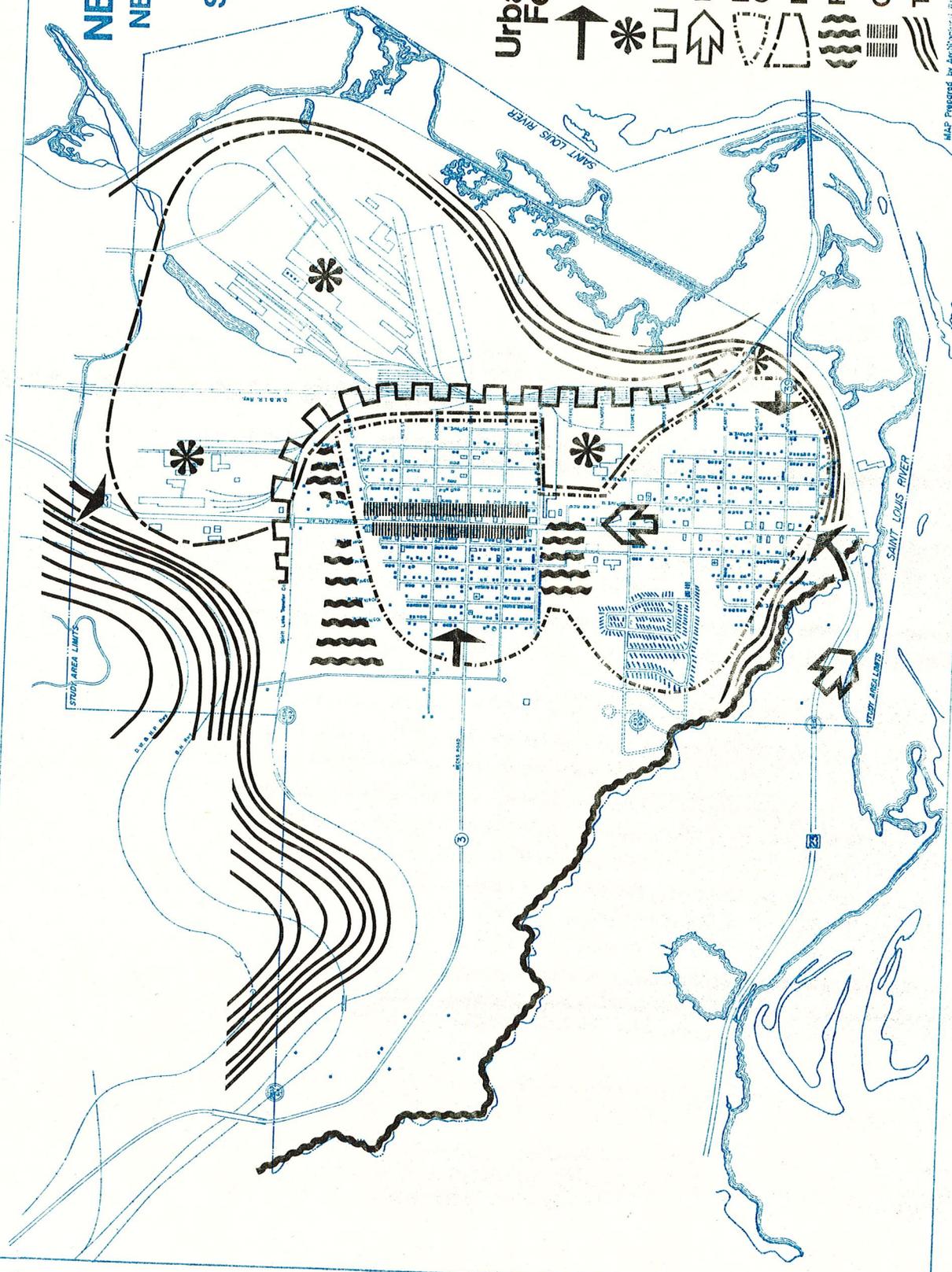
GARY- NEW DULUTH NEIGHBORHOOD PLAN

STUDY AREA



Urban Design Features

- ↑ Entry
- * Landmark
- ⌋ Hard Edge
- Distant View
- ⌋ Residential-Commercial
- ⌋ Industrial
- ⌋ Relief
- ⌋ Concentration
- ⌋ Topography



MAP Prepared by Architectural Resources Inc. 4/8/79 107-525-0001 107-525-0002

