

**MINNEAPOLIS NEIGHBORHOOD REVITALIZATION PROGRAM**

**CEDAR-ISLES-DEAN**

**NEIGHBORHOOD**

**ACTION PLAN**

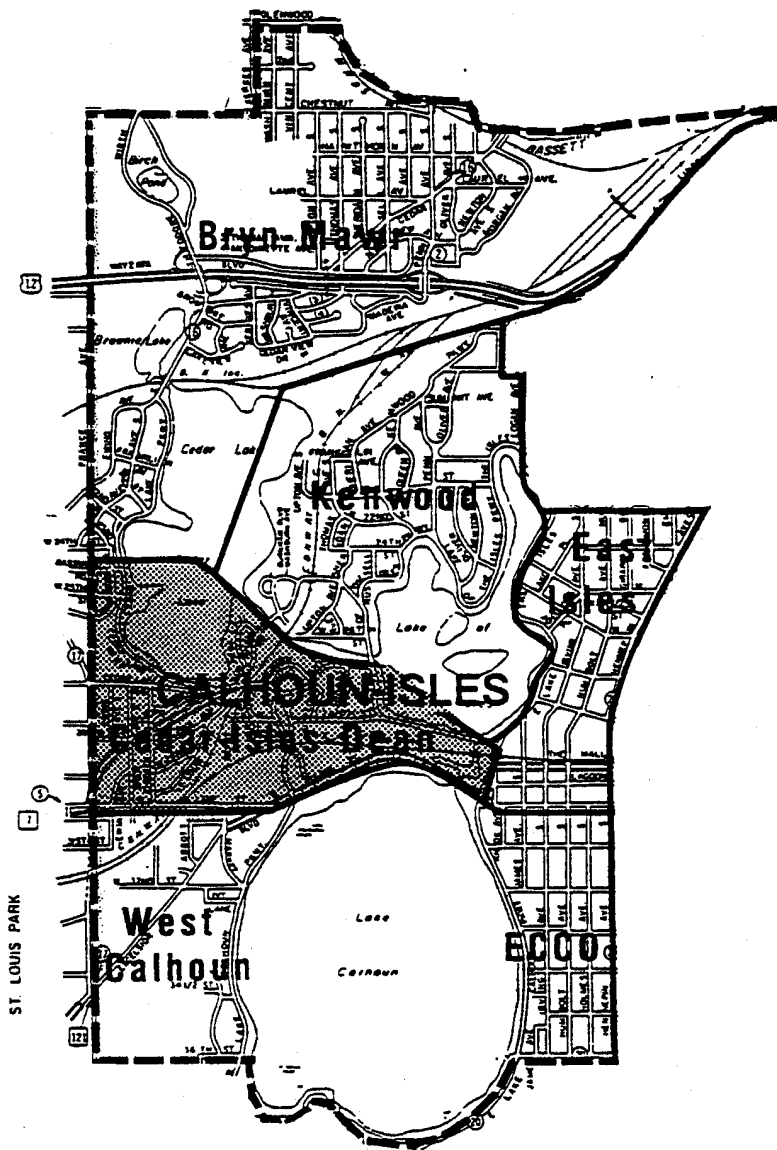
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# Cedar-Isles-Dean Neighborhood Revitalization Program

## NEIGHBORHOOD ACTION PLAN



**FINAL REPORT  
DECEMBER, 1994**

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## ACKNOWLEDGEMENTS

This plan is the product of many individuals in various committees who contributed hours of volunteer time throughout the project. The first of these was the committee that developed the Participation Agreement that began the program. This group was followed by a Steering Committee, and by three Interest Groups, and finally by a Plan Development Committee that met throughout the summer of 1994 to develop this document. The CIDNA Board has remained involved throughout the process, with many members serving on various committees, and CIDNA's President, David P. Shirley, has put in countless additional hours canvassing the neighborhood, attending meetings, and keeping the project moving.

City and NRP staff have offered guidance throughout the project, as have representatives from several agencies. The following list is an attempt to list all participants, but may inadvertently leave out some names, and if so, will be revised to include them.

### **CIDNA BOARD** (former and current)

LaVita Briones  
Bette Bruning  
Tom Dicks  
Betsy Erskine  
Miriam Feldman  
Harriet Horwitz  
Basil Ivanov  
Ken Moritz  
George Puzak  
Martin Richmond  
David P. Shirley  
Fred Thorson  
John Richter (emeritus)  
Don Willeke (emeritus)

Allie Wittenberg  
Jim Wittenberg

\* Members of Plan Development Committee

### **PARTICIPATION AGREEMENT COMMITTEE (1992)**

Neil Treger  
Kaye Rodriguez  
Miriam Feldman  
Ken Moritz  
Fred Thorson  
Bette Bruning  
David Shirley  
George Puzak

### **NRP COMMITTEE MEMBERS**

Karen Ballor  
Larry Berle  
LaVita Briones  
Jan Burke  
Thomas Dicks  
Andrea Edmonson  
Tarek El-Akkad  
Ann Marie Erb  
Harriet Horwitz  
Ruth V. Jones  
John Kopp  
Brian Landy  
Ken Moritz  
David Overall  
Martin Richmond  
David P. Shirley  
Fred Thorson  
Vern VanderWeide  
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### **STAFF**

Coordinators: Harriet Horwitz (1992)  
Suzanne Sutro Rhees (1993-present)  
NRP Staff: Jack Whitehurst  
Carol Mork  
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Planning Department:  
Carol Dixon (1992)  
Julia Paulsen

### **ADVISORS**

Park Board: Mary Barrick, Jeff Lee, Paul Domholt  
Public Works: Michael J. Monahan  
Minnesota Green: Rick Bonnlander  
Youth Coordinating Board: Kathy Wilken  
MCDA: Kaymarie Colaizy  
CCP/SAFE: Carol Oosterhuis  
City Council: Council Member Pat Scott

## I. NEIGHBORHOOD PROFILE

Cedar-Isles-Dean (abbreviated in this report as "CIDNA," the name of its neighborhood association) is a small, roughly wedge-shaped neighborhood in the lake area of Minneapolis. It lies north of Lake Calhoun, west of Lake of the Isles, and surrounds the south end of Cedar Lake. Its main boundaries are Lake Street to the south, France Avenue to the west, and the Kenilworth Lagoon and Lake of the Isles to the north and east.

Developed primarily in the 1920s, the neighborhood is laid out in relation to the lakes and the parkway system, and two existing railroad lines. The city's street grid is curved, angled, and otherwise altered by this framework. The odd angles where streets intersect have produced many small pockets of open space, including several "park triangles." Dean Parkway also contains substantial open space, and Sunset Boulevard has a planted median.

The Minneapolis Historic Preservation Commission has identified several historic buildings in CIDNA, including the Calhoun Beach Club, (built 1925) on the corner of Lake Street and Dean Parkway, and the Calhoun Beach Apartments, 2905 and 2915 Dean Parkway, also built in 1925. Other historic buildings include two Streamline Moderne style building built in the 1930s, and the Niles House (2801 Burnham Boulevard), designed by Frank Lloyd Wright in 1947.

### LAND USE

Most of CIDNA's land area is devoted to single-family homes on fairly large lots. Multifamily buildings are concentrated along Dean Parkway and Xerxes Avenue; a few other apartment buildings are located on Cedar Lake Parkway and behind the Calhoun Village Shopping Center at the juncture of the two railroad lines. Townhouses are concentrated between St. Louis Avenue and the railroad tracks.

Commercial land uses are concentrated along Lake Street, many of them in the Calhoun Village shopping center. The center contains a wide range of service businesses, including a video store, a bookstore, a liquor store, two optometrists, a yogurt/coffee shop, and several restaurants. Calhoun Village serves both CIDNA residents and the community around Lake Calhoun, as well as pass-through traffic on Lake Street. Adjacent to the shopping center are several free-standing commercial uses (Nora's Restaurant and a miniature golf course) and a building with several industrial tenants. Further east along Lake Street are several office buildings, including the Weisman Enterprises building and the Minister's Life Insurance Building, currently for sale.

A small pocket of nonresidential uses is located on West 28th Street opposite Park Siding park and next to the railroad tracks; these include Pinewood Studio, a furniture and craft shop, two artist's workshops/residences, and a computer sign business.

The neighborhood's only institutional use is the Jones-Harrison Residence, a retirement and nursing home located on five between Cedar Lake Avenue and Cedar Lake Parkway.

Originally established in 1888 on an 80-acre site as a home for elderly women and Christian ministers, it is now a non-denominational, non-profit institution providing elderly care. It has undergone substantial expansion over the years, and currently contains 163 beds; a recent addition included a parking garage. CIDNA and other neighborhood groups use the facility for their meetings.

CIDNA contains many parks and open spaces, although few are usable for active recreation.

**Cedar Lake Parkland:** includes Cedar South Beach, used seasonally for swimming, open space along shoreline, including wooded Cedar Lake Point, bicycle and walking paths (although these are not separated in the beach area). Another part of this area is the large open field between Cedar Lake Parkway and France Avenue.

**Park Siding Park:** this small park lies between 28th Street and the railroad tracks; facilities consist of playground equipment, picnic table. The park's out-of-the-way location and the barriers created by the railroad tracks and several one-way streets (Xerxes Avenue and 29th Street) make it difficult for residents to get there.

**Lake of the Isles Parkland:** Part of the shoreline of the lake lies within CIDNA's boundaries; it includes the south shore of the Kenilworth lagoon, and the small lagoon between Lake of the Isles and Lake Calhoun. A soccer field is located just south of Lake of the Isles Parkway near 28th Street, next to a service area for park vehicles.

**Dean Parkway:** Dean Parkway includes substantial areas of open space between traffic lanes on either side of the 29th Street railroad bridge. This area is planted with trees; a bike path runs through it.

**Park Triangles:** The neighborhood's west side includes three small "triangles" that are part of the city park system: West End Triangle and Chowen Triangle, at either end of 28th Street between Chowen and Cedar Lake Avenue, and the Alcott Triangle, at 29th Street and St. Louis Avenue.

Another unnamed triangle of vacant land (probably privately owned) is located where St. Louis Avenue meets Lake Street at Chowen; it was used as a volleyball court until trees were planted there as part of the Lake Street reconstruction.

## **NEIGHBORHOOD DEMOGRAPHICS**

Much of the demographic information that follows is based upon the "Planning Information Base" report prepared for CIDNA in Summer 1992. However, this information has been updated with the final results of the 1990 Census, which were not available when that report was prepared. We have also tried to eliminate some inconsistencies and errors in that report. See tables on page 4-5 and the following summary.

### **Population**

Neighborhood population increased by approximately 10.2 percent in the 1980s, from 2,035 to

2,243 in 1990. During that period, the population of Minneapolis declined by 0.7 percent. There were 1,164 households in the neighborhood in 1990. Not all persons were counted as living in households; 139 lived in "group quarters"—in this case, the Jones-Harrison Residence. The accompanying tables show that CIDNA's average household size is less than the citywide average, and that families make up a smaller percentage of the neighborhood's households. This reflects the large number of multi-family units, often occupied by one-person or other non-family households, in the neighborhood.

#### **Age composition**

If CIDNA's age composition is compared with that of Minneapolis as a whole, several facts stand out. It is generally an older neighborhood, with people over 35 making up a higher percentage of the population. The Jones-Harrison Residence contributes to the number of persons 65 and over.

Cedar-Isles-Dean has a smaller percentage of children under 18 than the city as a whole: 11.1 percent versus 20.6 percent. The number of households with children under 18 is also smaller: 13.8 percent versus 23.8 percent. The number of children in the neighborhood declined during the 1980s by about 25 percent, although the 0-5 age group increased slightly. It is interesting to note, however, that Health Department records showed 84 births within CIDNA in 1990-92. While this doesn't double the number of under-5 children (since many of the 83 counted in 1990 have moved into older age groups or may have moved away), it confirms the impression of many neighborhood residents that the number of young children has increased.

#### **Racial composition**

The neighborhood's racial makeup is predominantly white—97.5 percent—although the black, American Indian and Asian population all increased slightly in the 80s.

#### **Income**

The median household income of CIDNA residents in 1989 was \$50,307. Median household income citywide was \$25,324. (The median is the mid-point value; half of all values fall above it and half fall below.) Median family income in the neighborhood was \$78,791; the citywide median was \$32,998.

#### **Poverty level**

There were 9 families and 89 persons classified as below poverty level in 1990, or 2 percent of all families and 4 percent of the neighborhood's population. While low, this figure shows an increase from the 1980 total: no families in poverty, and only 0.9 percent of the total population. In Minneapolis, 14.1 percent of all families and 18.5 percent of all persons fall below the poverty level.

#### **Housing inventory**

The 1990 Census showed 1,216 housing units in Cedar-Isles-Dean. Data from the City Assessor Property Management Files indicated that there were 1,865 units in the neighborhood, however, this figure seems to be incorrect due to some double-counting of condominium units.

**TABLE 1: CEDAR-ISLES-DEAN POPULATION STATISTICS**

**TOTAL POPULATION**

	<b>1980</b>	<b>1990</b>	<b>PERCENT CHANGE</b>
CIDNA	2,035	2,243	10.2
MINNEAPOLIS	370,951	368,383	-0.7

	<b>CIDNA</b>	<b>MINNEAPOLIS</b>
NUMBER OF HOUSEHOLDS	1,164	160,682
NUMBER OF FAMILIES	482	77,671
FAMILIES AS PERCENT OF HOUSEHOLDS	41.4	48.3
AVERAGE HOUSEHOLD SIZE	1.81	2.19
PERCENT OF HOUSEHOLDS WITH CHILDREN UNDER 18	13.8	23.8

**AGE CLASSES: NUMBER AND PERCENT\***

	<b>CIDNA</b>	<b>PERCENT OF TOTAL</b>	<b>MINNEAPOLIS</b>	<b>PERCENT OF TOTAL</b>
0-5 YEARS	83	3.7	31,972	8.7
6-17	134	6.0	43,978	11.9
18-24	126	5.7	49,786	13.5
25-34	550	24.7	85,827	23.3
35-54	744	33.4	86,358	23.4
55-64	203	9.1	22,744	6.2
65+	384	17.3	47,718	12.9

\* Age count is based on sample; the 100% count showed 249 persons under the age of 18.

**RACIAL COMPOSITION**

	<b>CIDNA</b>		<b>MINNEAPOLIS</b>	
	<b>NUMBER</b>	<b>PERCENT</b>	<b>NUMBER</b>	<b>PERCENT</b>
White	2,186	97.5	288,967	78.4
Black	21	0.9	47,948	13.0
Amer. Indian	3	0.1	12,335	3.3
Asian/Other	31	1.4	19,133	5.2
Hispanic*	33	1.5	4,684	2.1

\* Hispanic is not a racial classification; each resident is also included under the racial group they have designated.

**TABLE 2: HOUSING STATISTICS**

HOUSING TYPES OF	NUMBER:	RENTER-	TOTAL	PERCENT
	OWNER-OCC.	OCC.		TOTAL
<b>UNITS</b>				
Single-family detached	334	0	334	27.5
Single-family attached	82	0	82	6.7
Two-family (duplex)	54	30	84	6.9
Multi-family:				
Three-four units	0	11	11	0.9
Five-nine units	0	105	105	8.6
10 - 49 units	76	195	313	22.3
50 or more	135	101	256	19.4
Other	0	30	31	2.5
<b>TOTAL UNITS*</b>	<b>681</b>	<b>472</b>	<b>1,216</b>	

\* Owner- and renter-occupied units do not add up to total units because 62 vacant housing units were included in the total.

Single-family detached units, while occupying much of CIDNA's land area, actually make up less than a third of all units, while just over half are located in multifamily buildings of five or more units. Most of these apartment buildings are located along Dean Parkway and Xerxes Avenue. Many apartment units and townhouses are condos; 309 units in all.

Census data show that 59 percent of all occupied units are owner-occupied, while the remaining 41 percent are renter-occupied. City Tax Assessor records show a homestead rate of 63.1 percent. City-wide, 77.4 percent of all units are homesteaded, but according to the census, only 49.7 are owner-occupied.

The City Assessor's files show 15 units in the neighborhood that are classified as substandard; these are scattered widely through the neighborhood, and include some small bungalows that were originally built as summer cottages.

Much of the neighborhood's housing stock was built in the 1920s, and according to the Census, 47.6 percent was built before 1939. The area west of Cedar Lake was developed in the 1940s. Housing construction continued in subsequent decades, although many of these units were in a few large multifamily buildings. Two townhouse developments along St. Louis and St. Paul Avenues were built in the 1970s and early 1980s, as was the high-rise Lake Point condominium.

### **Housing value and rent**

The 1990 median value for owner-occupied housing (based on owner estimates) was \$186,300. This value is considerably above the citywide median of \$71,700. The average value (more influenced by very high or low extremes) was \$208,000. Median rent was \$553. The citywide median was \$390.

### **SCHOOL ATTENDANCE**

In the 1990-91 school year, there were 86 elementary and secondary school students in CIDNA. They attended schools throughout the city. The largest number of elementary school students, 17, attended the Kenwood School, and the largest number of high school students, 11, attended Southwest High. Fifteen students from all school levels attended private schools.

### **NEIGHBORHOOD CRIME DATA**

CIDNA is part of the Fifth Precinct, (actually one of four precincts) which encompasses 21 neighborhoods in Southwest Minneapolis. The Fifth Precinct contains 30 percent of the city's population, but accounts for 23 percent of calls for police service and about 23 percent of serious crimes.

Although many CIDNA residents are concerned about crime, actual crime rates in the neighborhood are fairly low. According to Community Crime Prevention staff, most crimes in CIDNA and the surrounding Hill and Lake area neighborhoods are crimes against property. Burglary of dwellings, theft from motor vehicles, and damage to autos are the most frequent crimes; vehicle theft is also common. Between 1991 and 1993, crimes in the first three categories decreased, although vehicle theft did not. During that time period, Police Department statistics show that calls for service to police decreased by 19 percent in CIDNA and Kenwood combined.

A decrease in crime can be attributed to many factors, but one important factor is the work of block clubs and other neighborhood associations that maintain "eyes on the street" and help neighbors look out for each other. CCP staff have worked to develop an organizing committee for the Hill and Lake Area and to publicize crime prevention techniques.

## **II. NEIGHBORHOOD ORGANIZING EFFORTS**

CIDNA was accepted into the Neighborhood Revitalization Program in December, 1991. Over the next few months, a committee prepared a Neighborhood Participation Agreement, which was approved in the Spring of 1992. The agreement included a description of the neighborhood, a preliminary organizing plan and budget. At this point there was a hiatus while the CIDNA board found a coordinator for the "pre-workshop phase." Organizing efforts picked up again in early 1993, with a direct mailing to all residents that included a return postcard survey.

The postcard survey elicited 77 responses, many from residents who were interested in serving on future committees or receiving more information. (See "What You Told Us" in Appendix for a summary of those responses.) A coordinator for the "workshop phase" was hired in

September 1993, and began, along with several board members, to recruit volunteers for a steering committee and interest groups. A notice was placed in the *Hill and Lake Press* and was sent to all those who had responded to the postcard survey, announcing a "Kick-off" meeting on October 20. At this meeting, a steering committee of about a dozen people was formed and the group brainstormed on important issues.

At the next steering committee meeting, in November, participants developed a vision statement for the neighborhood and defined three major areas to be addressed by separate interest groups: environment, transportation, and community and urban design. A postcard was mailed inviting all residents an organizing meeting for these interest groups on December 1. This meeting drew about 20 participants who divided into interest groups, set some preliminary goals, and agreed upon a meeting schedule for the next few months.

The three interest groups met at roughly two-week intervals from January through March. Each group identified key issues, problems and opportunities, and began to develop some preliminary strategies. Representatives of a few key agencies--the Park Board and the Transportation Division of Public Works--helped to identify problems and potential solutions.

During this period, a bimonthly newsletter was produced and mailed to all residents and businesses in the neighborhood; issues appeared in December 1993 and February and April 1994. The newsletter provided updates on the NRP process and articles by CIDNA board members on topics of interest, such as profiles of local businesses and volunteers, the city snow removal system, and a series on lake water quality. A voice-mail number was also used to receive messages from residents and announce upcoming meetings.

In late March, members of all the interest groups attended a joint meeting to share the strategies they had developed and to discuss further outreach to other neighborhood residents. The problem they faced was that most of the NRP work to date had been done by a small group of volunteers--15 to 20 people--without feedback from other neighborhood residents. A door-to-door survey was selected as a way to involve those residents and solicit some responses to the initial goals and objectives that each interest group had developed. This survey was prepared with suggestions from each interest group and distributed to selected blocks during May. Eighty responses were received; a summary of results is included in the Appendix.

Another outreach effort, organized by the Environment Interest Group, was a neighborhood clean-up on April 9, which drew about 30 participants. The clean-up focused on the shoreline and parklands along Cedar Lake, Dean Parkway, Sunset Boulevard, and lands along both railroad lines.

In June, an Action Plan committee was formed, comprised of representatives from each interest group, to combine the strategies developed by each group into a neighborhood action plan. To ensure that neighborhood residents had the opportunity for input at this stage, a flyer was distributed to all households listing goals, objectives, and preliminary strategies. Residents were invited to comment at CIDNA's July Board meeting or to the association's voicemail number; several comments were received.

The committee continued to meet weekly throughout the summer to develop and refine the strategies listed in this plan. They went through a second round of meetings with agency staff in order to develop cost estimates and assess the feasibility of each strategy.

The Draft Neighborhood Action Plan (dated September, 1994) was circulated to the CIDNA Board and to other interested residents, while an 8-page summary report was mailed to all addresses in the neighborhood. The committee received many comments through three avenues:

- A reply form that was inserted into both plans and could be mailed back or dropped off at a local bookstore.
- Comments to CIDNA's voicemail line
- Comments at CIDNA's regular Board Meeting on September 7.

The committee reviewed all comments and discussed some of them at a follow-up meeting with interested residents. Committee members also held an on-site meeting with board members and residents of the Calhoun-Isles condo and townhome residents' association to look at options for a pedestrian crossing to Calhoun Village. Based on these meetings, revisions were made to the plan.

The Draft Action Plan, with revisions, was approved at a Neighborhood Ratification Meeting on October 1, 1994, with a unanimous vote of 43 in favor, none opposed. This revised plan incorporates those revisions and some additional budgetary adjustments made by the committee to stay within funding guidelines. The plan was approved by the NRP Policy Board on November 14, and by City Council on December 16.

### **III. NEIGHBORHOOD ACTION PLAN**

#### **A. VISION STATEMENT**

We recognize Cedar-Isles-Dean as one of Minneapolis' most livable neighborhoods, and as one whose resources and quality of life should be protected. As neighborhood residents, we have made a choice to live in the city, appreciate its resources, and are committed to protecting and enhancing neighborhood and citywide quality.

We envision a neighborhood where:

There is a strong sense of community and neighborhood identity:

- Residents feel safe from crime, from traffic hazards, and from pollutants;
- Through traffic is routed so as not to interfere with residential districts;
- Neighborhood amenities like the lakes, beaches and open space are shared with non-residents, while parking is managed to avoid congestion on residential streets;
- Connections with adjacent neighborhoods and with park and trail systems are created or enhanced;