

**Minneapolis Planning Department
Minneapolis Heritage Preservation Commission**

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MEMORANDUM

DATE: August 21, 2003
TO: The Honorable Gary Schiff, Chair
Zoning and Planning Committee
Members of the City Council
FROM: Greg Mathis
RE: Landmark designation of Station 13 Minneapolis Fire Department, 4201 Cedar Avenue South (Ward 9)

BACKGROUND:

Station 13 Minneapolis Fire Department is a 1½ story, Arts and Crafts Style building constructed in 1923. The fire station is located on the southeast corner of Cedar Avenue and East 42nd Street, in a small commercial node just north of Lake Hiawatha and Hiawatha Municipal Golf Course. Designed by the Minneapolis firm of Collins and Kennison, the brick and stucco fire station is unique because it was designed to fit with the residential character of the neighborhood, which was a departure from previous fire stations in the city.

The Fire Department vacated the building in 1980 and turned it over to the Public Works Department, who leased it to the Hennepin County Medical Center (HCMC) for use as an ambulance station until 2002, when HCMC ended their lease. The Public Works Department had no use for the property and offered it to the Minneapolis Community Development Agency (MCDA). The MCDA declined the offer; therefore, Public Works decided to sell the property.

The Transportation and Public Works Committee (T&PW) of the City Council reviewed the sale at a public hearing on December 19, 2002. The T&PW action was to direct Public Works staff to sell Fire Station 13 by sealed bid to the highest bidder, and to direct the Planning Department to fund the designation of the building as a landmark and National Register property. The purpose of the landmark and National Register designations is to preserve the fire station and improve the economic viability of the property. The City Council approved the T&PW action on December 30, 2002.

On January 21, 2003, the Heritage Preservation Commission (HPC) directed the Planning Department to commence landmark and National Register designation studies for Station 13. The Planning Department contracted with Carole Zellie of Landscape Research to conduct the designation studies. The landmark designation study was completed in May 2003. The designation study found that Fire Station 13 meets designation criteria (1) and (4) contained in

section 599.210 of the city's Heritage Preservation Regulations. A copy of the designation study/nomination form is attached.

The State Historic Preservation Officer (SHPO) was sent a copy of the proposed designation pursuant to the requirements of state law and section 599.250 of the city's Heritage Preservation Regulations. The SHPO has determined that Station 13 Minneapolis Fire Department eligible for local designation under designation criteria (1) and (4). The SHPO found that the Station 13 is historically significant for its association with fire protection during the modern era of city planning when Minneapolis was experiencing significant growth and new building construction. The building is architecturally significant as a unique local example of an Arts and Crafts bungalow-inspired design, which signified a departure from all of the city's precedents for buildings of this type. Additionally, the SHPO determined in July 2002 that Station 13 was eligible for listing on the National Register of Historic Places under Criterion A under the Area of Significance of Community Planning and Development. The SHPO determined "the fire station is a representative of the expansion of the city of Minneapolis into its present boundaries through the association with the spread of city services, and as an example of an institutional building conscientiously designed in a style that is compatible with the neighborhood residences it was built to serve." The SHPO comments are contained in letters dated July 9, 2003 and July 19, 2002.

The proposed designation was submitted to the City Planning Commission (CPC) for its review and comment, pursuant to section 599.260 of the Heritage Preservation Regulations. The CPC was asked to consider the relationship of the proposed designation to the city's comprehensive plan, the effect of the proposed designation on the surrounding area, and the consistency of the proposed designation with applicable development plans or objectives. On August 4, 2003 the CPC adopted the findings and recommendations included in the Planning Department staff report. A copy of the staff report dated July 31, 2003 is attached.

Sections 599.270 and 599.280 of the Heritage Preservation Regulations authorizes the HPC to hold a public hearing to consider proposed designations and to make findings and recommendations to the Zoning and Planning Committee of the City Council with respect to proposed designations. The HPC held a public hearing on August 19, 2003, to consider the landmark designation of Station 13 Minneapolis Fire Department. After listening to the staff report and all public testimony, the HPC adopted the findings and recommendations included in the Planning Department report. A copy of the staff report dated August, 19, 2003 is attached.

DESIGNATION CRITERIA:

Section 599.210 of the Heritage Preservation Regulations establishes criteria to be considered in determining whether a property is worthy of designation as a landmark or historic district because of its historical, cultural, architectural, archaeological or engineering significance. To be eligible for designation, a property must meet at least one of the following designation criteria:

- (1) The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.
- (2) The property is associated with the lives of significant persons or groups.

- (3) The property contains or is associated with distinctive elements of city identity.
- (4) The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.
- (5) The property exemplifies a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail.
- (6) The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects.
- (7) The property has yielded, or may be likely to yield, information important in prehistory or history.

FINDINGS

1. Consistency with designation criteria:

The designation study for Station 13 Minneapolis Fire Department (May 2003) shows that the property meets designation criteria (1) and (4) as follows:

- (1) *The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.*

Completed at a time when the city was experiencing significant population growth and new building construction, fire protection was a critical part of the early modern era of city planning. The creation of a domestically-scaled, Arts and Crafts Style fire station compatible with the surrounding neighborhood housing stock signaled the influence of progressive planning at the city's expanding edges, and reflects a contemporary national trend.

- (4) *The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.*

The Arts and Crafts bungalow-inspired design of Station 13 was a departure from all of the city's precedents for this building type, and remains a unique local example.

2. Consistency with the comprehensive plan:

The proposed designation promotes preservation of an historic resource and supports the following goal and policies of *The Minneapolis Plan*:

Goal 6. *Preserve, enhance and create a sustainable natural and historic environment citywide.*

Policy 1.7. *Minneapolis will recognize and celebrate its history.*

Policy 9.2. *Minneapolis will continue to preserve the natural ecology and the historical features that define its unique identity in the region.*

Policy 9.4. *Minneapolis will promote preservation as a tool for economic development and community revitalization.*

3. Effect on the surrounding area:

The City plans to sell the property after the landmark designation process is completed. The proposed designation will preserve a unique local landmark. The designation will not negatively affect the surrounding area.

4. Consistency with applicable development objectives:

There are no applicable development plans or development objectives adopted by the city council for this property and the surrounding area.

RECOMMENDATION OF THE CITY PLANNING DEPARTMENT:

The Heritage Preservation Commission recommends that the Zoning and Planning Committee of the City Council **adopt** the above findings and submit the same together with a recommendation to **approve** the landmark designation to the full City Council.

Attachments:

1. Station 13 Minneapolis Fire Department Designation Study, May 2003.
2. State Historic Preservation Officer comments, July 9, 2003.
3. State Historic Preservation Officer comments, July 19, 2002.
4. Planning Department report to the City Planning Commission, July 31, 2003.
5. Planning Department report to the Heritage Preservation Commission, August 19, 2003

City of Minneapolis Heritage Preservation Commission Registration Form

1. Name of Property

Historic Name: Station 13 Minneapolis Fire Department (MFD)

Other Name/Site Number:

2. Location of Property

Street and Number: 4201 Cedar Avenue S., Minneapolis, MN

located on original site not for publication ()

moved/date: ()

3. Ownership

Owner's Name: City of Minneapolis

Street and Number: 309 2nd Ave. S. #201

City: Minneapolis State: MN Zip: 55401

4. Classification

Ownership of property: private
 public
 both

Category of property: building
 site
 district
 structure
 object

Number of resources within property:

Contributing	Non-contributing
<u> 1 </u>	<u> </u> buildings
<u> </u>	<u> </u> sites
<u> </u>	<u> 1 </u> structures
<u> </u>	<u> </u> objects
<u> </u>	<u> </u> Total

(pending) Listed on the National Register of Historic Places

Date: May 1, 2003

5. Function or Use

Historic: Fire Station

Current: Vacant

6. Description

Architectural classification (style):
Craftsman / Bungalow

Materials: foundation: concrete
roof: asphalt shingle
walls: brick and stucco
other:

Describe present and historic physical appearance. Use continuation sheets.

7. Statement of Significance

(see continuation sheet)

Applicable local designation criteria: 1 and 4

Related local context(s):

“Civic, 1872-present,” and “Neighborhood Commercial Centers.”

Areas of significance:

Community Planning and Development
Architecture

Period(s) of significance: 1923-1979

Significant dates: 1923

Significant person(s): N/A

Cultural affiliation: N/A

Architect/Builder: Collins, Loren F. (ca. 1888 -1923) and Kennison, Herbert A (1887-?).

8. Major Bibliographic References

(see continuation sheet)

9. Geographical Data

Acreage of Property: less than one acre

PIN number: 12-028-24-32-0117

Metes and Bounds Property Description. See continuation sheets.

Legal Description. See continuation sheets.

10. Form prepared by:

Name/Title: Carole Zellie / Principal

Organization: Landscape Research for the Minneapolis Heritage Preservation Commission

Street and number: 1466 Hythe St.

Telephone: (651) 641-1230

City: St. Paul

State: MN

Zip: 55108

11. Minneapolis Heritage Preservation Commission Comments

Date submitted to Minneapolis HPC:

Date of Minneapolis HPC comment:

12. Description of City Council

Designation of property pursuant to:

Date of action:

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6. Description

Station 13 Minneapolis Fire Department (MFD) is a one-and one-half story fire station located at 4201 Cedar Avenue S. at the southeastern corner of E. 42nd Street and Cedar Avenue S. This corner is part of a small commercial district in a residential area north of Lake Hiawatha and the Hiawatha Municipal Golf Course. An alley runs along the east property line, and an apartment building is located immediately to the south.

The flat site has two mature conifers that flank the wide engine driveway at the west elevation and a third mature conifer approximately 10 feet from the station. These trees may appear in a 1936 view of the building. The Cedar Avenue frontage is devoted to a lawn, while the rear of the site is paved. A non-contributing 6-foot modern board fence shields the rear of the site from the public way. Fencing is not shown on the earliest available photograph (1936) of the site.

Exterior

The station was completed in 1923 and was designed by the Minneapolis firm of Collins and Kennison. The one and one-half story exterior is executed in the Arts and Crafts Style; in massing, scale and detail the station is reminiscent of residential bungalows from the 1920s. The 60 x 82-foot building has an irregular L-plan with a poured concrete foundation and a deep polychrome brick-faced watertable. The exterior walls are clad in smooth-finish, off-white stucco. Wood trim at the eaves and openings is painted light gray. The intersecting gable roofs are covered with light gray asphalt shingles. The roofline has a continuous course of wood brackets under the deep eaves and at the shed dormer.

The main, west-facing façade faces Cedar Avenue. A low, pedimented gable trimmed with a simple, wide bargeboard surmounts the recessed, centrally-located apparatus entry. The entry has a simple wood surround and double bi-fold doors with four single-paned lights. The doors are not historic. A shed-roofed dormer with three multi-paned windows projects from the roof slope above a pedimented gable. Two projecting bays flank the entry; the roofline above each is accented with heavy brackets and knee braces. A pair of double-hung windows is placed in each bay; each contains three-over-one sash. A concrete plaque below the windows identifies the station, date, and the building designer. Windows in each of the end bays contain six-over-one sash.

The north elevation faces 42nd Street. The main entry is centrally located under a low sloping roof supported by two pairs of heavy, stucco-finished brackets. A small double-hung window is placed between each pair of brackets. Two gables frame the low sloping roof. One contains an arched window with triple casements, the other a red brick chimney. Each gable end has a flat bargeboard, brackets, and prominent knee braces.

The entry has a single-leaf door framed by glazed sidelights and surmounted by a glazed transom. Low brick walls capped with concrete sills frame the concrete steps. A narrow concrete stair to a basement door is located west of the entry.

The east elevation faces the alley. There is a single service entry flanked by double-hung windows and surmounted by a glazed transom. An arched window with triple casements occupies the gable end. The hose tower, located in the ell where the two main gabled roofs are joined, is capped by a flat roof.

The south elevation has four pairs of double-hung windows and a single service entry. Another arched window with triple casements occupies the south-facing gable end.

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Interior

The station has a poured concrete basement day lit with large basement windows filled with fixed, multi-paned sash. A concrete-walled hose tower at the east wall extends to the attic level. The large, high-ceilinged central room has a poured concrete floor and walls, and five concrete mushroom columns support the reinforced concrete first floor.

The first floor is arranged around the central engine house. Walls throughout are plastered and many are finished with matte-glazed red tile wainscoting. The projecting bays flanking the engine house contain an office and the dispatch room. Other small rooms are partitioned on the south wall and adjacent to the rear entry. On the north wall, sleeping, dining, and kitchen rooms are arranged along a long hall. Floors are exposed concrete, or covered in linoleum or vinyl. The hall opens to a spacious entry foyer opposite a basement stair, and to a large meeting room in the northwest corner. This well-lit room has a cove molding at the ceiling and a large dark brown brick fireplace on the north wall. The floor is covered in linoleum or vinyl of unknown date. The fireplace has a corbelled mantel below a recessed brick panel and is flanked by double-hung windows and a built-in bookcase to the right. The double doors that open to this room from the hall appear to be the original, dark-stained units; there are other examples of similar doors on the first floor.

The station attic is reached by a stair in the southwest corner of the building. The attic is unfinished, with wide plank wood floors and exposed rafters and framing.

Station 13 MFD retains a high level of historic integrity, and the station and its site appear to have had only minimal alteration since construction.

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7. Significance

Introduction

Station 13 Minneapolis Fire Department (MFD), built in 1923, is eligible for Minneapolis Heritage Preservation Designation under Criterion 1 (association with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history) and Criterion 4 (the property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction).

Completed at a time when the city was experiencing significant population growth and new building construction, fire protection was a critical part of the modern era of city planning. The creation of a domestically-scaled, Arts and Crafts Style fire station compatible with the surrounding neighborhood housing stock signaled the influence of progressive planning at the city's expanding edges, and reflects a contemporary national trend.

Station 13 MFD is supported by the statewide historic context "Urban Centers, 1870-1940," and the Minneapolis Heritage Preservation Commission's historic contexts "Civic, 1872-present," and "Neighborhood Commercial Centers." It has also been nominated to the National Register of Historic Places under Criterion A (significance to the broad patterns of our history) in the area of Community Planning and Development.

Fire Protection

Minneapolis as an intelligent, progressive city has many things to be proud of, but no one thing is of greater importance or more highly appreciated than the fire department.

History of Fire and Police Departments of Minneapolis (1890), 181.

The construction of Station 13 followed nearly seventy-five years of organized fire protection in Minneapolis. In 1851, the Village of St. Anthony founded a short-lived volunteer fire department. Minneapolis, on the west side of the river, depended on the services of St. Anthony until 1868.¹ After the two municipalities were joined in 1872, they retained separate volunteer organizations. In 1879, a part-time paid fire department was organized by the City of Minneapolis, followed by a full-time department in 1884. By 1885 the staff numbered 105.

The city's population increased from 46,887 in 1880 to 164,738 in 1890, and the department was challenged by a large volume of new building construction, expanded city limits, and an inadequate public water system. Between 1884 and 1895, the department constructed fourteen new stations to meet the city's needs.

The adoption of building codes in 1884 addressed some of the worst fire hazards, but conflagrations often dominated the news.² Fires in the lumber and flour mills were among the most devastating, but many downtown commercial blocks were also lost. The popularity of balloon-framed wood houses, especially those on closely-built lots, contributed to hundreds of residential fires each year.

¹Marion D. Shutter, ed. *History of Minneapolis: Gateway to the Northwest* (Chicago: S.J. Clarke, 1923). 126-27. See also A. C. Costello, *History of Fire and Police Departments of Minneapolis* (Minneapolis: Relief Association Publishing Co., 1890), 40.

²Richard Heath, *Mill City Firefighters: The First Hundred Years, 1879-1979* (Minneapolis: Extra Alarm Assoc.,) 1981, 24.

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Planning the distribution of stations as the city grew was an ongoing task for the Minneapolis Fire Department. By 1891, none of the city's twenty-four stations were farther south than Hose Company 17 at 36th and Chicago avenues.³

New fire codes implemented between 1903 and 1911 required upgrades in manpower, stations, and equipment. Four bond issues were passed between 1911 and 1913 to fund new equipment, and to address the change to motorized equipment.⁴ The introduction of motorized equipment in 1910 gradually resulted in the reconfiguration of the service area of stations, since call times were decreased. Both pumps and hoses could be mounted on a single truck, also impacting the design of stations. (Station 28, built in 1914 at 2724 W. 43rd Street [NRHP] was the city's first to be designed solely for motorized vehicles.)⁵

Although at the city's southern "frontier," Station 13 was a replacement rather than an expansion station, and involved the closing of its central city predecessor located between W. 25th and 26th streets on 17th Avenue S. Originally organized in 1887 as Hose Company 13, this company acquired a motorized horse wagon in 1912, and then reverted to horse drawn wagon in 1917, and then back to a motorized hose wagon in 1924.⁶

The new Station 13 was an important improvement for the area south of 36th Street, and opened just as several public schools and other facilities were completed. The Standish Elementary School (1920-23), Roosevelt High School (1922) and Roosevelt Library (1925: NRHP) were built in the area's first years of settlement, and in the 1920s and 1930s, the Minnehaha Parkway, Nokomis and Hiawatha Lake portions of the Grand Rounds were completed, further encouraging residential development.⁷

According to historian Richard Heath, "the major economies that motor apparatus made possible—closing of stations and companies—caused significant change in fire department organization after 1920."⁸ Due in part to budget constraints, the transition to motorized trucks took place over about fifteen years between 1910 and 1925, with horses phased out in halting stages.⁹ The use of motorized trucks allowed new spatial arrangements for shops and repair within the facility, while removing the burden of livestock: tack rooms, stalls, and feed rooms were eliminated.¹⁰

By 1923, the Minneapolis Fire Department had 528 firemen, as well as twenty-eight stations or engine houses, and approximately one thousand alarm boxes. The equipment included twenty-four steam engines, twenty hose wagons, eleven hook and ladder trucks, five chemical engines, six fuel wagons, and automobiles for the chief and marshals.¹¹

With nearly 5,000 new residential units erected between 1919 and 1922, fire department administrators had reason to anticipate the need for service far from the city center. A map of "Principal Zones of Real Estate and Building

³ Engine 17 was organized as Hose 17 in Station "Q" at Chicago Ave. and 35th St. Designated Engine 17 in 1891; in 1941 occupied new Station 17 at Elliot Ave. and 35th St. See Heath, 211.

⁴ Heath, 77-83.

⁵ Susan Granger, Station 28 Minneapolis Fire Department (Lake Harriet Fire Station), National Register of Historic Places Nomination, 1993. On file, State Historic Preservation Office.

⁶ Heath, 211.

⁷ Theodore Wirth, *Minneapolis Park System 1883-1944* (Minneapolis: Board of Park Commissioners, 1945), 99; 268.

⁸ Heath, 101.

⁹ Heath, 100, 106. Fire departments were reluctant to abandon horses entirely because of their efficiency in deep snow.

¹⁰ Granger, Section 8, p. 8.

¹¹ Shutter, 128.

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Activity” for 1921-22 indicated that the southern edge of the city near Minnehaha Parkway and especially west of Lake Hiawatha was developing rapidly.¹² Motorized fire apparatus could now give quick response times; with no major expansions of city boundaries, many existing stations were judged to be well-placed to serve most residential neighborhoods. Advanced fire equipment and training, including the beginning of emergency medical training, were introduced.¹³

Although situated in a newly developing area, Station 13 is not strictly representative of new fire service like the expansion stations in Linden Hills (Station 28) and Johnson Street N.E. (Station 29). As a replacement of an earlier hose company closer to downtown,¹⁴ it is illustrative of how, in the late teens and early 1920s, fire department administrators were “less anxious to add new stations than to improve distribution of companies among existing stations.”¹⁵

According to Heath, in 1919, residents in the area around Cedar Ave. and W. 42nd St. had begun to “press strongly” for a neighborhood station.¹⁶ Concurrently, Seventh and Eleventh Ward residents around Hose Company 13 protested that service times to their locale would be greatly increased with the loss of the old station.¹⁷

Although the fire department felt that a modern station with motorized equipment would still serve the old neighborhood, arguing “the district can be served as efficiently by other stations with motorized apparatus,” residents were concerned that a Milwaukee Road railroad grade crossing often blocked traffic and could keep fire trucks from reaching the area.¹⁸ (The controversial issue of grade crossing had been addressed in 1912-1916 along 29th Street S. with a major grade separation project, but the Milwaukee Road’s other grade crossings were still under discussion.)

The new Station 13 was planned as a single-house station, accommodating one fire engine, and was erected at a cost of \$32,000. At construction, it was one of twenty-seven Minneapolis stations and one of four near the city’s southern edge.¹⁹ The station could offer protection to the Hiawatha industrial area to the east, as well as the still lightly-built surrounding residential area.²⁰ Although Minneapolis continued to suffer huge industrial fires in the 1920s—most notably the Albert Dickenson Elevator blaze near University Ave. S.E.—this generation of fire fighters was the product of improved training and department organization.²¹ General alarms, where all companies in the city were called, were greatly reduced with the use of motorized apparatus and an improved city water supply.

¹² “Principal Zones of Real Estate and Building Activity,” *Minneapolis Journal*, 28 May 1922, Real Estate and Homes Section, 5.

¹³ Heath, 109-112.

¹⁴ Heath, 89.

¹⁵ Heath, 102.

¹⁶ Heath, 102.

¹⁷ Heath, 102; “Citizens Protest Firehouse Closing,” *Minneapolis Journal* 6 Dec. 1922, 2. Despite a local tradition that seems to maintain that the construction of Station 13 was lobbied by area residents who specified the Arts and Crafts Style, no specific newspaper or other supporting documentation has been identified.

¹⁸ “Citizens Protest Firehouse Closing,” *Minneapolis Journal* 6 Dec. 1922, 2.

¹⁹ See Heath, “Stations and Companies as of 1/1/24,” 108.

²⁰ Adrian Huyck, *The Adrian Huyck Notebook: Minneapolis Fire Department, 1857- 1965* (Minneapolis: Extra Alarm Association, 1992).

See National Board of Fire Underwriters “Memorandum Re: Minneapolis, Minnesota Notes on Fire Stations, 1944” n.p.

²¹ Huyck, n.p., for records of fires.

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Over the next decades, older stations were replaced as funds allowed, and companies were relocated when new sites could provide better service. Of twenty-four stations in 1944, only seven remained from the period 1887 to 1900. Seven were built between 1901 and 1919, and six including Station 13 were built in the 1920s and 1930s.

Station 13 was closed in 1979 as part of the Fire Department's modernization and expansion. It subsequently housed an emergency medical technician (EMT) unit. Now vacant, it is only one of a few remaining stations that pre-date World War II.

The Bungalow Fire Station

The Arts and Crafts bungalow-inspired design of Station 13 was a departure from all of the city's precedents for this building type, and remains a unique local example. Beginning with the first volunteer stations erected in St. Anthony and Minneapolis, most were two-story structures with a dormitory on the second floor. A few early examples such as Fire Station 11 at 28 Second St. S.E. (1878, razed), had elaborate Italianate facades, but utilitarian, flat-roofed buildings with a requisite bell or hose tower and single, double, or triple entries—depending on the engine, hose, or chemical company housed within—were standard by the end of the nineteenth century. With the gradual adoption of motorized vehicles and the elimination of horse stalls and bulky wagons, however, the early twentieth-century fire station designer had more flexibility than ever before.

The designers of Station 13 integrated the building into what would be a low-rise residential area. The design was low and horizontal, with a front yard, and it did not immediately announce its fire station function to the passerby. Concealed features such as the hose tower maintained the low profile. With the recessed apparatus doors almost hidden under a deep pediment, and the placement of the chimney against a well-trimmed gable, a cozy house rather than an often-noisy public safety building was suggested.

After about 1905, periodicals such as *Fireman's Herald* and *Fire Service* illustrated the new trend for bungalow-styled fire stations. Historian Rebecca Zurier notes

Like single-family homes, these stations were set back from the street with a landscaped lawn and garden. Architects actually disguised some of the fire station's more obvious attributes: they put hose-drying areas into sunken shafts inside the station to eliminate the tower, and even toned down the signs or lettering that identified the building . . . The small scale of the stations made interiors seem more like those of a private home than a cavernous hall.²²

Zurier found that in addition to the more flexible layout allowed by the transition to motorized vehicles, early twentieth-century design reflected changes in firehouse scheduling, the addition of kitchens and comfortable lounging areas, and the expanding role of firemen as "neighbors."²³ At Station 13, the inclusion of a well-lit meeting room, fireplace and bookcases, indicates that the building was fully programmed on the domestic model. Anecdotal reports about past uses of the station include stories about boxing matches in the basement and a variety of other community events at the facility.

²² Rebecca Zurier, *The American Firehouse: An Architectural and Social History* (New York: Abbeville Press, 1982), 159.

²³ Zurier, 160-63.

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The Minneapolis Bungalow

Across the United States, a variety of Arts and Crafts and Period Revival style fire stations were built in suburban areas, especially where residents resisted a traditional design.²⁴ In Minneapolis, the design of Station 13 did not so much match adjacent buildings as anticipate the houses that would eventually be constructed.²⁵

By 1923, many varieties of the Arts and Crafts bungalow had been tested in the Minneapolis market by builders and architects. The earliest bungalows date from the early twentieth century, and thousands can be found throughout the city. North of the station, they are concentrated along Cedar Avenue to the south in the Hiawatha-Nokomis neighborhoods (where Period Revival styles were also popular), and to the east in the Longfellow neighborhood. The bungalow was available through plan books in the most rudimentary forms from sources such as Sears Roebuck and Co., as well as custom-designed by Minneapolis architects such as John W. Lindstrom. In the early 1920s, nearly every real estate section of the *Minneapolis Journal* advertised bungalows with features such as a low-pitched gable roof, deep eaves, a front porch, simple geometric trim, and banded windows. Low-priced examples were priced at approximately \$5,000. At the interior, the compact plan offered cabinetry of maple or quarter-sawn oak.

Planning for Cedar Avenue Heights and City Growth

What is now the intersection of W. 42nd Street and Cedar Avenue S. was part of lands annexed by Minneapolis in 1887. Running south from near the Falls of St. Anthony, Cedar Avenue crossed the oldest settled areas of the city, and skirted the industrial corridor of Hiawatha Avenue past Layman's Cemetery and Powderhorn Lake. South of 36th Street, the city's residential character changed from densely-built late nineteenth-century buildings to a lower-rise and slightly more spacious landscape. The Cedar Avenue Heights Addition was platted by 1915, but few houses were built until after the extension of the electric streetcar to 42nd Street in ca. 1920. The acquisition of Rice Lake (Hiawatha Lake) in 1923 and the creation of the surrounding park and municipal golf course also spurred growth.²⁶

Minneapolis population increased from 202,718 to 380,582 between 1900 and 1920, and then grew to 464,356 by 1930. This growth was fairly well distributed along its expanding streetcar routes, but by the time the 42nd St. area was built up, the automobile was becoming regarded as a necessity rather than a luxury by many, as the historic one-car garages behind the area's modest houses attest.

The 1920s were modern city planning's "first big decade," a period when the need for integration of real estate dealers' plans and local government received national attention.²⁷ In 1921, Secretary of Commerce Herbert Hoover appointed an Advisory Committee on Zoning, which published *the Standard State Zoning Enabling Act*. In 1928, its successor committee published the *Standard City Planning Enabling Act*. It outlined principles for local government in implementing a comprehensive urban land use plan. Minneapolis adopted its first zoning ordinance in 1924.

²⁴ Zurier, 163-64.

²⁵ Borchert et. al., 82.

²⁶ Wirth, 99.

²⁷ Marc A. Weiss, *The Rise of the Community Builders: The American Real Estate Industry and Urban Land Planning* (New York: Columbia University Press, 1987), 67.

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Areas such as Cedar Avenue Heights were zoned primarily for single-family residential construction, while lots fronting streetcar routes and major arterials were zoned commercial.

New residential areas such as Cedar Avenue Heights were shaped by a number of federal initiatives and programs. Following World War I, the U.S. housing shortage resulted in 121 families in the U.S. for every 100 houses by 1920; an estimated sixty percent of the population were tenants.²⁸ Realtors became increasingly involved in lobbying for public policy changes, and a need for industry-wide real estate research. At the same time, proposals to create a system of modern mortgage lending were made in the U.S. House and Senate. Up to this time, in Minneapolis and St. Paul as in other cities, most financing for new housing was offered by the land sellers on short-term land contract.

In 1919 the national "Own Your Own Home" campaign was launched by the U.S. Department of Labor. Steadily advertised in the *Minneapolis Journal*, it was supported by real estate dealers, builders, architects, and building suppliers. Advertising slogans included invocations about the importance of thrift and the perils of renting, illustrating that ownership of a modest home was possible for many.

In 1920, the Better Homes in America Movement was headed by Secretary of Commerce Herbert Hoover. According to President Calvin Coolidge, the movement provided "a channel through which men and women in each community can encourage the building, ornamenting and owning of private homes by the people at large." It operated through local demonstrations of "Better Homes" during "Better Homes Week" each year, and had many tie-ins with the Chamber of Commerce, Building and Loan associations, and womens' clubs.²⁹

Consumer goods related to housing, including all of the new conveniences in refrigeration, cleaning, and landscaping, were heavily advertised in the early 1920s. The *Minneapolis Journal* built its annual "Journal House" and sponsored other programs that allowed the public to tour new modern construction.

In the early 1920s, a small commercial center with a drugstore and other shops was built on the other three corner lots of the W. 42nd Street intersection opposite the station.³⁰ Despite the general volume of construction in the vicinity, however, residential construction around Station 13 did not fill in until the 1930s, and west of Cedar Avenue many blocks were not built up until after World War II. With the strong promotion of home ownership and financing, many of the modest houses of this area could be purchased by workers at nearby industries along the Hiawatha corridor, such as Minneapolis Moline, and by office and store workers who relied on the streetcar to reach downtown employment.

Collins and Kennison

The innovative design of Station 13 MFD was created by the short-lived partnership of engineer Loren F. Collins (ca. 1888 -1923) and architect Herbert A. Kennison (1887-?). Their other projects are not known. Collins was part

²⁸ Pearl Davies, *Real Estate in American History* (Washington D.C.: Public Affairs Press, 1958), 138.

²⁹ See *Minneapolis Journal* Real Estate Sections (Sunday) for April and May, 1923-1924 for a sampling of Better Homes in America advertising.

³⁰ For example, the one-story shop building at 1832 W. 42nd Street / 4155 Cedar Ave. S. was completed in 1923.

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LOCAL DESIGNATION
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of Hartzell & Collins between 1915-1917, and then entered private practice before joining Herbert A. Kennison, possibly for this project.

Herbert A. Kennison, a graduate of Cornell University, arrived in Minneapolis in 1910 and worked for William C. Whitney until 1913, and then as the head of Harry W. Jones office until 1916. After a period in private practice, he became the chief engineer and designer for the Office of the State Architect of North Dakota in Fargo. Apart from Station 13, nothing is known of his completed works.³¹

Summary

Fire Station 13 MFD is eligible for Minneapolis Heritage Preservation designation for its association with fire protection during the early modern era of city planning when Minneapolis was experiencing significant population growth and new building construction. The creation of a domestically-scaled, bungalow station reflecting the Arts and Crafts Style, one very compatible with the surrounding neighborhood housing stock, signaled the influence of progressive planning at the city's expanding edges. The building retains a good level of historic integrity and has had few significant changes to the exterior or interior.

³¹ Loren Collins and Herbert A. Kennison files, Northwest Architectural Archives, University of Minnesota. See also Minneapolis City Directories, ca. 1910-1924.

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8. Bibliography

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Station 13 Minneapolis Fire Department (MFD)

9. Geographical Data

UTM References

Zone	Easting	Northing
15	480550	4974670

Verbal Boundary Description

Lots 29 and 30 and N 20 ft. of Lot 28, Block 4, Cedar Avenue Heights Addition to Minneapolis.
(See metes and bounds)

Boundary Justification

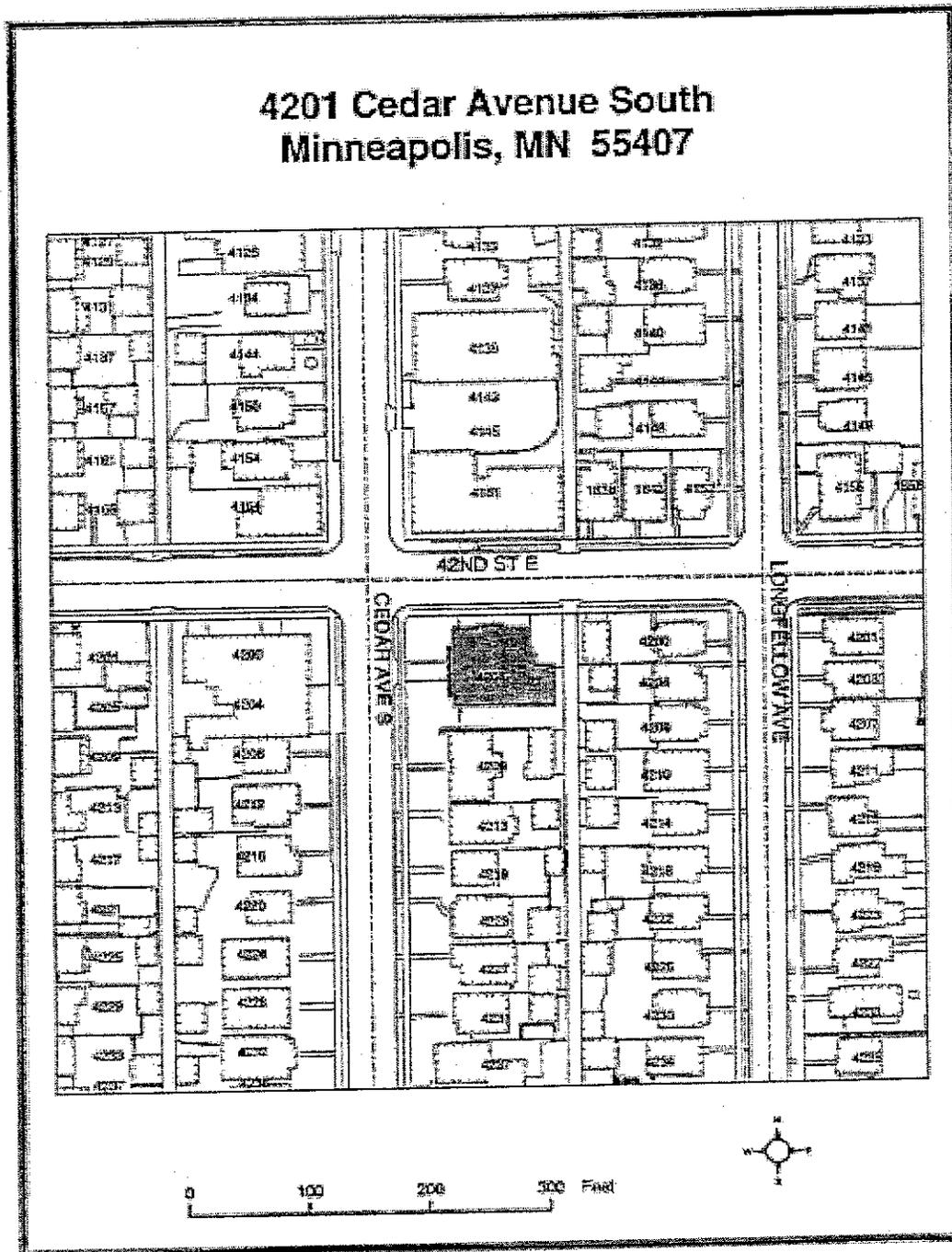
The boundary of the nominated property includes the parcel of land historically associated with Fire Station 13 MFD.

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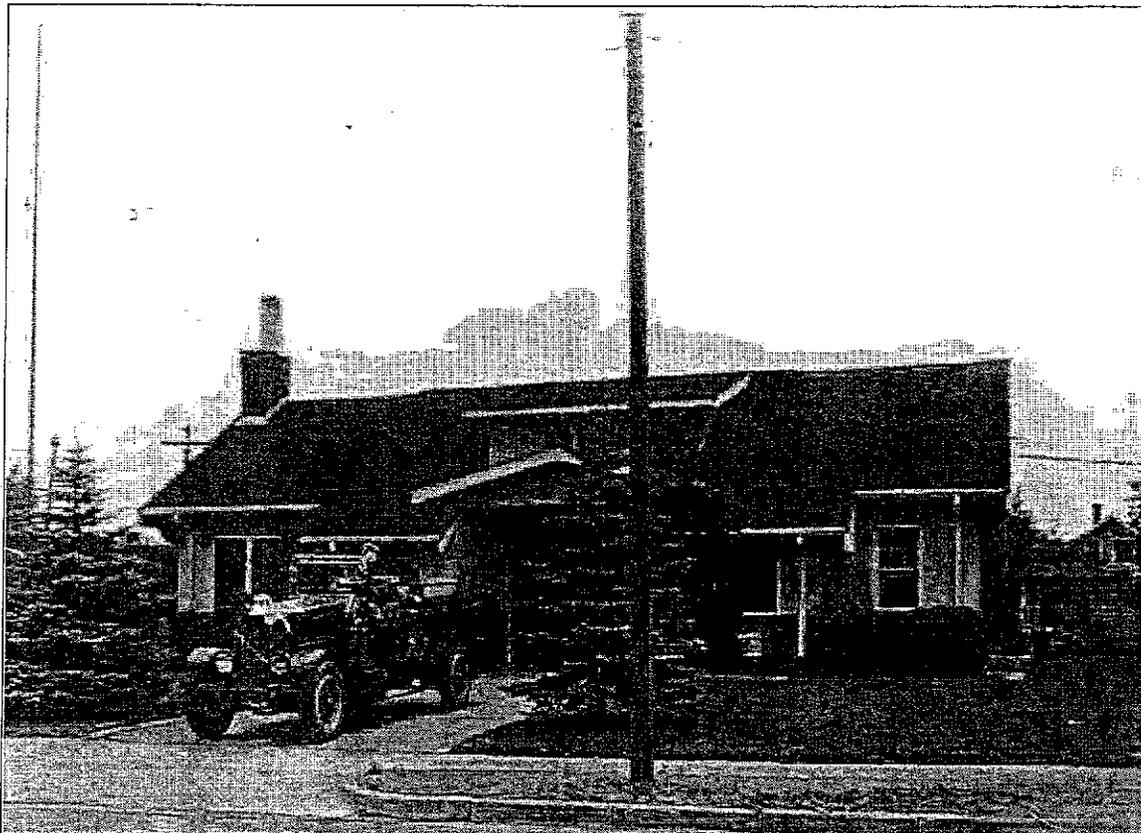


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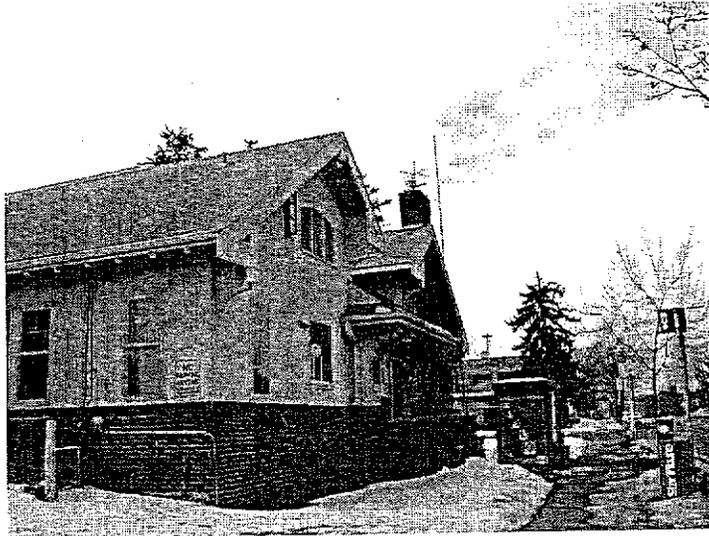
Station Number 13, 4201 Cedar Avenue, Minneapolis, Minnesota
Photographer: A. F. Raymond
Photograph Collection 1936
Minnesota Historical Society Location MH5.9 MP8 r280
Negative no. 4279-A

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Station 13 Minneapolis Fire Department (MFD)



Station 13 MFD, main entry at north elevation. Photo 2003.
Photographer: Carole Zellie



Station 13 MFD, west elevation. Photo 2003.
Photographer: Carole Zellie

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Station 13 Minneapolis Fire Department (MFD)



Station 13 MFD, west elevation. Photo 2003.
Photographer: Carole Zellie



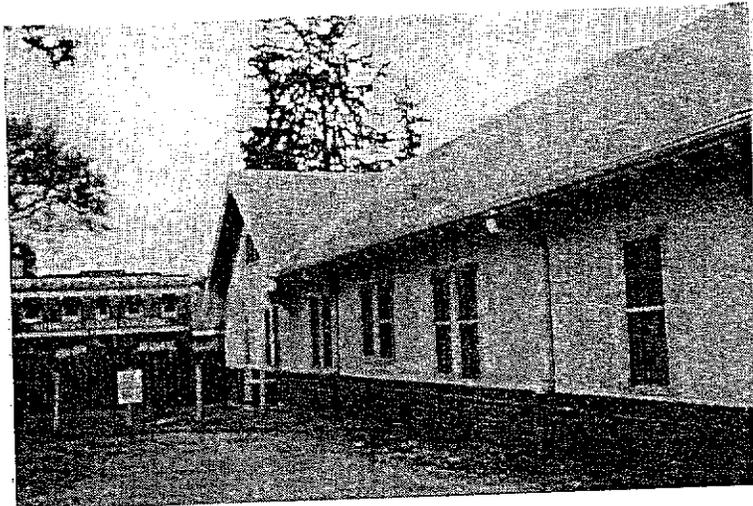
Station 13 MFD, east elevation. Photo 2003.
Photographer: Carole Zellie

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Station 13 Minneapolis Fire Department (MFD)



Station 13 MFD, south elevation. Photo 2003.
Photographer: Carole Zellie



MINNESOTA HISTORICAL SOCIETY

July 9, 2003

Linda Messenger, Chair
Minneapolis Heritage Preservation Commission
611 5th Street SE
Minneapolis, MN 55414

RE: Local designation of Station 13 Minneapolis Fire Department, 4201 Cedar Ave. South, MHS Referral No. 2003-2657

Thank you for the opportunity to comment on the above referenced designation. It has been reviewed pursuant to Minnesota Statutes §471.193, subd. 6., and Chapter 599.250 of the Minneapolis Code of Ordinances.

Constructed in 1923, Station 13 Minneapolis Fire Department (MFD) is an Arts and Crafts style fire station reminiscent of residential bungalows from the 1920s. It is significant for its association with fire protection during the early modern era of city planning when Minneapolis was experiencing significant population growth and new building construction. The building is architecturally significant as a unique local example of an Arts and Crafts bungalow-inspired design, which signified a departure from all of the city's precedents for buildings of this type. As such, Station 13 Minneapolis Fire Department is a good candidate for local designation under Criteria 1 and 4.

If you have any questions regarding our assessment of this property, please contact this office.

Sincerely,

Britta L. Bloomberg
Deputy State Historic Preservation Officer

cc: Amy Lucas, City of Minneapolis



MINNESOTA HISTORICAL SOCIETY

July 19, 2002

Mr. Greg Mathis
Preservation Planner
Minneapolis Heritage Preservation Commission
350 S. 5th Street, Room 210
Minneapolis, Minnesota 55415-1385

Dear Greg:

RE: Fire Station # 13, 4201 Cedar Avenue, Minneapolis, Hennepin Co., Minnesota

State Historic Preservation Office staff reviewed the available file information on the above property. After reviewing the information and applying National Register Criteria to what is known about the property, it is the opinion of staff that Fire Station # 13 is eligible for nomination to the National Register of Historic Places under National Register Criterion A under the Area of Significance of Community Planning and Development. The Period of Significance is 1923 to 1952. The fire station is a representative of the expansion of the city of Minneapolis into its present boundaries through the association with the spread of city services, and as an example of institutional building conscientiously designed in a style that is compatible with the neighborhood residences it was built to serve. However while the information on file is sufficient to state that the building is eligible for nomination to the National Register, it is not adequate to officially initiate the process.

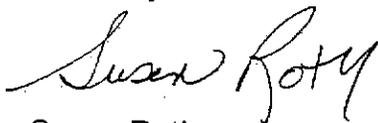
As you know, nominating a property involves an exacting process of data collection and presentation. These requirements are designed to assure that properties are properly documented for a permanent archival record and that the significance of nominated properties is based on complete and thorough information. The Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation (as published in the Federal Register of 09/29/83) and National Register Bulletin # 16A ("How to Complete the National Register Registration Form") explain in detail the form the documentation is required to take. This documentation must not only include the basic historical information about a property (age, original owner, historic function) but must discuss in detail that body of information in relation to the property's "historic context," that is placing the significance of a property within a historic theme, place, and time. You may want to refer to the nomination of Station 28, 2724 W. 43rd Street, Minneapolis that was listed on the Register in 1993; the historic associations are similar.

Unfortunately, our office does not have the staffing resources to prepare this nomination at this time. If you should wish to pursue the nomination immediately it will be necessary for you to supply us with a completed National Register Form (10-900 Oct. 1990). The guidelines referenced above are available for inspection in the Minnesota Historical Society's Central Reference, or in our office. The National Register Office has also developed a package of materials required to complete the nomination process. To obtain this information write to: NR Starter Kit, National Register of Historic Places, Interagency Resources Division, National Park Service, U.S. Department of the Interior, PO Box 37127, Main Stop 413, Washington, DC 20013-7127.

You may wish to retain the services of a consultant who has expressed an interest in conducting cultural resource work. A list of consultants is enclosed. Please note that inclusion on this list does not imply endorsement.

We appreciate your interest in this property and in the National Register program. Please do not hesitate to write or call with your decision regarding the nomination of the fire station.

Sincerely,

A handwritten signature in cursive script that reads "Susan Roth".

Susan Roth
National Register Historian
State Historic Preservation Office

Encl: List of Historical Consultants

MINNEAPOLIS CITY PLANNING DEPARTMENT REPORT

HERITAGE PRESERVATION DESIGNATION

DATE OF CPC REVIEW: July 31, 2003

ADDRESS OF PROPERTY: Station 13 Minneapolis Fire Department, 4201 Cedar Avenue South

STAFF CONTACT AND PHONE: Greg Mathis, 673-2439

PROPERTY OWNER: City of Minneapolis

CONTACT PERSON AND PHONE: Rebecca Law, Property Services, 673-3252

WARD: 9 NEIGHBORHOOD ORGANIZATION: Standish-Ericsson Neighborhood Association

REPORT SUMMARY:

The designation study for Station 13 Minneapolis Fire Department (May 2003) finds the property meets designation criteria 1 and 4 contained in section 599.210 of the city's Heritage Preservation Regulations:

- (1) *The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.*

Completed at a time when the city was experiencing significant population growth and new building construction, fire protection was a critical part of the early modern era of city planning. The creation of a domestically-scaled, Arts and Crafts Style fire station compatible with the surrounding neighborhood housing stock signaled the influence of progressive planning at the city's expanding edges, and reflects a contemporary national trend.

- (4) *The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.*

The Arts and Crafts bungalow-inspired design of Station 13 was a departure from all of the city's precedents for this building type, and remains a unique local example.

SHPO comments: The State Historic Preservation Officer (SHPO) concurs with the designation of Station 13. The SHPO determined that Station 13 is historically significant for its association with fire protection during the modern era of city planning when Minneapolis was experiencing significant growth and new building construction.

The building is architecturally significant as a unique local example of an Arts and Crafts bungalow-inspired design, which signified a departure from all of the city's precedents for buildings of this type.

AUTHORITY FOR REVIEW:

Chapter 599 of the Minneapolis Code of Ordinances, Heritage Preservation Regulations, authorizes the City Planning Commission to review and comment on all proposed designations as follows:

599.260. City planning commission review. The planning director shall submit all proposed designations to the city planning commission for review and comment on the proposal within thirty (30) days. In its review, the city planning commission shall consider but not be limited to the following factors:

- (1) The relationship of the proposed designation to the city's comprehensive plan.
- (2) The effect of the proposed designation on the surrounding area.
- (3) The consistency of the proposed designation with applicable development plans or development objectives adopted by the city council.

FINDINGS:

1. **The relationship of the designation to the city's comprehensive plan.** The proposed designation promotes preservation of an historic resource and supports the following goal and policies of *The Minneapolis Plan*:

Goal 6. Preserve, enhance and create a sustainable natural and historic environment citywide.

Policy 1.7. Minneapolis will recognize and celebrate its history.

Policy 9.2. Minneapolis will continue to preserve the natural ecology and the historical features that define its unique identity in the region.

Policy 9.4. Minneapolis will promote preservation as a tool for economic development and community revitalization.

2. **The effect of the designation on the surrounding area.** The City plans to sell the property after the landmark designation process is completed. The proposed designation will preserve a unique local landmark. The designation will not negatively affect the surrounding area.

3. **The consistency of the designation with applicable development plans or development objectives adopted by the city council.** There are no applicable development plans or development objectives adopted by the city council for this property and the surrounding area.

RECOMMENDATION OF THE CITY PLANNING DEPARTMENT:

Planning Staff recommends that the City Planning Commission adopt the above findings and forward such findings and comments to the Minneapolis Heritage Preservation Commission.

Attachments:

1. Station 13 Minneapolis Fire Department Designation Study, May 2003.
2. State Historic Preservation Officer comments.

MINNEAPOLIS CITY PLANNING DEPARTMENT REPORT

HERITAGE PRESERVATION DESIGNATION

DATE OF HPC REVIEW: August 19, 2003

ADDRESS OF PROPERTY: Station 13 Minneapolis Fire Department, 4201 Cedar Avenue South

STAFF CONTACT AND PHONE: Greg Mathis, 673-2439

PROPERTY OWNER: City of Minneapolis

CONTACT PERSON AND PHONE: Rebecca Law, Property Services, 673-3252

WARD: 9 NEIGHBORHOOD ORGANIZATION: Standish-Ericsson Neighborhood Association

BACKGROUND:

Station 13 Minneapolis Fire Department is a 1½ story, Arts and Crafts Style building constructed in 1923. The fire station is located on the southeast corner of Cedar Avenue and East 42nd Street, in a small commercial node just north of Lake Hiawatha and Hiawatha Municipal Golf Course. Designed by the Minneapolis firm of Collins and Kennison, the brick and stucco fire station is unique because it was designed to fit with the residential character of the neighborhood, which was a departure from previous fire stations in the city.

The Fire Department vacated the building in 1980 and turned it over to the Public Works Department, who leased it to the Hennepin County Medical Center (HCMC) for use as an ambulance station until 2002, when HCMC ended their lease. The Public Works Department had no use for the property and offered it to the Minneapolis Community Development Agency (MCDA). The MCDA declined the offer; therefore, Public Works decided to sell the property.

The Transportation and Public Works Committee (T&PW) of the City Council reviewed the sale at a public hearing on December 19, 2002. The T&PW action was to direct Public Works staff to sell Fire Station 13 by sealed bid to the highest bidder, and to direct the Planning Department to fund the designation of the building as a landmark and National Register property. The purpose of the landmark and National Register designations is to preserve the fire station and improve the economic viability of the property. The City Council approved the T&PW action on December 30, 2002.

On January 21, 2003, the Heritage Preservation Commission (HPC) directed the Planning Department to commence landmark and National Register designation studies for Station 13. The Planning Department contracted with Carole Zellie of Landscape Research to conduct the designation studies. The landmark designation study was completed in May 2003. The designation study found that Fire Station 13 meets designation criteria (1) and (4) contained in section 599.210 of the city's Heritage Preservation Regulations. A copy of the designation study/nomination form is attached.

The State Historic Preservation Officer (SHPO) was sent a copy of the proposed designation pursuant to the requirements of state law and section 599.250 of the city's Heritage Preservation Regulations. The SHPO has determined that Station 13 Minneapolis Fire Department eligible for local designation under designation criteria (1) and (4). The SHPO found that the Station 13 is historically significant for its association with fire protection during the modern era of city planning when Minneapolis was experiencing significant growth and new building construction. The building is architecturally significant as a unique local example of an Arts and Crafts bungalow-inspired design, which signified a departure from all of the city's precedents for buildings of this type. Additionally, the SHPO determined in July 2002 that Station 13 was eligible for listing on the National Register of Historic Places under Criterion A under the Area of Significance of Community Planning and Development. The SHPO determined "the fire station is a representative of the expansion of the city of Minneapolis into its present boundaries through the association with the spread of city services, and as an example of an institutional building conscientiously designed in a style that is compatible with the neighborhood residences it was built to serve." The SHPO comments are contained in letters dated July 9, 2003 and July 19, 2002.

In addition, the proposed designation was submitted to the City Planning Commission (CPC) for its review and comment, pursuant to section 599.260 of the Heritage Preservation Regulations. The CPC was asked to consider the relationship of the proposed designation to the city's comprehensive plan, the effect of the proposed designation on the surrounding area, and the consistency of the proposed designation with applicable development plans or objectives. On August 4, 2003 the CPC adopted the findings and recommendations included in the Planning Department staff report. A copy of the staff report dated July 31, 2003 is attached.

AUTHORITY FOR REVIEW:

Chapter 599 of the Minneapolis Code of Ordinances, Heritage Preservation Regulations, authorizes the HPC to hold a public hearing to consider proposed designations and to make findings and recommendations to the Zoning and Planning Committee of the City Council with respect to proposed designations as follows:

599.270. Designation hearing. Following completion of the designation study the commission shall hold a public hearing to consider the proposed designation, as provided in section 599.170. Any person having a legal or equitable interest in a

nominated property shall be allowed reasonable opportunity to give testimony or present evidence concerning the proposed designation.

599.280. Commission recommendation. Following the public hearing, the commission shall make findings with respect to the proposed designation and shall submit the same together with its recommendation to the zoning and planning committee of the city council. In making its findings and recommendation, the commission shall consider the designation criteria contained in section 599.210, the information contained in the designation study, the state historic preservation officer's comments, the city planning commission's comments, the planning director's report and all testimony and evidence received at the public hearing relating to the designation.

DESIGNATION CRITERIA:

Section 599.210 of the Heritage Preservation Regulations establishes criteria to be considered in determining whether a property is worthy of designation as a landmark or historic district because of its historical, cultural, architectural, archaeological or engineering significance. To be eligible for designation, a property must meet at least one of the following designation criteria:

- (1) The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.
- (2) The property is associated with the lives of significant persons or groups.
- (3) The property contains or is associated with distinctive elements of city identity.
- (4) The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.
- (5) The property exemplifies a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail.
- (6) The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects.
- (7) The property has yielded, or may be likely to yield, information important in prehistory or history.

FINDINGS

1. Consistency with designation criteria:

The designation study for Station 13 Minneapolis Fire Department (May 2003) shows that the property meets designation criteria (1) and (4) as follows:

- (1) *The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.*

Completed at a time when the city was experiencing significant population growth and new building construction, fire protection was a critical part of the early modern era of city planning. The creation of a domestically-scaled, Arts and Crafts Style fire station compatible with the surrounding neighborhood housing stock signaled the influence of progressive planning at the city's expanding edges, and reflects a contemporary national trend.

- (4) *The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.*

The Arts and Crafts bungalow-inspired design of Station 13 was a departure from all of the city's precedents for this building type, and remains a unique local example.

2. Consistency with the comprehensive plan:

The proposed designation promotes preservation of an historic resource and supports the following goal and policies of *The Minneapolis Plan*:

Goal 6. *Preserve, enhance and create a sustainable natural and historic environment citywide.*

Policy 1.7. *Minneapolis will recognize and celebrate its history.*

Policy 9.2. *Minneapolis will continue to preserve the natural ecology and the historical features that define its unique identity in the region.*

Policy 9.4. *Minneapolis will promote preservation as a tool for economic development and community revitalization.*

3. Effect on the surrounding area:

The City plans to sell the property after the landmark designation process is completed. The proposed designation will preserve a unique local landmark. The designation will not negatively affect the surrounding area.

4. Consistency with applicable development objectives:

There are no applicable development plans or development objectives adopted by the city council for this property and the surrounding area.

RECOMMENDATION OF THE CITY PLANNING DEPARTMENT:

Planning Staff recommends that the Heritage Preservation Commission **adopt** the above findings and submit the same together with a recommendation to **approve** the landmark designation of Station 13 Minneapolis Fire Department to the Zoning and Planning Committee of the City Council.

Attachments:

1. Station 13 Minneapolis Fire Department Designation Study, May 2003.
2. State Historic Preservation Officer comments, July 9, 2003.
3. State Historic Preservation Officer comments, July 19, 2002.
4. Planning Department report to the City Planning Commission, July 31, 2003.