Cedar Riverside Small area plan

Building Connections

City of Minneapolis
Department of Community Planning & Economic Development

Approved by the Minneapolis City Council

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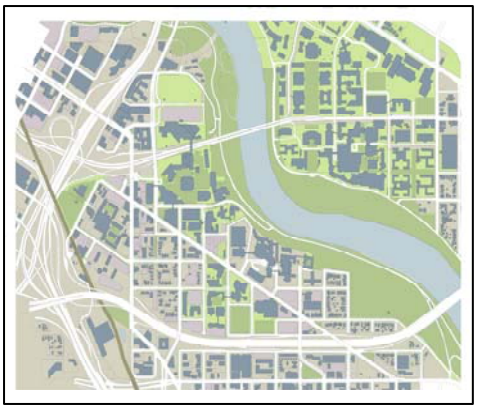


The neighborhood is bordered by the Mississippi River and two interstates

1. Executive Summary

Introduction

The Cedar Riverside Small Area Plan is a policy document produced by the City of Minneapolis to guide land use and development in the Cedar Riverside neighborhood for the next 20 years. It builds upon the policy direction of The Minneapolis Plan, the City's comprehensive plan. It is meant to articulate a vision for the neighborhood based on existing City policy and input from residents, businesses, students, and employees throughout the planning process. The City, public institutions, and community organizations will use the plan to guide their own decision-making processes with incremental changes to realize the full vision.

The plan examines the current conditions of the area, develops a future vision of what residents want the neighborhood to become and then formulates specific goals, objectives, and policies that will help implement that vision. The plan itself builds on past planning efforts and public involvement processes, particularly with regards to themes that have emerged repeatedly.

Vision and Principles of Development

"The Cedar Riverside neighborhood, vibrant with activity and historic character, will continue to welcome a diversity of activities and the people who support them. Residents and visitors alike will have a variety of unique shopping and cultural options that are safe and pleasant to experience as a pedestrian and bicyclist. Residential areas will provide a variety of attractive housing options at all levels of affordability. Beautiful and functional gathering spaces will bring people together. Transit amenities for residents, visitors, employees, and students will be easy to navigate and attractive to use. The neighborhood will continue its tradition as a much-beloved, unique seat of culture where memories are made and connections are built."

As part of the community process, ten principles were established to guide the community's vision (above):

1. Improve the safety and comfort of pedestrians with the increased public safety presence and through environmental design features including lighting, visible doors and windows, and improved landscaping.

2. Enhance the neighborhood's economic prosperity through a varied customer base, appearance and condition of business storefronts, and more variety of destination and neighborhood-serving businesses.

3. Emphasize a lively and diverse urban environment with compact, infill development and mixed use in existing commercial areas; support existing and locally-based businesses.

4. Preserve the historic and multicultural qualities of Cedar Riverside in its residents, businesses, and structures.

5. Increase opportunities for people to both live and work in the neighborhood which are affordable and accessible, particularly ownership options.

6. Support an integrated multimodal transportation system while addressing neighborhood parking issues in a way that is efficient, affordable, and responsive to needs.

7. Encourage environmental sustainability through best practices in the construction of new and rehabilitated development.

8. Form a better partnership between community stakeholders, major institutions, and public agencies, leading to more seamless transitions throughout the neighborhood.

9. Improve maintenance, aesthetics, and amenities for pedestrians and bicyclists along streets, sidewalks, and other areas in the public realm.

10. Continue to pursue opportunities to improve the quantity and quality of gathering spaces within Cedar Riverside, and provide opportunities for information sharing between individuals and groups.

Plan Overview

The plan is broken up in several main sections:

The Summary of Research, Site Conditions, and Community Engagement Process chapters provide a summary of information that sets the stage for the plan's analysis and recommendations.

The Land Use and Design Plan, Economic Development Plan, and Transportation Plan chapters provide analysis of the issues facing the neighborhood, describe options, and outline recommendations.

The Implementation Plan chapter describes the steps needed for implementing the recommendations in the previous chapters. This outlines potential options for the implementation process; a more in-depth implementation strategy will need to be formulated once the plan is adopted.

Land Use and Design Plan

The land use and development patterns in the Cedar Riverside neighborhood have experienced little change over the past few decades. Much of the land area is used for public and institutional purposes, commercial uses are concentrated along busy corridors, and various types of housing are found throughout the neighborhood. Much of the area's historic development pattern and design is still reflected on Washington and Cedar Avenues, with Riverside Avenue dominated with large institutional structures. The Cedar Riverside Small Area Plan offers an opportunity to influence the character of land uses and types of development patterns that strengthen the community,

support enhanced transit service and business districts, and encourage compatibility with existing development patterns.

Future Land Use Plan

There are two major components of the Future Land Use Plan:

- Land use by parcel
- Designated land use features

Every parcel in the City is assigned a future land use designation. Identifying future land uses also allows a city to preserve areas that should largely stay the same over time, such as established neighborhoods, while promoting change in other areas where needed.

The Cedar Riverside Small Area Plan calls out future land uses generally for residential, mixed use, public/institutional, parks and open space, and parking/mixed use.

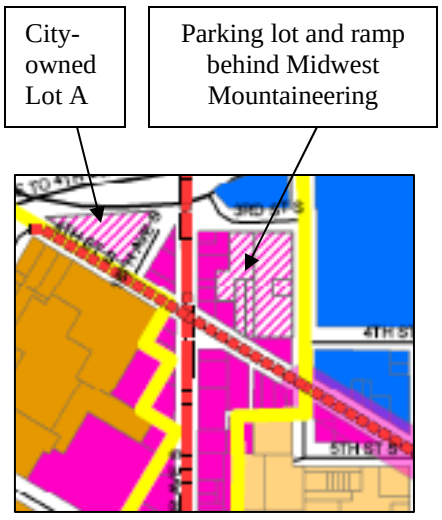
Residential – Parcels with housing are proposed to fall into two categories – medium-density and high-density. In Cedar Riverside, the future residential use designations generally reflect existing conditions of an overall area even though some residential uses may be of a lower or higher density than the designation.

Mixed Use – The plan proposes that the location of retail, restaurants, theaters and other commercial uses continue to be located along the major corridors. Parcels identified for future mixed use should continue to include commercial uses with more options for housing and offices, particularly on floors above the ground level. While it is ideal that all future developments within this designation include a mix of uses on site, the main goal is to have a variety of uses within the entire Mixed Use category.

Public/Institutional –The plan does not propose any new expansion areas for the institutions beyond the property they currently own, though redevelopment may well occur within these boundaries.

Parks and Open Space - The parks and open spaces depicted in the Future Land Use map indicate existing land being used for parks and/or owned by the Minneapolis Park and Recreation Board. Even though not identified in the Future Land Use Map, the public realm within the neighborhood goes well beyond these parks and open spaces and offers extensive opportunities for enhancing Cedar Riverside through greening of public right-of-way or with fragment parcels.

Parking/Mixed Use – Parcels identified with this classification are recommended to include an element of publicly-accessible parking on site if they are redeveloped in the future. While there are many parking lots and facilities in the neighborhood, the elimination of this neighborhood amenity in these locations would have a dramatic negative affect on the economic vitality of the neighborhood due to their large size and variety of users.



Two of the three parking facilities recommended to include publicly-accessible parking if redeveloped

Activity Center boundary with the designated Commercial Corridors

Designated Land Use Features

Land use features are designations developed through The Minneapolis Plan to provide policy guidance for specific areas within the City, particularly those where growth is anticipated or desired. Designated areas typically have functioned as centers for transportation, economic activity, and more intense development in the past.

The plan proposes the existing **Activity Center** remain and have a boundary that contains the Seven Corners and includes the entirety of properties along Cedar Avenue through the Cedar-Riverside intersection. This area will continue to support a diversity of uses that draw people from throughout the region, activity that spans throughout the day and into the evening, medium- to high-density housing, traditional urban form and massing of structures, and significant pedestrian and transit orientation.

The plan supports reclassifying Cedar Avenue and Riverside Avenue as **Commercial Corridors**. Areas with a Commercial Corridor designation are characterized by high traffic volumes, high-density housing, a mix of uses with commercial dominating, and traditional urban form. This change is reflective of Cedar Avenue's existing character of primarily commercial uses, which is planned to continue into the future. As a designated Commercial Corridor, the plan highlights Riverside Avenue's opportunities for better pedestrian orientation, development potential of institutional properties, tapping the institutional market of thousands of employees, and potential for commercial exposure with significant traffic volumes.

Urban Design – Public and Private Realm

The following policy guidance is meant to support and function alongside the future land use plan and address broad design characteristics of development within the context of the land use categories indicated in the future land use plan. In addition to the design of buildings and other structures that adhere to these principles, the careful implementation and maintenance of a prominent public realm is also a key to the creation of a human-scaled, pedestrian-friendly environment. The public realm includes streets, sidewalks, bike and walking paths, transit stations, and open space and plazas.

General urban design principles include:

- new development that reflects the historic and eclectic character of the neighborhood;
- the establishment of a connected network of streets that provide circulation for automobiles, pedestrians, bicyclists and transit, as well as parking and landscaped boulevards that allow for the urban forest to grow and prosper;
- a prominent public realm of parks, plazas, and open spaces that are accessible, well designed, and safe; and

- development design that clearly defines street frontages at the pedestrian level of the built environment and that guide the overall form of buildings.

The primary purpose of urban design recommendations is to establish a physical context and framework for coordinating public and private investments. When a private developer builds in the Cedar Riverside neighborhood, they should adhere to these recommendations for creating a well-designed, livable environment. At the same time, the City will help perpetuate these recommendations with incremental changes to the public realm over time.

Traditional shop fronts orient display windows and entries to the street and sidewalk.

Good design must be used to ensure that residential, commercial, and institutional developments are functional, attractive, and inviting.

Commercial and Mixed Use: Successful commercial and mixed use buildings and areas attract pedestrians by bringing their storefronts to the sidewalk's edge, orienting building design to the street and respecting traditional urban form by keeping building heights to a scale compatible with the surrounding neighborhood. These areas should be designed in order to be accessible from a balanced variety of transportation modes, including pedestrian, automobiles, transit and bicycles.

It is typical for institutional buildings to be oriented inward and away from Riverside Avenue.

Institutional: Institutional buildings along public rights-of-way should feel welcoming for all people entering the campus externally. A strong street presence should be created with building design oriented to the street, front entrances in close proximity to the sidewalk, and visibility in and out of the building at the pedestrian level with an abundance of windows.

Residential: In Cedar Riverside, large and small residential buildings and sites add to the neighborhood's character. Overall, the design of new residential developments should reflect the immediate area's existing character in terms of height and scale while adhering to traditional urban design.

Open Spaces

A prominent feature of the public realm in Cedar Riverside is the open spaces it contains. The neighborhood includes three official public parks – Currie Park, Murphy Park, and Riverside Park.

The three identified parks are not the only open spaces in Cedar Riverside, however. Due to the neighborhood's system of vacated street and angular intersections, many fragments of land exist. These fragments mostly run along Cedar and Riverside, but many are tucked within the interior of the neighborhood. Coupled with the public realm features of pedestrian walkways, bike paths, and streets, future improvements can make a dramatic change to how residents and visitors to the neighborhood view and use the public realm. Enhancements can build on the existing amenities and create stronger green connections between them.

Economic Development Plan

Cedar Riverside enjoys a number of remarkable assets and advantages such as transportation and transit access, proximity to downtown and the Mississippi River, a well-established arts and entertainment district, successful destination retailers, and three major institutions that draw students, employees and visitors to the area. These factors contribute to the continued success of its unique and diverse business mix.

The neighborhood is home to approximately 3,000 households with a median household income approximately one-third that of the City of Minneapolis. Consequently, the buying power of the neighborhood residents is insufficient alone to sustain healthy commercial corridors along Washington/Cedar and Riverside or attract a broad range of new businesses by itself. To succeed, businesses must capture not only the buying power of area residents, but also students, employees and visitors associated with area institutions, as well as customers from throughout the metropolitan area who are drawn to destination-oriented businesses, theater, dining, and entertainment venues.

As described the Land Use and Design Plan, both Cedar and Riverside Avenues are recommended to be designated Commercial Corridors. Additionally, the existing Activity Center is proposed to have a boundary that encompasses the Seven Corners and properties along Cedar Avenue almost to the freeway. Among many things, the Commercial Corridor and Activity Center designations recognize the current commercial vitality of the neighborhood.

Just like other business districts in the City, there will always be a need for mitigation of negative impacts on surrounding areas and district-wide parking strategies. In order to create vital and active commercial areas, the plan proposes striking a balance between providing enough parking for the businesses and residents while perpetuating transit use, biking, and walking. This plan proposes that the three large public parking areas in the neighborhood – Lot A on 4th Street and 16th Avenue, Seven Corners Ramp, and the surface lot and ramp behind Midwest Mountaineering – continue to have parking available to the public if they are redeveloped in the future. This policy direction recognizes the need to maintain district parking facilities in an Activity Center while encouraging further use of transit, walking, and biking.

The Cedar Riverside neighborhood includes four distinct commercial areas, each reflecting unique competitive advantages. This plan proposes to build on those unique qualities while developing better connections among the distinct areas so they comprise a larger Cedar Riverside cohesive style. Possibly using Nicollet Avenue's Eat Street in South Minneapolis as a model, neighborhood commercial should have a consistent look and feel with specific sub-areas building on their own characters. The vision for each area is described below.

The economic development analysis looked at the distinct commercial areas in the neighborhood as well as how to create better cohesiveness among them.

Seven Corners Market Niche

The immediate impression of Seven Corners is that of a small town plaza. The area is home to a diverse mix of theaters, restaurants, a large hotel, and a growing residential population. It will continue to serve as a theater, arts, and dining destination while linking the neighborhood to Downtown. Seven Corners will be better recognized as a prime location to meet near Downtown, near the University, just off the Interstate, and near the future Central Corridor light rail station. West Bank theater, music and arts activity will be integrated with arts and cultural activity on Washington Avenue west of I-35W.

Cedar-Riverside Market Niche

The high visibility intersection of Cedar and Riverside will include restaurants, coffee shops, and businesses focused on attracting students, faculty and staff from nearby institutions, as well as serving the needs of local residents. There will be a successful collection of destination retailers and service businesses oriented primarily to the active lifestyle, outdoor/nature, folk music and folk arts customer built upon the regional draw of existing retailers. Neighborhood residents will have access to convenience goods and services at local businesses including a pharmacy, bank, coffee shops, and restaurants.

South Cedar Market Niche

South Cedar will continue to build on its proximity to Riverside Plaza and The Cedars by primarily emphasizing ethnic businesses meeting the culturally unique, daily needs of the area's diverse residential population. While this does not mean immigrant businesses will not enhance other commercial areas in the neighborhood, a concentration on this corridor will help to create more identity as a culturally unique place to visit and shop. Additionally, successful bars, music and entertainment venues on South Cedar will continue the area's long standing tradition as a regional center for music and entertainment while mitigating conflicts with the area's Muslim population.

Businesses along South Cedar

If the vacant strip of Minneapolis Public Housing Authority (MPHA) property fronting on Cedar were to be redeveloped with a mix of uses, Cedar Avenue will be able to reclaim more of the neighborhood-scale retail characteristics it exhibited prior to Cedar Riverside experiencing large-scale redevelopment in the 1960s and 1970s. This is an opportunity for a creative and well-designed development with potential for shared parking among MPHA residents and nearby businesses if feasible.

Riverside Avenue Market Niche

Riverside Avenue businesses will meet the needs of employees, students and visitors to area institutions including restaurants, coffee shops, and other employee/visitor oriented convenience goods and services. Institutions will create a human-scale interface with Riverside Avenue, where a pedestrian, bicycle and transit friendly environment with public realm improvements attracts employees, students, residents, and visitors to walk, eat, shop and socialize.

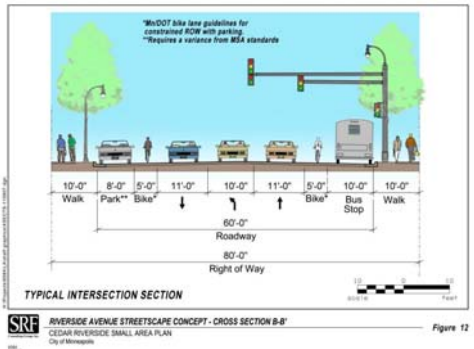
The Oren Gateway Center at Augsburg is a good example of new development on Riverside that serves both the college and neighborhood.

Transportation Plan

The transportation system in Cedar Riverside includes city and county roads, bike lanes, buses, light rail transit, and sidewalks. While this infrastructure together creates an efficient and cohesive system, some parts of it were identified as holding higher priority for improvements. Through an existing systems analysis and community input, certain system elements were identified for further analysis. They included:

- Riverside Avenue, including an emphasis on improved bicycle facilities
- Cedar/Washington Avenue, including an emphasis on improved pedestrian facilities
- Parking in the neighborhood, with an emphasis on publicly available parking facilities
- Central Corridor, particularly the planned station location in Cedar Riverside

Riverside Avenue



An illustrative concept of Riverside Avenue with two travel lanes, a center turn lane, and bike lanes

Riverside Avenue can be much more accommodating and comfortable for bicyclists as well as pedestrians. In order to gauge the ability to make bicycle and pedestrian improvements, the City worked with a consultant to analyze existing and future travel patterns along the length of Riverside Avenue, both under current roadway conditions and with the option of converting the road from four travel lanes to two travel lanes with a center turn lane and added bicycle lanes. The analysis included traffic counts, other data collection, traffic modeling, and development of proposed cross sections. The recommendation is an illustrative concept; the location and sizing of elements will be determined and refined during the final design stage of any improvements that are implemented.

Though outside the scope of a basic bicycle lane project, there are additional opportunities to improve Riverside Avenue that could be incorporated into any infrastructure improvements. These include:

- **Landscaped medians**. Converting the road to two lanes with a center turn lane would result in various unused median spaces where the turn lane is not needed. These could be landscaped to improve the overall appearance of the road and to provide a refuge for crossing pedestrians. It would be preferable to have a maintenance agreement in place for these medians, possibly with the adjacent institutions that would benefit from the improved "gateway" to their campuses that an attractively landscaped street would provide.
- **Other streetscape improvements**. These may include additional street trees, screening of parking lots with either fencing or vegetation, screening of newspaper stands, street furniture (including benches, trash

receptacles, bike racks, and kiosks), enhanced transit stops, enhanced paving materials or interesting score patterns in concrete, enhanced crosswalks, integration of public art into streetscape elements, ornamental lighting and banners.

- **Improved intersection design**. Due to Riverside's angular design cutting through the traditional grid, intersection crossing can be unsafe for pedestrians. Bump outs at intersections could assist in making it quicker and easier to cross the street. They could also help define bus stop and parking bays more clearly.

Cedar Avenue

More than most areas of the neighborhood, Cedar Avenue – including its northern end where it joins Washington Avenue – has frequent pedestrian traffic. This is due to its traditional commercial character, the presence of many residents and students with limited access to cars, and the location of many destination entertainment uses. However, as public comment frequently revealed, the pedestrian experience needs some improvements.

A future concept for Cedar Avenue (Credit: Cuningham Group, PA)

In addition to aesthetic, some of the most commonly cited issues were related to traffic safety. Cedar Avenue has several high accident locations – including some of the highest rates of pedestrian accidents in the city. This has not gone unnoticed, and various improvements have been tried over the years to address this issue. However, the problem remains.

An internal analysis was conducted, including a visual survey of the corridor, meetings with transportation planning staff familiar with the area, and an analysis of collected data. Several major areas of concern include:

- **Complex intersections**. Intersections at Riverside Avenue and Washington Ave/15th Ave S (Seven Corners) are sites of many of the pedestrian accidents in the neighborhood. The irregular angles of these intersections, as well as the width of the street to be crossed, make them difficult for a pedestrian to cross safely. Currently, the existing pedestrian crossings and signalization are fairly basic and could be improved to encourage safe crossing and make pedestrians more visible to drivers. Solutions may include repaving or improved painting of crosswalks, upgraded pedestrian signals, reconstruction of the triangle island at the Cedar Riverside intersection, better signal timing for cars and pedestrians, new surface materials or patterns, general street repaving, and reconfiguration of turn lanes.

- **Underutilized mid-block crossing**. At one time, there was a pedestrian bridge crossing over Cedar Avenue near the point where 5th St S used to intersect before its vacation. The bridge has since been removed and was replaced by a mid-block pedestrian crossing. While the crossing does function, it is not heavily used and not particularly visible. A series of improvements, including curb extensions at the crossings, upgraded pedestrian signals, and more visible pavement markings, could help make this a more prominent and better utilized crossing.

Cedar-Riverside Parking Supply		
Parking Location	*General Use*	*Restricted*
Augsburg College		315
Business parking	290	
Cedar Towers		211
City of Minneapolis ramp	796	
City of Minneapolis lots	231	
Critical Street Parking		484
Fairview Hospital		2,359
Free street parking	378	
Meters	327	
Privately owned lots	189	
Riverside Plaza		758
University of Minnesota		1,549
Totals	**2,211**	**5,676**

2007 Existing Parking Supply

- **Incomplete pedestrian connections and cut-through paths.** A major example of the incomplete pedestrian system is the vacated 5th St corridor. While it is frequently used for pedestrian travel, it is not paved, and portions of this connection from Cedar Ave to Riverside Ave are private property, not technically open to the public. Clarifying public and private space and clearly identifying public walkways can not only enhance pedestrian connectivity, but it can improve public safety and discourage trespassing.

Parking

Parking has consistently been identified as a major issue for the neighborhood. The neighborhood experiences a number of factors that contribute to parking problems, including:

- Traditional urban form built before widespread use of the automobile, with limited parking for both residents and businesses
- Many destination businesses and cultural institutions that bring in visitors and patrons from across the region, usually during evening hours
- Two universities and one major health care institution, each with its own parking problems and constraints
- Large scale apartment buildings built with less parking than current residents typically demand

There are some mitigating aspects to these parking constraints, however, including the presence a large percentage of households without cars and the neighborhood's central location relative to Downtown, job centers, and the region as a whole. Nonetheless, these factors are not enough to outweigh parking problems, and it continues to be a major issue for many residents, businesses, and visitors to the neighborhood.

One unique characteristic of Cedar Riverside is that some of its largest public parking facilities have been owned by the City. As the City has moved away from the business of owning and operating parking facilities, the issue arises regarding the eventual fate of these facilities. One of them has already changed hands: the Seven Corners parking ramp is now owned by a private developer. Current land use patterns suggest that, if this public parking were to be removed to make room for new development that did not include public parking, it would be very difficult to compensate for the loss of these spaces – particularly for the businesses that use them as their primary source of parking. As stated in the Land Use and Design Plan, three specific large facilities are recommended to include publicly-accessible parking onsite if there are redeveloped in the future.

Recommendations for improved parking management include:

- **Develop district parking strategies**. The current parking system is rather fragmented, with a wide range of pricing, enforcement, and

management strategies. Even in the publicly-owned lots, there are different approaches. A district-wide approach could help present a more logical and consistent system for all users.

Illustration of a shared parking arrangement

- **Improve shared parking arrangements**. The variety of neighborhood uses have a range of parking needs that peak at different times of day. There are already some shared parking arrangements, particularly in publicly-owned lots. However, other opportunities for shared parking arrangements may exist that could help to maximize the efficiency of existing parking.

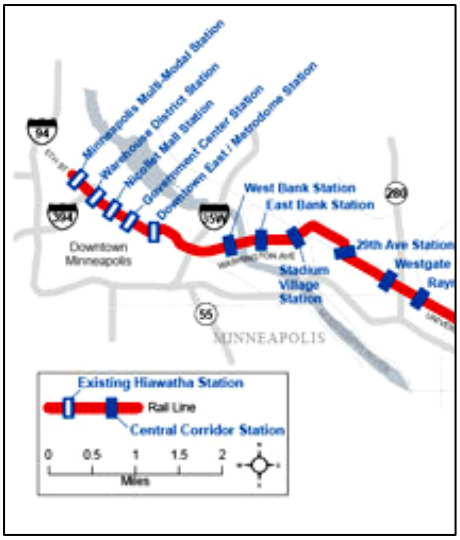
- **Better signage and way-finding to parking**. In order to make the best use of a district or shared parking strategy, parking needs to be easy to find. Travelers will often seek parking that is close to their destination and highly visible. Clear and consistent signage, maps, and other way-finding tools can help users to find parking where it is available. This could also include improvements at the parking site as well as consistent signage related to parking validation at participating businesses.

Parking attendants offer a security presence

- **Security improvements**. Though this does not alter the amount or availability of parking, security has been identified as a priority by many in the neighborhood. Improved lighting, presence of a parking attendant, and other improvements may help limit property damage and loss, as well as ensuring personal security of individuals.

- **Continued transit and other multi-modal improvements**. Cedar Riverside already has a number of good transit options and, particularly with the planned Central Corridor LRT, is poised to have more. Improvements that make this system easy, intuitive, safe, and convenient for users may serve to decrease demand for parking.

- **Strategic parking additions**. As mentioned above, there are relatively few opportunities in the neighborhood to expand upon parking availability, particularly for general public use. However, there may be some. The City still has the opportunity to influence the development of parking, either through requirements tied to the development of publicly-owned land, on projects which involve public subsidy, or even through the development review process with privately-developed projects. There may be opportunities for the City to influence developers to either create new or retain existing public parking in Cedar Riverside.



Proposed Central Corridor stations in Minneapolis

Central Corridor

The Central Corridor LRT is a planned 11-mile transit line connecting downtown Saint Paul to downtown Minneapolis. The alignment of the line through Cedar Riverside will follow the Washington Avenue trench, and will feature one stop serving both the neighborhood and the University of Minnesota's West Bank.

During the planning process, there was some debate as to the best location of the station serving Cedar Riverside. The purpose of this small area plan was

A sample concept for creating a prominent station access point at street level

not to make a final decision on station location because, quite simply, the plan and the City itself do not have the authority to do this. The decision is made by the Metropolitan Council, after weighing input from various stakeholders and taking into account practical considerations, including feasibility and cost. However, this plan does provide guidance as to elements of the station location and design that are most important to the neighborhood. This information, and the supporting analysis, can be used to guide the City's position in advocating for these aspects. The recommended station elements are:

- A primary entrance point at Cedar Avenue
- Good pedestrian and bicycle linkages between the station and all areas of the neighborhood
- Station design that is attractive and reflects the unique character of the Cedar Riverside neighborhood
- Convenient and accessible connections between the LRT station and major bus routes through the neighborhood, including enhanced bus facilities at Cedar Avenue and 19th Avenue

Implementation

The Implementation chapter outlines an implementation methodology for the Cedar Riverside Small Area Plan and offers tools to assist the public and private sectors in the realization of the community vision for the neighborhood. After adoption by the City Council, the Plan will become a part of the City's comprehensive plan. While many implementation strategies will be the responsibility of the City, most of the directives will take a cooperative effort over time to achieve from community organizations, the neighborhood institutions, and private developers and property owners.

Tables in the chapter outline ideas for how the recommendations in this Plan can begin to be realized. The table defines responsible parties, timeframe for implementation (Near term: 0-5 years: Mid term: 5-10 years: Long term: 10-20 years), and relevant notes to better understand how implementation can happen.

Land Use and Design Plan

The recommendations for land use and design improvements will be implemented over the long-term incrementally as sites redevelop or property owners make improvements to structures and their surroundings. The City's main tool for implementation will be the development review process, which provides community members and policymakers the opportunity to weigh in on specific land use and development changes in accordance with zoning regulations and existing policy direction. This plan will be the main policy tool used by city staff and policymakers in that decision-making process.

Economic Development Plan

Economic revitalization in Cedar Riverside will require a coordinated implementation strategy. These recommendations provide the essential foundation for public and private partners to begin work on the next steps. While a coordinated effort will be required for large-scale economic revitalization, the implementation of recommendations from other parts of the plan will be beneficial for incremental positive changes - a healthy economy also depends on a good land use mix, housing choices, perceptions of personal safety, effective and safe physical infrastructure, and a well-designed environment.

The implementation strategies presented are in ***sequential*** order, starting with strategies that create the foundation on which others are built. While this is the ideal order for economic revitalization, no two areas are alike and therefore implementation strategies should be prepared for as opportunities arise. The strategies in sequential order are:

1. **Initiation by business community:** Coordinated focus from the business community, including commercial property owners, on commercial corridor revitalization in the Cedar Riverside neighborhood with committed partners in the public and private sector.

2. **Crime and safety:** Bring together institutional, business, public and private resources to aggressively address crime and safety issues in the commercial areas.

3. **Clear economic vision:** Engage property owners and business owners in refining the market niche for the four sub-areas of Cedar Riverside as a foundation for shaping the business mix through more strategic leasing, guiding the design and appearance of public realm improvements, facades and other features, as well as focusing marketing and promotional efforts.

4. **Design and appearance:** Strengthen connections between the commercial districts and the institutions, light rail transit, housing, downtown, freeways, and parking. Create an environment that inspires people to walk, bike, shop and visit the area.

5. **Marketing and promotion:** Implement marketing and promotional strategies to enable the sub-areas to attract businesses, developers and/or customers consistent with the sub-area market niches.

6. **Opportunity sites:** Stimulate commercial district revitalization by supporting redevelopment and/or renovation at key locations. (While this is a 6th element, it should not be considered 6th in sequential order. Market conditions, property owners and developer interest will substantially impact the time frame for redevelopment of opportunity sites.)

Transportation Plan

Many public entities have authority over transportation elements in Cedar Riverside. Roads are either owned by Hennepin County or the City of Minneapolis, the Metropolitan Council and Metro Transit are responsible for the bus and LRT lines and the University of Minnesota has authority over roads, bicycle paths, and sidewalks within its campus. Because of this complicated system of ownership and management, all parties will need to work in partnership to implement the transportation recommendations. From the public side, the primary implementation tool for infrastructure improvements are capital improvement plans. Federal, state, and local grants may also be a possibility should an opportunity for funding become available.

As with any transportation improvement projects citywide, a goal is not only to improve connectivity within the neighborhood but to improve connections to other parts of the city. This will be a primary consideration as transportation infrastructure projects are designed and implemented throughout the life of this plan.

Several individual implementation recommendations can could be grouped together as part of larger projects. Prime examples of this are general road and streetscape improvement efforts along Cedar Ave or Riverside Ave. This will not only result in greater benefits for the area, but has the potential to reduce long-term costs and minimize disruption from construction. Implementation of this plan will include identifying these projects and seeking appropriate funding, either through the capital improvements process, public/private partnerships, general City funds, grant programs, or other sources.

2. Introduction

Background

The neighborhood is bordered by the Mississippi River and two interstates

Cedar Riverside is a unique and special place, with a one-of-a-kind location. Situated in the center of the Twin Cities region, it is bordered by the Mississippi River and two interstate highways. The neighborhood is rich in history, with heritage from the earliest days of European settlement to the idealistic visions of postwar urbanism and then to providing a home for some of the region's newest immigrants. It offers two institutions of higher learning, a major medical center, one of the region's largest concentrations of artistic and cultural offerings, a diversity of cultures from around the world, and much more. This is not an ordinary neighborhood.

Planning for this neighborhood is never an ordinary process as well. Though located adjacent to Downtown Minneapolis, Cedar Riverside has not generally been included in the various planning efforts for the central part of the city. Many plans have been produced for the neighborhood over the years, but the City has not recently taken a comprehensive look at land use and development issues specifically facing Cedar Riverside. As the buildings and infrastructure aged, and as the neighborhood grew and changed, residents and other neighborhood stakeholders identified an increasing number of improvements that were needed to preserve the character and appeal of this area.

In this context, the City determined that the neighborhood needed a small area plan to provide specific guidance for Cedar Riverside and to articulate a shared vision for its future.

Purpose of Plan

The Cedar Riverside Small Area Plan is a policy document produced by the City of Minneapolis to guide land use and development in the Cedar Riverside neighborhood for the next 20 years. It builds upon the policy direction of The Minneapolis Plan, the City's comprehensive plan. It is meant to articulate a vision for the neighborhood based on existing City policy and input from residents, businesses, students, and employees throughout the planning process. The City, public institutions, and community organizations will use the plan to guide their own decision-making processes with incremental changes to realize the full vision.

The plan examines the current conditions of the area, develops a future vision of what residents want the neighborhood to become and then formulates specific goals, objectives, and policies that will help implement that vision. The plan itself builds on past planning efforts and public involvement processes, particularly with regards to themes that have emerged repeatedly.

Following successful completion and public review of the Cedar Riverside Small Area Plan, it was presented to the Minneapolis Planning Commission and City Council for approval as official policy direction within the study

area. The Plan is to be used by city planners, Planning Commissioners, policymakers, developers, community organizations, institutions and other stakeholders to guide future land uses and development in Cedar Riverside. Additionally, it will be used to help guide future public investments – including transportation and other infrastructure improvements – which would impact the neighborhood.

Vision Statement

The Cedar Riverside neighborhood, vibrant with activity and historic character, will continue to welcome a diversity of activities and the people who support them. Residents and visitors alike will have a variety of unique shopping and cultural options that are safe and pleasant to experience as a pedestrian and bicyclist. Residential areas will provide a variety of attractive housing options at all levels of affordability. Beautiful and functional gathering spaces will bring people together. Transit amenities for residents, visitors, employees, and students will be easy to navigate and attractive to use. The neighborhood will continue its tradition as a much-beloved, unique seat of culture where memories are made and connections are built.

Guiding Principles

Participants in Cedar Riverside small area plan community forums

As part of the first small area plan community meeting in December 2006, participants were asked to help identify what were their top priorities for the neighborhood. Additionally, a number of other neighborhood plans (summarized in Chapter 3) were consulted to see what priorities had been identified in their public processes. Many common themes emerged from all these sources, and they were generally consistent across a diverse range of individuals and organizations. The results were summarized into ten guiding principles for the small area plan:

1. Improve the safety and comfort of pedestrians with the increased public safety presence and through environmental design features including lighting, visible doors and windows, and improved landscaping.

2. Enhance the neighborhood's economic prosperity through a varied customer base, appearance and condition of business storefronts, and more variety of destination and neighborhood-serving businesses.

3. Emphasize a lively and diverse urban environment with compact, infill development and mixed use in existing commercial areas; support existing and locally-based businesses.

4. Preserve the historic and multicultural qualities of Cedar Riverside in its residents, businesses, and structures.

5. Increase opportunities for people to both live and work in the neighborhood which are affordable and accessible, particularly ownership options.

6. Support an integrated multimodal transportation system while addressing neighborhood parking issues in a way that is efficient, affordable, and responsive to needs.

7. Encourage environmental sustainability through best practices in the construction of new and rehabilitated development.

8. Form a better partnership amongst community stakeholders, major institutions, and public agencies, leading to more seamless transitions throughout the neighborhood.

9. Improve maintenance, aesthetics, and amenities for pedestrians and bicyclists along streets, sidewalks, and other areas in the public realm.

10. Continue to pursue opportunities to improve the quantity and quality of gathering spaces within Cedar Riverside, and provide opportunities for information sharing between individuals and groups.

Plan Overview

The plan is broken up in several main sections:

The Summary of Research, Site Conditions, and Community Engagement Process chapters provide a summary of information that sets the stage for the plan's analysis and recommendations.

The Land Use and Design Plan, Transportation Plan, and Economic Development Plan chapters provide analysis of the issues facing the neighborhood, describe options, and outline recommendations.

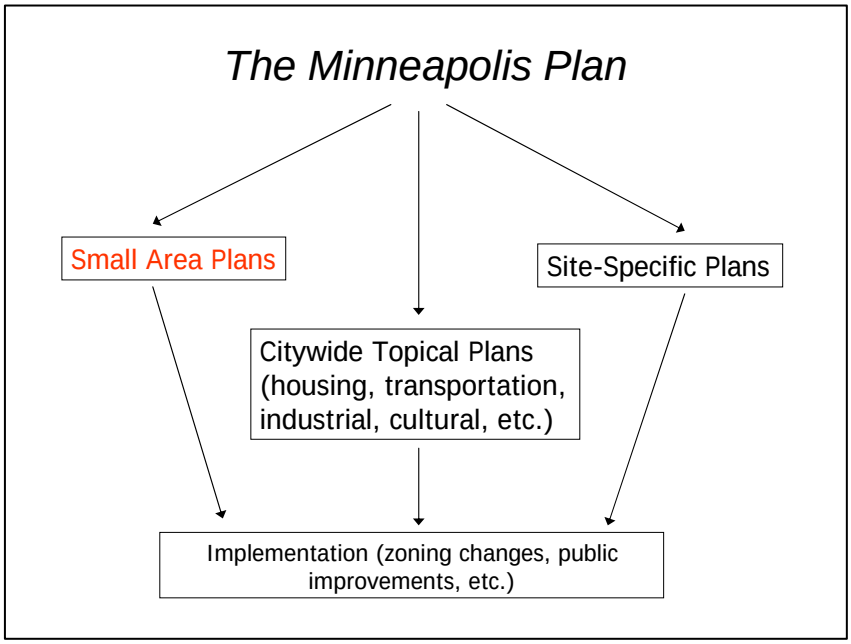
The Implementation Plan chapter describes the steps needed for implementing the recommendations in the previous chapters. This outlines potential options for the implementation process; a more in-depth implementation strategy will need to be formulated once the plan is adopted.

3. Summary of Research

This chapter provides a summary of the existing plans which currently impact the neighborhood, research on neighborhood conditions, and a historic and demographic profile of Cedar Riverside.

Comprehensive Plan

The City of Minneapolis' existing comprehensive plan, adopted in 2000, provides long term vision and strategy for the City as a whole. In contrast, small area plans such as this one provide more specific guidance for particular neighborhoods, while remaining consistent with the overall comprehensive plan. Once this small area plan is completed, it will be incorporated in some format into the comprehensive plan as others have been done in the past. Not all areas of the City have this level of guidance, but it is helpful where it does exist.



The land use section of the comprehensive plan organizes its policies in part by land use feature. These features are located throughout the City and defined by their function, density, and concentration of certain types of uses. Three major types of features present in the Cedar Riverside neighborhood are community corridors, transit station areas and activity centers.

Community Corridors are defined as having primarily a residential nature, with intermittent commercial clusters located at intersections. They have a range of traffic levels but are not generally high volume. The commercial uses along these corridors tend to be small-scale retail sales and services serving the immediate area. Urban form tends to be traditional, rather than auto-oriented, and many were formerly streetcar routes. Both Cedar and Riverside Avenue are classified as community corridors in the existing comprehensive plan.

Policy guidance in the comprehensive plan for Community Corridors includes: (1) strengthening residential character by developing appropriate housing, (2) encouraging street design that promotes a pedestrian-oriented environment while maintaining traffic flow, (3) encouraging mixed use development, (4) supporting small-scale commercial, but ensuring it does not negatively impact residential areas, and (5) encouraging routing of transit service on these corridors.

Activity Centers are defined as having a mix of uses that draw traffic from citywide and regional destinations, with activity all day long and into the evening. They may have residential, commercial, entertainment, institutional, and other uses. They tend to have traditional urban form with transit and pedestrian orientation. The area around the intersection of Cedar Avenue and Riverside Avenue, including Seven Corners, is classified as an activity center in the existing comprehensive plan.

Policy guidance in the comprehensive plan for Activity Centers includes: (1) supporting diverse commercial and residential development to maintain all-day activity, (2) preserving traditional urban form and encouraging new development to be consistent with traditional siting and massing, (3) developing parking strategies that accommodate high demand, promote shared facilities and minimize negative impacts, (4) encouraging development of pedestrian orientation along streets.

Transit Station Areas are defined in the existing comprehensive plan as approximately one half mile radius from light rail transit stations, with the intent of defining a ten-minute walk to the station. This is true for the Cedar Riverside Hiawatha LRT station, although the radius has been modified somewhat to take into account the freeway barriers. This covers a significant portion of the Cedar Riverside neighborhood.

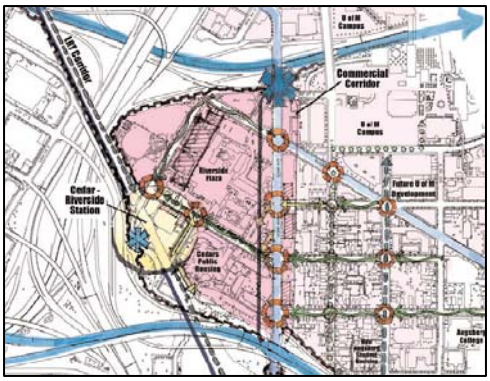
Comprehensive plan policies for Transit Station Areas include (1) concentrating densities and mixed use development near these locations while transitioning appropriately to surrounding areas, (2) supporting the development of new housing types, (3) encouraging small-scale pedestrian-oriented services and retail uses, and (4) recruiting land uses that value the convenient access such locations provide.

Many other sections in the existing comprehensive plan have bearing on the Cedar Riverside area. These include:

- An emphasis on reinforcing traditional urban form
- The need to preserve a diversity of housing types with a range of levels of affordability
- Support for development of a strong transit system that reduces dependence on the automobile
- Growth that preserves the natural environment, including a system of parks and open spaces

Incidentally, the City's comprehensive plan is being updated at the same time as the Cedar Riverside Small Area Plan is underway. This provides an opportunity to ensure the vision for the neighborhood is consistent among both documents. The land use features in Cedar Riverside are being reviewed and updated as part of both of these planning processes, and coordination between the two will ensure the approach is consistent.

Additional City-Adopted Plans



An image from the Franklin/Cedar Riverside Station Area Master Plan

As discussed in the section above, the transit station area for the Hiawatha LRT covers a significant portion of the Cedar Riverside neighborhood. Like other transit station areas, this one has additional specific guidance from a station area plan, the Franklin-Cedar/Riverside Station Area Master Plan (City of Minneapolis, 2001). While some of the recommendations will be reviewed and updated as part of this small area plan process, this plan will continue to provide policy guidance for parts of the neighborhood. A summary of some of the main policy points is given below:

- Commercial and residential rehabilitation and redevelopment in the area surrounding the LRT station
- Transit gateway feature and improved bus service and facilities in the vicinity of the LRT station
- Pedestrian improvements along streets, including more lighting and landscaping, and better sidewalks and crosswalks
- Improved parking facilities and parking management in the area

Cedar Riverside is also impacted by planning for the Mississippi River Corridor Critical Area. A citywide Critical Area Plan has recently been completed and incorporated into the comprehensive plan, in accordance with state requirements. In the Cedar Riverside neighborhood, the Critical Area covers much of the land east of 19th Avenue South and Riverside Avenue. The goal of this plan is to protect the natural, cultural, historic, commercial, and recreational value of the river corridor.

Within the district of the Critical Area Plan which passes through Cedar Riverside, land use policies include: (1) retaining the diversity of land uses and transportation while making the riverfront accessible to the public, (2) encouraging development that expands public access to and enjoyment of the river including parks and open space, and (3) supporting development that would benefit from river views or is related to the river. The plan also notes that the City does not have jurisdiction over land controlled by the University of Minnesota, which has its own critical area plan.

Previously Completed and Concurrent Plans

As mentioned above, there have been a number of plans done for the Cedar Riverside neighborhood in the past, with varying scopes and recommendations. Additionally, there are some planning efforts that were ongoing at the same time this plan was being developed. These are listed

below, with brief descriptions. For a more complete summary of these plans, see Appendix C.

Past Planning Efforts

Cedar Riverside has seen a number of planning efforts in recent decades, beginning with the extensive urban renewal plans of the 1960's and 1970's that culminated with the development of some of the neighborhood's largest buildings. The current small area planning process builds on the insights from these past efforts. Recent plans considered include:

- *Expanding Horizons in Cedar-Riverside: Opportunities for Walking, Biking, Open Space, and Community and Economic Development* (Metropolitan Design Workshop, 2004) – Design-oriented review of neighborhood land use issues, with recommendations related to community and economic development, bicycle and pedestrian movement, and green and open spaces.

- *Cedar Riverside Business Association Recruitment Study* (University of Minnesota, 2005) – Survey of businesses regarding participation in the neighborhood business association and concerns that need to be addressed, including safety, parking, appearance, and housing.

- *Cedar-Riverside Neighborhood Parking Study* (City of Minneapolis, 2006) – Inventory of parking facilities, costs, and usages, supplemented by surveys of area businesses, residents, and visitors to determine parking needs and concerns.

- *Cedar Riverside NRP First Step Plan* (West Bank Community Coalition, 2007) – Extensive neighborhood-wide process of identifying issues facing the area and formulating a work plan to address these issues. Collected a substantial amount of community input, which was used as a resource by this plan. Issues include community building, improving the physical environment, diversifying housing options, and enhancing human services provision.

- *Report to the West Bank CDC: Community Organizing in Cedar-Riverside, Present and Future* (Randy Stoecker, 2002) – A report by a sociologist identifying strategies for community organizing in Cedar Riverside and the capacity of the West Bank CDC to be involved, as well as potential issues to organize around.

- *Hiawatha LRT Corridor Transit-Oriented Development Market Study* (Minneapolis Community Development Agency, 1999) – A market study for the entire LRT corridor, with specific recommendations for individual stations. For the Cedar Riverside station, these include adding amenities, improving pedestrian connections, and linking development to local institutions.

- *Walking and Bicycling to Hiawatha Light Rail Transit in Minneapolis* (Metropolitan Council, 2002) – Evaluates the conditions and completeness of walkways and bikeways at Minneapolis LRT stations

on the Hiawatha line. Contains specific recommendations for bicycle and pedestrian facility upgrades, linked to City's bikeway master plan.

- *Light Rail Transit Ridership Survey: Cedar Riverside Station* (West Bank CDC, 2006) – Survey of 101 riders at the Cedar Riverside LRT station. Indicates riders' general satisfaction with transit service, while raising some concerns regarding the availability of desired services within the neighborhood.

- *The Arts Quarter: University of Minnesota West Bank (South) District Plan* (University of Minnesota, 2000) – Master plan for southern portion of West Bank campus, including plans for a new art building, additional parking, residential development along Riverside Avenue, and a better interface with the neighborhood.

- *A Livable Campus: University of Minnesota Twin Cities Campus Master Plan* (University of Minnesota, 1996) – Now in the process of being updated, this is the university's overall master plan. On the West Bank, in addition to similar policies to the Arts Quarter plan, it indicates a new north-south mall at the northern end of campus, additional student housing, and better in linkages between the neighborhood, campus, and the river.

Concurrent Planning Efforts

The timing of the small area plan is excellent in terms of potential for coordination with other planning efforts in the neighborhood. These include:

- Cedar Riverside First Step Plan, Neighborhood Revitalization Program implementation – A continuation of the NRP process mentioned above, this provides a good opportunity to collaborate on shaping a vision for the neighborhood. The full action plan was adopted by the WBCC and NRP in November 2007, with implementation to follow.

- University of Minnesota campus master plan update – An update to the plan described above.

- Campus planning activities at Augsburg College and Fairview Hospital – Both institutions are planning for major improvements to their campuses, including new development along Riverside Avenue.

- *Access Minneapolis Citywide Transportation Action Plan* – This plan, portions of which have been approved, will provide significant guidance for City transportation priorities, as well as identifying and prioritizing specific transportation needs. Particular attention is being paid to developing a primary transit network of high-frequency buses and transitways.

- City of Minneapolis citywide comprehensive plan update – An update to the comprehensive plan described above, which will culminate in 2008. This plan will provide more detailed land use guidance citywide than the existing comprehensive plan.

- MNDOT Downtown Minneapolis freeway study – A review of the city's freeway system and development of recommendations for upgrading facilities to meet current and future demand. May provide an opportunity to link Cedar Riverside better to downtown, as well as more completely connect I-35W and I-94. This is being coordinated with plans to replace the 35W bridge, which also impacts the neighborhood.

- Planning for Central Corridor LRT – This proposed LRT route will have a station in Cedar Riverside and connect it via an east-west corridor to many local and regional destinations. Timing provides an opportunity for the small area plan process to inform this process and provide analysis specific to the Central Corridor LRT.

Identified Issues

The plans listed above were reviewed, and a compilation was made of the common issues facing the neighborhood that were identified as part of the various planning processes. There was significant overlap between plans, with some strong themes emerging. Many of these themes were consistent across a diverse range of individuals and organizations. These issues are summarized below, and described further in Appendix C:

- Economic development
- Bicycle and pedestrian movement
- Transportation and parking
- Institutions and major projects
- Public spaces and parks
- Public safety
- Housing
- Communication
- Human service provision

Not all of these topics are within the scope of the Cedar Riverside small area plan. For instance, the plan has little impact on planning for human service provision, although it is certainly a priority. However, most of these topics have been incorporated into the plan and addressed directly.

Bohemian Flats, late 19th century

Historical Context

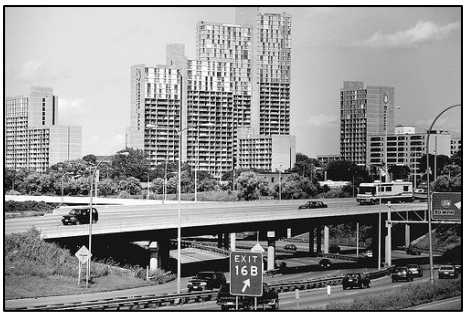
The Cedar Riverside neighborhood has a long and intriguing history, punctuated by numerous waves of immigrants and the lasting impact of urban renewal efforts. The purpose of this document is not to give a full account of the story, but to highlight some important elements that set the context for this particular planning effort.

In 1854, Cedar Riverside was first officially recognized as a community by the government. At that time, the neighborhood was referred to as "Murphy's Farm," and was comprised of approximately 200 people, mostly recent immigrants of Scandinavian descent. In subsequent decades, it grew and prospered as a home for workers at the nearby milling operations on St. Anthony Falls.

By the mid 1880's, it had also gained the reputation for being home to a number of bars along Cedar Avenue, and hence a destination for entertainment and nightlife. However, Dania Hall, a local landmark and gathering place built in 1886, was alcohol free. The neighborhood became known as "Snoose Boulevard" (from a Scandinavian term for snuff).

As the population grew, institutions were established to serve them. Originally established as a Lutheran seminary, Augsburg College located in the neighborhood in 1872. Fairview Hospital was organized in 1916 from a smaller clinic.

From the 1880's to the mid 1900's, the neighborhood continued its growth as a working class neighborhood, predominantly composed of German, Swedish, and Norwegian immigrants, but also home to Danes, Slovaks, Poles, French Canadians, and Irish. Many new immigrants lived here in small homes and boarding houses. Some started businesses and others focused on establishing themselves as Americans. When they were more settled, as a signifier of success, they moved into larger homes and other surrounding neighborhoods. They still returned to the neighborhood for shopping, entertainment and socializing.



Riverside Plaza (formerly Cedar Square West) was constructed in the 1970's

The neighborhood remained a working class community until the late 1950s and early 1960's, when major infrastructure and development projects began to impact the neighborhood. At that time, the construction of I-35W and I-94 began. The construction of the highways, which were completed by the early 1970's, interrupted the street grid and separated Cedar Riverside from surrounding neighborhoods.

Other changes were impacting the neighborhood as well. The University of Minnesota, originally established on the east bank of the Mississippi in 1854, crossed over the river to expand its campus. The Washington Avenue bridge was built in 1962, and was soon followed by a series of classroom buildings for management, economics, and social sciences. This brought an influx of students to the Cedar Riverside area, and with them the counterculture movement of the 1960's and 1970's.

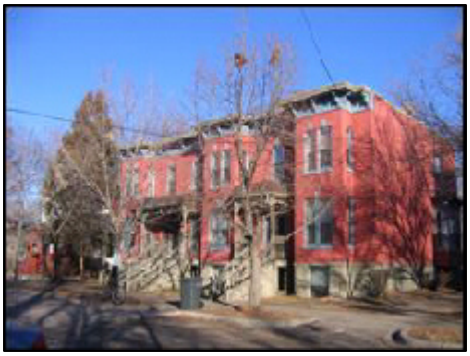
Since much of the existing housing was in deteriorated condition, it was targeted for an ambitious urban renewal plan. This plan was originated in 1968 and envisioned a modern, high density urban community. Numerous older buildings were demolished, blocks were consolidated, and new development was planned. The centerpiece of this was the construction of Riverside Plaza (formerly Cedar Square West) in 1973, the first project funded through the federal government's "New Town in Town" pilot

program. Future phases were to follow, and the organizers envisioned a community where people of all ages and incomes could live side by side.

This master plan met with strong opposition from the neighborhood, in large part by elements of the student population that had adopted the area as their own. A lawsuit followed, and the urban renewal plan was replaced in 1981 with a dramatically different one that focused on preserving existing affordable housing and coordinating with the neighborhood to address residents' needs.

Subsequent growth in the neighborhood structure has been incremental. However, Cedar Riverside's convenient location and large number of affordable rental units has continued to attract waves of immigrants. While past years have seen an influx of Southeast Asian immigrants, there is currently substantial growth in populations from East Africa.

Augsburg Old Main



Widstrom Tenement

Riverside Park Pavilion

Joachim Vedeler Building

Historic Resources

The City did a historic resources inventory for the Cedar Riverside neighborhood in 2003. It identified the following properties:

Currently designated:

- Augsburg Old Main, 731 21st Ave S – local landmark and national register
- Widstrom Tenement, 617-621 19th Ave S – local landmark

Recommended for designation:

- Former Fire Station G (Mixed Blood Theatre), 1501 4th St S
- Minneapolis Brewing Company Saloon, 1516 7th St S
- Holzermann Building, 417-423 Cedar Ave S
- Riverside Park Pavilion, 2830 Franklin Terrace S
- Joachim Vedeler Building, 2200 Riverside Ave

Considered for future study:

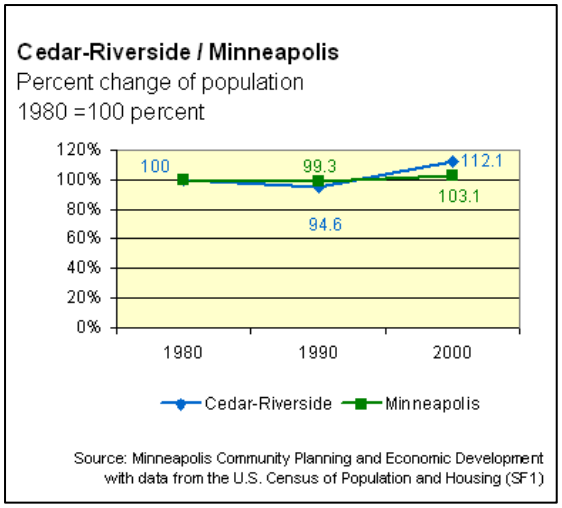
- Parks and parkway system
- University of Minnesota's West Bank Campus
- Riverside Plaza, formerly Cedar Square West
- Children's Gospel Mission
- Commercial building at 413-415 Cedar Ave S

Demographic Context

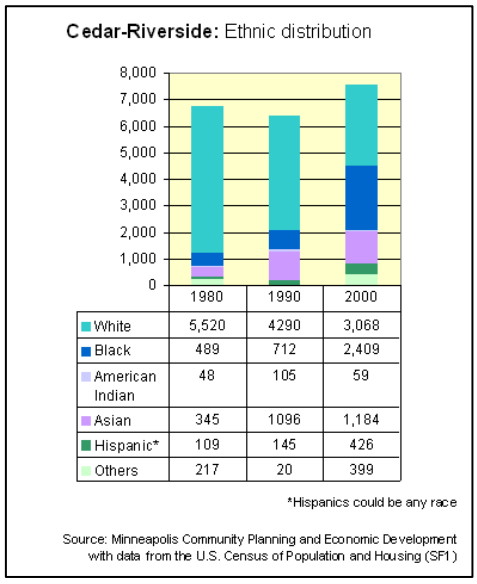
The demographic makeup of the Cedar Riverside neighborhood is an intriguing, dynamic picture. The neighborhood has played host to waves of new immigrants ever since its original settlement. Some have chosen to settle permanently in the neighborhood, while others have moved on once they have become more established.

Population

The population of Cedar Riverside grew faster than the city as a whole between 1990 and 2000, more than recovering the population lost between 1980 and 1990.



The Cedar-Riverside neighborhood population increased 12.1% between 1980 and 2000, compared to a 3.1% rise in Minneapolis.



The population is also younger than it used to be. Between 1980 and 2000, the population of children increased by 18% percent and adults increased 6%, while the senior population decreased 36%.

This shift in population and age distribution was accompanied by a shift in racial and ethnic makeup of the population.

While the White population declined steadily from 1980 to 2000, the population of Black, Asian, and Hispanic residents all increased. The group with the greatest increase was Blacks, from 7% of the population in 1980 to 32% in 2000.

In the context of larger trends, these statistics point to the fact that new immigrant populations have been the primary driver of population growth in Minneapolis in recent years.

Most Common Reported Ancestries in Cedar-Riverside

1980	1990	2000*
German (518)	German (508)	Subsaharan African (1,912)
Norwegian (283)	Norwegian (195)	German (656)
Swedish (253)	Swedish (166)	Norwegian (412)
English (195)	Irish (158)	Irish (252)
Irish (164)	Subsaharan African (154)	Polish (187)

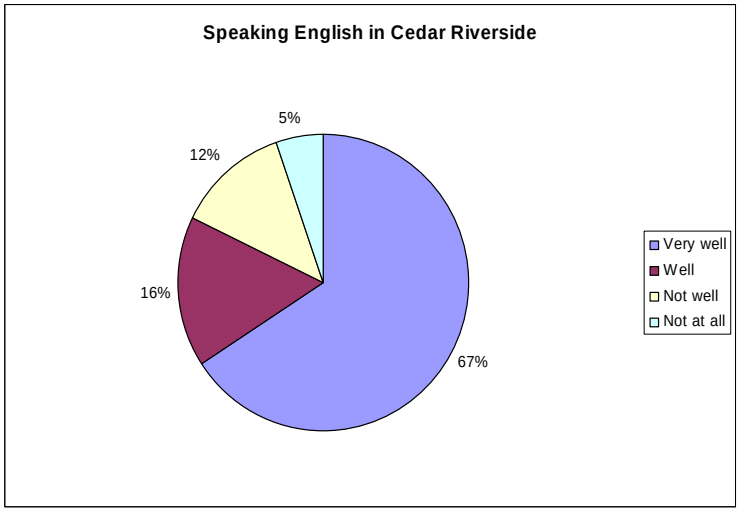
* Represents a change in Census Tract boundaries - not directly comparable

Household composition shifted as well. While it remained below citywide averages, household size increased from 1980 to 2000. The percentage of

those living alone, particularly the elderly, decreased. Meanwhile, the percentage of families with children under the age of 18 increased substantially.

These demographic shifts, particularly from 1990 to 2000, reflect a large influx of new immigrants, primarily from East Africa. In fact, the most common ancestry cited among residents of the neighborhood in the 2000 Census was Somali, and more than one quarter of residents identified themselves as originating from East Africa. Based on reports from the neighborhood, this proportion likely has grown since then. Although statistics on ancestries are not available at the neighborhood level prior to recent decades, substantial evidence suggests that the neighborhood has always had a mix of diverse nationalities and ethnicities.

As in the past, the presence of new immigrants can contribute to language barriers. In fact, the percentage of Cedar Riverside residents identified in the 2000 Census who speak English "not well" or "not at all" is 18% -- three times more than the citywide average 6% level.



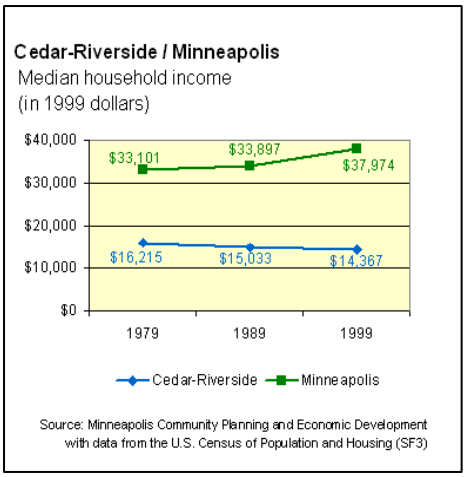
Additionally, 31% of households in Cedar Riverside were classified as "linguistically isolated," as opposed to 6% citywide. By Census definition, a linguistically isolated household is one in which no person aged 14 or over speaks English at least "Very well."

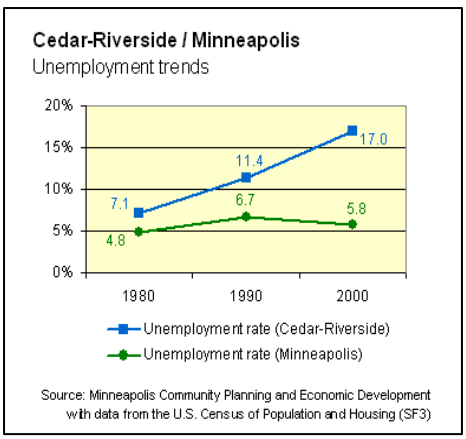
There are many multilingual households in Cedar Riverside. Only 48% of neighborhood households speak just English.

These statistics reflect both the neighborhood's rich cultural diversity, as well as the challenges faced in effectively communicating among various groups. And since Census numbers tend to underreport counts of recent immigrants and non-English speakers, actual numbers are likely higher.

Employment and Income

Since many are recent immigrants, it is not surprising that a number of the residents of Cedar Riverside face some economic struggles. Indeed, the presence of many units of affordable housing makes Cedar Riverside an



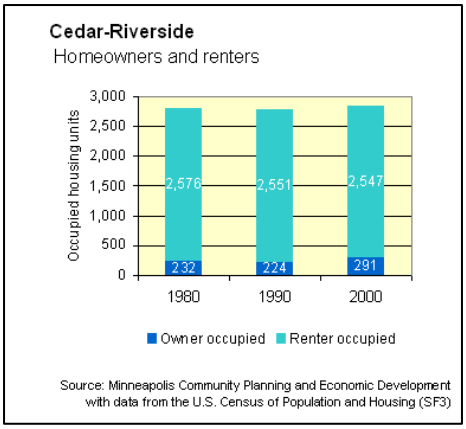


attractive destination for those who are looking to establish themselves, find jobs, attend school, and improve their economic status.

The unemployment rate in Cedar Riverside has remained consistently higher than the citywide rate, and increased substantially from 1980 to 2000. Additionally, average household income levels dropped during this time period.

While these trends may seem disappointing, they do not necessarily represent a permanent state for the neighborhood. It is worth remembering that some of the original residents in the 19th century were so poor, their homes were built out of scrap lumber that floated downstream from the St. Anthony Falls milling operations. As shown in past waves of immigrants to Cedar Riverside, once new residents have had a chance to become accustomed to their surroundings, they have an opportunity to become integrated into the economy and society.

Housing



Cedar Riverside's housing market is as unique as its population. The presence of several large rental housing developments and comparatively small areas of owner occupied housing means that consistently around 90% of residents live in rental units. In fact, with 1,300 units, Riverside Plaza alone contains around half the units in the neighborhood.

Not surprisingly for a largely built-out urban neighborhood, there has been little new construction of housing in recent years. In fact, the neighborhood experienced a net loss of 34 housing units between 1980 and 2000. This is despite the significant rise in population during this time period, which points to a substantial increase in household size accompanying changing demographics.

However, there has been a growing demand for the units that do exist. After the percentage of vacant housing units peaked in 1990 at 9.2%, the vacancy rate then fell to 2.7% in 2000. Additionally, the median value of an owner-occupied housing unit in Cedar-Riverside increased 88% between 1980 and 2000, while it decreased by 1% in Minneapolis as a whole. While it is unclear what caused this major change, it is likely related in part to a switch in ownership structure of some co-op properties. By comparison, rent is at lower levels. The percentage of subsidized units here has consistently kept median gross rent levels below the overall city median level.

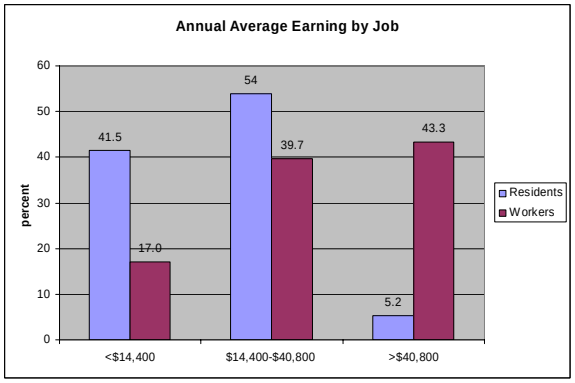
Consistently higher percentages of people in Cedar Riverside live below the poverty level than in the city as a whole. Interestingly, the poverty rate declined from 1989 to 1999, despite a decrease in median income during that same period. However, the percentage of people over 65 living in poverty increased. Regardless of these various shifts, the neighborhood continues to contain one of the largest concentrations of low income housing in the City.

Comparison with Workers

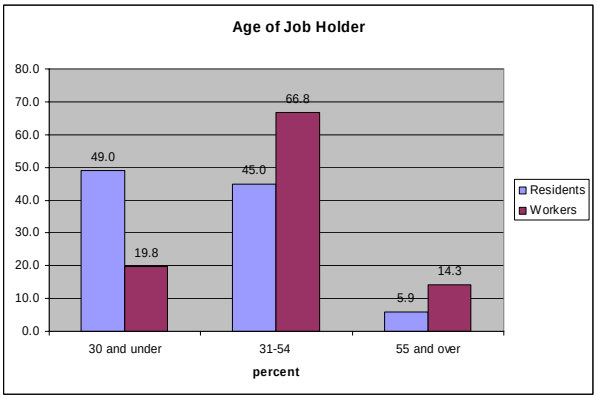
Place of work data shows that there is a significant contrast between residents in Cedar Riverside and the employees that work there.

According to 2003 Census data, only 5.2% of residents in Cedar Riverside made more than $40,800 per year, while 43.3% of workers in the neighborhood did.

Additionally, workers in the neighborhood tend to be significantly older than residents of the neighborhood.



Comparing the industry mix shows another dimension to this disparity. Workers are concentrated in two industries: health care/social assistance (64%) and management of companies and enterprises (20%). Meanwhile, workers are spread across health care/social assistance, retail trade, administration/support/waste management, and accommodation/food services. Health care remains the biggest employer – not surprising, due to the dominant presence of Fairview Hospital. It is worth noting that this tabulation does not include public-sector jobs, such as some at the University of Minnesota.



The majority of residents find employment somewhere in Minneapolis (59%), with St. Paul (17%) and Bloomington (6%) being the next most common destinations. By comparison, 44% of workers come from Minneapolis, with others spread throughout the region.

Market Research

Market findings in the Cedar Riverside neighborhood generally derive from a study done in the Spring 2007 entitled *Real Estate Market Opportunities and Constraints Analysis*. This study, authored by consultants, was done as part of the small area planning process since it was determined additional information was needed on this topic. This report presents summary analyses of the Cedar Riverside area's prospects for business and market-rate real estate development. In addition to technical market findings, the document includes analyses of key issues that influence the area's economic potential. The full market report can be found in Appendix D.

The findings of this analysis are based upon a research process that entailed first-hand observations, statistical research, general economic research, and interviews with local business proprietors, property owners, real estate developers, and others. Research also included reviews of existing planning documents. Many of these documents provide extensive and still-valid statistical analyses and qualitative descriptions. These various research tasks informed an analytical process that blends the gathered anecdotes, insights, trend information and other statistics with judgment based on planning and real estate market experience.

Site and Location

The neighborhood contains three major regional institutions – the University of Minnesota, Fairview Hospital and Augsburg College – that collectively comprise the dominant sources of employment in the area. Besides the large institutions, Cedar Riverside's businesses include the City's most notable concentrations of restaurants, bars, independent theater venues, and cultural institutions, as well as the area's oldest and most recognized new immigrant-owned strip of retail space.

Cedar Riverside enjoys a unique combination of assets. These include:

- Direct access to two interstate highways, I-35W and I-94;
- Direct proximity to Downtown Minneapolis;
- Direct proximity to the Mississippi River and the West River Parkway;
- A light rail transit station, with a second station planned along the forthcoming Central Corridor.
- Large daytime employment base with nearly 6,000 workers; features three major institutions, including the University of Minnesota, with its schools of law, business and government, Augsburg College, and the Fairview Hospital
- Reputation as a destination for eclectic eating, drinking and entertainment ranging from live music to experimental theatre and modern dance.

Among its constraints, the area is challenged by:

- Significant physical elements separating the area from Downtown, including I-35W and its system of entry/exit ramps.
- A series of internal barriers, including Washington Avenue's trench alignment, which separates Seven Corners from the rest of Cedar Riverside; a confusing internal street system with isolated dead-end blocks, and the area's various overpasses and underpasses.
- Inconvenient and confusing public parking arrangements, which constrain business potential.

- A pattern of properties characterized by small, oddly configured lots and complex easements between properties; this constrains the assembly of efficient development parcels as well as the prospects for coordinated development.

- Real and perceived security issues.

Demographic Trends

Overall, Cedar Riverside's statistical profile portrays a community predominantly comprised of a transitional immigrant population and a young transient population, both with low buying power. Cedar Riverside's most prominent residential properties include the concentration of high-rise towers in Riverside Plaza and The Cedars, student housing buildings, and apartment properties scattered throughout the area. Median household income in Cedar Riverside is estimated at $17,500, well below the figures of $48,000 and $65,000 for the City and County, respectively.

Other areas in Central Minneapolis feature similarly high percentages of renters, young people, and households with low incomes. Such areas include the University of Minnesota (East Bank) neighborhoods, Marcy Holmes, and Elliot Park. Loring Park and Northeast neighborhoods contain older, more established households with median incomes of roughly $41,000, which still fall below City and County medians.

It should be noted that growth projections for built-out urban areas are driven by redevelopment (increasing density or changing uses) rather than new development; and by investments and reuse of older properties rather than by foreseeable migration patterns or vital statistics. As a result, projections for such areas rarely anticipate substantial growth and should not be regarded as determinative of market potential. Redevelopments are potential products – not drivers – of urban development policies.

Residential Market

Based on the location, character, and market realities of the neighborhood, the residential market analysis was directed primarily toward potentially supportable market-rate multi-family development or redevelopment. As contextual background, the analysis first described the region's condominium development trend and Cedar Riverside's general residential market. The analysis then focused on Cedar Riverside's potential for condominium development, followed by a discussion of rental apartment trends and niches.

Over a long-term time frame and given improvements in the Cedar Riverside environment, various forms of market-rate residential development may prove feasible – for instance, expanded ownership housing opportunities. Such developments could enhance other opportunities for existing as well as new businesses. However, within a short-term time frame in which current conditions continue, the following summarizes Cedar Riverside's market-rate residential development outlooks:

- The Minneapolis condominium market currently suffers from oversupply and declining sales. While the market will offer opportunities in selected niches over time, over the next several years Cedar Riverside does not offer a competitive location for such projects.

- Given likely development costs, in the short-term future (e.g. 3-5 years) absent funding assistance (e.g., tax credit equity), developers will not likely seek opportunities to build new general-occupancy market-rate rental apartment buildings.

- Rental housing specifically targeted to student residents offers short-term as well as long-term opportunities. Recent developments targeting this niche have proven successful from a market performance as well as a financial perspective. In this niche, Cedar Riverside provides the preferred location to serve an underserved and growing market.

Commercial Market

In Cedar Riverside, the prevailing retail market comprises predominantly small (e.g., less than 10,000 square feet of floor area) individual buildings situated along the street front. Some of these buildings offer off-street parking; many rely on nearby parking lots, on-street spaces, and foot traffic. With some exceptions, most of these buildings are physically oriented toward streets within the neighborhood rather than the adjacent interstates. In general, retail buildings have maintained high occupancies. While some buildings have experienced significant turnover over time, few have remained vacant for extended periods of time.

Cedar Riverside tenants include a wide range of independently operated businesses, with concentrations of ethnic markets and restaurants, independent specialty retailers, and eating/drinking/entertainment venues. Interviews indicate that most businesses draw market support from well beyond Cedar Riverside. Individually and collectively, Cedar Riverside has gained the status as a destination that can draw clientele from throughout the City and even the entire metropolitan area.

The following summarizes the above discussions and then identifies some additional issues for consideration in planning and policy decisions.

- Based on the foregoing, retail outlooks offer promise in the areas along Riverside Avenue, particularly in proximity to Fairview Hospital and/or the I-94 interchange. In general, a reasonable – and conservative – estimate of potential worker spending power among the local institutions if tapped would most likely amount to roughly $1,000 per person per year on goods and services in Cedar Riverside. Among Fairview's 3,000 workers, this would amount to a total about $3 million annually. This spending would contribute substantially to new as well as existing businesses near the hospital along Riverside Avenue. Moreover, given a greater supply of options, it is likely that per-worker spending would substantially exceed the $1,000 standard.

- Other retail opportunities focus primarily on the improvement and re-tenanting of small street front spaces, rather than on projects involving large-scale new development or demolition and redevelopment. In focusing on such street front spaces, however, the increasing inventory of multi-family buildings in other districts – such as downtown and its neighboring districts – will offer a competitive range of alternative locations for small retailers serving the general market area.

- A substantial new retail center development (e.g., more than 20,000 square feet) in or around Cedar Riverside could exert profound impacts on the community. Such developments – particularly in mature, built-out markets – pull many of their tenants from among the existing businesses in older, lower quality properties. While prospective tenants would face higher rents in the newly constructed retail center, such costs would be offset by enhanced visibility, immediately adjacent surface parking, and more suitable spaces. As a result, existing tenants who were most able to afford higher rents would be the most likely to move into the new development. If this were to occur in Cedar Riverside, vacancy rates would increase in Cedar Avenue's lower-visibility locations. This could in turn generate a downward spiral in tenant quality, property maintenance and local security. If this pattern were established, it may hasten more drastic redevelopment initiatives that may fundamentally redefine the area and its prevailing character.

- The Cedar Riverside Small Area Plan should not emphasize multi-tenant office space as a key component. While office development interest and activity should be accommodated, for the most part this will be limited to: local institutions seeking additional space; small buildings for nonprofit offices; and relatively small owner-occupied buildings such as banks or other local service providers.

- Independent cultural venues comprise an important component of Cedar Riverside's fabric. This element must be recognized as essential to the community's identity and vitality. As such, future plans must include measures to enhance and support (and certainly not constrain) the ability of these venues to flourish. Such measures should involve parking (on-street, off-street, shared) arrangements, local security, and possibly an umbrella organization responsible for marketing, signage, and other issues.

Key Findings:

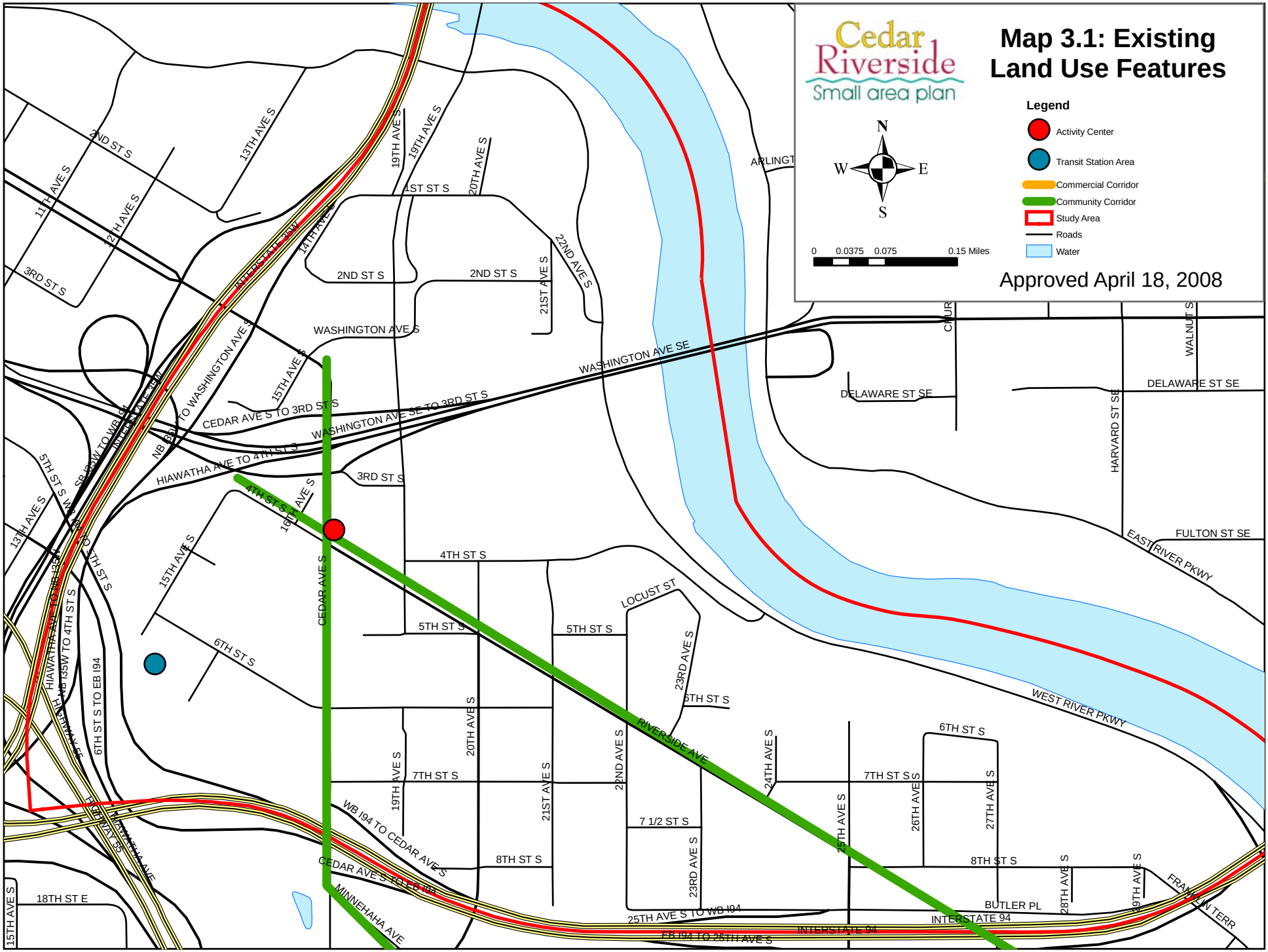
- **Competitive Development Location**: Despite enjoying strategic access to highways, light rail transit and Downtown Minneapolis, as well as a strong employment base and unique reputation, Cedar Riverside suffers from significant (internal and external) barriers, inconvenient public parking arrangements, difficult property configurations, and real and perceived security issues. Given these factors, other areas near Downtown Minneapolis (e.g., Northeast Minneapolis, Elliot Park, Loring Park, North Loop, downtown East) are better positioned to capture economic activity that may "spill over" from downtown.

- **General Residential Development Prospects**: Over a long-term time frame, given improvements in the Cedar Riverside environment, various forms of market-rate residential development may prove feasible with reasonably high densities. Within a three to five-year time frame, however, prospects for market-rate development are limited. While the area supports a strong demand for rental apartments, absent funding assistance (e.g., tax credit equity) developers would not likely seek opportunities to build new general-occupancy market-rate rental apartment buildings.

- **Student Housing**: Rental housing specifically targeted to student residents offers a healthy short-term as well as long-term opportunity. In this niche, Cedar Riverside provides the preferred location to serve an underserved and growing market. While the private market may be inclined toward student rental housing in Cedar Riverside, the community has a preference for more homeownership opportunities.

- **Office Market**: Prospects in Cedar Riverside are limited. Such office prospects would face substantial competition from Class-B and Class-C properties in districts such as the North Loop, Downtown East, Northeast Minneapolis, Uptown, and several other locations that would offer greater appeal than Cedar Riverside for Class-B and Class-C tenants.

- **Retail Market Issues**: Cedar Riverside maintains promise for retail development in the areas along Riverside Avenue, particularly in proximity to Fairview Hospital and/or the I-94 interchange. Other retail opportunities focus primarily on the improvement and re-tenanting of small, street front spaces, rather than on projects involving large-scale new development or demolition and redevelopment. Such street front retail potential will probably not involve new retail centers, but will focus instead on improved existing spaces as well as on ground-floor space in new residential buildings.


Cedar Riverside Small area plan
Map 3.1: Existing Land Use Features
Legend
Activity Center
Transit Station Area
Commercial Corridor
Community Corridor
Study Area
Roads
Water
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
WASHINGTON AVE S
WASHINGTON AVE SE
CEDAR AVE S TO 3RD ST S
WASHINGTON AVE SE TO 3RD ST S
HIAWATHA AVE TO 4TH ST S
4TH ST S
3RD ST S
2ND ST S
1ST ST S
5TH ST S
6TH ST S
7TH ST S
8TH ST S
7 1/2 ST S
18TH ST E
DELAWARE ST SE
FULTON ST SE
EAST RIVER PKWY
WEST RIVER PKWY
RIVERSIDE AVE
LOCUST ST
BUTLER PL
INTERSTATE 94
WB I94 TO CEDAR AVE S
CEDAR AVE S TO EB I94
25TH AVE S TO WB I94
EB I94 TO 25TH AVE S
6TH ST S TO EB I94
HIAWATHA AVE TO NB I35W
NB I35W TO 4TH ST S
SB I35W TO WB I94
NB I35W TO WASHINGTON AVE S
HIGHWAY 55
MINNEHAHA AVE
HARVARD ST SE
WALNUT ST
11TH AVE S
12TH AVE S
13TH AVE S
14TH AVE S
15TH AVE S
19TH AVE S
20TH AVE S
21ST AVE S
22ND AVE S
23RD AVE S
24TH AVE S
25TH AVE S
26TH AVE S
27TH AVE S
28TH AVE S
29TH AVE S

4. Site Conditions

Property Characteristics

Due to its history, geography, and pattern of development, the Cedar Riverside neighborhood has a unique configuration of land uses. This section will describe various aspects of the property within the neighborhood, including zoning, land use, ownership, property value, building condition, and homestead status.

Zoning and Land Use

Map 4.1 and Map 4.2 show the existing zoning and land use in Cedar Riverside, respectively. The main categories of land use and their corresponding zoning districts are described below.

Cedar Riverside Existing Land Use		
Land Use	**Area (sq ft)**	**Percent**
Low Density Residential	259,878	2.1%
Medium Density Residential	690,614	5.7%
High Density Residential	959,377	7.9%
Mixed Use	234,735	1.9%
Commercial	900,395	7.4%
Cultural and Entertainment	46,400	0.4%
Public and Institutional	4,460,978	36.9%
Parks and Open Space	3,380,197	27.9%
Transportation/Communication/Utilities	855,216	7.1%
Vacant	306,258	2.5%
Total	**12,094,047**	**100.0%**

Institutional – Over a third of the land area in the Cedar Riverside neighborhood is currently classified as public/institutional. This is due to the presence of the University of Minnesota, Augsburg College, and Fairview Hospital campuses. The majority of the three campuses is zoned OR3, which is appropriate for the uses here. Most of the land is built out with significant density, including office, classroom, and parking uses. Some parcels, including surface parking, may be slated for redevelopment as part of the institutional campuses.

Parks and Open Space – Over a quarter of the land area within Cedar Riverside is classified as park and open space, with almost all owned and maintained by the Minneapolis Park and Recreation Board. However, this percentage is somewhat misleading, since a substantial portion of this is below the bluff line along the river, physically separated from the rest of the neighborhood and accessible only at very limited points. There are three parks more directly integrated into the neighborhood: Riverside Park, within the residential area at the southern end; Murphy Park which is surrounded on three sides by the Augsburg College campus; and Currie Park, located between the LRT line and Riverside Plaza. While these sites were once in the midst of neighborhood settings, the geographic boundaries created by

surrounding freeways have left them along the edges of the neighborhood. The City has no specific zoning for parks and open space, so the majority of this land is zoned residential with some zoned OR2.

Commercial – The main commercial district in the neighborhood is along Washington Ave and Cedar Ave, extending eastwards along Riverside Ave intermittently. Nearly 10% of the land in the neighborhood is either commercial or mixed uses including commercial. The development pattern is traditional commercial storefronts of moderate density. The zoning for commercial areas along Cedar and Washington is primarily C3A, consistent with the Activity Center designation around this area. This is consistent with the existing land uses, which include a mix of retail, service, entertainment, and cultural uses with activity throughout the day and into the evening. This has traditionally been the character of this commercial district since the early years of the City. Outside of the Activity Center district, there is some C1 and C2 zoning, mainly on Riverside Ave.

Residential – Residential land uses within Cedar Riverside are divided into two main categories, each taking up roughly half the residential land. The older style of development, dating back to the early 1900's, is located in the middle and eastern end of the neighborhood. This is characterized by a mix of moderate density single and small-scale multi-family buildings such as triplexes. Zoning for these areas is mainly R4, which actually allows for higher density residential than many of the existing uses. Newer development, representing the urban renewal efforts of the 1960's and 1970's, is located on the western and northern ends of the neighborhood. This is characterized primarily by several high rise multi-family developments. Zoning for these areas in mainly R6, which is consistent with existing development. The history of the area tells that the extension of high rise development to the rest of the neighborhood was originally envisioned as a modern makeover of what had become a dilapidated area. Neighborhood protest and investment in the remaining smaller scale housing stopped this plan. The high rises remain, and provide an important source of affordable housing for the City as well as the neighborhood – allowing a continuation of Cedar Riverside's historic role as a transitional immigrant community.

Industrial – There is minimal land of industrial character, aside from some residual parcels at the northern and western edges of the neighborhood. The area around the Hiawatha LRT station is zoned industrial, though there is little opportunity for industrial development due to the presence of rail and interstate right-of-way. This situation is unlikely to change.

Transportation, Communication, Utilities – The Hiawatha LRT line and some adjoining facilities, including the Cedar Riverside station, run along the western edge of the neighborhood. There is some additional right-of-way that has been divided into parcels in other parts of the neighborhood, though most of this is used as roads.

Property Ownership and Value

Property ownership in Cedar Riverside is more complicated than in many neighborhoods. Due to its history of residential co-ops, major redevelopment projects, and extensive public sector involvement, many properties have a multi-layered ownership structure – with buildings and land often having separate owners. Partly as a result of this, the ownership of land in Cedar Riverside is concentrated in the hands of relatively few. The top ten largest property owners control 88% of the neighborhood's land. This is due in part to several main factors:

- The three large institutions, who by themselves control over a third of the land within the neighborhood.
- A significant amount of publicly owned land, including lands owned by the Minneapolis Park and Recreation Board, City of Minneapolis, Minneapolis Public Housing Authority, Metropolitan Council, and others.
- The co-op structure of many of the homes in the neighborhood, which means that property ownership is held by co-op associations rather than individuals. Additionally, many of the lots under co-op housing are owned by the City.
- Significant portions of commercial buildings which are held by a few landlords, rather than the building's tenants.

See Map 4.3 for the holdings of major property owners in the neighborhood. This configuration presents distinct opportunities and challenges. On one hand, it means a partnership of a relatively small number of key landlords can have a significant impact on the neighborhood. On the other hand, it means that there maybe less market influence in land transactions, so change is likely to happen slowly.

Property Owners with Largest Land Ownership in Cedar Riverside	
Rank	*Name*
1	Minneapolis Park Board
2	University of Minnesota
3	Augsburg College
4	Minneapolis/Housing Co-ops
5	Fairview Hospital
6	Metropolitan Council
7	City of Minneapolis
8	Minneapolis Public Housing
9	Cedar Riverside Land Co.
10	Singh Brothers Properties

Placing a valuation on property in the Cedar Riverside neighborhood is somewhat challenging, given its unique composition. The presence of large tax-exempt property owners in the form of institutions and governmental

jurisdictions – and subsequent low turnover in the ownership of these properties – means that accurate market valuations are difficult to achieve for much of the neighborhood. The assessor's database records an appraised value for all exempt properties. However, these are not continuously updated, so the numbers must be used with care. Additionally, they are not broken down by land and building valuations, so no land/building ratios can be calculated for the exempt properties.

Map 4.4 shows property values per acre, based on a combination of estimated market value and appraised value, both obtained from the City assessor's records. Map 4.5 shows the ratio of building value to property value where available (not calculated for properties without a building, or for most tax exempt parcels). This measurement can be used to show where properties may be ripe for redevelopment, in that their land is more valuable than the building on it. However, due to the various issues with valuing property described above, and the market forces impacting this neighborhood, very few properties are identified as such.

This relates to an analysis done by the City (CPED Business Development), which compared the increases of property values across light rail station areas from 1999-2006. This analysis shows that the Cedar Riverside station area, and consequently the neighborhood as a whole, lagged significantly behind most of the others in property value increases. Of the seven station areas analyzed, Cedar Riverside had the lowest percentage increase in property value, with some areas increasing at twice the rate. A similar analysis done for Cedar Ave and other commercial corridors yielded similar results, with commercial property values elsewhere surpassing this neighborhood's with much faster growth. This suggests that property values in Cedar Riverside may in fact be undervalued in the current market. The reasons for this difference are varied, and are explored in more detail in the Economic Development chapter. A couple potential factors noted in the LRT station analysis include a higher than average crime rate and incidence of substandard buildings.

LRT Station Market Value Analysis		
Station	*2006 Value/Acre*	*Change 1999-2006*
Cedar Riverside	$974,383	60%
Franklin Ave	$1,076,776	91%
Hi-Lake	$884,547	131%
38th Street	$1,270,240	113%
46th Street	$1,258,564	96%
50th Street	$817,623	65%
VA Med Center	$1,420,281	96%

Property Condition

The City periodically reviews the condition of all buildings citywide to assess their condition. They assign a rating of 1-7 to each building, with 1 being excellent and 7 being poor.

Map 4.6 shows the building condition for all parcels where it is available within Cedar Riverside. The majority of the buildings tend to be about average condition, with some excellent and some poor. A number of those in fair or poor condition are situated in one of four general areas:

- Cedar/Washington commercial corridor – As frequently mentioned during the public input process, there are a number of commercial buildings in need of renovation and investment along this corridor.
- Near the Hiawatha LRT station – There are several buildings in need of improvement near the station platform.
- In the Riverside Park area neighborhood – Some of the residential buildings in this area are in need of improvement.
- Throughout the institutional campuses – Many of these correspond to the areas of campus slated for redevelopment and expansion in coming years.

Homestead Status

As described in the Demographic Profile, the rate of homeownership – and correspondingly homestead status – is very low in Cedar Riverside. This is due primarily to the presence of large rental housing high rises, whose unit counts far outnumber those of owner-occupied units.

Map 4.7 shows the parcels in Cedar Riverside which have been identified in the assessor's database as having homestead status. This includes many of the units in medium density residential areas of the neighborhoods, which are part of the co-op housing, as well as condominium and townhouse developments at the northern end of the neighborhood. Considering the limited opportunities for homeownership in the neighborhood, it appears that most residential units that can be owner occupied, are owner occupied. Anecdotal evidence suggests there is more demand for owner occupied housing in the neighborhood, but very few choices are readily available for buyers.

Since conversion of existing rental housing to owner occupied units currently appears unlikely, additional ownership housing may have to originate from new development. Change is likely to be incremental.

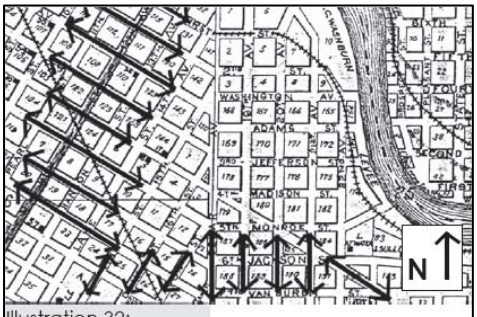


Illustration 32:
The Cedar-Riverside street network was once integrated with street grid of downtown. (Source: http://www.mpls.lib.mn.us)

Transportation System Conditions

Background

The street network in Cedar Riverside was once integrated with surrounding neighborhoods in a continuous grid. This was changed dramatically with the construction of I-35W and I-94, which effectively cut the neighborhood off from the rest of the city. The neighborhood was further divided with the development of Washington Avenue as a thoroughfare. In addition, institutions such as the University of Minnesota consolidated land to hold large-scale structures. The remnants of the street grid remain, but there are many dead ends and discontinuous segments.

The result is that only a few thru streets remain in Cedar Riverside. Traffic through the neighborhood can be substantial, in part because of the fact that the neighborhood itself is a link between its two bordering interstates. People wishing to travel from westbound I-94 to northbound I-35W often cut through the neighborhood, since there is no direct ramp connecting them. While this traffic does not cause excessive congestion on area streets, it is enough to present an obstacle for bicycle and pedestrian traffic in the neighborhood.

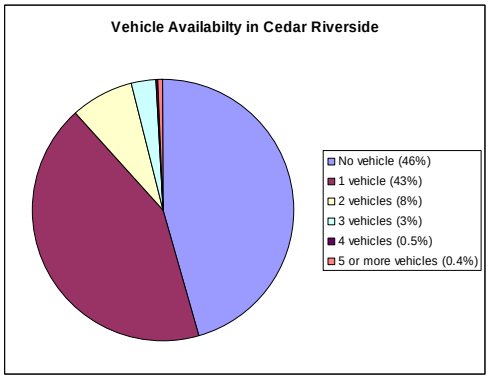
This characteristic greatly shapes all travel within and through the neighborhood. In essence, the neighborhood contains a great paradox: while its central location in the region and proximity to downtown and interstate highways positions it to be very accessible, internal circulation issues create great challenges for effective transportation across all modes.

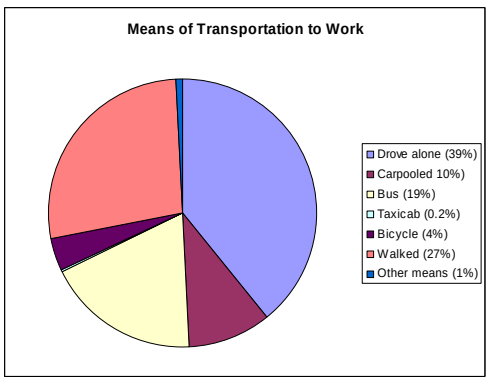
The challenges of this area have been studied in numerous plans, including Expanding Horizons in Cedar-Riverside: Opportunities for Walking, Biking, Open Space, and Community and Economic Development (Metropolitan Design Workshop, 2004) and Franklin-Cedar/Riverside Transit Oriented Development Master Plan (City of Minneapolis, 2002). These studies are summarized in Chapter 3 and Appendix C. This chapter will draw on previous research and community input, as well as providing some fresh insights. The goal ultimately will be to point to practical recommendations to address the specific transportation needs of this neighborhood.

Travel Patterns

Mode Choice

Prioritizing transportation needs can be very challenging, since there are many goals to be addressed, and rarely the funding to handle them all. An important starting point is to look at the needs of the population living and working in this neighborhood, by examining characteristics of their travel patterns.



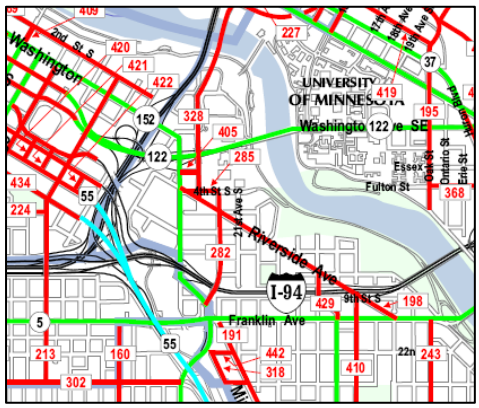


Despite the neighborhood's close proximity to interstates, many of the residents of Cedar Riverside do not regularly drive. In fact, 46% of households have no car, compared to 20% citywide. As a result, the rate of drive-alone commuting is also much lower, with just 39% of residents using this as their primary means to get to work compared to 62% citywide. Around 27% walk, 19% ride public transportation, and the remainder use other means, including carpooling.

Since the most recent Census data available on mode choice is from prior to the opening of the LRT station in the neighborhood, there are no good statistics yet on the percentage of Cedar Riverside commuters that use this option. However, a ridership survey suggests that a number of residents use it frequently, and are generally satisfied with the option. (Light Rail Transit Ridership Survey: Cedar Riverside Station, West Bank CDC, 2006)

Where Residents Work

Where Workers Live



Red roads are maintained by the city, green by the county, black by MNDOT

Trip Origin and Destination

The Cedar Riverside neighborhood is a major employment center. The bulk of the employment base is at the large institutions: the University of Minnesota, Fairview Hospital, Augsburg College, and associated entities. In addition, various other smaller employers are spread throughout the neighborhood.

Major Institutions in Cedar Riverside - Estimated Counts

	Residents/ Inpatients	Staff/ Faculty	Students/ Visitors
University of Minnesota	900	2,530	30,000
Augsburg College	980	370	3,100
Fairview Hospital	300	3,000	5,000

College students are by semester, hospital visitors are daily

Overall, Cedar Riverside employs many more people than it has resident workers. According to US Census estimates from 2003, there were around 6,900 private sector jobs (not counting public sector University of Minnesota jobs), and about 1,400 resident workers in the neighborhood. Furthermore, the jobs and residents are not necessarily a close match – while resident workers are younger and lower income than average, jobs tend to go to older and higher paid workers. Much of this reflects the level of training and experience needed in the health care industry, which makes up about 64% of the private sector jobs in this neighborhood.

As a result, there is a significant amount of commuting into and out from this neighborhood. Fortunately for Cedar Riverside residents, most seem able to find work not far away. Census estimates from 2003 show that many workers find employment in downtown Minneapolis, around the University of Minnesota's campus on both sides of the river, and along the University Avenue corridor in St. Paul. Considering the neighborhood's low rate of car ownership, it is not surprising that these locations are all on major transit routes.

Since the neighborhood is so centrally located, workers are dispersed throughout the region, with no major concentrations in any one area outside the neighborhood. However, a substantial percentage come from either Minneapolis or St. Paul.

Networks and Connectivity

Automobile

Network Characteristics

As mentioned above, Cedar Riverside consists of a truncated grid network, originally connected to the rest of the city but now separated by the major

roads bordering and cutting through the network. There are currently no plans for new roads in the neighborhood. Instead, planned capital improvements focus on upgrading existing facilities. To eliminate cut-through traffic, there has been some discussion of reconfiguring interstate interchanges and ramps, but that is currently a long term vision.

Map 4.8 shows road functional class in Cedar Riverside. Cedar Ave, Washington Ave, and 19th Ave are classified as A Minor arterials, while Riverside Ave and 20th Ave are B Minor arterials. These roads provide connections throughout the area and to all surrounding neighborhoods.

The highest traffic counts on roads internal to the neighborhood are shown in the table below of average annual daily traffic counts (AADT) from 2005. None of the volumes for neighborhood streets are excessively high for their given road capacity. However, due to the proximity to high volume interstates and surrounding areas with traffic congestion like downtown, backups are certainly possible, particularly during peak hours. Signalization changes related to the LRT also impact neighborhood traffic at times.

2005 Area Traffic Counts	
Road	*AADT*
I-94	168,000
I-35W	141,000
Washington Ave S	18,800
Cedar Ave S*	17,400
Riverside Ave	12,400
25th Ave S*	9,900
19th Ave N	7,500
20th Ave S	4,700
W River Pkwy	4,500

* count conducted just south of I-94

There are traffic signals located throughout the neighborhood, with many along Cedar, Riverside, 19th Ave S, and 25th Ave S. Since there are few through-streets in the neighborhood, traffic tends to be concentrated on these signalized corridors.

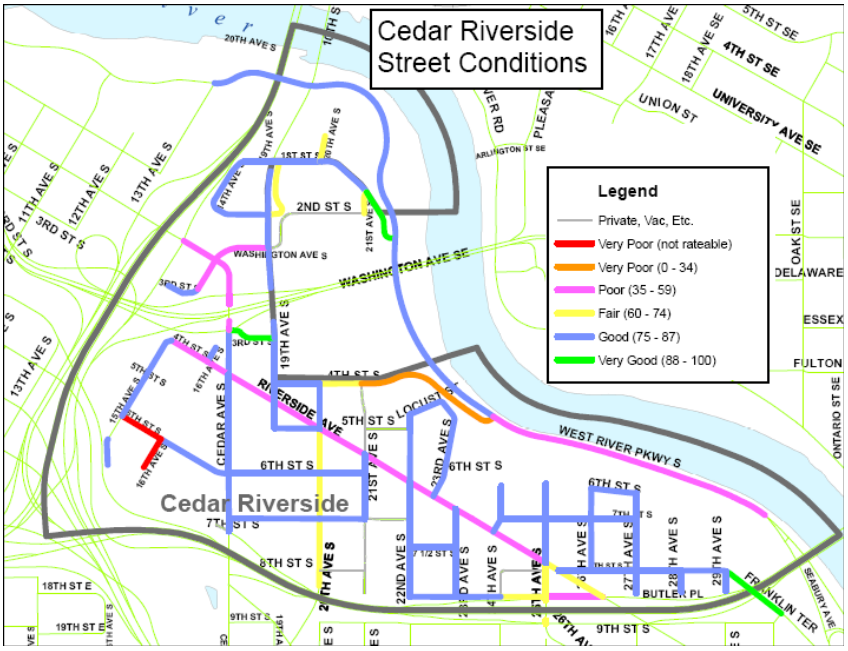
As shown on the chart below, the highest traffic accident intersections in the neighborhood are concentrated around the intersection of Cedar and Riverside. It is worth noting that these higher accident intersections also have some of the highest numbers and percentages of pedestrian accidents. These intersections have frequent pedestrian traffic, including residents, students, and customers of the businesses in the area. Concerns have been raised in the neighborhood regarding the safety and availability of pedestrian crosswalks in this area.

Accidents at Selected Intersections, January 2003 to May 2006							
	Total	*With injuries*		*Bike/ped*		*Alcohol*	
	#	#	%	#	%	#	%
Cedar Ave & 6th St	43	13	30%	7	16%	6	14%
Cedar Ave & Riverside Ave	38	16	42%	13	34%	4	11%
Cedar Ave & Washington Ave	29	12	41%	10	34%	6	21%
Riverside Ave & 20th Ave	20	6	30%	2	10%	1	5%
Riverside Ave & 25th Ave	17	6	35%	0	0%	0	0%
Cedar Ave & 3rd St	16	3	19%	0	0%	3	19%
Riverside Ave & 19th Ave	13	2	15%	1	8%	2	15%
Cedar Ave & 7th St	11	5	45%	0	0%	0	0%
Riverside Ave & 24th Ave	7	2	29%	1	14%	2	29%
Riverside Ave & 22nd Ave	7	3	43%	1	14%	1	14%
Riverside Ave & 26th Ave/Butler	6	3	50%	0	0%	1	17%
Riverside Ave & 23rd Ave	6	2	33%	1	17%	0	0%
Riverside Ave & 21st Ave	5	1	20%	0	0%	0	0%
19th Ave & Washington Ave	3	1	33%	1	33%	1	33%
TOTAL	221	75	34%	37	17%	27	12%

The injury rate for accidents is not excessively high, which is due in part to the relatively low speeds of traffic traveling through the neighborhood. No fatal accidents were identified at any of these intersections in the stated time period.

Alcohol was a contributing factor in a number of crashes, though not an overall large percentage. An analysis of causal factors in these accidents revealed no strong or unusual patterns. The primary causes were failure to yield right of way, improper or unsafe lane use, and driver inattention or distraction.

Maintenance of roads is another concern, which impacts not only automobiles but other road users, including bicyclists. The City regularly reviews and measures the condition of road pavement. Riverside Avenue, and portions of West River Parkway, Cedar Avenue, and Washington Ave S were all graded as “poor”, and roads in the vicinity of the LRT station were rated “very poor.”



These maintenance conditions extend beyond the street lanes to other areas of the right-of-way, where sidewalks, landscaping, and other elements of the streetscape are often not in good condition. This can have a negative impact not just on travel in the neighborhood, but on community image and prosperity as well. The neighborhood had some street improvements made in the 1970's through a special services district, which has since expired. Since some of the improvements, in particular the sidewalk surfaces, are non-standard materials, they have not been maintained consistently since the district expired.

Connectivity Issues

Connectivity by automobile varies largely depending on the location of the trip origin and destination. Easy access to Interstates 35W and 94 ensure that the neighborhood has good auto access to many destinations throughout the region. However, the truncated nature of the grid, along with the natural boundary of the river, limits access to downtown and other adjacent destinations. Access to the LRT station is not great, but less of an issue because it is not visualized as a park-and-ride location.

Additionally, the closure and/or vacation of streets within the neighborhood has created a discontinuous internal network. Some streets were closed to create larger, more cohesive development (for example, institutional campuses), to limit traffic on the relatively few remaining through streets, and to meet parking requirements for limited equity co-op developments.

Long term planning around the interstates and their supporting ramps and collector/distributor systems may provide an opportunity to address these issues. In addition, long range planning efforts at the University of Minnesota, Augsburg College, and Fairview Hospital, have all mentioned the possibility of reconnecting and realigning streets or other transportation corridors to create a more cohesive transportation network.

Transit

Network Characteristics

Currently, six Metro Transit bus routes and the Hiawatha LRT currently stop in the Cedar Riverside neighborhood. The proposed Central Corridor LRT would also stop on or near the West Bank.

Bus Boardings in Cedar Riverside				
	West/North		East/South	
	On	Off	On	Off
Route 2 (W/E)	410	166	186	397
Route 3 (W/E)	124	329	n/a	n/a
Route 7 (N/S)	351	329	309	307
Route 16 (W/E)	11	10	13	21
Route 19 (N/S)	365	294	330	296
Route 20 (N/S)	138	95	91	95
Route 50 (W/E)	22	8	2	14
Total	1,422	1,231	931	1,130

Numbers are in terms of boardings per typical weekday

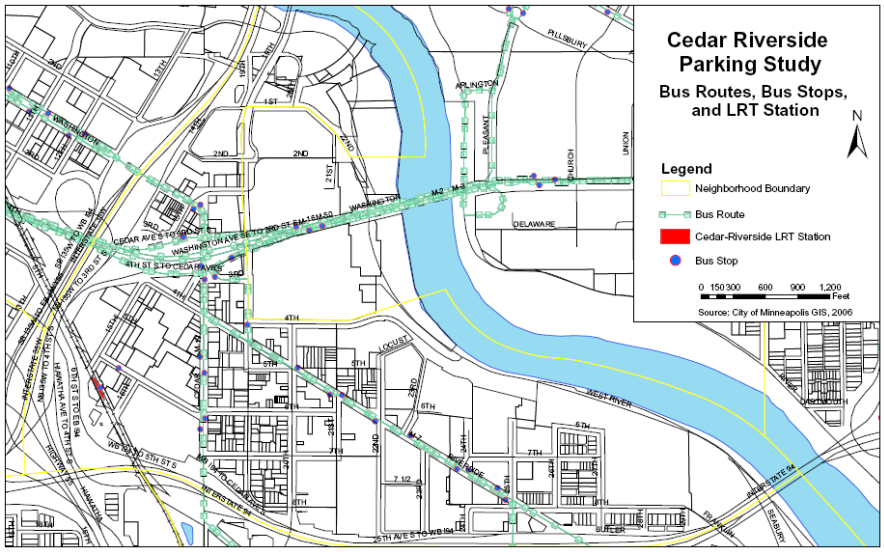
According to Metro Transit ridership counts taken between 1999 and 2001 show over 2,300 people boarded these six bus routes within the Cedar-Riverside neighborhood each weekday. This is likely a low estimate for current ridership considering the bus boarding information was collected several years ago.

Metro Transit estimated 20,377 people boarded the Hiawatha LRT line each weekday in February, 2006. Approximately 3.7 percent of LRT passengers board at the Cedar Riverside station. Therefore, around 833 people boarded the Hiawatha LRT at Cedar Riverside each weekday. Metro Transit predicts transit trips in the neighborhood will remain very constant unless there are major changes in development patterns in the neighborhood. (Cedar-Riverside Neighborhood Parking Study, City of Minneapolis, 2006)

In the city's ongoing *Access Minneapolis* study, a Primary Transit Network (PTN) has been determined. The Primary Transit Network (PTN) is a permanent network of all transit lines – regardless of mode or agency – that operates every 15 minutes or better all day for at least 18 hours every day. The purpose of identifying the PTN is to focus on improving the efficiency of the overall transit system. Several routes serving Cedar Riverside are part of the PTN.

Due to its location, particularly in relation to downtown, Cedar Riverside is relatively well-served by transit.

This quality of service is only likely to increase, with the proposed development of the Central Corridor LRT line. It is proposed to have a stop located somewhere near the University of Minnesota West Bank campus in the Cedar Riverside neighborhood. This would position the neighborhood as one of the best-served locations in the region in terms of transit, outside of downtown.



Connectivity Issues

Despite the frequent and numerous routes serving this community, there are still connectivity concerns in transit services.

One concern is a lack of coordination between bus stop locations on various routes, and concerns regarding their general placement in the neighborhood. It is often inconvenient for riders to transfer from one route to another. And placement of bus stops – sometimes challenging due to the neighborhood's fractured geography – is not always in safe and accessible locations.

A larger concern is the relationship between the current Hiawatha LRT line station and the rest of the neighborhood. Community input suggests that the siting of the LRT station makes it less popular than it could be due to concerns about connectivity. The location of the LRT station is not apparent from Cedar Avenue. Due to its placement and the nature of the street network, the LRT station does not connect directly with any bus routes, and requires passengers transferring from one to another to weave their way through the neighborhood to get there.

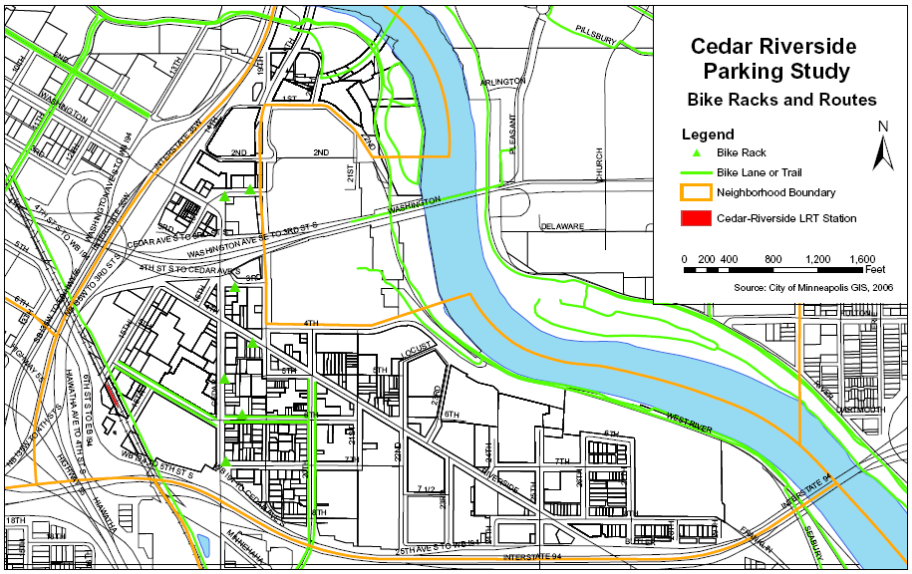
It is worth noting that several of the major institutions in the neighborhood have proposed setting up a local bus circulator which would serve the LRT, making it easier, safer, and more convenient for residents, employees, and visitors in the neighborhood to access this station. Community input suggests that the siting of the LRT station makes it much less popular than it could be, due to these concerns about connectivity.

Bicycle and Pedestrian

Network Characteristics

The bicycle and pedestrian network in Cedar Riverside reflects the overall transportation paradox facing the neighborhood: proximity to high-quality facilities, but significant gaps in connectivity.

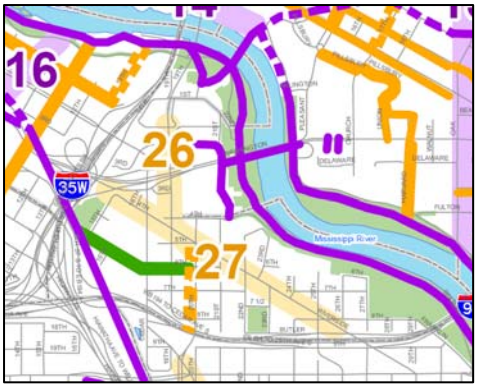
With its location along the Mississippi River, the neighborhood is linked to a network of trails connecting the Grand Rounds National Scenic Byway system. There are two bicycle/pedestrian crossings over the river as well, above Washington Avenue and over a former railroad bridge.



Throughout the University of Minnesota and Augsburg College campuses, there is a pedestrian- and bicycle-friendly environment. Additionally, a bicycle trail parallels the Hiawatha LRT line.

Sidewalks are present along most streets in the neighborhood, as is typical in the City. However, there are some concerns with the condition and quality of these facilities. As mentioned in the automobile section, maintenance of the public right-of-way is a concern. Issues include streetscaping, street furniture, litter, and façade maintenance. Although these may not directly impact the ability of people to travel through these corridors, it does impact their perception of safety and willingness to visit and invest in these areas. If facilities fall into a certain level of disrepair, there is also the possibility of lack of handicap accessibility.

Additionally, traffic data cited above shows particular safety concerns for bicyclists and pedestrians along Cedar Avenue, where they are present in a large percentage of traffic accidents at certain intersections. Additional analysis is needed to determine what measures could be taken to address safety concerns in this area.



From Access Minneapolis study of pedestrian and bicycle gaps

Connectivity Issues

Through its analysis of the citywide bicycle and pedestrian network, the ongoing *Access Minneapolis* transportation planning process has identified a couple of key gaps in the on-street bicycle network:

- 19th Avenue in the vicinity of the University of Minnesota campus and the Seven Corners area (#26 on the map)
- Riverside Avenue throughout its length in the neighborhood (#27)

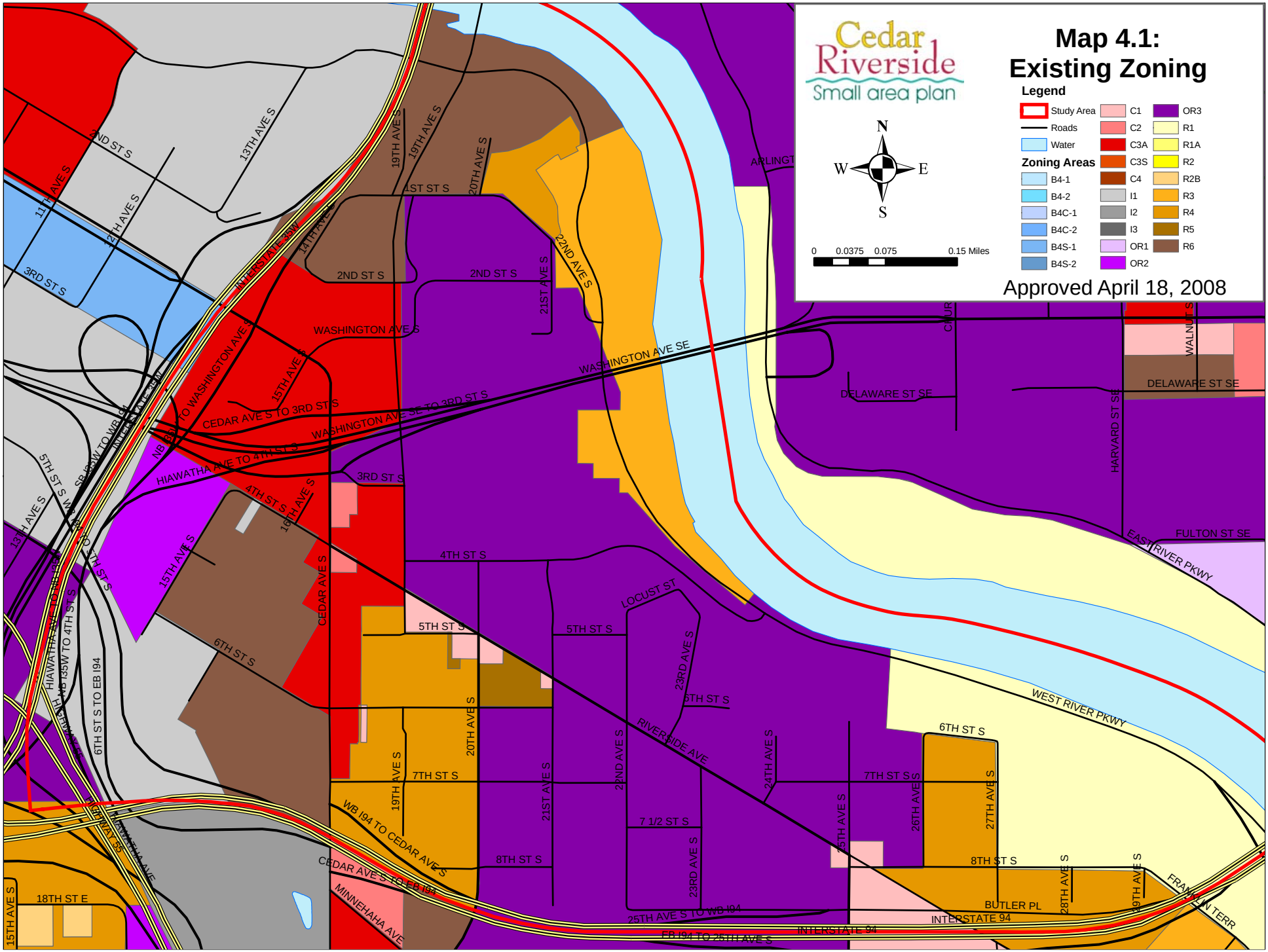
Neighborhood input echoed concerns about Riverside Avenue, which is made less pedestrian and bicycle friendly due to cut-through traffic between the interstates. This is exacerbated by the lack of complete ramp connections between I-35W and I-94. Neighborhood discussion has also mentioned Cedar Avenue, although the commercial nature and volume of through traffic may make this corridor less likely to be bicycle friendly regardless.

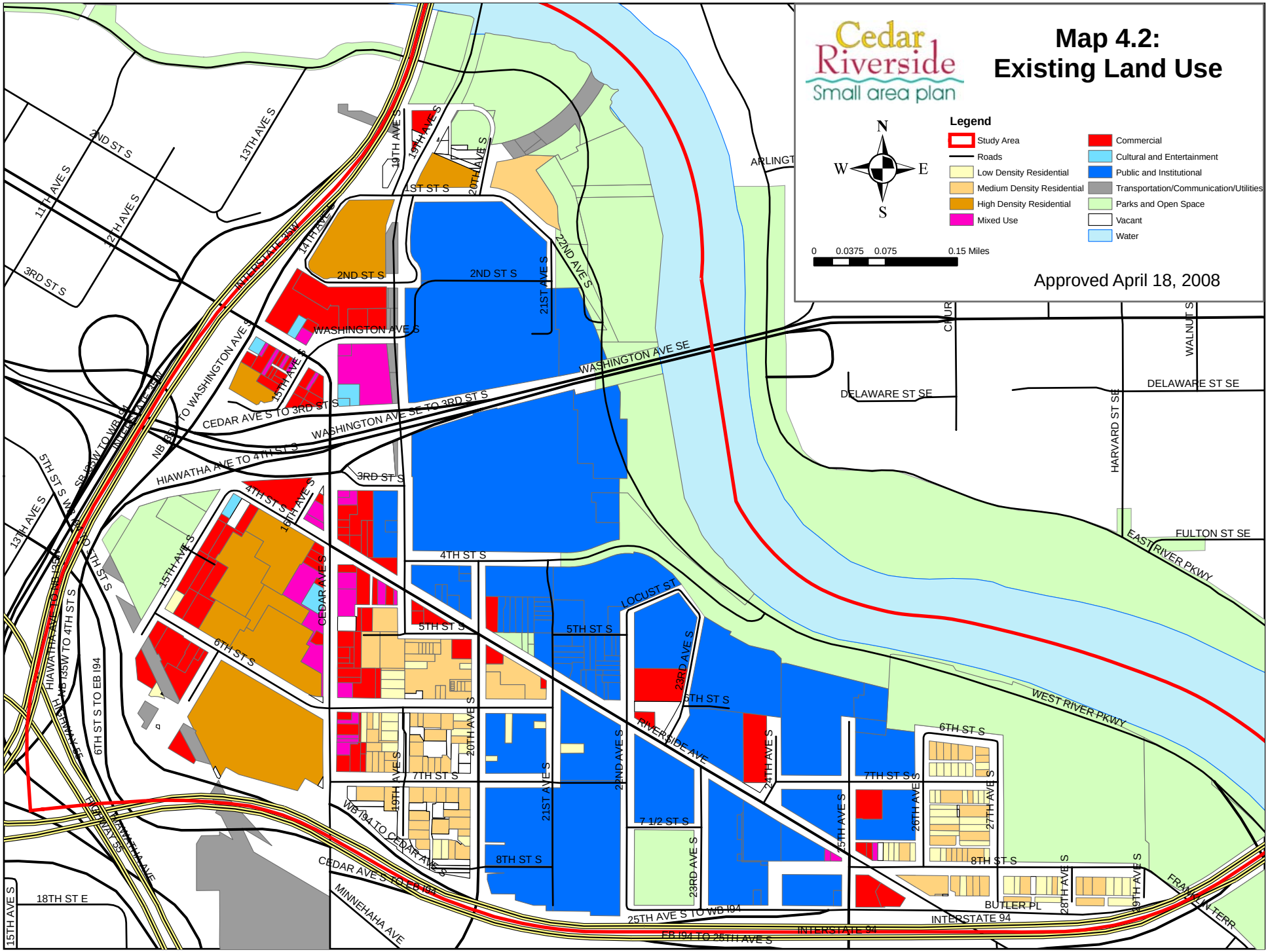
Access Minneapolis also identifies 20th Avenue south of Riverside as a priority corridor for on-street bicycle facility improvements (dotted line on map). There is a bicycle lane there now, but it is a substandard on-street facility designated for summertime use only. The plan is to upgrade this facility to a standard bicycle lane.

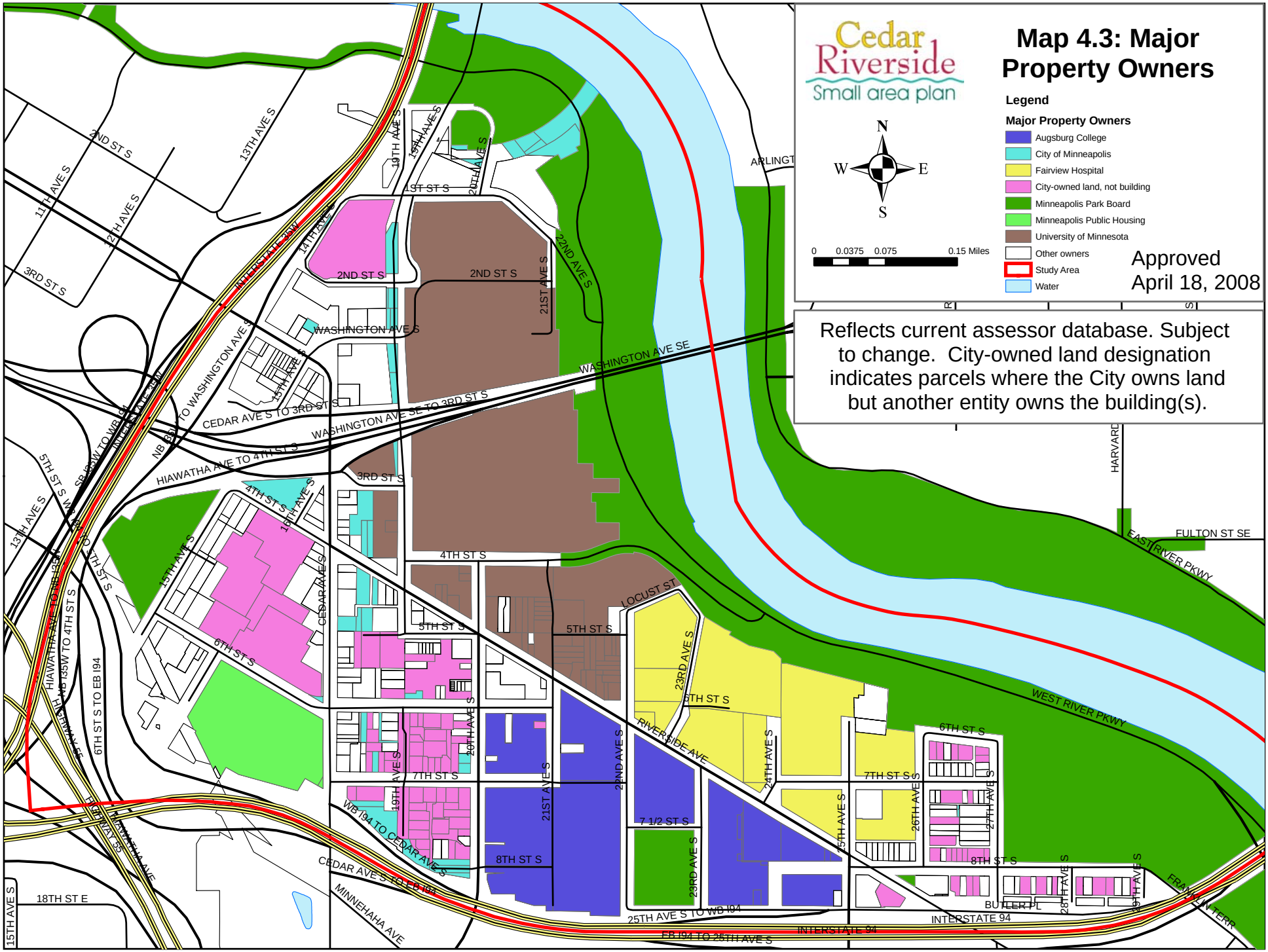
Access Minneapolis did not identify any significant gaps in the overall pedestrian network in Cedar Riverside. However, a number of issues were identified via input from the community, including:

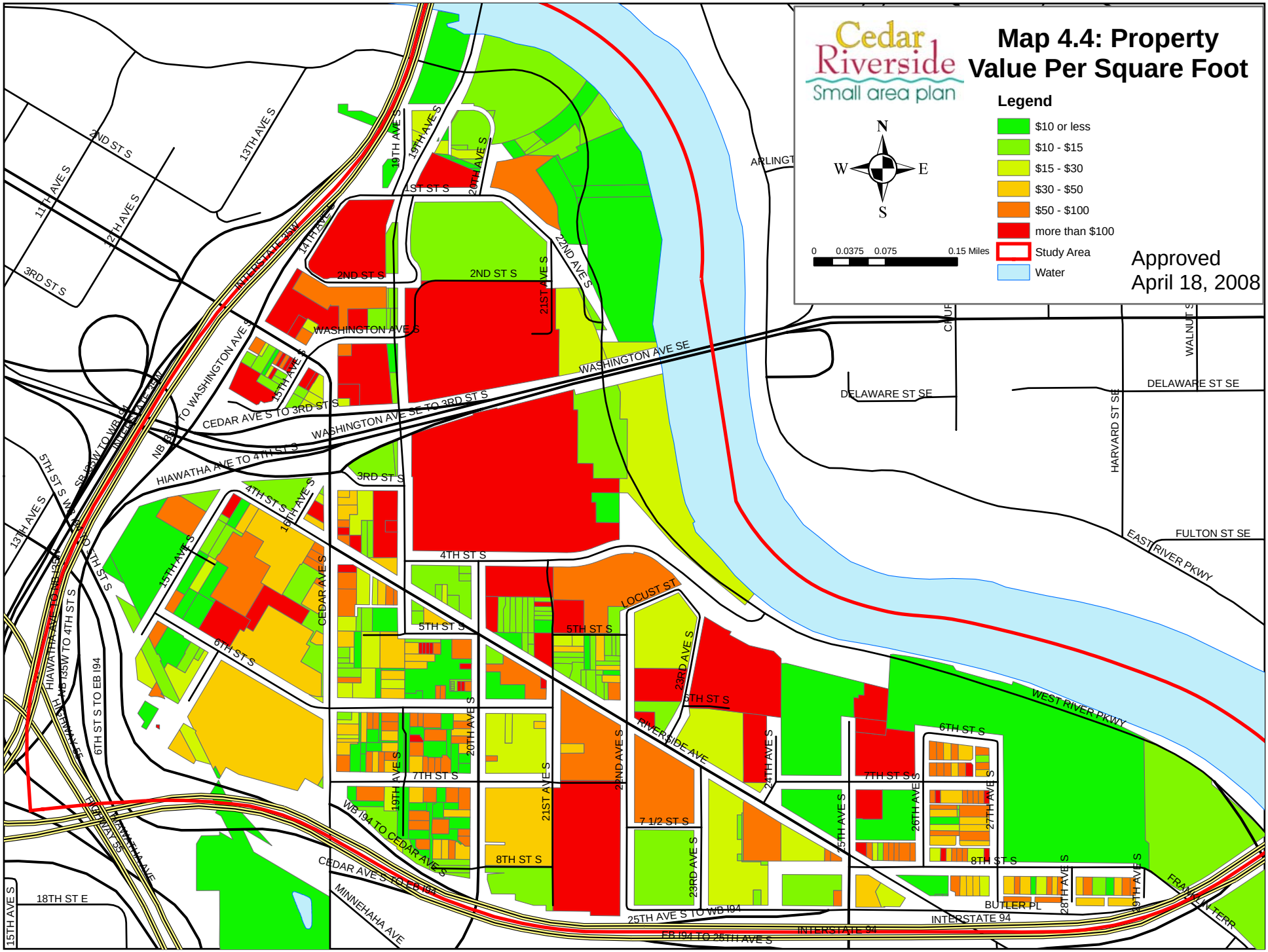
- Difficulty navigating through institutional and campus settings to get from neighborhood to riverfront park
- Concerns regarding sidewalk maintenance and plowing
- Public safety concerns, particularly at night, including lighting issues
- Traffic safety concerns, including availability of crosswalks and lack of pedestrian environment along Cedar Avenue

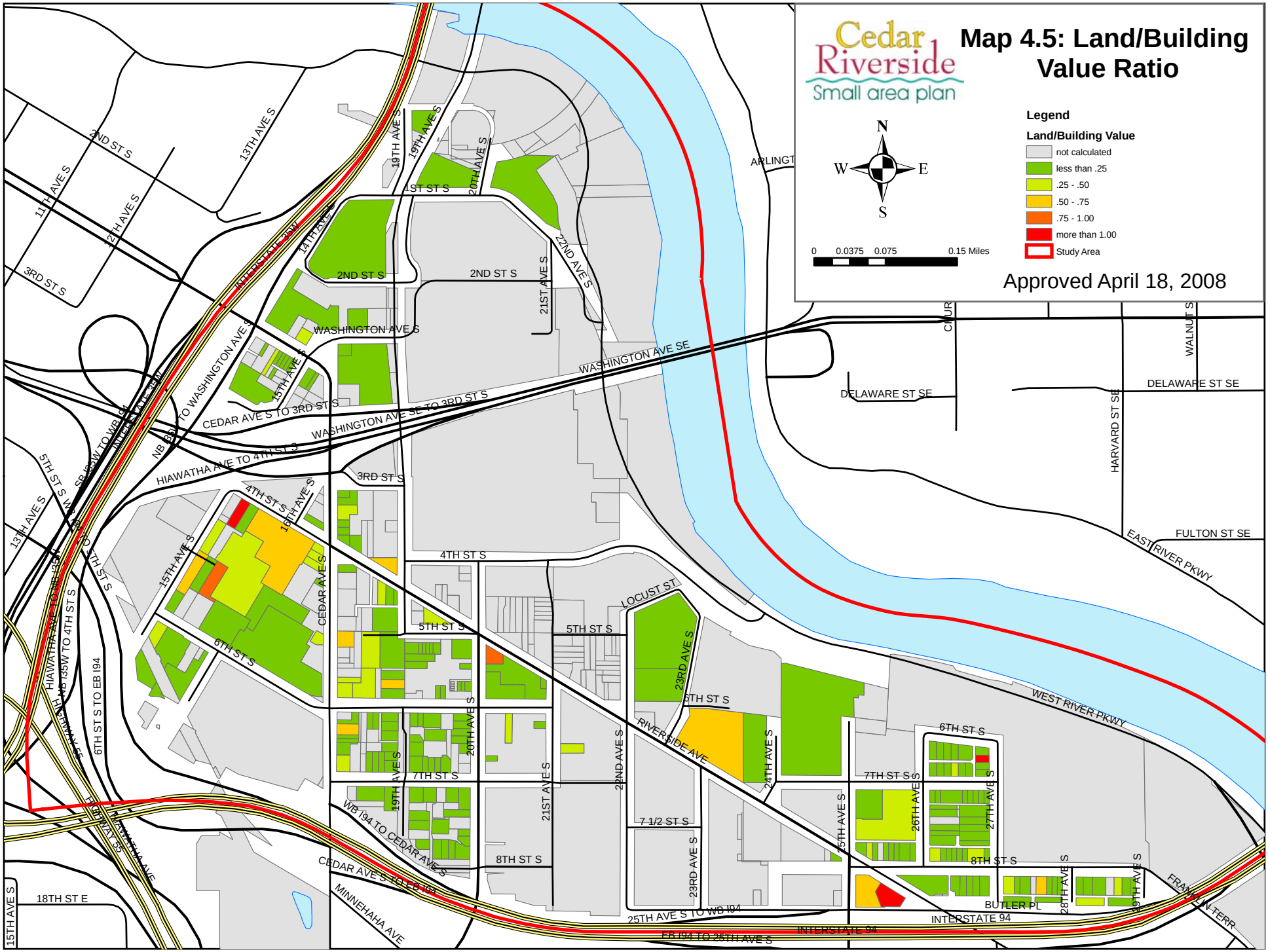
These and similar hindrances limit the connectivity of the bicycle and pedestrian network. Lack of consistent wayfinding guides (signage, lighting, etc.), barriers imposed by large institutional campuses and major highways, safety issues, and the neighborhood's overall confusing layout, effectively limit access to various destinations. In particular, these include the Hiawatha LRT station, the river and its bordering parks, other neighborhood park facilities, and downtown in general.

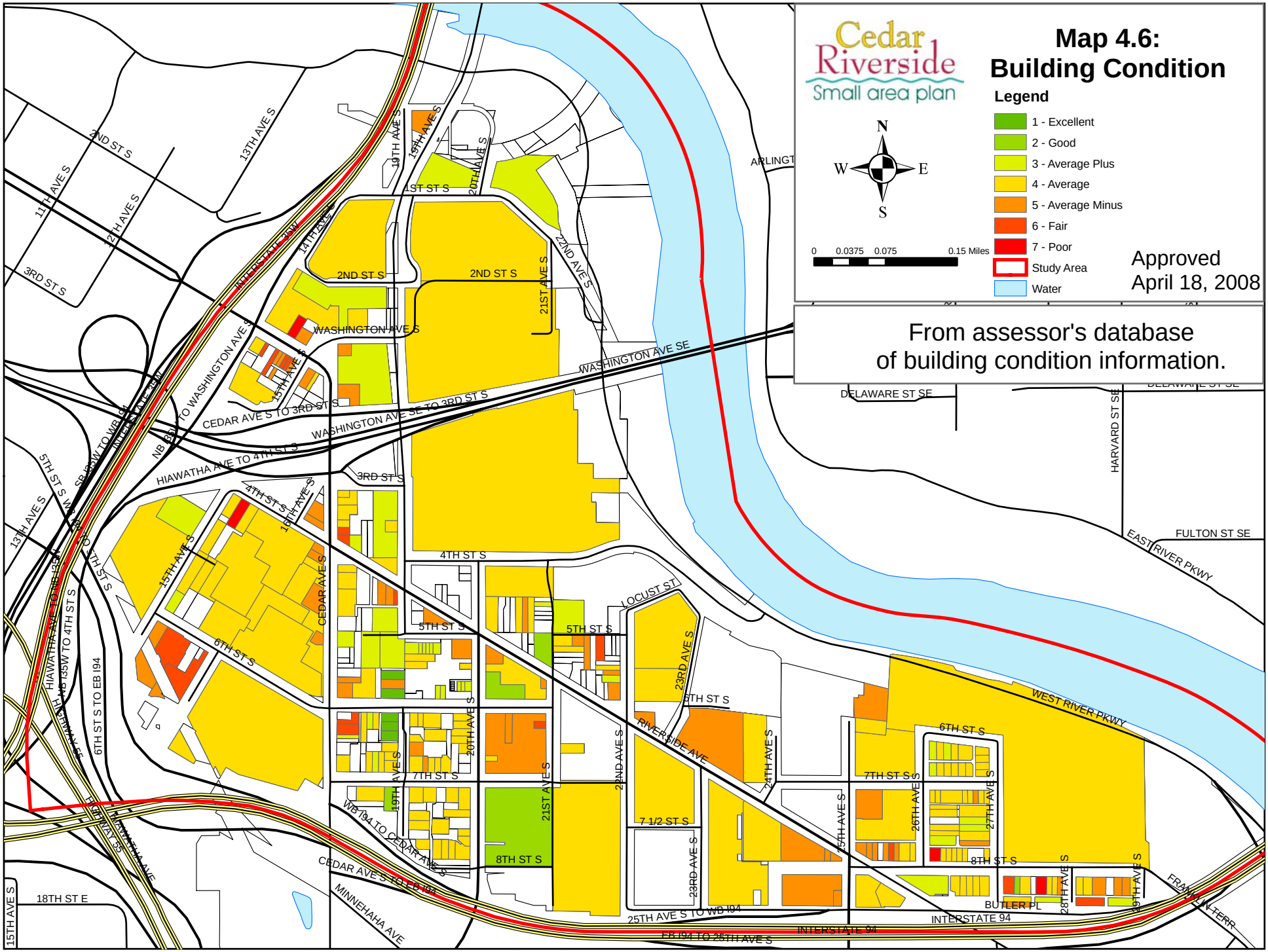

Cedar Riverside Small area plan
Map 4.1: Existing Zoning
Legend
Study Area
Roads
Water
Zoning Areas
B4-1
B4-2
B4C-1
B4C-2
B4S-1
B4S-2
C1
C2
C3A
C3S
C4
I1
I2
I3
OR1
OR2
OR3
R1
R1A
R2
R2B
R3
R4
R5
R6
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
WASHINGTON AVE S
WASHINGTON AVE SE
DELAWARE ST SE
FULTON ST SE
EAST RIVER PKWY
WEST RIVER PKWY
RIVERSIDE AVE
LOCUST ST
HIAWATHA AVE
CEDAR AVE S
INTERSTATE 94
WB I94 TO CEDAR AVE S
CEDAR AVE S TO EB I94
25TH AVE S TO WB I94
EB I94 TO 25TH AVE S
MINNEHAHA AVE
BUTLER PL
FRANKLIN TERR
2ND ST S
3RD ST S
4TH ST S
5TH ST S
6TH ST S
7TH ST S
7 1/2 ST S
8TH ST S
11TH AVE S
12TH AVE S
13TH AVE S
14TH AVE S
15TH AVE S
16TH AVE S
19TH AVE S
20TH AVE S
21ST AVE S
22ND AVE S
23RD AVE S
24TH AVE S
25TH AVE S
26TH AVE S
27TH AVE S
28TH AVE S
29TH AVE S
15TH AVE S
18TH ST E


Cedar Riverside Small area plan
Map 4.2:
Existing Land Use
Legend
Study Area
Roads
Low Density Residential
Medium Density Residential
High Density Residential
Mixed Use
Commercial
Cultural and Entertainment
Public and Institutional
Transportation/Communication/Utilities
Parks and Open Space
Vacant
Water
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
2ND ST S
1ST ST S
3RD ST S
4TH ST S
5TH ST S
6TH ST S
7TH ST S
7 1/2 ST S
8TH ST S
18TH ST E
11TH AVE S
12TH AVE S
13TH AVE S
14TH AVE S
15TH AVE S
16TH AVE S
17TH AVE S
19TH AVE S
20TH AVE S
21ST AVE S
22ND AVE S
23RD AVE S
24TH AVE S
25TH AVE S
26TH AVE S
27TH AVE S
28TH AVE S
29TH AVE S
WASHINGTON AVE S
WASHINGTON AVE SE
CEDAR AVE S TO 3RD ST S
WASHINGTON AVE SE TO 3RD ST S
HIAWATHA AVE TO 4TH ST S
SB I35W TO WB I94
NB I35W TO WASHINGTON AVE S
HIAWATHA AVE TO NB I35W
6TH ST S TO EB I94
WB I94 TO CEDAR AVE S
CEDAR AVE S TO EB I94
25TH AVE S TO WB I94
EB I94 TO 25TH AVE S
INTERSTATE 94
HIAWATHA AVE
MINNEHAHA AVE
CEDAR AVE S
RIVERSIDE AVE
LOCUST ST
DELAWARE ST SE
HARVARD ST SE
WALNUT ST
FULTON ST SE
EAST RIVER PKWY
WEST RIVER PKWY
BUTLER PL
FRANKLIN TERR


Cedar Riverside Small area plan
Map 4.3: Major Property Owners
Legend
Major Property Owners
Augsburg College
City of Minneapolis
Fairview Hospital
City-owned land, not building
Minneapolis Park Board
Minneapolis Public Housing
University of Minnesota
Other owners
Study Area
Water
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
Reflects current assessor database. Subject to change. City-owned land designation indicates parcels where the City owns land but another entity owns the building(s).
2ND ST S
3RD ST S
11TH AVE S
12TH AVE S
13TH AVE S
14TH AVE S
15TH AVE S
19TH AVE S
20TH AVE S
21ST AVE S
22ND AVE S
WASHINGTON AVE S
WASHINGTON AVE SE
CEDAR AVE S TO 3RD ST S
HIAWATHA AVE TO 4TH ST S
3RD ST S
4TH ST S
5TH ST S
6TH ST S
7TH ST S
8TH ST S
7 1/2 ST S
LOCUST ST
RIVERSIDE AVE
23RD AVE S
24TH AVE S
25TH AVE S
26TH AVE S
27TH AVE S
WEST RIVER PKWY
EAST RIVER PKWY
FULTON ST SE
HARVARD
ARLINGT
INTERSTATE 94
WB I94 TO CEDAR AVE S
CEDAR AVE S TO EB I94
25TH AVE S TO WB I94
EB I94 TO 25TH AVE S
MINNEHAHA AVE
18TH ST E
BUTLER PL
FRANKLIN TERR


Cedar Riverside Small area plan
Map 4.4: Property Value Per Square Foot
Legend
$10 or less
$10 - $15
$15 - $30
$30 - $50
$50 - $100
more than $100
Study Area
Water
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
2ND ST S
13TH AVE S
11TH AVE S
12TH AVE S
3RD ST S
19TH AVE S
19TH AVE S
1ST ST S
20TH AVE S
14TH AVE S
INTERSTATE 35W
2ND ST S
2ND ST S
22ND AVE S
21ST AVE S
WASHINGTON AVE S
WASHINGTON AVE SE
15TH AVE S
CEDAR AVE S TO 3RD ST S
WASHINGTON AVE SE TO 3RD ST S
NB I35W TO WASHINGTON AVE S
SB I35W TO WB I94
ARLINGT
CMUR
DELAWARE ST SE
DELAWARE ST SE
WALNUT S
HARVARD ST SE
HIAWATHA AVE TO 4TH ST S
3RD ST S
5TH ST S WB I94
13TH AVE S
4TH ST S
16TH AVE S
15TH AVE S
4TH ST S
CEDAR AVE S
4TH ST S
LOCUST ST
FULTON ST SE
EAST RIVER PKWY
5TH ST S
5TH ST S
6TH ST S
23RD AVE S
5TH ST S
WEST RIVER PKWY
NB I35W TO 4TH ST S
6TH ST S TO EB I94
HIAWATHA AVE
20TH AVE S
RIVERSIDE AVE
24TH AVE S
6TH ST S
7TH ST S
19TH AVE S
7TH ST S
22ND AVE S
21ST AVE S
7 1/2 ST S
25TH AVE S
26TH AVE S
27TH AVE S
WB I94 TO CEDAR AVE S
8TH ST S
23RD AVE S
8TH ST S
28TH AVE S
29TH AVE S
FRANKLIN TERR
CEDAR AVE S TO EB I94
MINNEHAHA AVE
BUTLER PL
INTERSTATE 94
25TH AVE S TO WB I94
INTERSTATE 94
EB I94 TO 25TH AVE S
15TH AVE S
18TH ST E


Cedar Riverside Small area plan
Map 4.5: Land/Building Value Ratio
Legend
Land/Building Value
not calculated
less than .25
.25 - .50
.50 - .75
.75 - 1.00
more than 1.00
Study Area
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
2ND ST S
13TH AVE S
11TH AVE S
12TH AVE S
3RD ST S
19TH AVE S
1ST ST S
20TH AVE S
14TH AVE S
22ND AVE S
21ST AVE S
WASHINGTON AVE S
WASHINGTON AVE SE
15TH AVE S
CEDAR AVE S TO 3RD ST S
WASHINGTON AVE SE TO 3RD ST S
HIAWATHA AVE TO 4TH ST S
3RD ST S
4TH ST S
16TH AVE S
15TH AVE S
CEDAR AVE S
5TH ST S
6TH ST S
LOCUST ST
23RD AVE S
RIVERSIDE AVE
24TH AVE S
22ND AVE S
21ST AVE S
20TH AVE S
19TH AVE S
7TH ST S
7 1/2 ST S
8TH ST S
WB I94 TO CEDAR AVE S
CEDAR AVE S TO EB I94
25TH AVE S TO WB I94
FB I94 TO 25TH AVE S
INTERSTATE 94
MINNEHAHA AVE
18TH ST E
HIAWATHA AVE
6TH ST S TO EB I94
SB I35W TO WB I94
NB I35W TO WASHINGTON AVE S
INTERSTATE 35W
ARLINGT
CMUR
DELAWARE ST SE
WALNUT S
HARVARD ST SE
FULTON ST SE
EAST RIVER PKWY
WEST RIVER PKWY
26TH AVE S
27TH AVE S
28TH AVE S
29TH AVE S
BUTLER PL
FRANKLIN TERR


Cedar Riverside Small area plan
Map 4.6:
Building Condition
Legend
1 - Excellent
2 - Good
3 - Average Plus
4 - Average
5 - Average Minus
6 - Fair
7 - Poor
Study Area
Water
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved
April 18, 2008
From assessor's database
of building condition information.
2ND ST S
1ST ST S
3RD ST S
WASHINGTON AVE S
WASHINGTON AVE SE
CEDAR AVE S TO 3RD ST S
WASHINGTON AVE SE TO 3RD ST S
HIAWATHA AVE TO 4TH ST S
3RD ST S
4TH ST S
5TH ST S
6TH ST S
7TH ST S
7 1/2 ST S
8TH ST S
LOCUST ST
DELAWARE ST SE
HARVARD ST SE
FULTON ST SE
EAST RIVER PKWY
WEST RIVER PKWY
RIVERSIDE AVE
CEDAR AVE S
HIAWATHA AVE
MINNEHAHA AVE
BUTLER PL
FRANKLIN TERR
18TH ST E
25TH AVE S TO WB I94
FB I94 TO 25TH AVE S
WB I94 TO CEDAR AVE S
CEDAR AVE S TO EB I94
6TH ST S TO EB I94
INTERSTATE 94
INTERSTATE 35W
11TH AVE S
12TH AVE S
13TH AVE S
14TH AVE S
15TH AVE S
19TH AVE S
20TH AVE S
21ST AVE S
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23RD AVE S
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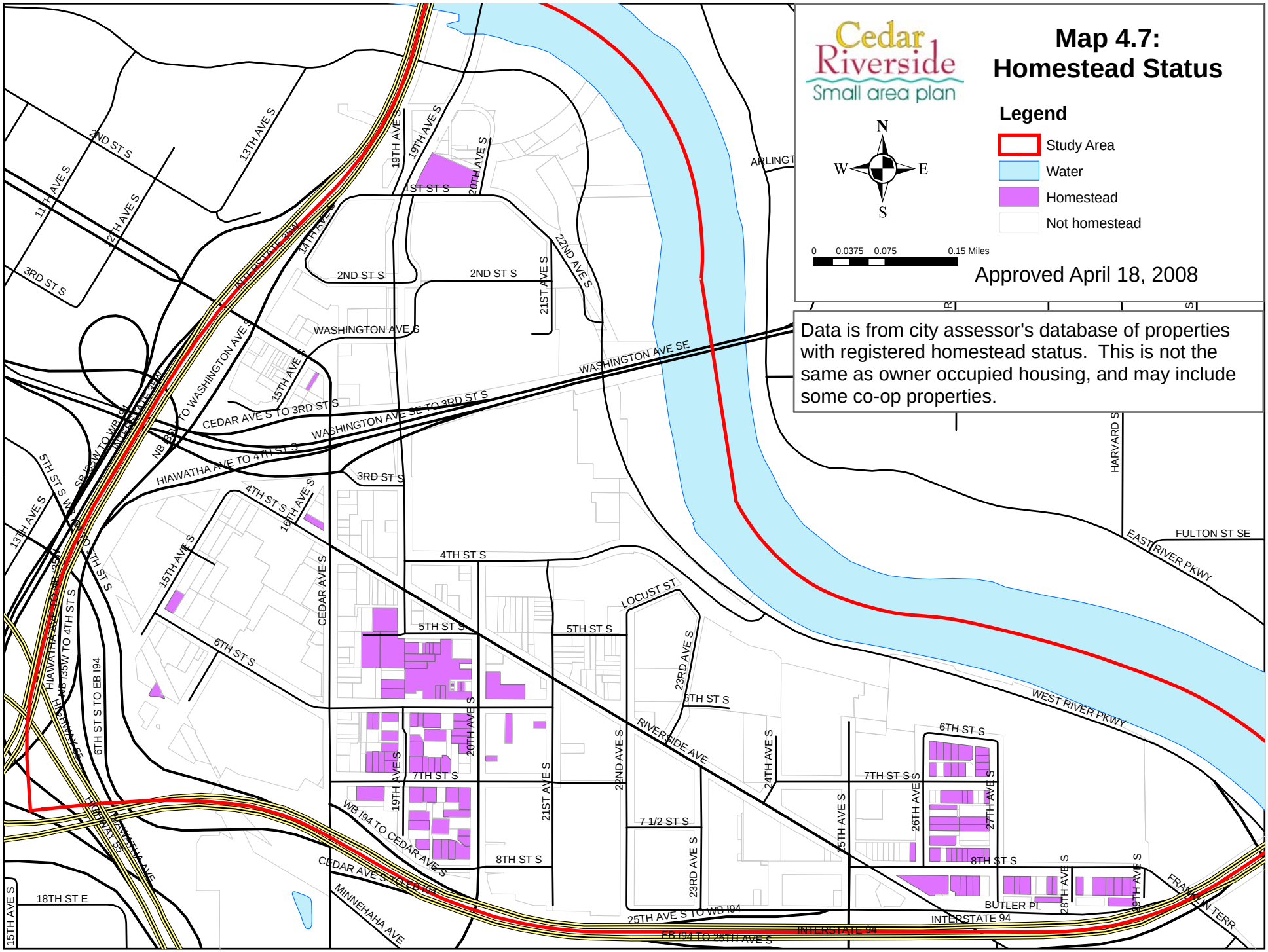
26TH AVE S
27TH AVE S
28TH AVE S
29TH AVE S


Cedar Riverside Small area plan
Map 4.7: Homestead Status
Legend
Study Area
Water
Homestead
Not homestead
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
Data is from city assessor's database of properties with registered homestead status. This is not the same as owner occupied housing, and may include some co-op properties.
2ND ST S
3RD ST S
1ST ST S
4TH ST S
5TH ST S
6TH ST S
7TH ST S
7 1/2 ST S
8TH ST S
WASHINGTON AVE S
WASHINGTON AVE SE
CEDAR AVE S TO 3RD ST S
WASHINGTON AVE SE TO 3RD ST S
HIAWATHA AVE TO 4TH ST S
3RD ST S
4TH ST S
5TH ST S
6TH ST S
LOCUST ST
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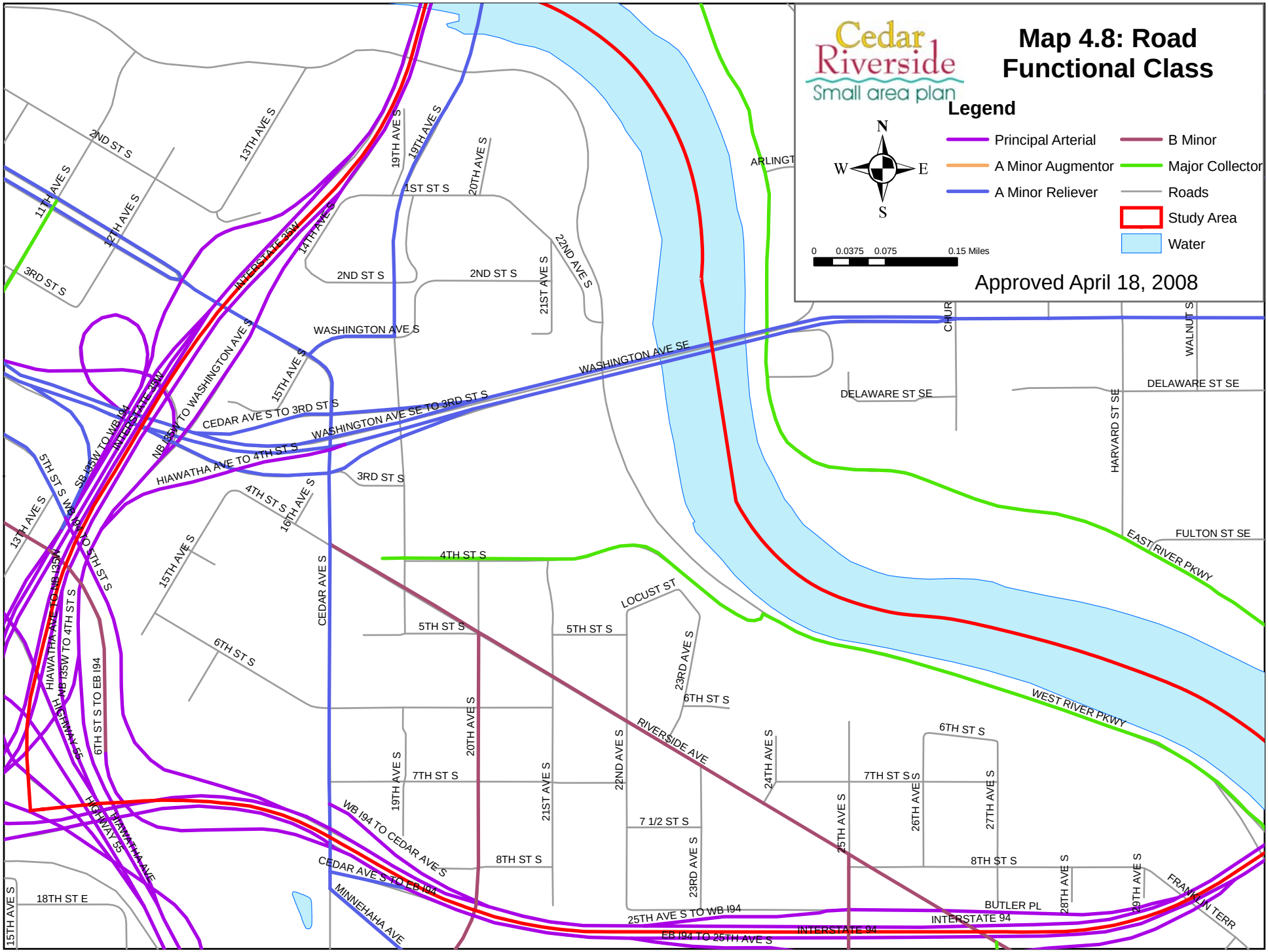
Cedar Riverside Small area plan
Map 4.8: Road Functional Class
Legend
N
W
E
S
Principal Arterial
A Minor Augmentor
A Minor Reliever
B Minor
Major Collector
Roads
Study Area
Water
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
2ND ST S
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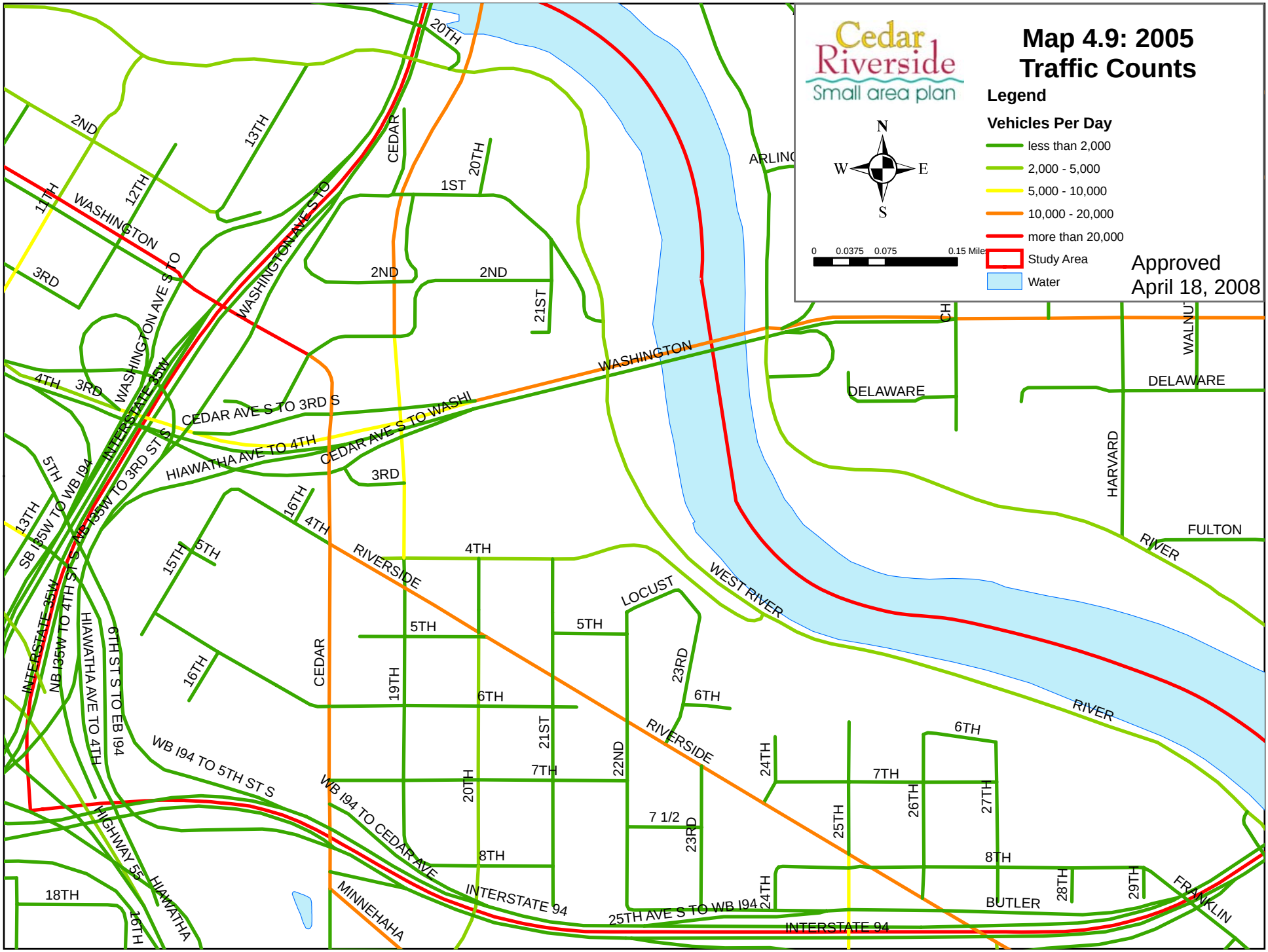
Cedar Riverside Small area plan
Map 4.9: 2005 Traffic Counts
Legend
Vehicles Per Day
less than 2,000
2,000 - 5,000
5,000 - 10,000
10,000 - 20,000
more than 20,000
Study Area
Water
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
20TH
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11TH
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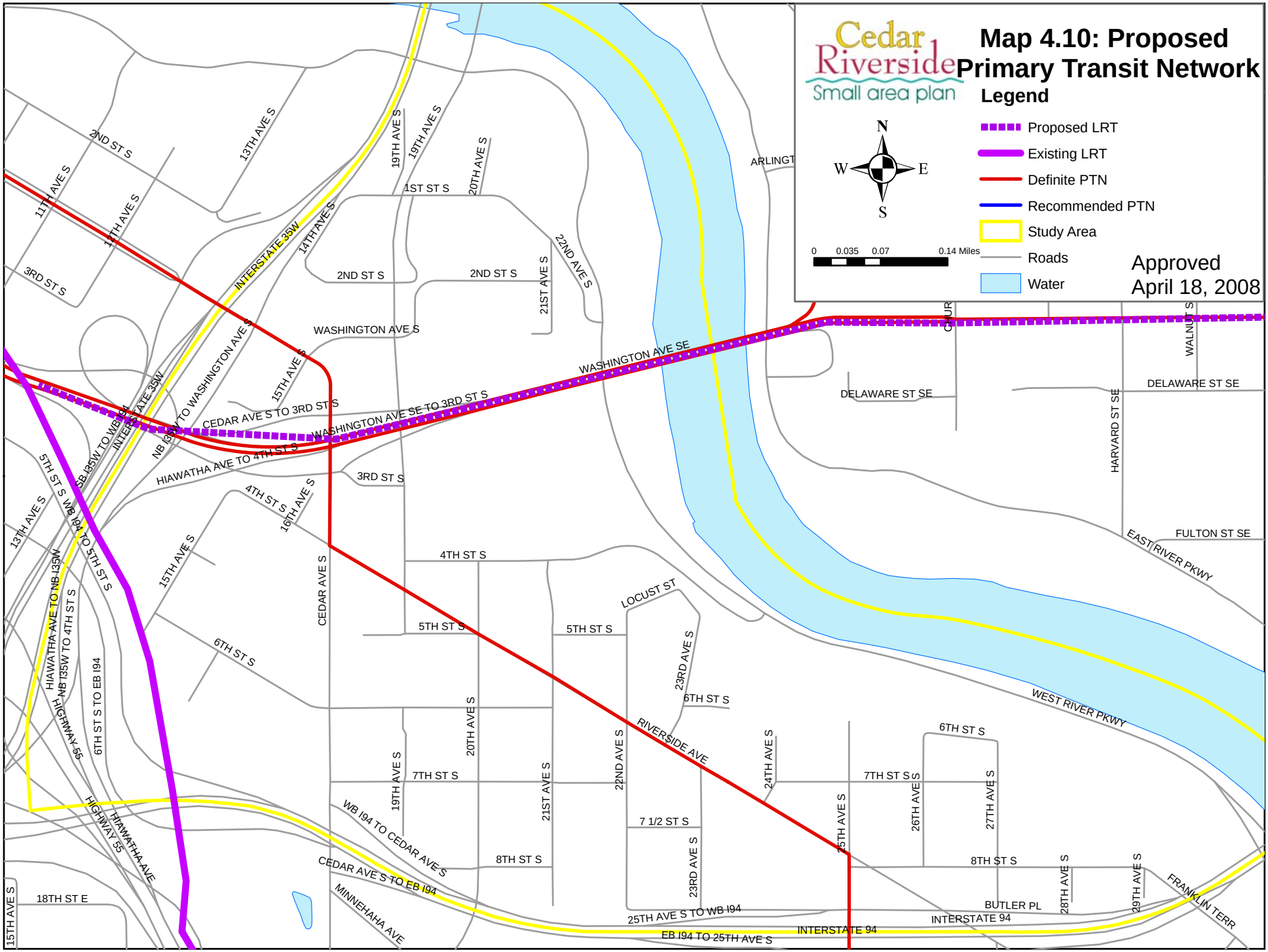
Cedar Riverside Small area plan
Map 4.10: Proposed Primary Transit Network
Legend
Proposed LRT
Existing LRT
Definite PTN
Recommended PTN
Study Area
Roads
Water
N
W
E
S
0 0.035 0.07 0.14 Miles
Approved April 18, 2008
2ND ST S
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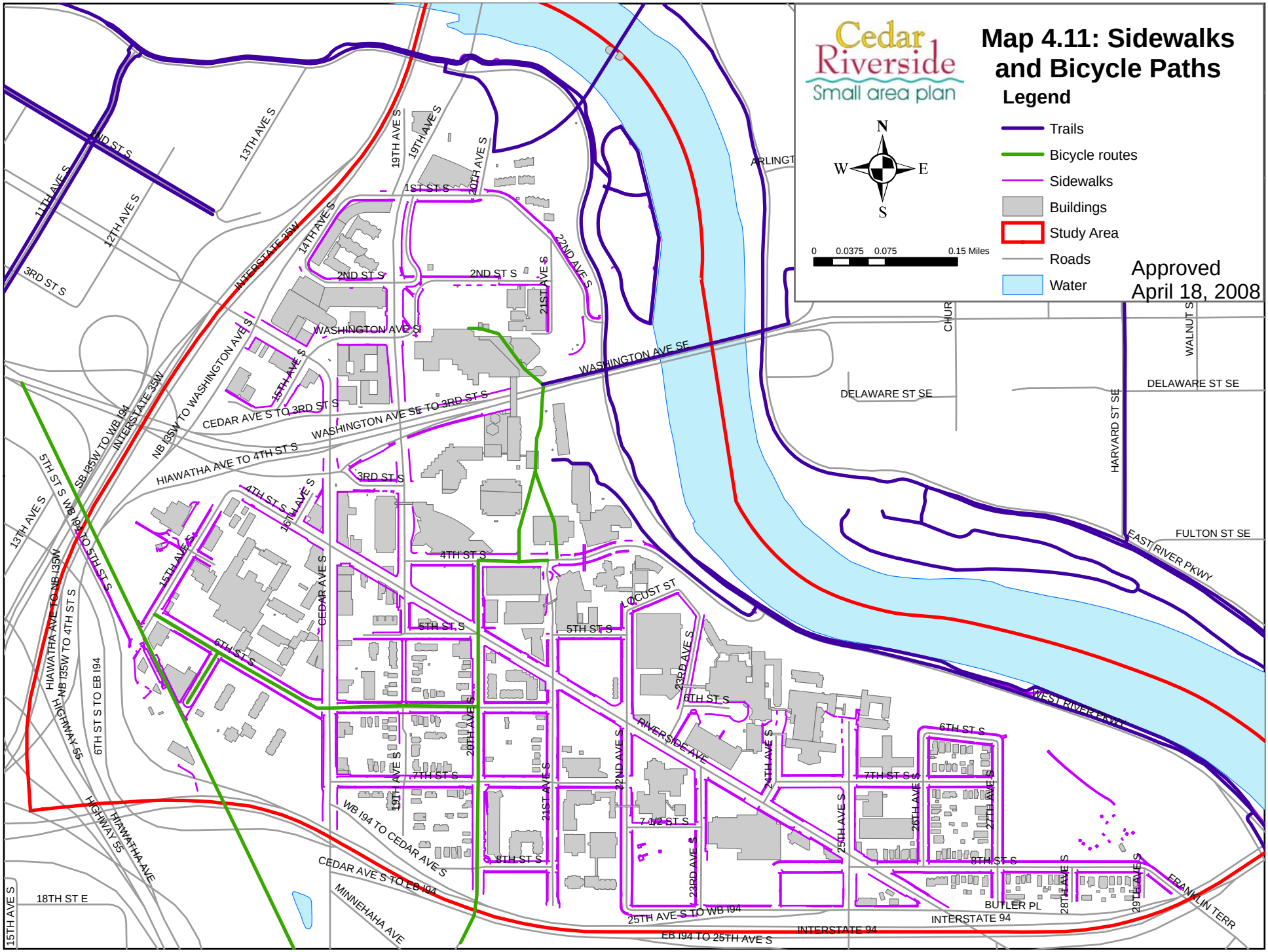
Cedar Riverside Small area plan
Map 4.11: Sidewalks and Bicycle Paths
Legend
Trails
Bicycle routes
Sidewalks
Buildings
Study Area
Roads
Water
N
W
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0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
WASHINGTON AVE S
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5. Community Engagement Process

This chapter gives an overview of the community engagement process used during the development of the Cedar Riverside Small Area Plan. Additional information on this process, including a summary of comments received, can be found in Appendices A and B.

Steering Committee

Early in the planning process, a steering committee was chosen for the Cedar Riverside Small Area Plan. The steering committee plays an important role in any small area planning process such as this one. This role includes:

- Advisory on process. The steering committee provides guidance to City staff and consultants on how to structure the planning process.
- Communication with appointing organizations. Steering committee members serve as a communication link between the study process and the entity they represent.
- Public engagement. Steering committee members may be asked to work with community organizations in getting the word out about public events related to this study.
- Advisory on plan content. Although the committee will have input in the plan, broader public input is essential in informing the plan. The steering committee may be asked to be a sounding board and offer preliminary feedback on plan options in preparation for broader public engagement.
- Representative. Steering committee members are representing the values of their appointing organization. They also have a responsibility to factor in the perspectives of other groups and individuals. They must consider: citywide policies and values, the satisfaction of multiple needs, and the feasibility of plan implementation.

The membership of the Cedar Riverside Small Area Plan steering committee was carefully chosen to be representative of the neighborhood's demographics, organizational affiliations, and geographic distribution. Although not all of them were able to regularly attend steering committee meetings, all members were kept informed of the plan's progress via frequent informational updates.

Among their roles, the steering committee members helped advise as to the best way to reach out to the neighborhood as a whole. This is described below.

Public Outreach Strategy

Public involvement is a key component of any community planning process. In addition to providing valuable insight into neighborhood needs and

Korean flyer announcing small area plan meeting to community

preferences, it helps the public to become more informed about how City decisions are made, and hopefully increases public support for the plan once it is completed. Strong support from neighborhood stakeholders increases the likelihood of timely and effective plan implementation. Without good public involvement, the plan may present a vision for the neighborhood that is inconsistent with neighborhood priorities and lacks support.

It is the goal of a good planning process to reach and engage a representative sample of the area's stakeholders, including residents, employees, businesses, and visitors. This is not always easy. At the start of the planning process, several public engagement challenges for Cedar Riverside were identified:

- *Culturally diverse and multilingual residents*. Cultural and language barriers increase the difficulty in communicating with a significant segment of the population. A brief review of area residents show multiple languages represented, including Somali, Korean, Vietnamese, Oromo, Eritrean, and Spanish. Many of the residents in Cedar Riverside are recent immigrants who are not yet fully fluent in English. Additionally, many come from cultures with very different governmental structures than the US, so they are not familiar with the model of participatory democracy embodied in a planning process like this. Even when neither of these are barriers, there are cultural differences. For instance, though it is common in the US for individuals to speak for themselves, some of the cultures represented typically defer to a designated spokesperson to speak on behalf of a group.

- *Largely low income population*. In addition to being recent immigrants, many of the neighborhood's residents are low income. This means that much of their time is consumed with long hours dedicated to work, education, and family care. There is frequently not much time for discretionary activities, such as attending planning meetings. With pressing needs, involvement in a city planning process might not be a priority. This is compounded by the fact that many area families have young children, which makes attending meetings difficult.

- *Lack of central gathering place*. Due to the disconnected layout of the neighborhood and lack of community space, there are few places suitable for large-scale meetings. For those locations that do exist, they tend to be more accessible to some parts of the neighborhood than to others. It is not surprising that additional community space came up frequently during the outreach process as a priority for the neighborhood.

- *Role of neighborhood as research subject*. Largely as a result of being on the doorstep of two major institutions of higher education, Cedar Riverside is no stranger to the role of research subject. Numerous students, faculty, and other university affiliates have researched and surveyed this area and its people. While these efforts generated interesting results and informative reports, they were often not followed by any improvements or changes to identified issues.

This has led to a level of fatigue and impatience among some residents who are anxious to see things accomplished, rather than just discussed.

- *Transient student population*. In addition to more permanent residents, there is a significant student presence in Cedar Riverside – both residents and those who attend school on the area campuses. The student presence tends to be transient, since most are only at the school for a few years. Transient populations typically lack a sense of personal investment in an area and are less likely to see themselves as a having a stake in its future.

To address these various challenges, a framework for public involvement was crafted. Three major stages of the public process were identified: general visioning and goals, research and analysis, and development of recommendations. The basic idea was to split each of these stages of public involvement into two major parts:

1. *Large public meeting*. A standard public meeting, open house style, which all neighborhood stakeholders are invited to attend. Accommodations would be made to ensure the meeting was well-advertised, and that translated meeting materials and interpreters would be available at the meeting. These meetings were all held at the Brian Coyle Center, the venue accessible to the largest concentration of population within the neighborhood: the residents of Riverside Plaza and The Cedars. Meetings were scheduled at a range of times outside normal work hours, and child care was offered as an option.

2. *Smaller follow-up meetings and interviews*. For the various groups that were underrepresented at the large meeting, a series of smaller meetings would be convened, with locations, styles, and times convenient and comfortable to the specific groups. Some groups would be targeted and approached directly, though the invitation would be open to any group with interest.

Participants write notes at a small area plan public meeting

To combat "research fatigue," planning staff reviewed and summarized results from previous planning processes and presented this information at the first public meeting, to assure residents that this planning process would build on past efforts rather than duplicate them. Particularly since the neighborhood had very recently completed an extensive visioning process for its NRP First Step Plan, the small area plan was able to bypass some of this work and move more quickly on to formation of neighborhood priorities.

Outreach Prior to Meetings

Getting the word out about meetings is always an important part of community outreach. People cannot attend something they are not aware is happening. A number of approaches were used throughout the plan development process to let people know about upcoming events and opportunities. These included:

- *Neighborhood contact list*. Email addresses were collected from a variety of sources. The small area plan built on already existing lists of key stakeholders and interested participants put together by the neighborhood's NRP staff and the Cedar Riverside Business Association. All together, well over 200 people were reached via email.

- *Press releases and media advisory*. A media list was developed early in the process and used consistently. It included local and regional media sources (including newspaper, radio, and television) serving the area. Ethnic publications targeting certain populations in the neighborhood, such as those serving African immigrants, were included in the list.

- *Contacts with key groups and individuals*. Personal contacts were made with key contacts, including representatives of area institutions and immigrant groups.

- *Attending community events*. Whenever possible, staff had information about the small area planning process available at other community events, meetings, and gatherings, so that participants could learn how to get involved.

- *Flyers*. Flyers (translated into several languages) were distributed throughout the neighborhood, including the major multi-family residential buildings. Contacts were made with building representatives to ensure the flyers were posted appropriately.

- *Website*. The Cedar Riverside Small Area Plan website was regularly updated throughout the planning process. It contained information about upcoming events, meeting summaries and materials from previous presentations.

- *Steering committee*. The steering committee performed the valuable service of reaching out to their own contact networks to let them know about upcoming community outreach opportunities.

When reaching out to immigrant communities, the availability of translated materials and interpreters at the meeting itself was emphasized. This was moderately successful in that some immigrants attended all the public meetings and made use of the translations and interpreters. However, as predicted, more input was received from immigrant communities at subsequent follow-up meetings.

Kickoff Meetings

Prior to the larger scale neighborhood meetings, there were several smaller meetings to gather input from key stakeholders. This series of meetings was held from May – July 2006. This included guidance on the most effective way to reach out to the neighborhood as a whole as well as the scope of the plan content. Input from these meetings provided direction for the entire planning process. The groups represented at these meetings were regularly engaged as the plan progressed.

Community Representatives

The community organizations added valuable guidance in what should be priority issues for the plan to tackle. In addition to content, neighborhood stakeholders offered insight into the best methods for community engagement. These groups included:

- *West Bank Community Coalition*
- *Cedar Riverside Business Association*
- *West Bank CDC*
- *NRP steering committee*
- *Community leaders* - a group representing key neighborhood organizations, including nonprofit and social service groups as well as immigrant groups
- *Riverside Plaza Tenants' Association*

Neighborhood Institutions

With intentions to stay in the Cedar Riverside neighborhood for a long time to come, the large institutions provided insight into the issues of their constituents, their own capital planning, and how they can be better neighbors. Conversations with the major institutions included:

- *Fairview Hospital*
- *University of Minnesota*
- *Augsburg College*

City of Minneapolis

While the small area planning was being conducted by the Planning Division, all City staff and policymakers will participate in its implementation. Additionally, many staff provided insight into current city projects in the neighborhood as well as methods for outreach. Staff and policymaker input came from:

- *Public Works Transportation*
- *Community Engagement*
- *CPED Business Development*
- *Ward 2 Council Office*
- *Planning Commission*

Phase #1: Neighborhood Priorities

The first phase of outreach kicked off in December 2006. The main purpose of this meeting was to inform the public about the small area planning process, and to gather input on key priorities and issues.

A public meeting was held at the Brian Coyle Center in December. The format was an introductory presentation followed by three interactive stations where people could get information and provide input. Materials and summaries from this meeting are included in Appendix B.

Participants in a small area plan community meeting

- **Guiding principles**. As mentioned above, a number of other plans have been done for the Cedar Riverside neighborhood over the years. This information was used to formulate a list of common themes brought up by neighborhood participants. At this station in the meeting, participants ranked their top priorities from a list of themes and added important items missing from the list. The prioritized issues list helped in formulating the guiding principles for the entire plan.

- **Problem areas**. Concerns about the perception and reality of public safety in the neighborhood came up very early in the planning process. However, the focus of this plan is largely on land use and development, rather than increasing law enforcement efforts. A strategy was needed to determine how land use intervention could be used to help create safer, more secure areas. This exercise allowed people to identify areas in the neighborhood where such interventions were needed. These areas were mapped and recommendations were formulated. See Chapter 6 for a summary of how exercise determined recommendations for the public realm.

- **General survey**. As a general information-gathering tool, participants took a survey. It included questions about how residents travel around the neighborhood, where they shop, and what they do in the neighborhood, as well as open-ended questions about what are top priorities for the area. This survey was also available online for stakeholders who did not attend the meeting. The information was summarized and used to determine both current neighborhood characteristics and future priorities.

To cast a broad net, this meeting had the most extensive translation services available of all the meetings. Translated materials and interpreters were available for Somali, Oromo, Korean, and Vietnamese. Later meetings focused primarily on Somali and Korean, since there was much more response to these resources from participants.

A series of follow-up meetings included the Riverview Tower Condominium Association meeting, Riverside Plaza Tenants' Association meeting, two tenant's meetings at The Cedars, and a meeting at the Korean Service Center. The Cedars and Korean Service Center meetings were bilingual, with an interpreter assisting staff presenters. Input from these meetings was added to that which was received at the

main public meeting, and generally served to reinforce already identified themes.

The survey was also part of the follow-up to the meeting, and notification of its availability was emailed out to many in the community, including students. Over 180 responses were received and compiled. Results are summarized in Appendix B.

Phase #2: Research and Analysis

After the major priorities were determined, staff assessed what issues needed more in-depth analysis to assist in providing meaningful recommendations. Public input was needed to affirm the findings and direction of this work. It was in this context that the second phase of public outreach was formulated.

The second major public meeting was held in May 2007. Instead of a set time for people to participate, which was the case with the first meeting, there was a broader window and an open house format. Participants chose which stations to visit and how they wanted to provide input. A wide variety of information was made available at four separate stations:

Participants providing input on urban design characteristics.

- **Orientation**. A general station gave an overview of the small area planning process for people not already familiar with it. It also included a demographic overview of the community and a review of its historic resources.

- **Land use**. Information provided insight into existing and potential future land use and zoning. An exercise allowed participants to determine where they would like to see new development in the neighborhood, and what type of development would be most appropriate.

- **Transportation**. This station had three main focus areas: a traffic analysis for Riverside Avenue with draft recommendations, an analysis of parking alternatives for the neighborhood, and an introduction to the Central Corridor LRT station area planning process. The latter was just being integrated into the small area plan, as discussed in the Transportation Plan chapter.

- **Case studies**. This section reviewed three different development case studies in various parts of the neighborhood. A market-driven one looked at potential development around the Dania Hall site. An urban design-oriented one looked at development options along Riverside Avenue. The last case study focused on the public realm and connectivity to seek ways to build connections throughout the area.

Participant comments helped to provide input and structure to the three major components of the plan: land use/design, transportation, and economic development.

Another, more focused, public meeting was held as part of this phase as well. In April 2007, market analysis results were presented to a group of neighborhood businesses and other interested individuals. Participants

provided feedback on businesses needs within the neighborhood. As part of the market study, numerous other interviews and smaller meetings were held with property owners, arts and cultural groups, and major institutions.

As with the previous public meeting, a series of follow-up meetings were scheduled. Venues included two bilingual meetings at The Cedars, a meeting with Greystone condominium residents (also inviting others from the surrounding neighborhood area), and the NRP Economic Development Committee.

Phase #3: Draft Recommendations

After the second phase of public involvement, staff began drafting recommendations for the plan based on the input received to date and the research and analysis conducted. The third phase presented these draft recommendations to the public and asked for their opinions.

In an open house format, an initial presentation and three stations encouraged people to learn more and provide input. Participants identified whether they supported or opposed the proposed recommendations in a survey and with written comments. These were organized by the three major sections of the plan: land use/design, transportation, and economic development:

- **Land use and design**. The recommendations focused on future land use, urban design, and public realm improvements.

- **Transportation**. Recommendations focused on general transportation improvements, Cedar Avenue, Riverside Avenue, and the Central Corridor LRT station. Central Corridor was treated a little differently since the focus was on identifying priorities for station design, so participants ranked criteria for the station design based on their preferences.

- **Economic development**. Recommendations were organized primarily by market area in the neighborhood, including Seven Corners, Cedar-Riverside, South Cedar, and Riverside Avenue.

Community members discussing the merits of a Central Corridor station design

The general response to the proposed recommendations was largely positive; almost all received a clear "support" majority. Input provided important guidance as to fine tuning the language and clarifying key points.

Staff used this feedback, along with technical information from the various consultant reports (Appendices D-H), to write the first draft of the Cedar Riverside Small Area Plan. Once steering committee input was incorporated, the plan became available for the formal 45-day public review period beginning on January 4, 2008.

6. Land Use and Design Plan

The land use and development patterns in the Cedar Riverside neighborhood have experienced little change over the past few decades. Much of the land area is used for public and institutional purposes, commercial uses are concentrated along busy corridors, and various types of housing are found throughout the neighborhood. Much of the area's historic development pattern and design is still reflected on Washington and Cedar Avenues, with Riverside Avenue dominated with large institutional structures (see Ch. 4 Site Conditions for more information). The Cedar Riverside Small Area Plan offers an opportunity to influence the character of land uses and types of development patterns that strengthen the community, support enhanced transit service and business districts, and encourage compatibility with existing development patterns.

Future Land Use Plan

A major component of the Cedar Riverside Small Area plan is a Future Land Use Plan. This provides guidance as to the location and type of uses desired in the neighborhood in the future.

The future land uses proposed here build upon the City's comprehensive plan and are generally recommended to stay the same and reflect the eclectic character of the neighborhood. The Future Land Use Plan will be used by the community organizations, institutions, and City as a tool for encouraging and regulating long-term land use decisions. If redevelopment occurs within the neighborhood, it will be required to adhere to the future land use plan.

The future land use map provides parcel and district level guidance as to planned future uses (see Map 6.1 at the end of the chapter). The land use designations in the future land use map were chosen based on several factors. These include current land use and zoning, City land use designations and planned uses, community input and potential for redevelopment. The following section discusses in more depth the research findings, policies and principles upon which these decisions were based. The policy basis for decisions included current policies in The Minneapolis Plan (the City's comprehensive plan) and the guiding principles established in this plan.

There are two major components of the Future Land Use Plan:

- Land use by parcel
- Designated land use features

Land Use by Parcel

Reflected in the ongoing update to the City's comprehensive plan, every parcel in the City is assigned a future land use designation. Minneapolis and other cities in the region are required by the Metropolitan Council to regulate land use so they can accommodate new growth and respond to change. Identifying future land uses also allows a city to preserve areas that

should largely stay the same over time, such as established neighborhoods, while promoting change in other areas where needed.

The Cedar Riverside Small Area Plan calls out future land uses generally for residential, mixed use, public/institutional, parks and open space, and parking/mixed use.

Residential – Parcels with housing are proposed to fall into two categories – medium-density and high-density. Medium-density residential is 20-50 dwelling units per acre of smaller-scale multi-family housing, while high-density is 50-120 dwelling units per acre. The ranges are broad to allow for flexibility in complementing the existing character of an area. In Cedar Riverside, the future residential use designations generally reflect existing conditions of an overall area even though some residential uses may be of a lower or higher density than the designation.

Mixed Use – The plan proposes that the location of retail, restaurants, theaters and other commercial uses continue to be located along the major corridors and near LRT stations. Parcels identified for future mixed use should continue to include commercial uses with more options for housing and offices, particularly on floors above the ground level. While it is ideal that all future developments within this designation include a mix of uses on site, the main goal is to have a variety of uses within the entire Mixed Use category. Once more parcels are redeveloped along Riverside Avenue, they should include active uses on the ground floor with a physical orientation toward the street. Because the mixed use category is found on the major corridors, the mix of uses will enhance the level of activity during both the daytime and evening hours. Within both the Residential and Mixed Use categories, one goal is to improve the housing choices available, particularly ownership opportunities.

Public/Institutional – Currently, over one third of the land area in Cedar Riverside is owned by the three major institutions. As a result, their physical presence has a tremendous impact on the neighborhood. The plan does not propose any new expansion areas for the institutions beyond the property they currently own, though redevelopment may well occur within these boundaries.

Parks and Open Space - The parks and open spaces depicted in the Future Land Use map indicate existing land being used for parks and/or owned by the Minneapolis Park and Recreation Board. It is anticipated that this land will continue to be used as parkland into the future. The public realm within the neighborhood goes well beyond these parks and open spaces and offers extensive opportunities for enhancing Cedar Riverside. Many of these opportunities are within the public right-of-way or are pieces of larger parcels and therefore are not identified on the Future Land Use Map. They are described further in the Urban Design Guidelines and Public Realm section of this chapter.

Parking/Mixed Use – Parcels identified with this classification are recommended to include an element of publicly-accessible parking on site if

they are redeveloped in the future. While there are many parking lots and facilities in the neighborhood, the elimination of this neighborhood amenity in these locations would have a dramatic negative affect on the economic vitality of the neighborhood due to their large size and variety of users. Some other publicly-accessible parking lots, including others owned by the City, are ultimately too small for redevelopment and should therefore be maintained as parking for the public. For more parking recommendations, see the Economic Development Plan and Transportation Plan.

Designated Land Use Features

Land use features are designations developed through The Minneapolis Plan to provide policy guidance for specific areas within the City, particularly those where growth is anticipated or desired (see Map 6.2 at the end of the chapter). Designated areas typically have functioned as centers for transportation, economic activity, and more intense development in the past. Refer to Chapter 3 Summary of Research for a more thorough explanation of the land use features.

Currently the neighborhood has three land use features as designated in *The Minneapolis Plan:*

- **Activity Center: Cedar-Riverside intersection/Seven Corners**

  Areas with this designation support a diversity of uses that draw people from throughout the region, activity that spans throughout the day and into the evening, medium- to high-density housing, traditional urban form and massing of structures, and significant pedestrian and transit orientation.

- **Community Corridors: Cedar Avenue and Riverside Avenue**

  Areas with this designation support medium-density housing, limited commercial uses that serve the immediate area, and traditional urban form and massing of structures.

Activity Center boundary with the designated Commercial Corridors

The Activity Center designation continues to be appropriate for the future character of the area. It reflects the mix of uses, the historic character of the commercial buildings, daytime and evening activity with the variety of music and theater venues, and need for improved district parking strategies due to the presence of many visitors traveling to area destinations. A boundary has been added to reflect the City and community desire to keep the Activity Center concentrated without spillover into the primarily residential surroundings.

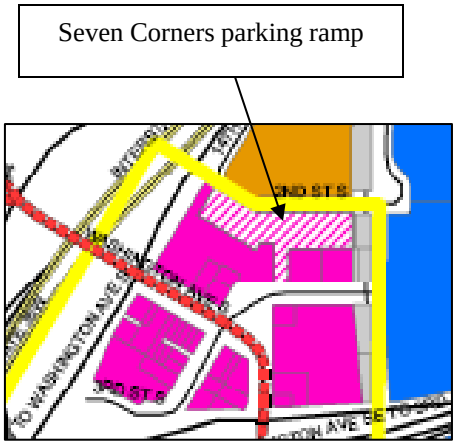
The plan recommends that Cedar Avenue's designation change to a Commercial Corridor. Areas with a Commercial Corridor designation are characterized by high traffic volumes, high-density housing, a mix of uses with commercial dominating, and traditional urban form. This change is reflective of its existing character of primarily commercial uses, which is planned to continue into the future. The plan also proposes Riverside Avenue be designated as a Commercial Corridor for these reasons:

- Development potential exists on the institutional properties
- Market research indicates there is an untapped market in the institutions from thousands of employees with disposable income
- Significant traffic volumes along the corridor
- Future road improvement potential for better pedestrian and bicycle orientation

Additional future land use recommendations are summarized by area of the neighborhood below.

Seven Corners

This area of the neighborhood currently has a variety of land uses including housing, restaurants, shops, hotel, parking, and theaters. As part of an Activity Center, it experiences daytime and evening activity that creates a lively atmosphere. Additionally, many of the structures exhibit a traditional urban form by coming up to the sidewalk with parking behind. The Future Land Use plan assumes that this character will generally continue to exist with one minor exception. The existing Seven Corners parking ramp was recently sold by the City to a private interest. If the site is redeveloped, publicly-accessible parking should still be made available for patrons of nearby businesses.

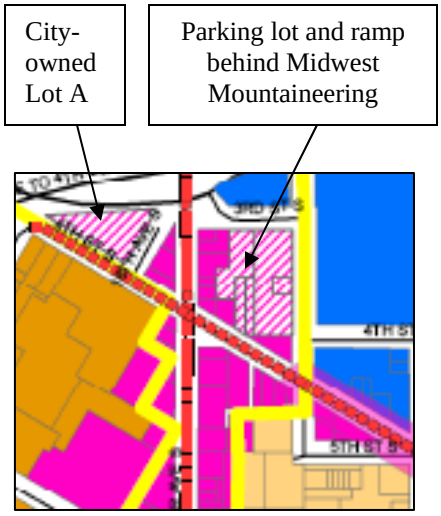


Future land use in Seven Corners

With a future transit station near the Cedar Avenue bridge, underutilized sites along the Washington Avenue trench may experience developer interest. Developers are likely to focus on surface parking lots both to the north and south of the trench and to the west of Cedar Avenue. If these sites were to redevelop, they should have a transit-oriented design that includes high-density housing along with other active uses. Any future development should create a presence along the trench with creative design solutions for both station access and visibility.

Cedar-Riverside Intersection

This intersection has the potential to be a premier destination – a 100% corner – from both a land use and urban design standpoint. The uses currently there are consistent with a future land use designation of mixed-use, but opportunities exist to create more vitality and activity around the intersection to enhance the experience in the Activity Center. If properties are redeveloped, it is recommended they include a mix of uses in the buildings (e.g. housing or office above ground-floor commercial) with urban design elements geared toward the pedestrian, such as outdoor seating, front doors on the corner, landscaping, etc.

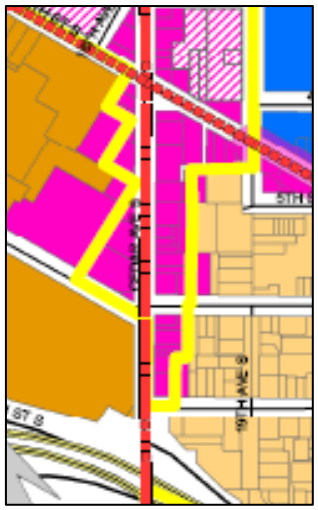


Future land use at the Cedar-Riverside intersection

Similar to the Seven Corners ramp, the future land use plan proposes that public parking should still be available on the site of Lot A and the parking lot and ramp behind Midwest Mountaineering if these sites are redeveloped. Due to a recent real estate market slowdown, and lack of certainty on Central Corridor station design, it is not advisable to redevelop Lot A in the near future.

Similarly, the planning process tested the market feasibility of the City-owned Dania Hall site and adjacent City-owned parking lot fronting on Riverside Avenue. The analysis was an exercise in general market feasibility and looked at both sites together since they are under public ownership. While the combined lots are technically large enough for development, the odd configuration would likely only work with multiple structures. The combined lots are also too narrow for structured parking. Therefore, the plan recommends the future issuance for a Request for Proposals (RFP) for development be limited to the Dania Hall site.

The City-owned parking lot is small and serves businesses in the immediate area. Like other small commercial parking lots in the neighborhood, it is important to these nearby properties and also less likely to experience development pressure on its own because of its size. The plan recommends these small commercial lots continue to benefit adjacent businesses. While the plan is not specifically advocating for compiling of any parcels for a larger redevelopment site, if this were to occur and include one of the small lots, the redevelopment should be able to supplement the parking loss in their own supply.



Future land use on the southern part of Cedar Avenue

South Cedar

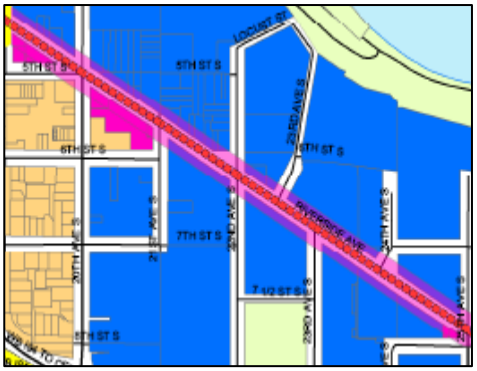
Existing land uses along the south end of Cedar Avenue are appropriate for the future land use designation of mixed use. Similar to the Cedar-Riverside intersection, any new development should include a mix of uses to create more activity during the day and evening. Additionally, any new development should be designed to be friendly toward nearby residential uses by mitigating any negative impacts of noise and bulk of structures. Design of new structures should reflect the historic character of the corridor.

As in the Cedar-Riverside intersection, any small commercial parking lots should continue to benefit nearby businesses.

In order to create an even more thriving corridor, the plan proposes that the strip of vacant land along the MPHA property on the west side of Cedar Avenue between 6th Street and the freeway be developed. This proposal would have no physical impact on the existing residential structures. Instead, it would provide commercial uses to mirror those on the east side to create a true commercial corridor. Any development of this strip should include commercial activity on the ground floor and consider the possibility of shared parking opportunities for MPHA residents and patrons of the businesses along South Cedar. Additionally, creative design solutions would need to be employed so the structure is appealing and functional from both the existing residential structures to the west and the street frontage along Cedar Avenue.

Riverside Avenue

Land along Riverside Avenue is mostly owned by the neighborhood institutions and consists primarily of large, oddly shaped parcels. Within the Cedar Riverside neighborhood, the Riverside Avenue corridor has the most opportunities for improvements. As indicated in the market analysis, an



Future land use along Riverside Avenue

untapped market exists with students, faculty, and visitors for restaurants and commercial services. Any new development should be designed in a model similar to Augsburg's Oren Gateway Center with a pedestrian orientation and active uses on the ground floor to serve both the institutions and existing residents. New buildings should include doors and windows on Riverside Avenue. Similar to the South Cedar area, any new development should be designed to mitigate any negative impacts to nearby residential areas.

Any existing parking ramp or surface lot along Riverside Avenue is a redevelopment opportunity. In the future, any parking lots or ramps should be hidden behind structures.

Neighborhood Residential Areas

Cedar Riverside includes a wide variety of residential uses and areas. In the far northern part of the neighborhood near the river stands a high-rise condominium next to a townhouse development geared toward families. In the Seven Corners area and adjacent to South Cedar, high-density residential developments provide market-rate and subsidized rental opportunities for students and families, including recent immigrants. Just east of South Cedar includes a residential enclave with cooperative housing as well as town homes and apartments. Finally, the Riverside Park residential area has a medium-density mix of single-family homes, duplexes, triplexes, and cooperative housing. The plan proposes to sustain these residential uses into the future while continuing to look for more ownership opportunities in the neighborhood.

Urban Design – Private and Public Realm

The following policy guidance is meant to support and function alongside the future land use plan and address broad design characteristics of development within the context of the land use categories indicated in the future land use plan. In addition to the design of buildings and other structures that adhere to these principles, the careful implementation and maintenance of a prominent public realm is also a key to the creation of a human-scaled, pedestrian-friendly environment. The public realm includes streets, sidewalks, bike and walking paths, transit stations, and open space and plazas.

General urban design principles include:

- new development that reflects the historic and eclectic character of the neighborhood;
- the establishment of a connected network of streets that provide circulation for automobiles, pedestrians, bicyclists and transit, as well as parking and landscaped boulevards that allow for the urban forest to grow and prosper;
- a prominent public realm of parks, plazas, and open spaces that are accessible, well designed, and safe; and

- development design that clearly defines street frontages at the pedestrian level of the built environment and that guide the overall form of buildings.

These context-sensitive and form-based factors are addressed here by recommendations relating to urban design of buildings and the public realm.

The primary purpose of urban design recommendations is to establish a physical context and framework for coordinating public and private investments. When a private developer builds in the Cedar Riverside neighborhood, they should adhere to these recommendations for creating a well-designed, livable environment. At the same time, the City will help perpetuate these recommendations with incremental changes to the public realm over time.

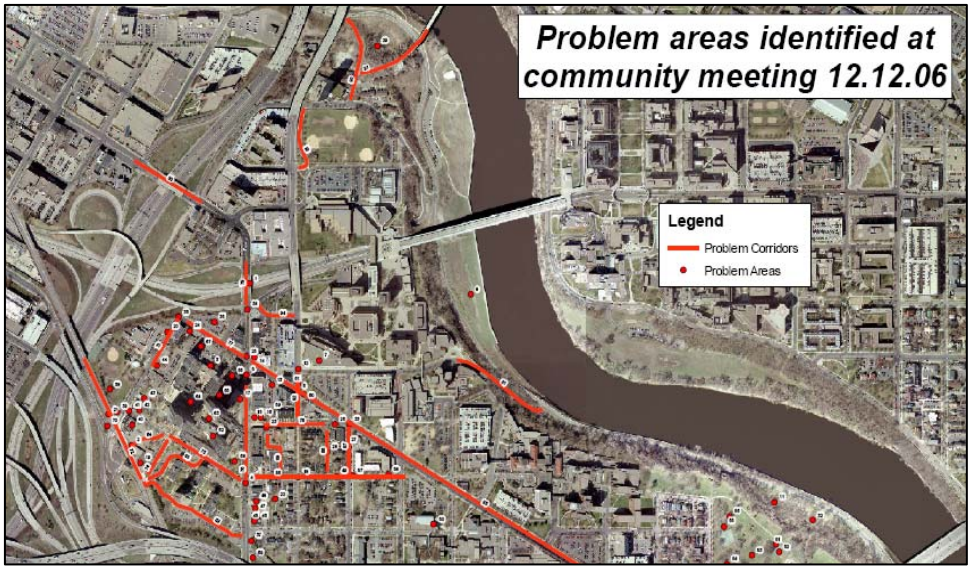
Safe Design

The design of the built environment can have a tremendous impact on the perception of safety and real safety issues in an area. While the Cedar Riverside neighborhood does experience crime issues, much of the reputation of the area related to safety is a matter of perception. While this plan is not a means to specifically get more police patrols in the neighborhood, it can provide guidance as to how to design buildings and the public realm to improve the feeling of comfort and safety for residents, businesses, and visitors.

At the plan's first community meeting in December 2006, participants were asked to identify problem areas in the neighborhood where they felt uncomfortable walking or biking. These were defined broadly to include intersections that were hard to cross, parking lots or sidewalks with inadequate lighting, corridors unsafe for bicyclists, and other reasons for a low level of comfort. General themes that the community identified include:

- Private space acting as public space – these areas need to be better defined and include controlled access
- Lack of meaningful pedestrian and bicycle connections within the neighborhood and to the rest of the City of Minneapolis
- Bicycle facilities – routes need to be better defined with additional bike parking opportunities
- Dangerous intersections exist for pedestrians and bicycles, particularly along the major commercial corridors
- Blighted areas along sidewalks make walking uncomfortable

The majority of these issues are being discussed in depth in other chapters of the plan. However, both the private and public realm can be improved with more attention to how the built environment can influence the perception of safety and comfort.



This map is an illustration of input received from the community of places where they feel uncomfortable in the neighborhood. "Uncomfortable" included a broad definition pertaining to personal safety, pedestrian and bicycle movement, and activity of various uses.

Crime Prevention Through Environmental Design (CPTED) is a philosophy on designing the physical environmental to enhance the feeling of safety and comfort. CPTED can be implemented on both public and private property in seven ways:

1. Access: Safe movement and connections
2. Natural surveillance and sightlines: See and be seen
3. Layout: Clear and logical orientation
4. Activity mix: Eyes on the street
5. Sense of ownership: Showing a space is cared for
6. Quality environments: Well-designed, managed and maintained environments
7. Physical protection: Using active security measures

Residential apartments in Elliot Park overlook outdoor play areas, providing natural surveillance.

CPTED principles may be harder and more costly to implement on older properties than with new construction. Many small business owners face financial constraints and are therefore more likely to spend money in other ways, so incremental change is likely. CPTED standards should be considered as properties are rehabbed, but the best places to start making

dramatic changes to the safety of the physical environment is through updates to public spaces (parks, streets, sidewalks, etc.) or with new construction. Helpful wayfinding is just one tool to improve the perception of safety by boosting the confidence and willingness of pedestrians to maneuver confidently throughout the neighborhood.

Additionally, it is important that existing public connections throughout the neighborhood remain intact for all modes of transportation to maintain visibility and efficiency.

Private Realm Design

While it is important for private as well as public property to feel safe for people walking and biking in the neighborhood, additional design features of structures and sites can improve neighborhood aesthetics as well environmental sustainability.

Design in the neighborhood runs the gamut from historic buildings to modern institutional structures. While this eclectic character is what makes Cedar Riverside unique, there is strong community preference for design that reflects the historic character of the area. This does not necessarily mean that new development should mirror early 20th century architecture, but it does mean it should incorporate elements of traditional urban design.

Good design must be used to ensure that residential, commercial, and institutional developments are functional, attractive, and inviting.

Traditional shop fronts orient display windows and entries to the street and sidewalk.

Commercial and Mixed Use: Successful commercial and mixed use buildings and areas attract pedestrians by bringing their storefronts to the sidewalk's edge, orienting building design to the street and respecting traditional urban form by keeping building heights to a scale compatible with the surrounding neighborhood. Ground-floor windows should be plentiful with no visual barriers and quality building materials should reflect the historic character of traditional commercial corridors.

Commercial and mixed use areas should be designed in order to be accessible from a balanced variety of transportation modes, including pedestrian, automobiles, transit and bicycles. Parking should be located to the rear of the structure whenever possible but effectively identified from the street. Responding to the demands of traditional urban form requires design solutions that prioritize the appeal of the pedestrian environment, emphasize diversity in form and materials, and promote a distinctive identity for an area.

It is typical for institutional buildings to be oriented inward and away from Riverside Avenue.

Institutional: Institutional buildings along public rights-of-way should feel welcoming for all people entering the campus externally. A strong street presence should be created with building design oriented to the street, front entrances in close proximity to the sidewalk, and visibility in and out of the building at the pedestrian level with an abundance of windows. As with commercial and mixed use areas, buildings should be friendly to all modes of transportation; visible bicycle racks and structured parking below or behind the building should be a priority.

Residential: In residential areas, the width of a road, the height of a building, the distance a structure is set back from the property line, and the window treatment and orientation of the building in relation to the street determine the shape and feel of a neighborhood. In Cedar Riverside, large and small residential buildings and sites add to the neighborhood's character. Overall, the design of new residential developments should reflect the immediate area's existing character in terms of height and scale while adhering to traditional urban design.

A number of community members also expressed an interest in helping to guide the neighborhood to improved environmental sustainability. Sustainability means meeting current needs without compromising the ability of future generations to meet their needs. This is a much larger issue than the plan can provide direction for. In 2005, the City Council adopted twenty-four sustainability indicators citywide (for more information, refer to the City of Minneapolis website). While the City and its partners continue working toward these goals, neighborhood property owners can contribute as well. For the purposes of this plan, a recommendation is included geared specifically to new development in Cedar Riverside as a way to reinforce current citywide regulations and goals for sustainability.

Open Spaces

A prominent feature of the public realm in Cedar Riverside is the open spaces it contains. The neighborhood includes three official public parks:

1. Currie Park – an active park with recreation center on the west side of the neighborhood

2. Murphy Park – a passive park surrounded on three sides by the Augsburg campus

3. Riverside Park – both an active and passive park along the West Bank bluffs of the Mississippi in the neighborhood's southeast corner

The existing public and private open space system is not well connected.

The planning process did not include an extensive analysis of the parks because they fall under Minneapolis Park & Recreation Board's jurisdiction. Even so, the community process included a variety of common themes for these spaces. Currie Park has high utilization, particularly from Riverside Plaza families. Priorities from the community were direct access to the park space from large residential structures and the expansion of the Brian Coyle Community Center to accommodate more programmatic space for children and adults. Additionally, conversations with residents near Riverside Park emphasized the desire for improved accessibility between the lower and upper sections of the park, and increased lighting and visibility for safety reasons. Both the park and Fairview could also benefit from direct access from Fairview Hospital for patients and employees; this would contribute to increased activity and visibility in the park.

The three identified parks are not the only open spaces in Cedar Riverside, however. Due to the neighborhood's system of vacated street and angular intersections, many fragments of land exist. These fragments mostly run along Cedar and Riverside, but many are tucked within the interior of the

neighborhood. In many cases, these areas act as dead spaces with little to no landscaping or sense of ownership. Coupled with the public realm features of pedestrian walkways, bike paths, and streets, future improvements can make a dramatic change to how residents and visitors to the neighborhood view and use the public realm. Enhancements can build on the existing amenities and create stronger green connections between them.

During the planning process, community members expressed a strong desire for more and better quality public gathering spaces. The neighborhood association has allocated Neighborhood Revitalization Program (NRP) funds for the future completion of a community space study. This study will provide more detailed information regarding current needs for space and ideas for implementation.

Recommendations

Land Use

1. Maintain land use largely as is with incremental change and infill consistent with surrounding character.

2. Designate Cedar/Washington and Riverside Avenues as Commercial Corridors, and encourage the development of buildings with active, pedestrian-oriented uses on the ground floor along both avenues.

3. Infill redevelopment along Commercial Corridors should include a mix of uses to provide a range of activities and eyes on the street, particularly near transit stations and on City-owned sites such as Dania Hall.

4. The future issuance for a Request for Proposals (RFP) for development on the City-owned Dania Hall site should be limited to that specific parcel. Any development should be consistent with this plan and benefit the public.

5. If large parking facilities are redeveloped, ensure that current levels of publicly-accessible parking are maintained on site.

6. Continue to maintain small publicly- and privately-owned parking lots to benefit businesses in their immediate vicinity. If any of these small parking lots were to be combined with adjacent parcels for a larger redevelopment site, the new development should supplement the lost parking.

7. Maintain the designated Activity Center in the commercial area along Washington/Cedar Avenue, which supports activity throughout the day and evening, higher density housing, and pedestrian and transit orientation. Provide a boundary that generally follows the current C3A Activity Center zoning.

8. Wait to redevelop Lot A until there are stronger market conditions and more direction regarding the final design of the Central Corridor station.

Future development should further the need to diversify neighborhood housing options, particularly ownership if feasible.

9. Focus the most intensive development near future transit stops and existing commercial areas and encourage the provision of open space and active stormwater management in new developments.

10. Any future development along the Washington Avenue trench should be transit-oriented and create a presence along the trench with creative design solutions for both station access and visibility.

11. Infill housing within the interior of the neighborhood should be complementary in bulk and height to adjacent uses.

12. Work with the institutions to create incentive programs for employees to live in or near the neighborhood.

13. Improve the residential mix in the neighborhood with an emphasis on ownership opportunities.

Urban Design

1. Encourage the development of safe public and private spaces using principles of Crime Prevention Through Environmental Design (CPTED), including:

    a. Access: Safe movement and connections

    b. Natural surveillance and sightlines: See and be seen

    c. Layout: Clear and logical orientation

    d. Activity mix: Eyes on the street

    e. Sense of ownership: Showing a space is cared for

    f. Quality environments: Well-designed, managed and maintained environments

    g. Physical protection: Using active security measures

2. Existing public connections throughout the neighborhood should remain intact for all modes of transportation to maintain visibility and efficiency.

3. Promote design along Cedar and Washington Avenues that is compatible with the historic design and commercial qualities of the corridors. Any historically-designated buildings should be preserved.

4. Promote design along Riverside Avenue that more seamlessly incorporates institutional buildings into the surrounding neighborhood.

    a. Orient buildings toward the street.

b. Provide front entrances to the street and ample ground-floor windows.

c. Locate parking either below ground or behind structures.

5. Enhance the safety, quality, and quantity of public gathering spaces, both indoors and outdoors.

6. Continue to improve accessibility to and comfort in park properties and other open spaces.

7. Support increased indoor community activity space, particularly for youth in the neighborhood.

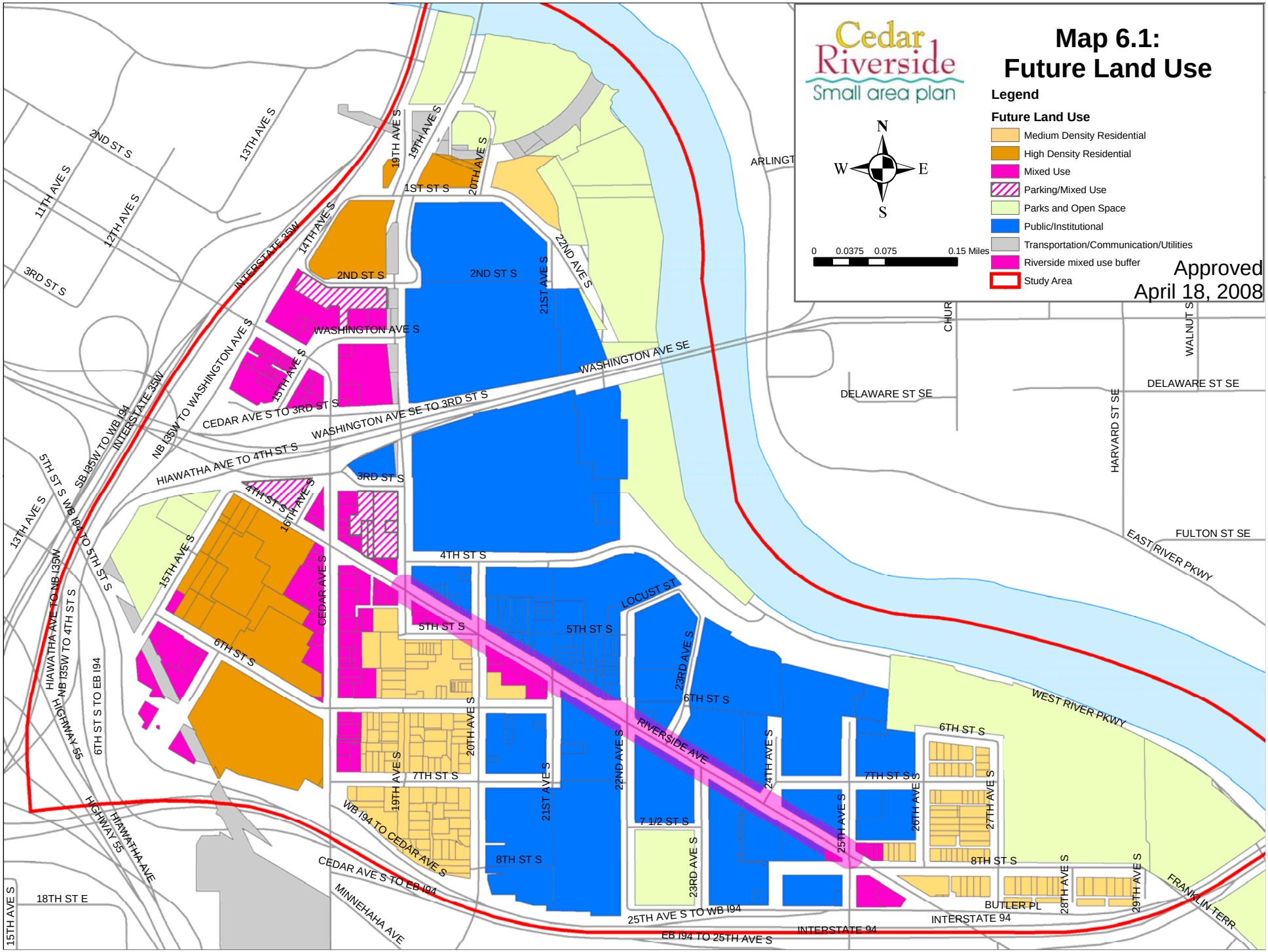
8. Increase green space along the Commercial Corridors when reconstruction projects occur.

9. Access and parking for new developments should be from the alley or a private driveway when possible, to minimize curb cuts.

10. Parking is discouraged between the primary building façade and the street; surface parking should be adjacent to or in the rear of buildings. Structured parking is encouraged for new developments.

11. Dead-end and/or cul-de-sac public streets should be avoided. The abandonment of rights-of-way to support development is discouraged.

12. Promote sustainable building practices and site design through the use of energy efficiency, sustainable materials, ecological landscaping and design and on-site stormwater management.


Cedar Riverside Small area plan
Map 6.1:
Future Land Use
Legend
Future Land Use
Medium Density Residential
High Density Residential
Mixed Use
Parking/Mixed Use
Parks and Open Space
Public/Institutional
Transportation/Communication/Utilities
Riverside mixed use buffer
Study Area
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Approved
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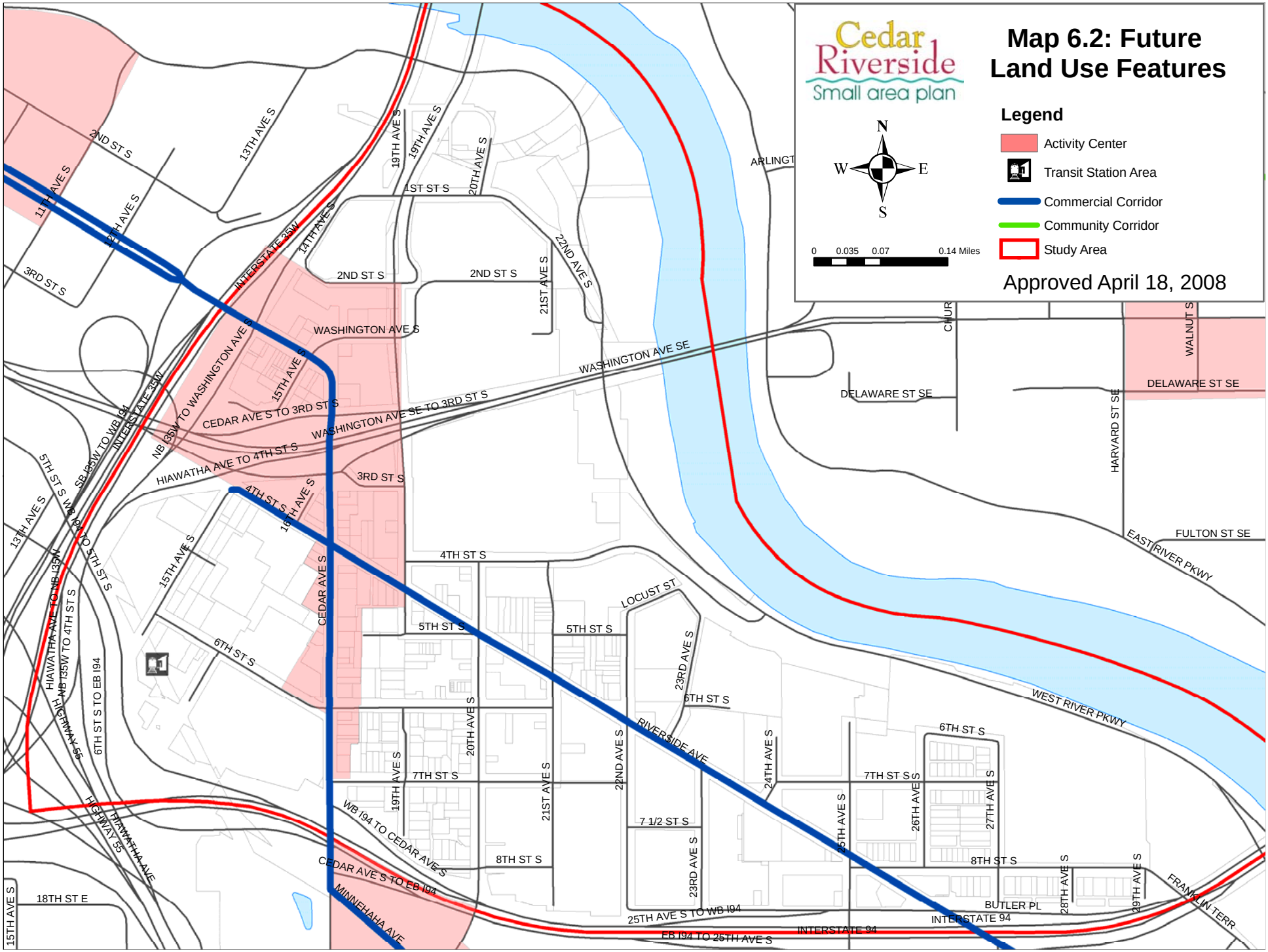
Cedar Riverside Small area plan
Map 6.2: Future Land Use Features
Legend
Activity Center
Transit Station Area
Commercial Corridor
Community Corridor
Study Area
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Approved April 18, 2008
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EAST RIVER PKWY

7. Economic Development Plan

Market Overview

Cedar Riverside enjoys a number of remarkable assets and advantages such as transportation and transit access, proximity to downtown and the Mississippi River, a well-established arts and entertainment district, successful destination retailers, and three major institutions that draw students, employees and visitors to the area. These factors contribute to the continued success of its unique and diverse business mix.

The neighborhood is home to approximately 3,000 households. However, the median household income is approximately one-third that of the City of Minneapolis as a whole. Consequently, the buying power of the neighborhood residents is insufficient to sustain healthy commercial corridors along Washington/Cedar and Riverside or attract a broad range of new businesses by itself. To succeed, businesses must capture not only the buying power of area residents, but also students, employees and visitors associated with area institutions, as well as customers from throughout the metropolitan area who are drawn to destination-oriented businesses, theater, dining, and entertainment venues.

Approximately 5,900 people are employed at the West Bank Campus of the University of Minnesota, Fairview University Hospital and Augsburg College. Many of these employees possess disposable incomes substantially higher than the area's residents. The market analysis summarized in Chapter 3 conservatively estimates that $3 million in additional buying power may be available annually, primarily associated with the 3,000 employees who work year-round at Fairview University Hospital.

While abundant assets exist to perpetuate the future health of the market in the neighborhood, some challenges do stand in the way of realizing its full potential. A disconnected street grid makes driving, walking, and biking to area businesses confusing. The lack of physical connections also makes wayfinding to businesses and parking facilities difficult for visitors. Additionally, the neighborhood experiences both real and perceived safety issues. Crime does occur in Cedar Riverside but not at the level many non-residents speculate. Chapters 6 and 8 describe in more detail changes that can make a big difference to the physical environment for both safety and connectivity.

Economic Development Strategy

The City hired Economic Development Services to work with the community throughout the planning process to devise an economic development strategy for Cedar Riverside. Overall, the neighborhood has a tremendous amount of business, location, transit, and other assets. These assets will be the key to achieving a strong economic development vision that includes:

- Strong connections between the neighborhood and its key economic assets (i.e. U of M, Augsburg, and Fairview Hospital)
- A successful collection of destination businesses in the active lifestyle, nature/outdoors, folk art and music traditions
- A business mix that attracts the large concentration of students, faculty, employees, visitors and residents that together create significant buying power
- A long heritage and continuing role as a place for recent immigrants and ethnically-oriented businesses in all parts of the neighborhood
- Increased connections between the neighborhood's concentration of theater, dance, arts and entertainment, downtown Minneapolis, and the emerging arts corridor along Washington Avenue
- Economic vitality supported by transportation, transit, parking and public realm improvements
- The housing mix in the neighborhood diversifies and reflects a broader socioeconomic spectrum, strengthening the buying power of the neighborhood

As described in Chapter 6 Land Use and Design, both Cedar and Riverside Avenues are recommended to be designated Commercial Corridors. Additionally, the existing Activity Center is proposed to have a boundary that encompasses the Seven Corners and properties along Cedar Avenue almost to the freeway. Among many things, the Commercial Corridor and Activity Center designations recognize the current commercial vitality of the neighborhood. They emphasize pedestrian-friendly design of private property and the public realm, a mix of land uses that offer activity throughout the day and evening, and good transit options. Just like other business districts in the City with the Activity Center designation, there will always be a need for mitigation of negative impacts on surrounding areas and district-wide parking strategies. These issues are discussed more extensively in the Land Use and Design Plan and Transportation Plan chapters.

This map shows the three locations where publicly-accessible parking should be a part of any future redevelopment.

In order to create vital and active commercial areas, the plan proposes striking a balance between providing enough parking for the businesses and residents while perpetuating transit use, biking, and walking. The City of Minneapolis currently owns three surface parking lots in Cedar Riverside and other large parking facilities are owned and primarily used by each of the institutions. While the City will continue to work with the institutions and businesses on the most efficient and effective use of their existing parking, the City can dramatically affect the business environment with future decisions on its own parking sites.

This plan proposes that the three large public parking areas in the neighborhood – Lot A on 4th Street and 16th Avenue, Seven Corners Ramp,

The economic development analysis looked at the distinct commercial areas in the neighborhood as well as how to create better cohesiveness among them.

Cedar-Riverside intersection looking northeast

and the surface lot and ramp behind Midwest Mountaineering – continue to have parking available to the public if they are redeveloped in the future. This policy direction recognizes the need to maintain district parking facilities in an Activity Center while encouraging further use of transit, walking, and biking. For more information on parking, see the Land Use and Design Plan and Transportation Plan chapters.

The Cedar Riverside neighborhood includes four distinct commercial areas, each reflecting unique competitive advantages. This plan proposes to build on those unique qualities while developing better connections among the distinct areas so they comprise a larger Cedar Riverside cohesive style. Possibly using Nicollet Avenue's Eat Street in South Minneapolis as a model, neighborhood commercial should have a consistent look and feel with specific sub-areas building on their own characters. The vision for each area is described below.

Seven Corners Market Niche

The immediate impression of Seven Corners is that of a small town plaza. The area is home to a diverse mix of theaters, restaurants, a large hotel, and a growing residential population. It will continue to serve as a theater, arts, and dining destination while linking the neighborhood to Downtown. Seven Corners will be better recognized as a prime location to meet near Downtown, near the University, just off the Interstate, and near the future Central Corridor light rail station. West Bank theater, music and arts activity will be integrated with arts and cultural activity on Washington Avenue west of I-35W.

Cedar-Riverside Market Niche

The high visibility intersection of Cedar and Riverside will include restaurants, coffee shops, and businesses focused on attracting students, faculty and staff from nearby institutions, as well as serving the needs of local residents. There will be a successful collection of destination retailers and service businesses oriented primarily to the active lifestyle, outdoor/nature, folk music and folk arts customer built upon the regional draw of Midwest Mountaineering, Cedar Cultural Center, Depth of Field (fabric & yarn), the bicycle stores and other destination businesses. Neighborhood residents will have access to convenience goods and services at local businesses including a pharmacy, bank, coffee shops, and restaurants.

South Cedar Market Niche

South Cedar will continue to build on its proximity to Riverside Plaza and The Cedars by primarily emphasizing ethnic businesses meeting the culturally unique, daily needs of the area's diverse residential population. While this does not mean immigrant businesses will not enhance other commercial areas in the neighborhood, a concentration on this corridor will help to create more identity as a culturally unique place to visit and shop. Successful ethnic businesses will reach out to attract destination shoppers as well as students, faculty, staff and visitors. Organizations that support recent immigrants and facilitate their successful transition to life in the Twin Cities

Businesses along South Cedar

The Oren Gateway Center at Augsburg is a good example of new development on Riverside that serves both the college and neighborhood.

can generate more traffic and will be located in appropriate office locations. Successful bars, music and entertainment venues on South Cedar will continue the area's long standing tradition as a regional center for music and entertainment while mitigating negative impacts on nearby residents.

As referred to in the Land Use and Design Plan, the businesses along South Cedar will benefit from additional retail, services, and parking on the west side of the street. If the vacant strip of Minneapolis Public Housing Authority (MPHA) property fronting on Cedar were to be redeveloped with a mix of uses, Cedar Avenue will be able to reclaim more of the neighborhood-scale retail characteristics it exhibited prior to Cedar Riverside experiencing large-scale redevelopment in the 1960s and 1970s. This is an opportunity for a creative and well-designed development with potential for shared parking among MPHA residents and nearby businesses if feasible.

Riverside Avenue Market Niche

Riverside Avenue businesses will meet the needs of employees, students and visitors to area institutions including restaurants, coffee shops, and other employee/visitor oriented convenience goods and services. Institutions will create a human-scale interface with Riverside Avenue, where a pedestrian, bicycle and transit friendly environment with public realm improvements attracts employees, students, residents, and visitors to walk, eat, shop and socialize. The needs of neighborhood residents will be better met by locally oriented businesses. Businesses with visibility and ready access to I-94, like Bruegger's and Starbucks, will serve as meeting places for residents from throughout the metro area as well as employees, visitors and neighborhood residents.

Implementation Overview

Implementation of these economic development strategies will be a multi-year endeavor. Because a healthy economy also depends on a good land use mix, housing choices, perceptions of personal safety, effective and safe physical infrastructure, and a well-designed environment, the implementation of recommendations within other plan chapters will be necessary incremental steps to achieving economic revitalization.

The following implementation strategies have been proposed by Economic Development Services and are meant to guide the key stakeholders – property and business owners, area institutions, the city and county, arts organizations, and area residents – as they work together to achieve the vision. The implementation strategies are presented in ***sequential*** order, starting with strategies that create the foundation on which others are built. While this is the ideal order for economic revitalization, no two areas are alike and therefore implementation strategies should be prepared for as opportunities arise. The strategies in sequential order are:

1. **Initiation by business community:** Coordinated focus from the business community, including commercial property owners, on

commercial corridor revitalization in the Cedar Riverside neighborhood with committed partners in the public and private sector.

2. **Crime and safety:** Bring together institutional, business, public and private resources to aggressively address crime and safety issues in the commercial areas.

3. **Clear economic vision:** Engage property owners and business owners in refining the market niche for the four sub-areas of Cedar Riverside as a foundation for shaping the business mix through more strategic leasing, guiding the design and appearance of public realm improvements, facades and other features, as well as focusing marketing and promotional efforts. Continue to support small business owners.

4. **Design and appearance:** Strengthen connections between the commercial districts and the institutions, light rail transit, housing, downtown, freeways, and parking. Create an environment that inspires people to walk, bike, shop and visit the area.

5. **Marketing and promotion:** Implement marketing and promotional strategies to enable the sub-areas to attract businesses, developers and/or customers consistent with the sub-area market niches.

6. **Opportunity sites:** Stimulate commercial district revitalization by supporting redevelopment and/or renovation at key locations. (While this is a 6th element, it should not be considered 6th in sequential order. Market conditions, property owners and developer interest will substantially impact the time frame for redevelopment of opportunity sites.)

More detail on implementation steps for this chapter can be found in Chapter 9.

Recommendations

General

1. Make it easier for visitors (auto, bike, pedestrian) to find their way throughout the neighborhood through improved wayfinding signage to major destinations.

2. Maintain the current level of public parking wherever possible, particularly on sites identified for parking on the Future Land Use Map.

3. Promote parking hospitality.

    a. Provide wayfinding signage to public parking facilities.

    b. Improve the validation system to include more area businesses, understandable directions, better marketing, and prominent signs in participating storefronts.

c. Encourage the presence of parking attendants, particularly in publicly-owned lots, as needed to ensure adequate safety and surveillance.

d. Promote the use of shared parking among area businesses by better utilizing parking lots that sit empty during certain parts of the day.

4. Create strong visual and physical connections for pedestrians and bicyclists to existing and future LRT stations.

   a. Improve wayfinding signage and lighting from major walking and biking routes, including 6th Street, Riverside Avenue, Cedar Avenue, and Washington Avenue.

   b. Improve the perception of safety through environmental design and other methods.

5. Improve the pedestrian environment through enhanced streetscape, lighting, and active ground-floor uses, with attention paid to safety and security.

6. Improve the cohesiveness, both visually and physically, of the commercial areas through a shared style emblematic of Cedar Riverside.

Seven Corners

1. Support business and arts growth that preserves a harmonious relationship with the existing diverse community of theaters, restaurants, retail, and residential.

2. Create visual and physical connections between the Cedar Riverside Arts District and Downtown arts and cultural uses including the Guthrie, Mill City Museum, Loft/Open Book, and MacPhail Center for Music.

   a. Ensure that the implementation efforts of the City's "Washington Boulevard" initiative include Seven Corners.

   b. Install wayfinding signage from I-35W to cultural amenities both east and west of the freeway.

   c. Improve the pedestrian environment on the Washington Ave bridge over I-35W.

3. Create strong, positive interface with the future Central Corridor light rail station.

   a. Any new development along the Washington Ave trench should have a transit-oriented design.

   b. Install a gateway feature at Cedar Avenue bridge over the trench.

c. Encourage good pedestrian and bicycle connections between the LRT station and surrounding development.

4. Rebuild connections between Seven Corners and the Cedar-Riverside intersection over the Washington Avenue trench via pedestrian and bicycle improvements to Cedar Avenue.

Cedar-Riverside

1. Continue to support a successful collection of destination businesses (e.g. outdoor/active lifestyle, folk art, and music) through strategic leasing and marketing efforts.

2. Enhance the physical appearance of businesses in the immediate area in order to attract more residents, students, faculty, staff from area institutions, and downtown employees.

    a. Improve business storefronts, especially visibility into and out of stores, to encourage safety and cleanliness.

    b. Improve aesthetics and pedestrian safety at the intersection of Cedar and Riverside.

South Cedar

1. Visually and functionally create an identity as an ethnic marketplace with goods and services from diverse communities.

2. Maintain the current music and entertainment scene while minimizing negative impacts on surrounding areas.

3. Enhance the physical appearance of businesses and structures in a manner that perpetuates the historical character of the corridor.

4. Work with MPHA and other partners to evaluate the feasibility of commercial development along the vacant piece of their property.

Riverside Avenue

1. Provide a human-scale environment that encourages students, employees, residents, and visitors to walk, bicycle, shop, dine, and use the area's transit amenities.

    a. Place active uses on the ground floor at the street.

    b. Provide entrances at the street and ample ground floor windows.

2. Encourage uses that meet the needs of both institutional users and area residents, including restaurants, coffee shops, and convenience goods and services.

8. Transportation Plan

Overview

As discussed in the Site Conditions section, building connectivity is an important goal for the entire transportation system in Cedar Riverside. While the area benefits from access to interstate highways, local street networks, bicycle and pedestrian paths, and both bus and LRT transit service. However, the development of these transportation facilities has been disjointed, and has left a number of significant gaps in the network – as well as lack of multi-modal connections.

This chapter focuses on some of the major facilities and locations in the neighborhood which need further analysis in order to determine how to best make these connections. The recommendations do not describe every new link, since many will be dependent on timing and opportunity, but rather lays the groundwork for future decisions on building these connections.

System Analysis

The transportation system in Cedar Riverside includes city and county roads, bike lanes, buses, light rail transit, and sidewalks. While this infrastructure together creates an efficient and cohesive system, some parts of it were identified as holding higher priority for improvements. Through an existing systems analysis and community input, certain system elements were identified for further analysis. They included:

- Riverside Avenue, including an emphasis on improved bicycle facilities
- Cedar/Washington Avenue, including an emphasis on improved pedestrian facilities
- Parking in the neighborhood, with an emphasis on publicly available parking facilities
- Central Corridor, particularly the planned station location in Cedar Riverside

These analyses led to specific recommendations for the neighborhood, as outlined later in the chapter.

Riverside Avenue

Background

The community expressed significant interest in improving bicycle connections throughout the neighborhood and to other parts of the City. While there are existing connections along the LRT line and in the parkland along the river, both are largely disconnected from the rest of the neighborhood and do not offer direct connections to its major corridors and destination points. Additionally, bicycling along neighborhood streets without designated facilities is potentially unsafe due to traffic conflicts.

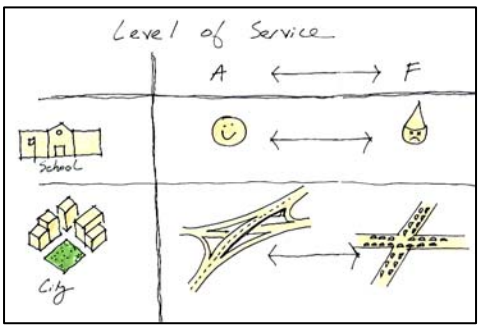
As discussed in Chapter 4, Riverside Avenue has been considered in other City planning efforts as a possible location for improved bicycle facilities. Its central location could serve as a main bicycle route, with side streets and other connections linking to areas within and beyond the neighborhood. However, to ensure that this idea is feasible, an analysis was needed of the traffic impacts of adding bicycle lanes, and thereby removing one or more auto lanes.

The City hired SRF Consulting Group to analyze existing and future travel patterns along the length of Riverside Avenue, both under current roadway conditions and with the option of converting the road from four travel lanes to two travel lanes with a center turn lane and added bicycle lanes. The time horizon was roughly 20 years, and future scenarios reflected the impacts of planned growth along the corridor. The analysis included traffic counts, other data collection, traffic modeling, and development of proposed cross sections. The recommendation is an illustrative concept; the location and sizing of elements will be determined and refined during the final design stage of any improvements that are implemented. A copy of their final report is included in Appendix G.

Analysis Results

The current conditions analysis showed that Riverside Avenue is now operating under capacity – in other words, it can comfortably handle more traffic than is there now. Map 8.1 shows the level of service (LOS) under existing conditions at intersections along Riverside Avenue, with LOS A being the lightest traffic and LOS F being the heaviest. All intersections were determined to be LOS D or less, with the majority either LOS A or B.

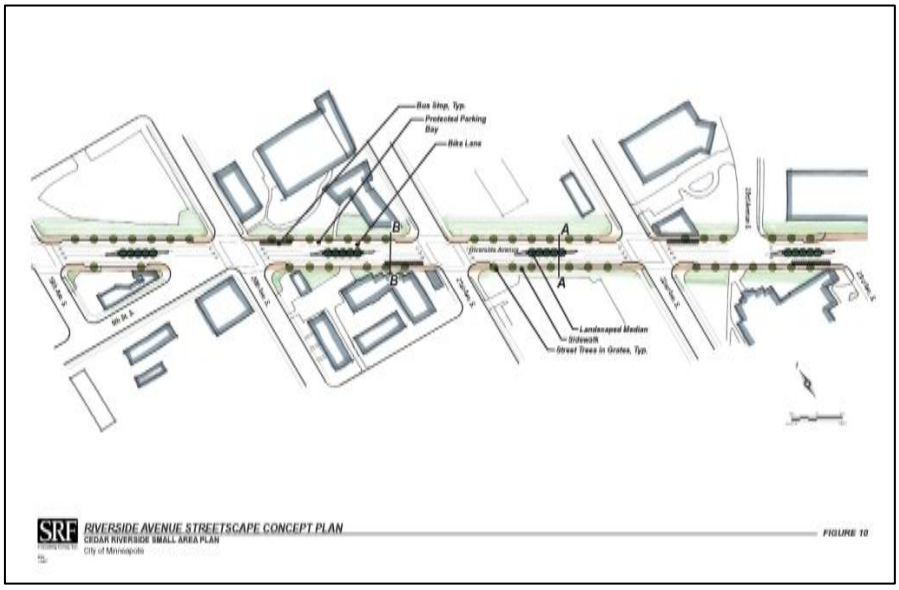
Traffic at LOS D or below is considered acceptable on most urban roadways. Sometimes heavier traffic is preferred, particularly along commercial corridors, since it provides visibility and customers to the businesses located along the way.



Future scenarios showed similar results. The analysis looked at both a no-build scenario, and one where the four-lane road was converted to two travel lanes with a center turn lane and bicycle lanes on either side. Efficiency improvements at intersections, particularly signal optimization, were used in the analysis to ensure that future levels of service would be comparable to existing levels, even with increased traffic. This was true for both the no-build future scenario (Map 8.2) as well as the option with bicycle lanes added (Map 8.3). Some increased delays on side streets may be possible, including at 23rd Avenue, but most were not significant.

As a result, the analysis suggested that bicycle lanes could be added to Riverside Avenue without a significant increase in traffic congestion. Moreover, the narrower street may have some traffic calming effects, making the pedestrian and bicycle experience on this street more comfortable and safe. Some additional issues were raised for future consideration, including:

- The varying width of the right-of-way and the presence of on-street parking along many stretches means that careful consideration should be given to how to fit the bicycle lane along narrower sections of the roadway.



- The reconfiguration of the roadway to accommodate bicycle lanes can be conducted within the existing paved roadway. Improvements that would widen either the roadway or sidewalks are possible, but somewhat limited due to lack of additional right-of-way.

- Signal optimization is a key assumption of the analysis, particularly with regards to future scenarios. This topic should be revisited upon the initiation of any project.

Opportunities

Due to the city's recent *Access Minneapolis* study guiding the development of bicycle and pedestrian facilities citywide, and the availability of funding for bicycle and pedestrian transportation improvements through a federal grant program, the timing is good for improvements to Riverside Avenue to be a City priority.

Broader city analysis suggests that Riverside Avenue bicycle lanes could link north along 19th Avenue/10th Avenue bridge, west to the Hiawatha LRT station, and south to other neighborhoods and bicycle facilities.

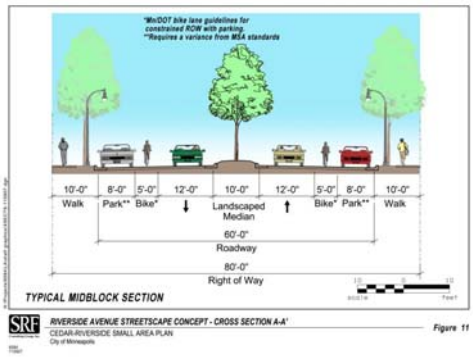
Neighborhood input on this option has been very positive. Additional planned upgrades to the 20th Ave bicycle lane will further strengthen the network of facilities.

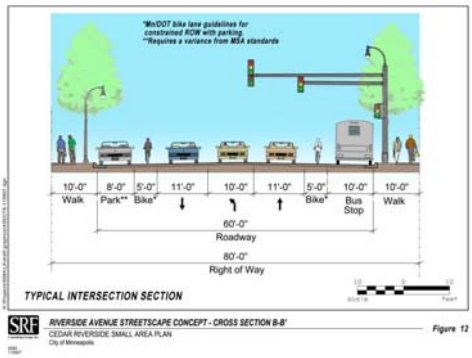
Though outside the scope of a basic bicycle lane project, there are other opportunities to improve Riverside Avenue that could be incorporated. These include the following:

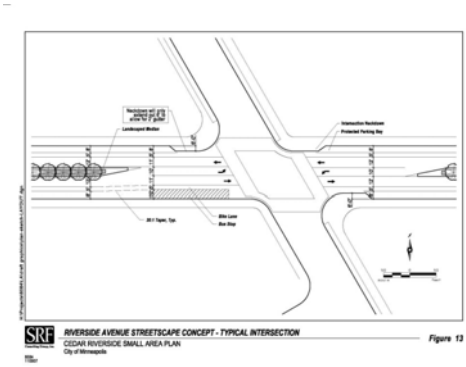
- **Landscaped medians**. Converting the road to two lanes with a center turn lane would result in various unused median spaces where the turn lane is not needed. These could be landscaped to improve the overall appearance of the road and to provide a refuge for crossing pedestrians. Preferably, these medians would be landscaped with drought and salt tolerant trees and shrubs that would not require irrigation. It would also be preferable to have a maintenance agreement in place for these medians, possibly with the adjacent institutions that would benefit from the improved "gateway" to their campuses that an attractively landscaped street would provide.

- **Other streetscape improvements**. These may include additional street trees, screening of parking lots with either fencing or vegetation, screening of newspaper stands, street furniture (including benches, trash receptacles, bike racks, and kiosks), enhanced transit stops, enhanced paving materials or interesting score patterns in concrete, enhanced crosswalks, integration of public art into streetscape elements, ornamental lighting and banners.

- **Improved intersection design**. Due to Riverside's angular design cutting through the traditional grid, intersection crossings can be longer and more difficult for pedestrians. Bump outs at intersections could assist in making it quicker and easier to cross the street. They could also help define bus stop and parking bays more clearly. Proposed typical designs for cross sections and intersections are shown on this page and in Appendix G.







Cedar Avenue

Background

More than most areas of the neighborhood, Cedar Avenue – including its northern end where it joins Washington Avenue – has frequent pedestrian traffic. This is due to its traditional commercial character, the presence of many residents and students with limited access to cars, and the location of many destination entertainment uses. However, as public comment frequently revealed, the pedestrian experience needs some improvements.

In addition to aesthetic concerns (which are addressed elsewhere in the plan), some of the most commonly cited issues were related to traffic safety. As noted in Chapter 4, Cedar Avenue has several high accident locations – including some of the highest rates of pedestrian accidents in the city. This has not gone unnoticed, and various improvements have been tried over the years to address this issue. However, the problem remains.

Analysis

An internal analysis was conducted, including a visual survey of the corridor, meetings with transportation planning staff familiar with the area, and an analysis of collected data. Several major areas of concern were identified, as described below.

Complex intersections

Intersections at Riverside Avenue and Washington Ave/15th Ave S (Seven Corners) are sites of many of the pedestrian accidents in the neighborhood. The irregular angles of these intersections, as well as the width of the street to be crossed, make them difficult for a pedestrian to cross. Additionally, accident data indicates that some pedestrians opt to cross illegally mid-block, which may be less safe. Currently, the existing pedestrian crossings and signalization are fairly basic and could be improved to encourage safer crossing and make pedestrians more visible to drivers.

Underutilized mid-block crossing

At one time, there was a pedestrian bridge crossing over Cedar Avenue near the point where 5th St S used to intersect before its vacation. The bridge has since been removed and was replaced by a mid-block pedestrian crossing. While the crossing does function, it is not heavily used and not particularly visible. The fact that there is no public pedestrian walkway along the 5th St corridor no doubt contributes to this (as discussed in the section below). A few bollards, installed to discourage mid-block crossings except at this point, offer little disincentive. A series of improvements, including curb extensions at the crossings, upgraded pedestrian signals, and more visible pavement markings, could help make this a more prominent and better utilized crossing.

Incomplete pedestrian connections and cut-through paths

A major example of the incomplete pedestrian system is the vacated 5th St corridor. While it is frequently used for pedestrian travel, it is not paved, and portions of this connection from Cedar Ave to Riverside Ave are private property, not technically open to the public. Public input has emphasized the importance of making this a paved and publicly-accessible pedestrian corridor. There are other informal pathways along Cedar Ave as well, particularly to and from Riverside Plaza. Clarifying public and private space and clearly identifying public walkways can not only enhance pedestrian connectivity, but it can improve public safety and discourage trespassing.

Other factors

While infrastructure improvements can improve pedestrian safety, human behavior remains an issue. Factors range from bar patrons who may have compromised reasoning capabilities, to new residents who may be unfamiliar with local traffic laws and conventions. Improved public education may be needed to supplement any infrastructure improvements.

Opportunities

As with the option of bicycle lanes on Riverside, there is potential for federal funding for pedestrian improvements along Cedar Avenue, including the mid-block crossing. The project details would need to be clarified by City staff, but this analysis will provide a starting point for a feasible strategy of improvements.

Additional improvements to Cedar that could be incorporated into a pedestrian improvement proposal, or some other approach, are listed below:

- **Improved intersection design and function**. Though it is not possible to completely reconfigure the intersections along this road without significant disturbance of surrounding land uses, there are some improvements which can be made. These may include repaving or improved painting of crosswalks, upgraded pedestrian signals, reconstruction of the triangle island at the Cedar Riverside intersection, better signal timing for cars and pedestrians, new surface materials or patterns, general street repaving, and reconfiguration of turn lanes.

- **Medians and other crossing improvements**. Due to the placement of various mid-block driveway access points and the configuration of turn lanes at intersections, there are limited stretches along Cedar Avenue that would be appropriate for a median. One may be the striped median immediately south of the Cedar Riverside intersection. A landscaped or raised median may help direct traffic flow, improve pedestrian crossing safety, and enhance the overall appearance of the road. The one identified mid-block crossing could benefit from curb extensions to narrow the crossing distance, a treatment that may be applicable at other intersections as well.

- **Other streetscape improvements**. These may include additional street trees, screening of parking lots with either fencing or vegetation, screening of newspaper stands, street furniture (including benches, trash receptacles, bike racks, and kiosks), enhanced transit stops, enhanced paving materials or interesting score patterns in concrete, enhanced crosswalks, integration of public art into streetscape elements, ornamental lighting and banners. While some of these are already present along Cedar Avenue, they are generally in need of updating and/or repair

Cedar Avenue – Past

Cedar Avenue – Present

Cedar Avenue – Proposal for Future (Credit: Cuningham Group, PA)

Parking

Background

Parking has consistently been identified as a major issue for the neighborhood, and it is no surprise that this is the case. The neighborhood experiences a number of factors that contribute to parking problems, including:

- Traditional urban form built before widespread use of the automobile, with limited parking for both residents and businesses
- Many destination businesses and cultural institutions that bring in visitors and patrons from across the region, usually during evening hours
- Two universities and one major health care institution, each with its own parking problems and constraints
- Large scale apartment buildings built with less parking than current residents typically demand

There are some mitigating aspects to these parking constraints, however. These include:

- High level of transit service, with both bus and LRT
- Presence of a fairly high percentage of households with limited access to a car
- Central location relative to Downtown, job centers, and the region as a whole

Nonetheless, these factors are not enough to outweigh parking problems, and it continues to be a major issue for many residents, businesses, and visitors to the neighborhood.

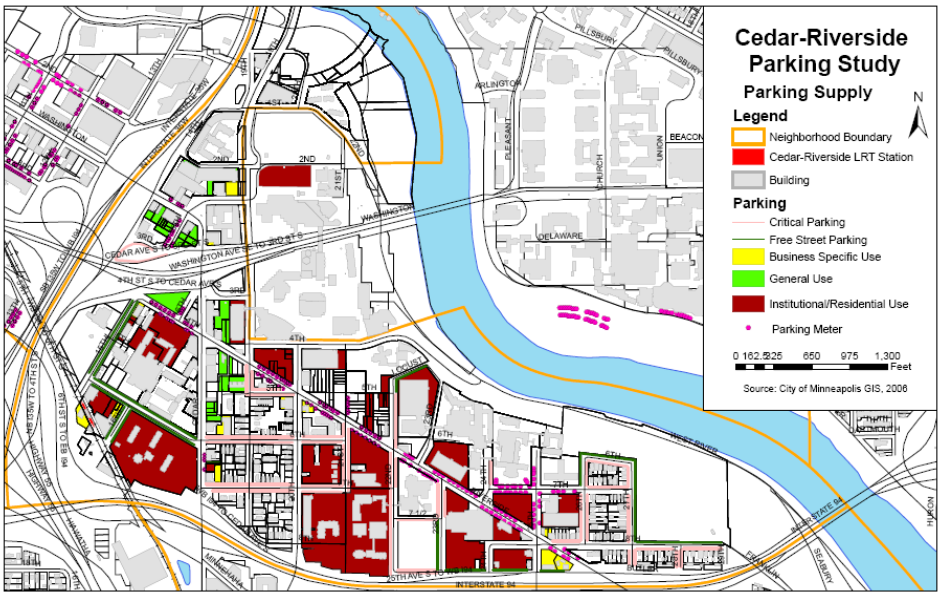
Analysis

Transportation, economic development and community livability are all impacted by the neighborhood's parking issues. The section below summarizes the results of three separate analyses which addressed parking: an inventory of existing supply, a review of the market feasibility of constructing parking and the economic development role it plays, and a discussion of land use implications.

Parking Inventory

Early in the small area plan process, the City completed a parking study for the Cedar Riverside neighborhood. Findings are summarized below, and a copy of the study is included in Appendix F.

The Cedar Riverside neighborhood has approximately 7,900 parking spaces. Of those, about 28 percent are for general use, while the remainder is restricted for either specific residential or institutional uses. General use parking prices in the neighborhood range from $1.00 per hour for metered parking to $2.25 per hour for lot parking.



The remaining 72 percent of neighborhood parking that is restricted (or priced in a way that discourages public use) is designated for:

- Augsburg College students, faculty, and staff
- The Cedars and Riverside Plaza residents
- University of Minnesota parking lots and ramps
- Fairview Hospital parking lots and ramp; and
- On-street critical parking

The neighborhood has two critical parking areas. Licensed drivers living at or operating a business within a critical parking area can apply for and receive a critical parking permit which allows the driver to park along the street for extended periods of time. Without critical parking permits, drivers are allowed to park on most critical parking streets for one or two hours.

Less than half of businesses surveyed for this study had parking spaces specifically designated for their use. Others share parking facilities with other businesses or encourage their customers to use some of the publicly available spaces in the neighborhood. Four city-owned facilities – three lots and one parking garage (which has since been sold) – are a substantial part of this available public parking.

The aforementioned parking study reviewed information on parking requirements for the uses in the neighborhood, and compared it by area to

identify if there was a parking surplus or shortage in various areas of the neighborhood. Overall, the neighborhood had a surplus of approximately 630 spaces. However, this was not evenly distributed. While surpluses were evident in the Seven Corners and East Riverside areas, the area around Cedar Avenue had a parking space deficit of around 250 spaces.

Cedar-Riverside Parking Supply		
Parking Location	*General Use*	*Restricted*
Augsburg College		315
Business parking	290	
Cedar Towers		211
City of Minneapolis ramp	796	
City of Minneapolis lots	231	
Critical Street Parking		484
Fairview Hospital		2,359
Free street parking	378	
Meters	327	
Privately owned lots	189	
Riverside Plaza		758
University of Minnesota		1,549
Totals	**2,211**	**5,676**

This is reflected in the distribution of parking usage rates by facility. While some facilities consistently report a surplus of spaces, others are routinely maxed out. This is in part a product of the neighborhood's fragmented geography and the way the commercial areas in the neighborhood are likewise separated from one another.

Parking needs may be changing. Proposed expansions at the University of Minnesota, Fairview Hospital, and Augsburg College are likely to increase the demand for parking in the neighborhood. Changes in the business mix, as well as redevelopment of residential and commercial uses, may also have an impact.

Market Feasibility

As part of the neighborhood market study (see Appendix E), an analysis was done to determine the impacts of parking availability, and the feasibility of constructing additional parking.

It was determined that parking is an important contributor to business viability, and that proper parking management is key in presenting a positive image to those traveling to the neighborhood and to facilitate ready use of area businesses and institutions. However, as shown in a specific analysis of the potential for redevelopment of Lot A (a City owned parking lot), it may be difficult under current market conditions to build new public parking facilities or incorporate existing public parking into redevelopment, without requiring public subsidy.

Land Use

One unique characteristic of Cedar Riverside is that some of its largest public parking facilities have been owned by the City. As the City has

moved away from the business of owning and operating parking facilities, the issue arises regarding the eventual fate of these facilities. One of them has already changed hands: the Seven Corners parking ramp is now owned by a private developer.

Current land use patterns suggest that, if this public parking were to be removed to make room for new development that did not include public parking, it would be very difficult to compensate for the loss of these spaces – particularly for the businesses that use them as their primary source of parking. The Land Use chapter provides more detail on how this issue is addressed in the plan's recommendations.

Options

A number of factors should be taken into account when addressing parking issues in a neighborhood such as Cedar Riverside. These include:

- On-street parking, and how it is managed and used
- Off-street parking, and how it is managed and used
- Enforcement of parking regulations
- Pricing of parking, and how parking improvements are funded
- Relationship between parking demand and availability of transit alternatives

One basic limitation to parking in Cedar Riverside is the limited space available to develop new parking of any scale. Additionally, the market analysis suggests that – at least given current market conditions – new public parking is unlikely to be constructed without government subsidy. Therefore, most of what can be done with parking involves improving management of existing supply, decreasing need for parking, or encouraging non-public entities to make improvements to their parking supplies to decrease spillover to public parking facilities.

Given these constraints, below are listed some potential options for parking improvements within Cedar Riverside:

- **Develop district parking strategies**. The current parking system is rather fragmented, with a wide range of pricing, enforcement, and management strategies. Even in the publicly-owned lots, there are different approaches – for instance, in how parking validation is offered through area businesses. A district-wide approach could help present a more logical and consistent system for all users. Additionally, a more consistent system can make the parking experience for the neighborhood's many visitors understandable and user-friendly, while helping residents and businesses better define what areas are primarily for their parking needs. This approach has a lot of potential, though it would require additional study and

Illustration of a shared parking arrangement

Parking attendants offer a security presence

significant coordination between the multiple parking owners and operators in the neighborhood.

- **Improve shared parking arrangements**. The variety of neighborhood uses have a range of parking needs that peak at different times of day. There are already some shared parking arrangements, particularly in publicly-owned lots. However, other opportunities for shared parking arrangements may exist, for instance between uses whose demand peaks at different times of the day. These could help to maximize the efficiency of existing parking. On the other hand, there may be some areas where parking should be designated for a particular use (for instance, only for residents or business patrons during certain designated hours). These would need to be clarified as well, to ensure that priority users of parking are not crowded out by others. An example of this would be designating permit-only parking zones on certain streets.

- **Better signage and way-finding to parking**. In order to make the best use of a district or shared parking strategy, parking needs to be easy to find. Travelers will often seek parking that is close to their destination and highly visible. Due to this tendency, they may miss less visible but still convenient parking. Clear and consistent signage, maps, and other way-finding tools can help users to find parking where it is available. This could also include improvements at the parking site, to make it easy and intuitive for users to see how to pay, as well as consistent signage related to parking validation at participating businesses.

- **Security improvements**. Though this does not alter the amount or availability of parking, security has been identified as a priority by many in the neighborhood. Improved lighting, presence of a parking attendant, and other improvements may help limit property damage and loss, as well as ensuring personal security of individuals. In addition to the strategies above, this could help provide a more user-friendly parking experience.

- **Continued transit and other multi-modal improvements**. Cedar Riverside already has a number of good transit options and, particularly with the planned Central Corridor LRT, is poised to have more. Improvements that make this system easy, intuitive, safe, and convenient for users may serve to decrease demand for parking. Improved bicycle facilities may also help, particularly for shorter trips.

- **Strategic parking additions**. As mentioned above, there are relatively few opportunities in the neighborhood to expand upon parking availability, particularly for general public use. However, there may be some. Though the City has owned and operated public parking facilities for decades, it has recently been divesting itself of this role and has sold several existing facilities, including the Seven Corners Ramp. However, the City still has the

opportunity to influence the development of parking, either through requirements tied to the development of publicly-owned land, on projects which involve public subsidy, or even through the development review process with privately-developed projects. There may be opportunities for the City to influence developers to either create new or retain existing public parking in Cedar Riverside. With the limited supply that is present, these opportunities will almost certainly be explored when they appear.

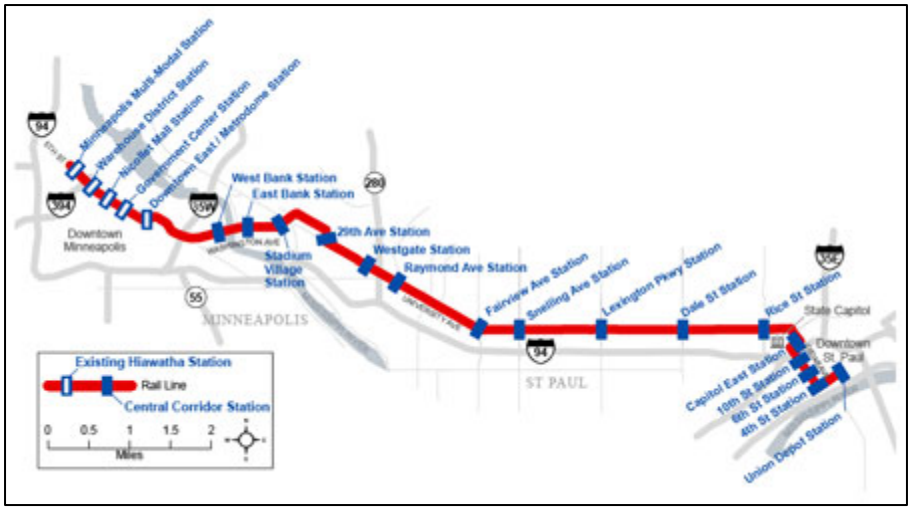
Due to the significant overlap between parking and economic development strategy, the main recommendations for parking in this plan are found in the Economic Development chapter.

Central Corridor

Background

Although it was known that a station for the Central Corridor Light Rail Transit (LRT) project is planned in the Cedar Riverside/West Bank area, addressing this station was not originally part of the scope of this small area plan. However, as the plan progressed, it became clear that the timing was right to address the potential station location and design. Through the public input process, the station location emerged as a major concern of neighborhood residents.

The Central Corridor LRT is a planned 11-mile transit line connecting downtown Saint Paul to downtown Minneapolis. The alignment of the line through Cedar Riverside will follow the Washington Avenue trench, and will feature one stop serving both the neighborhood and the University of Minnesota's West Bank. Alternative alignments have been discussed, but at the time of this writing the alignment described above is the preferred one.

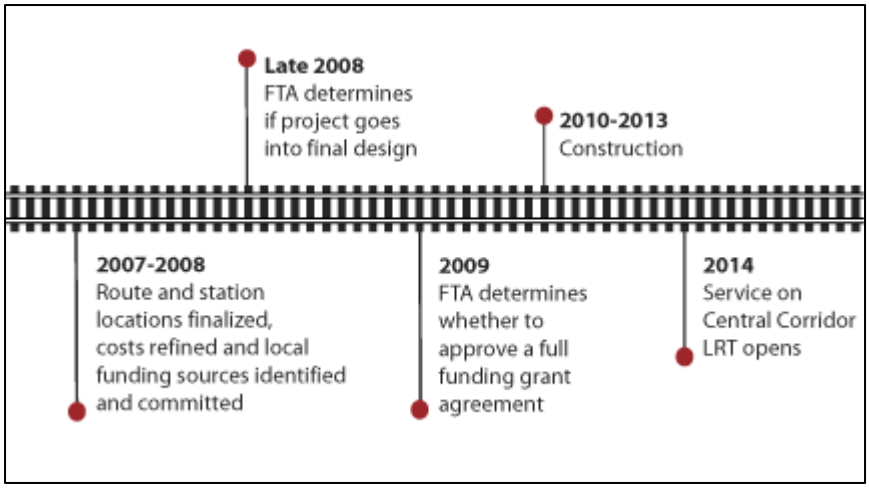


The Metropolitan Council estimates that around 4,250 riders will use this stop daily, with the majority of them walking to and from the station. This number comes from the high number of transit users in the area, reflecting the presence of University students traveling between the East Bank and

West Bank, the concentration of transit-dependent households in the neighborhood, and the area's overall concentration of population and jobs.

The new station has the potential to have a tremendous positive impact on the neighborhood. Besides the distinction of being the only area outside of downtown Minneapolis to be served by two LRT lines, it also makes important connections east towards shopping and employment centers in St. Paul – as well as linking together the University's campus.

During the planning process, there was some debate as to the best location of the station serving Cedar Riverside. Neighborhood residents strongly advocated for a location closer to Cedar Avenue, stating that this would better serve residents (including significant elderly, disabled, and disadvantaged populations), provide more opportunities for neighborhood businesses, and be more likely to spur transit-oriented redevelopment near the station. The University of Minnesota desires a station location that is situated closer to Blegen and Willey Halls where there is currently a bus stop with the most transit ridership in the neighborhood.



The purpose of this small area plan was not to make a final decision on station location because, quite simply, the plan and the City itself do not have the authority to do this. The decision will be made ultimately by the Metropolitan Council, after weighing input from various stakeholders and taking into account various practical considerations, including feasibility and cost. However, this plan does provide guidance as to elements of the station location and design that are most important to the neighborhood. This information, and the supporting analysis, can be used to guide the City's position in advocating for these aspects.

Analysis

Overview

The City hired URS Corporation to do an analysis of the station location, create conceptual illustrations of the station, identify key bicycle and pedestrian routes to the station, and develop general cost estimates for the various components of the proposed design. A copy of their report is

included in Appendix H. Although the consultant did review some conceptual renderings developed by another consulting firm for the University of Minnesota, this was an independent exercise and produced different results from the earlier analysis.

The analysis considered several options, settling on two that were considered feasible: locations: one between Cedar Ave and 19th Ave, and another one between 19th Ave and the University of Minnesota skyway. A location to the west of Cedar was eliminated due to a curvature of the road which could not accommodate the standard station alignment. Another location, directly at the University skyway (identified in the EIS as the preferred location) was eliminated due to lack of space to accommodate the station. All station design concepts assumed the need to accommodate a three-car platform, the standard for all of the stations on the Central Corridor LRT line.

Some key factors were considered in developing a proposed station design:

A sample concept for creating a prominent station access point at street level

- *Access to Cedar, 19th and the University skyway*. All three of these provide important access points for LRT riders. A super-station serving all three directly is less feasible since it would require convincing decision makers to build a station platform twice as big as any along the line, and therefore more expensive. Therefore, a couple options are presented for how to link the station platform to these points.

- *Presence of station at street level*. Since the LRT line will be located below grade in the Washington Ave trench, having a station presence at street level is key for visibility and ease of access. The obvious place to put this type of access would be along one or more of the bridges which span Washington Ave.

- *Bicycle and pedestrian access*. Ease of access by bicycle and on foot is critical to the station design, particularly due to its below-grade location. This includes ensuring convenient access for a range of physical abilities. Additionally, looking at the availability and quality of bicycle and pedestrian connections at alternative station locations provides a measure of their relative accessibility to riders – since conventional transit analysis would suggest they are too close to one another to calculate a difference in forecasted ridership.

- *Place making*. This station design provides an opportunity to address one of the major themes of this plan: building connections. The Washington Ave trench currently divides Seven Corners physically and psychologically from the rest of the neighborhood. A positive, visible presence in this space could help to literally bridge the gap for residents and businesses.

- *Benefits of having all in median*. The proposed location of the Central Avenue LRT corridor will be in the median of Washington Avenue, with auto travel lanes and ramps on either side. Any

station design that requires riders to reach the platform at the street level will require them to cross over free-flowing lanes of traffic to get there. An alternative would be to have the access directly from the skyway and/or bridges crossing over the road, so that riders could travel to and from the station within the median and not have to cross lanes of traffic to get there.

Two conceptual designs were developed, based on the identified locations and the criteria described above. These are not finalized designs, but rather scenarios that present a range of options that could be used separately or together. The main purpose of the plan's Central Corridor analysis was to broaden the conversation about the strengths and weaknesses of various scenarios before any official decisions were made by the Metropolitan Council on location and design.

Cedar-19th Scenario

The first scenario, shown in Map 8.4, places the LRT station platform between Cedar Ave and 19th Ave. This space is just long enough to accommodate a platform, which fills the full extent between the bridges. Direct access points to the station are shown on the Cedar Ave and 19th Ave bridges, with both stairs and elevators. The station is linked to the University of Minnesota skyway by another skyway originating at the 19th Ave bridge station access point. This skyway design allows for future University development on either side of Washington to link directly into it at a midway point – something a platform-level walkway would not allow. The skyway would also provide weather protection and thereby make the station more appealing for riders on cold or wet days.

The main station entrance is located on the Cedar Ave bridge, highlighted by a enclosed structure with high visual interest, as shown in Map 8.5. This would be the most visible aspect of the station at street level. Additionally, it could serve as a point of identification for the neighborhood itself, even providing space for information about neighborhood attractions and points of interest. Widening of the bridge around this point could allow for enhanced bus access, bicycle parking, and other facilities.

This scenario provides an immediate station presence at both Cedar and 19th, and is therefore convenient to the neighborhood. The access to the University is somewhat less efficient, though portions of the West Bank campus are near the 19th Ave access point.

19th-University Skyway Scenario

The second scenario, shown in Map 8.6, places the LRT station platform between 19th Ave and the University of Minnesota Skyway. Since this is a significantly larger gap than between Cedar and 19th, the platform layout is more spread out, though it contains similar elements to the previous scenario. Stair and elevator access would be provided directly from the 19th Ave bridge and the University skyway down to the platform. Cedar Ave would be accessed by a sloping enclosed walkway from the Cedar Ave

bridge access point. The slope would be gradual enough to be handicap accessible – in part because the Cedar Ave bridge is actually lower than the 19th Ave bridge. As mentioned above, the skyway link would also have a weather protection benefit.

The main station entrance at Cedar Ave would remain with basically the same configuration. The exception would be that the entrance would lead to the covered walkway, rather than a stair/elevator access.

This scenario provides more immediate access to the University with somewhat less convenient access from Cedar (19th Ave access is comparable in both scenarios). However, the sloping walkway to Cedar Ave does provide an extra level of redundancy for handicap access, in the event of an equipment failure with platform elevators.

Bicycle and Pedestrian Access

The consultants performed an analysis to show the most direct bicycle and pedestrian routes to each of the three access points, regardless of station design. This is shown in Map 8.7. The average walk time for those traveling from throughout the neighborhood ranges from as little as 2 minutes from Seven Corners to as much as 11 minutes from the southeastern end of the neighborhood. Bicycle access is simplified by the proposed plan for bicycle lanes along Riverside and 19th Ave, which would provide direct access to the 19th Ave entrance point.

For many transit riders who live, work, or go to school on the eastern side of the neighborhood, one of the most direct routes to the station is through the University of Minnesota campus, particularly if a station access point is placed at the skyway. Therefore, coordination would be necessary with the University regarding provision of direct routes and signage for those wishing to travel to and from the station this way.

The proposed bicycle and pedestrian system, which will allow for these station linkages, is shown on Map 8.8.

Cost Estimates

The consultant's analysis produced draft cost estimates for both scenarios, which are included in Appendix H. The estimates are broken down by line item, so that the components can be compiled in various configurations based on preference. In general, the two scenarios have similar costs for the basic station layout. However, there is a significant cost differential for the proposed skyway connections, based on their length and placement. While these features may be desirable, they may be too expensive to be considered part of the original project, and may have to be constructed separately as add-ons.

The decision-making process for the Central Corridor station location is a larger discussion, and is currently ongoing. It is the objective of this plan to provide valuable input, including an indication of community preference and

potential scenarios, to help inform both the City's position on this decision and the decision itself.

Recommendations

General

1. Promote the development of transportation connections within the neighborhood and between the neighborhood and surrounding areas.

    a. Explore opportunities to reconnect the street grid in connection with redevelopment projects.

    b. Investigate ways to rebuild road connections across the surrounding freeways to reconnect with surrounding local streets, particularly when connections improve traffic flow, create bicycle and pedestrian linkages, and/or open up land for development.

    c. Consider reconnection of 15th Ave S across the Washington Ave S, to provide a more connected street grid and better accessibility for adjacent properties.

    d. Maintain existing transportation connections of all types whenever possible, except in the case of compelling public interest.

2. Make improvements to enhance the role of the neighborhood as a accessible, safe, pleasant, and comfortable place to walk and bike.

    a. Improve the condition, quality, accessibility, and safety of existing pedestrian and bicycles routes when possible.

    b. Identify pedestrian routes and corridors through the neighborhood between the major streets, including east/west connections along 4th, 5th, and 6th Streets.

    c. Construct additional bicycle and pedestrian facilities where needed to create a more complete and connected network.

    d. Explore options to connect public bicycle and pedestrian paths to internal bicycle and pedestrian systems within large development and institutional campuses (e.g. University of Minnesota, Fairview Hospital, Augsburg College, Riverside Plaza).

    e. Develop safe and accessible bicycle and pedestrian linkages to parks, open spaces, LRT stations, and other public places, including places for people to gather and children to play.

f. Develop accessible bicycle and pedestrian connections between the neighborhood and the river.

g. Incorporate good design features, including public art and streetscape amenities, into public paths and corridors.

h. Ensure that bicycle and pedestrian corridors are well lit, properly maintained, and clearly signed.

i. Support a public safety approach that creates a safe and comfortable environment for bicyclists and pedestrians throughout the day and evening.

3. Build on the neighborhood's existing transit amenities to create a system that is understandable, convenient, and accessible.

   a. Improve wayfinding to and from transit stops within the neighborhood, including between stops where transfers may occur.

   b. Improve signage and amenities at transit stops to make transit ridership easier, safer, more accessible, and more convenient for new and existing riders.

   c. Support institutions who are investigating strategies for improving transit service within the neighborhood.

4. Encourage improvements to the surrounding freeway system which promote neighborhood connectivity, reduce cut-through traffic, and open up new areas for development.

   a. When possible, promote improved connections between neighborhood streets and surrounding streets, possibly in conjunction with freeway improvement projects.

   b. Ensure that freeway improvement projects do not decrease neighborhood connectivity or otherwise hinder local traffic flow in and to the neighborhood.

   c. Seek to identify and implement freeway improvements that would reduce cut-through traffic on local streets, including adding freeway movements from northbound I-94 to northbound I-35W.

   d. Support additional studies and projects related to the freeway system, including proposed reconfigurations to ramps at 3rd, 4th, and Washington.

Cedar Avenue/Washington Avenue

1. Make improvements to Cedar Avenue consistent with its role as a pedestrian-oriented Commercial Corridor.

a. Improve and enhance sidewalks and crosswalks with new materials and markings.

b. Add streetscape improvements including street trees and other landscaping, street furniture (e.g. benches, trash receptacles, bike racks, and kiosks), and pedestrian scale lighting.

c. Look for opportunities to add raised or landscaped medians to enhance street appearance and safety, while still maintaining traffic flow and needed turn movements.

d. Identify ways to provide a gateway to the neighborhood at northern and southern ends of Cedar/Washington Avenues, including public art, landscaping, signage, and other improvements.

e. Improve bus stops along Cedar Avenue with improved seating, signage, and other amenities.

2. Improve Cedar Ave intersections at Riverside Avenue and at Seven Corners to enhance pedestrian safety and accessibility.

    a. Make improvements including more visible intersection crosswalks, upgraded pedestrian signals, reconstruction of the triangle island at the Cedar Riverside intersection, new surface materials or patterns, general street repaving, and reconfiguration of turn lanes.

    b. Ensure that signal timing and turn prohibitions are in place to maximize safe and efficient travel for both pedestrians and vehicles.

    c. Investigate use of bollards, planters, or similar barriers to discourage crossing at unsafe points outside of the intersection.

    d. Continue to monitor traffic collisions, particularly involving pedestrians, to identify recurring problems that could be addressed to improve safety.

    e. Promote enforcement of traffic laws for all travelers, and educate the public on these laws and traffic safety in general.

3. Upgrade the mid-block crossing at vacated 5th Street (near Riverside Plaza), and create a public walkway through the corridor to Riverside Avenue, to improve pedestrian connectivity.

    a. Pursue funding for a pedestrian improvement project that includes improvements to this crossing point.

b. Work with property owners to ensure a permanent public easement or right-of-way through private property between Cedar and Riverside along the vacated 5th Street corridor.

c. Construct a pedestrian walkway on vacated 5th Street right-of-way, and coordinate with the redevelopment of the Dania Hall site to ensure compatibility.

d. Upgrade the mid-block crossing to ensure it is a more attractive and noticeable option for pedestrians, including curb extensions, a more visible crosswalk, better pedestrian signals, and adequate signal timing.

e. Integrate the improved crosswalk with surrounding improvements to landscaping, street furniture, and other enhancements.

4. Create strong visual and physical connections for pedestrians and bicyclists between street and LRT stations.

   a. Add signage, lighting and public art improvements which guide pedestrians and bicyclists between Cedar and the LRT stations.

   b. Improve way-finding for people wishing to make a transfer between Cedar Ave buses and the LRT.

   c. Better integrate physical connections to the Hiawatha LRT station into the neighborhood as a whole, and ensure that the same is done with the new Central Corridor LRT.

Riverside Avenue

1. Reconfigure Riverside Avenue within the existing curbs to allow for bicycle lanes, connecting over to both 19th Avenue and the Hiawatha LRT station, while ensuring maintenance of on-street parking and adequate traffic flow.

   a. Reduce the travel lanes from four to two along the road wherever possible, using the additional space for center turn lanes and bike lanes on both sides.

   b. Develop a detailed strategy to ensure that all uses of the road – including bike lanes, transit stops, travel lanes, turn lanes, and on-street parking – are accommodated efficiently and safely.

   c. Maintain existing on-street parking along the road wherever possible.

d. Coordinate improvements with other street upgrades, including resurfacing, signal timing optimization, and streetscape improvements.

e. Ensure consistent and clear signage for the bicycle lanes and integrate with neighborhood way-finding signs.

2. Improve safety and accessibility at pedestrian crossings, particularly at difficult intersections, including 20th Ave/5th St intersection.

   a. Encourage use of upgraded pedestrian crossings, including improved pedestrian signals and visible crosswalks.

   b. Investigate ways to limit turn movements at irregular intersections to improve traffic safety while still allowing access to adjacent uses.

3. Improve traffic flow on Riverside through traffic signal changes at intersections.

   a. Ensure that signal timing and turn prohibitions are in place to maximize safe and efficient travel for both pedestrians and vehicles.

4. Investigate other potential long term projects to enhance the Riverside Avenue corridor, including improved pedestrian facilities, landscaping along the street and in the median, and other amenities.

   a. Coordinate potential improvements to the pedestrian realm along the street with new development and with other street improvement projects.

   b. Work in partnership with nearby institutions to create and maintain an attractive gateway to the neighborhood along Riverside Avenue.

   c. Identify opportunities to green the corridor, including street trees, planters, pocket parks, and other landscaping.

Central Corridor

1. The Central Corridor station serving the area should be in the heart of the neighborhood.

   a. Locate the station in an area along the Washington Avenue trench in the neighborhood, convenient to residents, businesses, and institutions.

2. The Cedar Riverside/West Bank station of the Central Corridor should have a primary entrance point at Cedar Avenue.

   a. Create a direct connection between Cedar Avenue and the station platform.

b. Develop a station entrance on the Cedar Avenue bridge with strong visual interest and prominence.

c. Expand open areas at the station entrances to create attractive, landscaped pedestrian plaza spaces.

3. Ensure good pedestrian and bicycle linkages between the station and all areas of the neighborhood.

    a. Develop safe, convenient, and accessible connections between the station platform and major bicycle and pedestrian access points.

    b. Support the development of wayfinding signage to the station from various points in the neighborhood.

    c. Develop bicycle and pedestrian amenities at station entrance points, including bicycle parking, benches, trash receptacles, landscaping, and informational kiosks.

    d. Incorporate bicycle access, bicycle parking, and related amenities into the Central Corridor LRT station and other transit stations and stops where appropriate.

4. Promote station design that is attractive and reflects the unique character of the Cedar Riverside neighborhood.

    a. Work in coordination with neighborhood representatives, including arts and cultural institutions, to develop themes consistent with neighborhood character.

    b. Incorporate public art into the station design.

5. Encourage convenient and accessible connections between the LRT station and major bus routes through the neighborhood, including enhanced bus facilities at Cedar Avenue and 19th Avenue.

    a. Incorporate enhanced bus stops at station entrances.

    b. Work to coordinate bus routes and stops with LRT station access points.

    c. Include way-finding signage at bus and LRT stops to ensure good connections between the two modes

Map 8.1: Riverside Avenue Existing Conditions

SRF Consulting Group, Inc.

0078004
August 2007

EXISTING PEAK HOUR CAPACITY ANALYSIS

CEDAR-RIVERSIDE SMALL AREA PLAN TRAFFIC ANALYSIS
City of Minneapolis

Figure 3

Map 8.2: Riverside Avenue 2020 No Build

SRF Consulting Group, Inc.

0076604
August 2007

YEAR 2020 EXISTING ROADWAY PEAK HOUR CAPACITY ANALYSIS

CEDAR-RIVERSIDE SMALL AREA PLAN TRAFFIC ANALYSIS
City of Minneapolis

Figure 5

Map 8.3: Riverside Avenue 2020 Build

SRF Consulting Group, Inc.

0078084
August 2007

YEAR 2020 THREE-LANE ROADWAY PEAK HOUR CAPACITY ANALYSIS

CEDAR-RIVERSIDE SMALL AREA PLAN TRAFFIC ANALYSIS
City of Minneapolis

Figure 9

URS Cedar-Riverside / West Bank Central Corridor LRT Station Analysis:

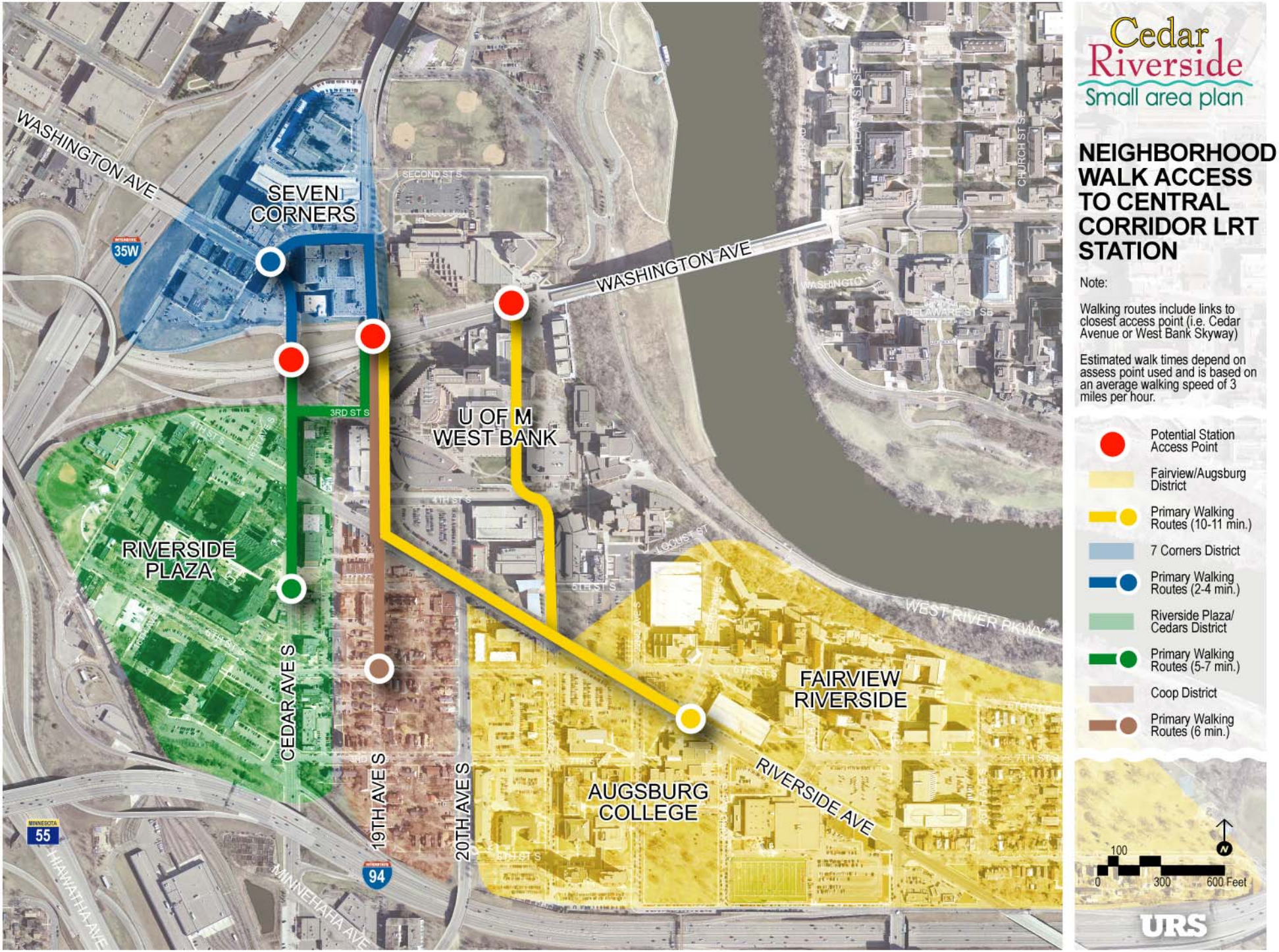
Map 8.4: Station Layout Scenario A

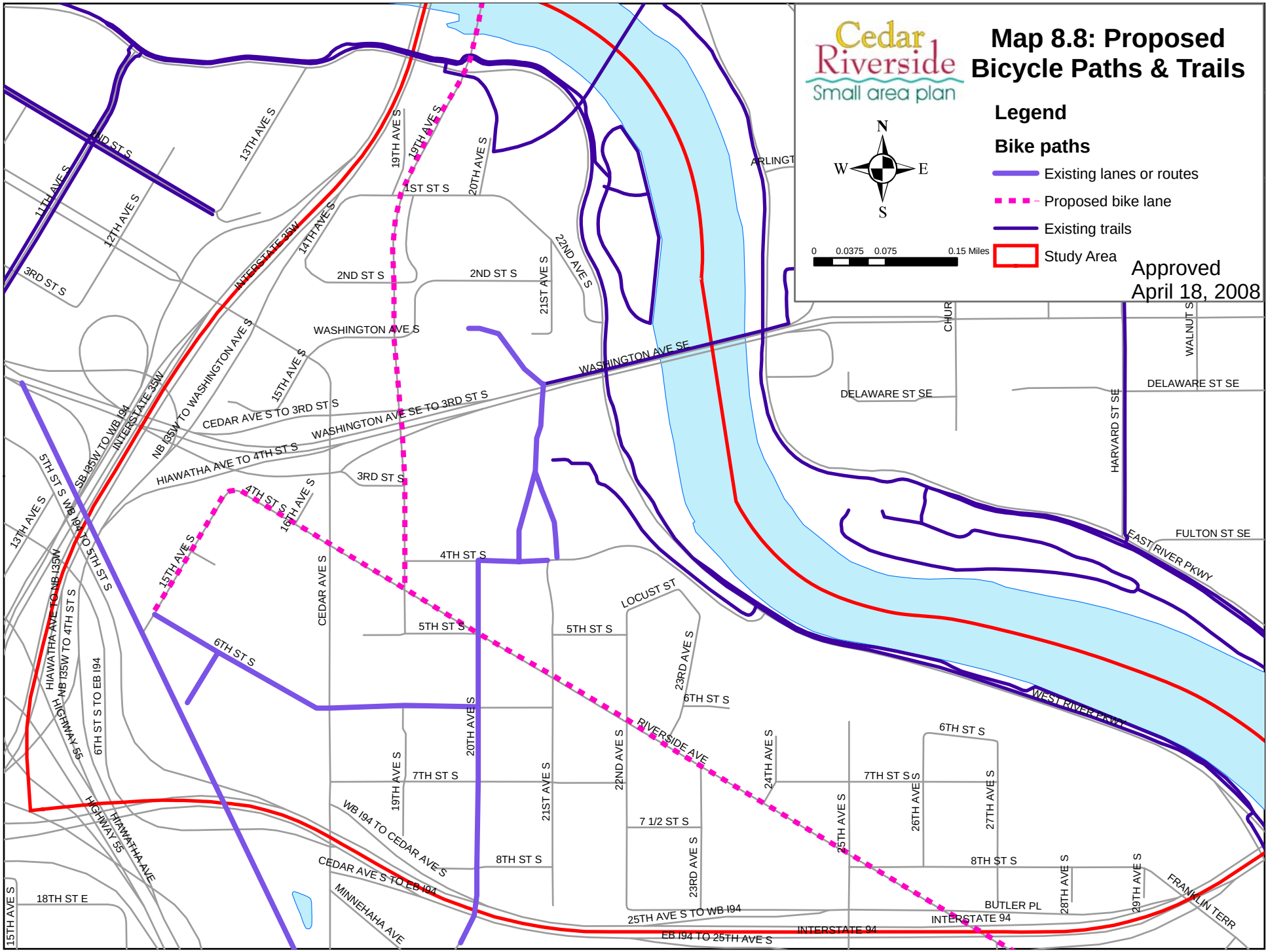
URS Cedar-Riverside / West Bank Central Corridor LRT Station Analysis:

Map 8.5: Cedar Avenue Entry Scenario A

URS Cedar-Riverside / West Bank Central Corridor LRT Station Analysis:

Map 8.6: Station Layout Scenario B


Cedar Riverside
Small area plan
NEIGHBORHOOD WALK ACCESS TO CENTRAL CORRIDOR LRT STATION
Note:
Walking routes include links to closest access point (i.e. Cedar Avenue or West Bank Skyway)
Estimated walk times depend on assess point used and is based on an average walking speed of 3 miles per hour.
Potential Station Access Point
Fairview/Augsburg District
Primary Walking Routes (10-11 min.)
7 Corners District
Primary Walking Routes (2-4 min.)
Riverside Plaza/ Cedars District
Primary Walking Routes (5-7 min.)
Coop District
Primary Walking Routes (6 min.)
WASHINGTON AVE
SEVEN CORNERS
35W
SECOND ST S
WASHINGTON AVE
U OF M WEST BANK
3RD ST S
RIVERSIDE PLAZA
CEDAR AVE S
19TH AVE S
20TH AVE S
AUGSBURG COLLEGE
FAIRVIEW RIVERSIDE
RIVERSIDE AVE
WEST RIVER PKWY
MINNEHAHA AVE
HIAWATHA AVE
55
94
100
0
300
600 Feet
URS


Cedar Riverside Small area plan
Map 8.8: Proposed Bicycle Paths & Trails
Legend
Bike paths
Existing lanes or routes
Proposed bike lane
Existing trails
Study Area
N
W
E
S
0 0.0375 0.075 0.15 Miles
Approved April 18, 2008
2ND ST S
11TH AVE S
12TH AVE S
13TH AVE S
19TH AVE S
19TH AVE S
20TH AVE S
1ST ST S
14TH AVE S
3RD ST S
INTERSTATE 35W
2ND ST S
2ND ST S
21ST AVE S
22ND AVE S
WASHINGTON AVE S
WASHINGTON AVE SE
15TH AVE S
CEDAR AVE S TO 3RD ST S
WASHINGTON AVE SE TO 3RD ST S
NB I35W TO WASHINGTON AVE S
SB I35W TO WB I94
INTERSTATE 35W
HIAWATHA AVE TO 4TH ST S
3RD ST S
4TH ST S
16TH AVE S
5TH ST S WB I94 TO 5TH ST S
13TH AVE S
15TH AVE S
4TH ST S
CEDAR AVE S
5TH ST S
5TH ST S
LOCUST ST
23RD AVE S
6TH ST S
HIAWATHA AVE TO NB I35W
NB I35W TO 4TH ST S
HIGHWAY 55
6TH ST S TO EB I94
6TH ST S
20TH AVE S
RIVERSIDE AVE
WEST RIVER PKWY
19TH AVE S
7TH ST S
21ST AVE S
22ND AVE S
24TH AVE S
7TH ST S
6TH ST S
26TH AVE S
27TH AVE S
25TH AVE S
7 1/2 ST S
23RD AVE S
8TH ST S
8TH ST S
28TH AVE S
29TH AVE S
WB I94 TO CEDAR AVE S
HIGHWAY 55
HIAWATHA AVE
CEDAR AVE S TO EB I94
MINNEHAHA AVE
15TH AVE S
18TH ST E
25TH AVE S TO WB I94
EB I94 TO 25TH AVE S
INTERSTATE 94
INTERSTATE 94
BUTLER PL
FRANKLIN TERR
DELAWARE ST SE
DELAWARE ST SE
HARVARD ST SE
WALNUT ST
FULTON ST SE
EAST RIVER PKWY

9. Implementation

The following chapter outlines an implementation methodology for the Cedar Riverside Small Area Plan and offers tools to assist the public and private sectors in the realization of the community vision for the neighborhood. After adoption by the City Council, the Plan will become a part of the City's comprehensive plan. While many implementation strategies will be the responsibility of the City, most of the directives will take a cooperative effort over time to achieve from community organizations, the neighborhood institutions, and private developers and property owners.

The tables on the following pages outline initial ideas for how the recommendations in this Plan can begin to be realized. The table defines responsible parties and timeframe for implementation (Near Term: 0-5 years; Mid Term: 5-10 years; Long Term: 10-20 years).

Land Use and Design Plan

The recommendations for land use and design improvements will be implemented over the long-term incrementally as sites redevelop or property owners make improvements to structures and their surroundings. The City's main tool for implementation will be the development review process, which provides community members and policymakers the opportunity to weigh in on specific land use and development changes in accordance with zoning regulations and existing policy direction. This plan will be the main policy tool used by city staff and policymakers in that decision-making process.

Recommendation	Responsibilities	Time Frame
Maintain land use largely as is with incremental change and infill consistent with surrounding character.	CPED, neighborhood organizations, institutions	0-5 years
Designate Cedar/Washington and Riverside Avenues as Commercial Corridors, and encourage the development of buildings with active, pedestrian-oriented uses on the ground floor along both avenues.	CPED	0-5 years
Infill redevelopment along Commercial Corridors should include a mix of uses to provide a range of activities and eyes on the street, particularly near transit stations and on City-owned sites such as Dania Hall.	CPED, neighborhood organizations, institutions, property owners	0-5 years
The future issuance for a Request for Proposals (RFP) for development on the City-owned Dania Hall site should be limited to that specific parcel. Any development should be consistent with this plan and benefit the public.	CPED	0-5 years
If large parking facilities are redeveloped, ensure that current levels of public parking will be maintained on site.	CPED	0-5 years
Maintain the designated Activity Center in the commercial area along Washington/Cedar Avenue, which supports activity throughout the day and evening, higher density housing, and pedestrian and transit orientation. Provide a boundary that generally follows the current C3A Activity Center zoning.	CPED	0-5 years
Wait to redevelop Lot A until there are stronger market conditions and more direction regarding the final design of the Central Corridor station. Future development should further the need to diversify neighborhood housing options, particularly ownership if feasible.	CPED	0-5 years
Focus the most intensive development near future transit stops and existing commercial areas and encourage the provision of open space and active stormwater management in new developments.	CPED, neighborhood organizations, institutions	0-5 years
Any future development along the Washington Avenue trench should be transit-oriented and create a presence along the trench with	CPED, neighborhood organizations	0-5 years

creative design solutions for both station access and visibility.		
Infill housing within the interior of the neighborhood should be complementary in bulk and height to adjacent uses.	CPED, neighborhood organizations	0-5 years
Work with the institutions to create incentive programs for employees to live in or near the neighborhood.	CPED, neighborhood organizations, institutions	0-5 years
Improve the residential mix in the neighborhood with an emphasis on ownership opportunities.	CPED, neighborhood organizations	5-10 years
Encourage the development of safe public and private spaces using principles of Crime Prevention Through Environmental Design (CPTED).	CPED, neighborhood organizations, institutions	0-5 years
Existing public connections throughout the neighborhood should remain intact for all modes of transportation to maintain visibility and efficiency.	CPED, Public Works, neighborhood organizations, institutions	0-5 years
Promote design along Cedar and Washington Avenues that is compatible with the historic design and commercial qualities of the corridors. Any historically-designated buildings should be preserved.	CPED, neighborhood organizations	0-5 years
Promote design along Riverside Avenue that more seamlessly incorporates institutional buildings into the surrounding neighborhood.	CPED, neighborhood organizations, institutions	0-5 years
Enhance the safety, quality, and quantity of public gathering spaces, both indoors and outdoors.	CPED, neighborhood organizations, institutions, MPRB	0-5 years
Continue to improve accessibility to and comfort in park properties and other open spaces.	CPED, neighborhood organizations, institutions, MPRB	0-5 years
Support increased indoor community activity space, particularly for youth in the neighborhood.	CPED, neighborhood organizations	5-10 years
Increase green space along the Commercial Corridors when reconstruction projects occur.	CPED, Public Works, institutions	5-10 years
Access and parking for new developments should be from the alley or a private driveway when possible, to minimize curb cuts.	CPED	0-5 years
Parking is discouraged between the primary building façade and the street; surface parking should be adjacent to or in the rear of buildings. Structured parking is encouraged for new developments.	CPED, neighborhood organizations, institutions	0-5 years
Dead-end and/or cul-de-sac public streets should be avoided. The abandonment of rights-of-way to support development is discouraged.	CPED, Public Works, institutions	0-5 years
Promote sustainable building practices and site design through the use of energy efficiency, sustainable materials, ecological landscaping and on-site stormwater management.	CPED, neighborhood organizations, institutions	0-5 years

Economic Development Plan

As described in Chapter 7, economic revitalization in Cedar Riverside will require a coordinated implementation strategy. These recommendations provide the essential foundation for public and private partners to begin work on the next steps. While a coordinated effort will be required for large-scale economic revitalization, the implementation of recommendations from other parts of the plan will be beneficial for incremental positive changes - a healthy economy also depends on a good land use mix, housing choices, perceptions of personal safety, effective and safe physical infrastructure, and a well-designed environment.

Economic Development Services proposed strategic implementation strategies to guide key stakeholders - property and business owners, area institutions, the city and county, arts organizations, and area residents – to work toward the ultimate vision. The consultant recommends a sequential priority list for implementation as an ideal scenario, while

also understanding that opportunities may arise that can be taken advantage of to the overall benefit of the implementation strategy. The strategies in sequential order are:

1. **Initiation by business community:** Coordinated focus from the business community, including commercial property owners, on commercial corridor revitalization in the Cedar Riverside neighborhood with committed partners in the public and private sector.

2. **Crime and safety:** Bring together institutional, business, public and private resources to aggressively address crime and safety issues in the commercial areas.

3. **Clear economic vision:** Engage property owners and business owners in refining the market niche for the four sub-areas of Cedar Riverside as a foundation for shaping the business mix through more strategic leasing, guiding the design and appearance of public realm improvements, facades and other features, as well as focusing marketing and promotional efforts. Continue to support small business owners.

4. **Design and appearance:** Strengthen connections between the commercial districts and the institutions, light rail transit, housing, downtown, freeways, and parking. Create an environment that inspires people to walk, bike, shop and visit the area.

5. **Marketing and promotion:** Implement marketing and promotional strategies to enable the sub-areas to attract businesses, developers and/or customers consistent with the sub-area market niches.

6. **Opportunity sites:** Stimulate commercial district revitalization by supporting redevelopment and/or renovation at key locations. (While this is a 6th element, it should not be considered 6th in sequential order. Market conditions, property owners and developer interest will substantially impact the time frame for redevelopment of opportunity sites.)

The recommendations and implementation strategies listed below all contribute to the priorities listed above. Before implementation can begin, however, more work is required to fill in the gaps between the recommendations and the priorities.

Recommendation	**Responsibilities**	**Time Frame**
General		
Make it easier for visitors (auto, bike, pedestrian) to find their way throughout the neighborhood through improved wayfinding signage to major destinations.	CPED, Public Works, neighborhood organizations, institutions	5-10 years
Maintain the current level of public parking wherever possible, particularly on sites identified for parking on the Future Land Use Map.	CPED, Public Works, institutions, private developers/property owners	0-5 years
Provide wayfinding signage to public parking facilities.	CPED, Public Works, institutions	0-5 years
Improve the validation system to include more area businesses, understandable directions, better marketing, and prominent signs in participating storefronts.	CPED, Public Works, neighborhood organizations, businesses	0-5 years
Encourage the presence of parking attendants, particularly in publicly-owned lots, as needed to ensure adequate safety and surveillance.	CPED, neighborhood organizations	0-5 years
Promote the use of shared parking among area businesses by better utilizing parking lots that sit empty during certain parts of the day.	CPED, neighborhood organizations, businesses, property owners	0-5 years

Create strong visual and physical connections for pedestrians and bicyclists to existing and future LRT stations.	CPED, Public Works, institutions, Met Council	0-5 years
Improve the pedestrian environment through enhanced streetscape, lighting, and active ground-floor uses, with attention paid to safety and security.	CPED, Public Works, institutions, private developers/property owners	5-10 years
Improve the cohesiveness, both visually and physically, of the commercial areas through a shared style emblematic of Cedar Riverside.	CPED, businesses	5-10 years
Seven Corners		
Ensure that the implementation efforts of the City's "Washington Boulevard" initiative include Seven Corners.	CPED, Public Works, Hennepin County, neighborhood organizations	0-5 years
Support business and arts growth that preserves a harmonious relationship with the existing diverse community of theaters, restaurants, retail, and residential.	CPED, neighborhood organizations, institutions, private developers/property owners	0-5 years
Install wayfinding signage from I-35W to cultural amenities both east and west of the freeway.	CPED, Public Works	5-10 years
Improve the pedestrian environment on the Washington Ave bridge over I-35W.	CPED, Public Works, Hennepin County	5-10 years
Any new development along the Washington Ave trench should have a transit-oriented design.	CPED, neighborhood organizations, institutions, private developers/property owners	0-5 years
Install a gateway feature at Cedar Avenue bridge over the trench.	Met Council	0-5 years
Encourage good pedestrian and bicycle connections between the LRT station and surrounding development.	CPED, neighborhood organizations, institutions, private developers/property owners	0-5 years
Rebuild connections between Seven Corners and the Cedar-Riverside intersection over the Washington Avenue trench via pedestrian and bicycle improvements to Cedar Avenue.	CPED, Public Works, Hennepin County, Met Council	0-5 years
Cedar-Riverside		
Continue to support a successful collection of destination businesses through strategic leasing and marketing efforts.	CPED, neighborhood organizations, businesses, property owners	5-10 years
Improve business storefronts, especially visibility into and out of stores, to encourage safety and cleanliness.	CPED, neighborhood organizations, businesses, property owners	0-5 years
Improve aesthetics and pedestrian safety at the intersection of Cedar and Riverside.	CPED, Public Works, businesses, property owners	0-5 years
South Cedar		
Visually and functionally create an identity as an ethnic marketplace with goods and services from diverse communities.	CPED, neighborhood organizations, businesses, property owners	5-10 years
Maintain the current music and entertainment scene while minimizing negative impacts on surrounding areas.	CPED, neighborhood organizations, businesses,	5-10 years

	property owners	
Enhance the physical appearance of businesses and structures in a manner that perpetuates the historical character of the corridor.	CPED, neighborhood organizations, businesses, property owners	0-5 years
Work with MPHA and other partners to evaluate the feasibility of commercial development along the vacant piece of their property.	CPED, MPHA	5-10 years
Riverside Avenue		
Place active uses on the ground floor at the street.	CPED, institutions, property owners	0-5 years
Provide entrances at the street and ample ground floor windows.	CPED, institutions, property owners	0-5 years
Encourage uses that meet the needs of both institutional users and area residents, including restaurants, coffee shops, and convenience goods and services.	CPED, neighborhood organizations, property owners, institutions	0-5 years

Transportation Plan

Many public entities have authority over transportation elements in Cedar Riverside. Roads are either owned by Hennepin County or the City of Minneapolis, the Metropolitan Council and Metro Transit are responsible for the bus and LRT lines and the University of Minnesota has authority over roads, bicycle paths, and sidewalks within its campus. Because of this complicated system of ownership and management, all parties will need to work in partnership to implement the transportation recommendations. From the public side, the primary implementation tool for infrastructure improvements are capital improvement plans. Federal, state, and local grants may also be a possibility should an opportunity for funding become available.

As with any transportation improvement projects citywide, a goal is not only to improve connectivity within the neighborhood but to improve connections to other parts of the city. This will be a primary consideration as transportation infrastructure projects are designed and implemented throughout the life of this plan.

While recommendations are listed individually, this does not imply that they must be implemented that way. As discussed in the Transportation chapter, several of these could be grouped together as part of larger projects. Prime examples of this are general road and streetscape improvement efforts along Cedar Ave or Riverside Ave. This will not only result in greater benefits for the area, but has the potential to reduce long-term costs and minimize disruption from construction.

Implementation of this plan will include identifying these projects and seeking appropriate funding, either through the capital improvements process, public/private partnerships, general City funds, grant programs, or other sources.

Parking recommendations, while an important part of the transportation network, are combined with those in the Economic Development chapter, to minimize duplication.

Recommendation	**Responsibilities**	**Time Frame**
General		
Explore opportunities to reconnect the street grid in connection with redevelopment projects	CPED, Public Works, institutions	0-5 years
Investigate ways to rebuild road connections across the surrounding freeways to reconnect with surrounding local streets, particularly when connections improve traffic flow, create bicycle and pedestrian linkages, and/or open up land for development.	CPED, Public Works, MnDOT	0-5 years
Consider reconnection of 15th Ave S across the Washington Ave S,	CPED, Public Works,	0-5 years

to provide a more connected street grid and better accessibility for adjacent properties	MnDOT	
Maintain existing transportation connections of all types whenever possible, except in the case of compelling public interest.	CPED, Public Works, MnDOT	0-5 years
Improve the condition, quality, accessibility, and safety of existing pedestrian and bicycles routes when possible.	CPED, Public Works	0-5 years
Identify pedestrian routes and corridors through the neighborhood between the major streets, including east/west connections along 4th, 5th, and 6th Streets.	CPED, Public Works, neighborhood organizations, institutions	0-5 years
Construct additional bicycle and pedestrian facilities where needed to create a more complete and connected network.	Public Works	5-10 years
Explore options to connect public bicycle and pedestrian paths to internal bicycle and pedestrian systems within large development and institutional campuses (e.g. University of Minnesota, Fairview Hospital, Augsburg College, Riverside Plaza).	Public Works, institutions	5-10 years
Develop safe and accessible bicycle and pedestrian linkages to parks, open spaces, LRT stations, and other public places, including places for people to gather and children to play.	Public Works, institutions	5-10 years
Develop accessible bicycle and pedestrian connections between the neighborhood and the river.	Public Works, institutions	5-10 years
Incorporate good design features, including public art and streetscape amenities, into public paths and corridors.	CPED, Public Works, institutions	0-5 years
Ensure that bicycle and pedestrian corridors are well lit, properly maintained, and clearly signed.	CPED, Public Works, institutions	0-5 years
Support a public safety approach that creates a safe and comfortable environment for bicyclists and pedestrians throughout the day and evening.	CPED, Public Works, Police, institutions	0-5 years
Improve wayfinding to and from transit stops within the neighborhood, including between stops where transfers may occur.	CPED, Public Works, Metro Transit	0-5 years
Improve signage and amenities at transit stops to make transit ridership easier, safer, more accessible, and more convenient for new and existing riders.	CPED, Public Works, Metro Transit	0-5 years
Support institutions who are investigating strategies for improving transit service within the neighborhood.	CPED, Public Works, Metro Transit	0-5 years
When possible, incorporate improved connections between neighborhood streets and surrounding streets into freeway improvement projects.	CPED, Public Works, MnDOT	10-20 years
Ensure that freeway improvement projects do not decrease neighborhood connectivity or otherwise hinder local traffic flow in and to the neighborhood.	CPED, Public Works, MnDOT	10-20 years
Seek to identify and implement freeway improvements that would reduce cut-through traffic on local streets, including adding freeway movements from northbound I-94 to northbound I-35W.	CPED, Public Works, MnDOT	10-20 years
Support additional studies and projects related to the freeway system, including proposed reconfigurations to ramps at 3rd, 4th, and Washington.	CPED, Public Works, MnDOT	5-10 years
Cedar Avenue/Washington Avenue		
Improve and enhance sidewalks and crosswalks with new materials and markings.	CPED, Public Works, Hennepin County	5-10 years
Add streetscape improvements including street trees and other landscaping, street furniture (e.g. benches, trash receptacles, bike racks, and kiosks), and pedestrian scale lighting.	CPED, Public Works, Hennepin County	5-10 years
Look for opportunities to add raised or landscaped medians to enhance street appearance and safety, while still maintaining traffic	CPED, Public Works, Hennepin County	5-10 years

flow and needed turn movements.		
Identify ways to provide a gateway to the neighborhood at northern and southern ends of Cedar/Washington Avenues, including public art, landscaping, signage, and other improvements.	CPED, Public Works, neighborhood organizations	5-10 years
Improve bus stops along Cedar Avenue with improved seating, signage, and other amenities.	Public Works, Metro Transit, Hennepin County	5-10 years
Make improvements at the intersection with Riverside and Seven Corners including more visible intersection crosswalks, upgraded pedestrian signals, reconstruction of the triangle cutout at the Cedar Riverside intersection, new surface materials or patterns, general street repaving, and reconfiguration of turn lanes.	CPED, Public Works, Hennepin County	0-5 years
Ensure that signal timing and turn prohibitions are in place to maximize safe and efficient travel for both pedestrians and vehicles.	Public Works	0-5 years
Investigate use of bollards, planters, or similar barriers to discourage crossing at unsafe points outside of the intersection.	CPED, Public Works, Hennepin County	0-5 years
Continue to monitor traffic collisions, particularly involving pedestrians, to identify recurring problems that could be addressed to improve safety.	Public Works, Hennepin County	0-5 years
Promote enforcement of traffic laws for all travelers, and educate the public on these laws and traffic safety in general.	Police	0-5 years
Upgrade the mid-block crossing at vacated 5th Street (near Riverside Plaza), and create a public walkway through the corridor to Riverside Avenue, to improve pedestrian connectivity.	CPED, Public Works, Hennepin County	0-5 years
Add signage, lighting and public art improvements which guide pedestrians and bicyclists between Cedar and the LRT stations.	CPED, Public Works, neighborhood organizations	5-10 years
Improve way-finding for people wishing to make a transfer between Cedar Ave buses and the LRT.	Public Works, Metro Transit	0-5 years
Better integrate physical connections to the Hiawatha LRT station into the neighborhood as a whole, and ensure that the same is done with the new Central Corridor LRT.	CPED, Public Works, Metro Transit	5-10 years
Riverside Avenue		
Reconfigure Riverside Avenue within the existing layout to allow for bicycle lanes, connecting over to both 19th Avenue and the Hiawatha LRT station, while ensuring maintenance of on-street parking and adequate traffic flow.	Public Works	5-10 years
Improve safety and accessibility at pedestrian crossings, particularly at difficult intersections, including 20th Ave/5th St intersection.	Public Works	5-10 years
Ensure that signal timing and turn prohibitions are in place to maximize safe and efficient travel for both pedestrians and vehicles.	Public Works	0-5 years
Coordinate potential improvements to the pedestrian realm along the street with new development and with other street improvement projects.	CPED, Public Works, institutions, neighborhood organizations	0-5 years
Work in partnership with nearby institutions to create and maintain an attractive gateway to the neighborhood along Riverside Avenue.	CPED, institutions	5-10 years
Identify opportunities to green the corridor, including street trees, planters, pocket parks, and other landscaping.	CPED, Public Works, institutions, neighborhood organizations	0-5 years
Central Corridor		
Locate the station in an area along the Washington Avenue trench in the neighborhood, convenient to residents, businesses, and institutions.	Met Council	0-5 years
Create a direct connection between Cedar Avenue and the station platform.	Met Council	0-5 years

Develop a station entrance on the Cedar Avenue bridge with strong visual interest and prominence.	Met Council	0-5 years
Expand open areas at the station entrances to create attractive, landscaped pedestrian plaza spaces.	Met Council, U of M	0-5 years
Develop safe, convenient, and accessible connections between the station platform and major bicycle and pedestrian access points.	CPED, Public Works, Met Council	0-5 years
Support the development of wayfinding signage to the station from various points in the neighborhood.	CPED, Public Works, Met Council, neighborhood organizations	0-5 years
Develop bicycle and pedestrian amenities at station entrance points, including bicycle parking, benches, trash receptacles, landscaping, and informational kiosks.	Met Council	0-5 years
Promote station design that is attractive and reflects the unique character of the Cedar Riverside neighborhood.	CPED, Public Works, Met Council, neighborhood organizations	0-5 years
Incorporate enhanced bus stops at station entrances.	Met Council	0-5 years
Work to coordinate bus routes and stops with LRT station access points.	CPED, Public Works, Met Council, neighborhood organizations	0-5 years
Include way-finding signage at bus and LRT stops to ensure good connections between the two modes.	Met Council	0-5 years