

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

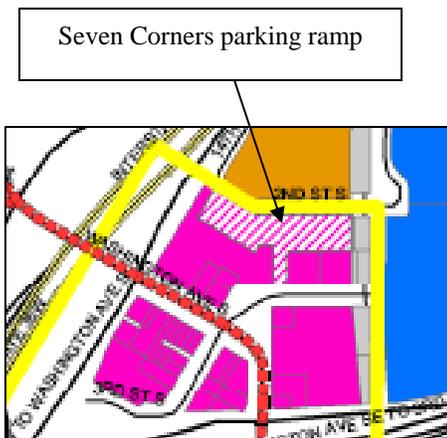
This area of the neighborhood currently has a variety of land uses including housing, restaurants, shops, hotel, parking, and theaters. As part of an Activity Center, it experiences daytime and evening activity that creates a lively atmosphere. Additionally, many of the structures exhibit a traditional 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.

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.

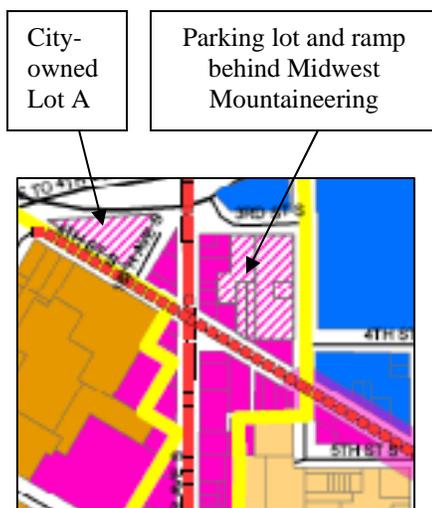
Cedar-Riverside Intersection

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.

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.



Future land use in Seven Corners



Future land use at the Cedar-Riverside intersection

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.

South Cedar

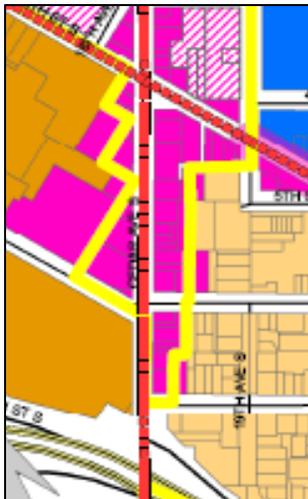
Existing land uses along the south end of Cedar Avenue are appropriate for the future land use designation of mixed use. Similar to the Cedar-Riverside intersection, any new development should include a mix of uses to create more activity during the day and evening. Additionally, any new development 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 on the southern part of Cedar Avenue



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.

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.

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.



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



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

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.

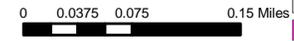
Urban Design

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.

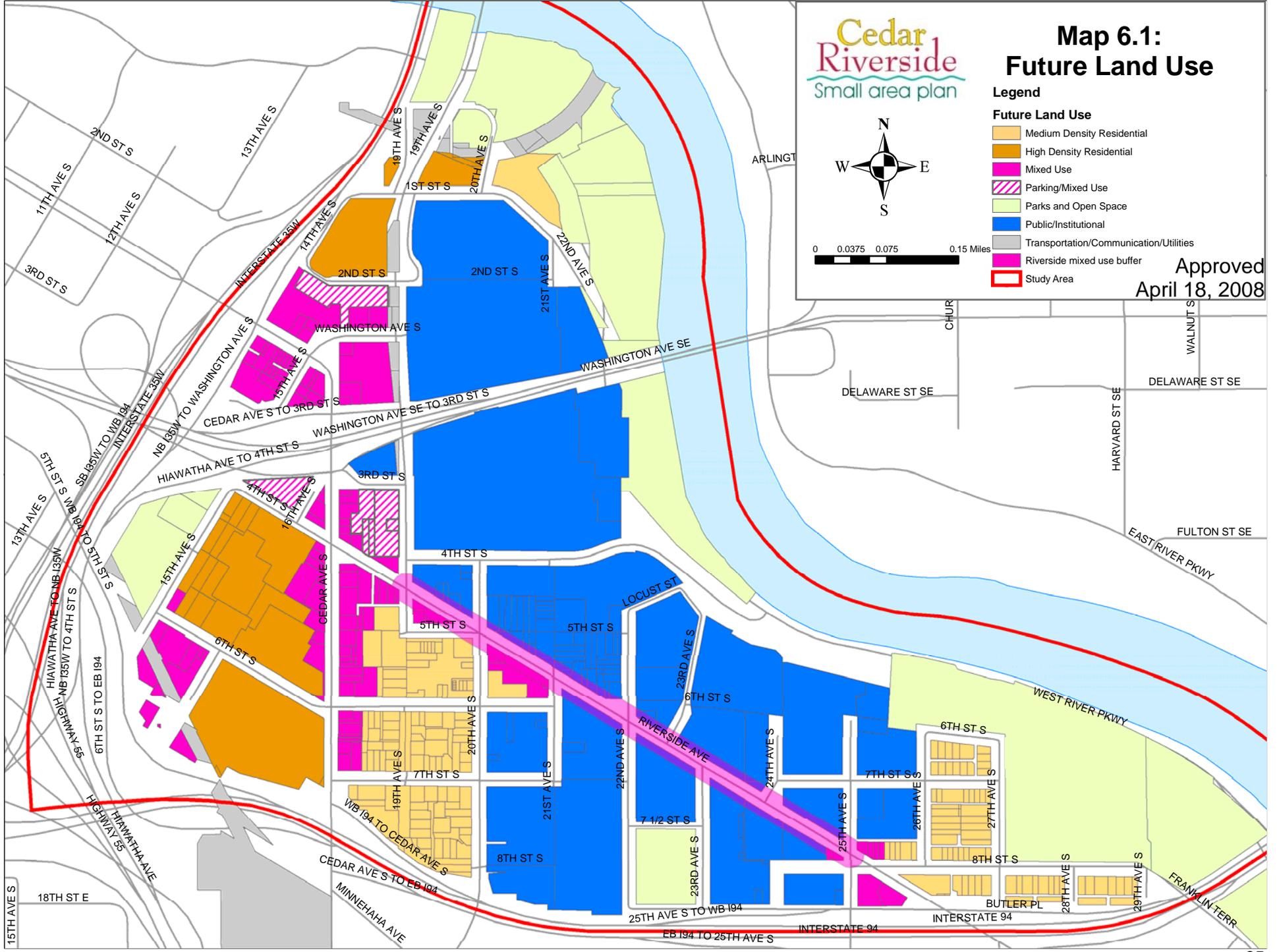
- b. Provide front entrances to the street and ample ground-floor windows.
 - c. Locate parking either below ground or behind structures.
- 5. Enhance the safety, quality, and quantity of public gathering spaces, both indoors and outdoors.
- 6. Continue to improve accessibility to and comfort in park 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.

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



Approved
April 18, 2008



Map 6.2: Future Land Use Features

Legend

- Activity Center
- Transit Station Area
- Commercial Corridor
- Community Corridor
- Study Area



0 0.035 0.07 0.14 Miles

Approved April 18, 2008

