

**CITY OF MINNEAPOLIS
CPED PLANNING DIVISION
HERITAGE PRESERVATION COMMISSION STAFF REPORT
BZH: 25960**

FILE NAME: 610 W 28th Street- Salem

CLASSIFICATION: Demolition of Historic Resource

APPLICANT: Brighton Development Corporation- Peggy Lucas, 612-332-5664

DATE OF APPLICATION: June 16, 2009

PUBLICATION DATE: July 14, 2009

DATE OF HEARING: July 21, 2009

APPEAL PERIOD EXPIRATION: July 31, 2009

STAFF INVESTIGATION AND REPORT: Chris Vrchota, (612) 673-5467

A. BACKGROUND

In May of 2009, Brighton Development Corporation submitted plans for Preliminary Development Review (PDR) for a proposed mixed use development at the corner of W 28th Street and Lyndale Avenue South. The proposed development would require the demolition of two additions to the Salem English Lutheran Church.

In 2006, an application was submitted for the demolition and redevelopment of the entire Salem English Lutheran Church complex. At that time, Susan Roth, National Register Coordinator for the Minnesota State Historic Preservation Office (SHPO) determined that the church was “eligible for nomination to the National Register of Historic Places under criterion A for significance under broad patterns of American history, in the area of Significance of Religion for its association with the English Evangelical Lutheran Synod of the Northwest that promoted the use of English in church services and unity among all Lutheran Synods” (see Attachment F-1). The demolition request was heard at the June 27, 2006 Heritage Preservation Commission hearing, at which it was continued to the July 25, 2005 meeting. The application was withdrawn prior to the July 25th meeting, so the HPC never made an official decision on the application.

The Applicant is proposing the redevelopment of the western portion of the site. (See Section C of this report for a more detailed project description). The current proposal calls for retaining the original church building and a 1953 addition and demolishing additions built in 1938 and 1963. Because the additions were constructed by the original congregation, they were determined to contribute to the significance of the potential landmark. Based on this prior determination, staff determined that Brighton Development Corporation would need to apply for the Demolition of a Historic Resource in order to demolish the 1938 addition to the church. CPED determined that the wrecking of the 1963 addition could be approved administratively because nearly 60 years had passed since the construction of the original church and the addition, and the connection to the original congregation was limited. The application for the Demolition of a Historic Resource for the 1938 addition was submitted on July 14th, 2009.

B. DESCRIPTION

The Salem English Lutheran Church was originally constructed in 1904, replacing an earlier church built on the site in 1889. The church is designed in a Gothic style, featuring an arched stained glass window and two asymmetrical crenellated towers on the main façade. The main structure is veneered in Platteville limestone and is capped with a red tile roof.

Three additions have been made to the main church: a two-story 60' x 58' education wing was built in 1938 (see Attachment D-4); a 77' x 60' addition to the sanctuary in 1953; and a two-story 185' x 50' addition attached to the 1938 education wing in 1963 (see attachment D-8). The Applicant is proposing to maintain and rehabilitate the 1953 addition, demolish the 1963 addition, which staff can approve administratively, and demolish the 1938 addition, which is the focus of this report. The site also features a detached garage constructed in 1952.

C. PROPOSED CHANGES

The Applicant is proposing to construct a new mixed-use development at the corner of West 28th Street and Lyndale Avenue South. The site for the new development includes property currently occupied by the 1963 addition and portions of the 1928 addition to Salem English Lutheran Church. As part of the redevelopment of the site, the Applicant is proposing to repair and rehabilitate the original 1904 church and 1953 addition and construct a new addition where the 1938 addition would be removed (See Appendix E).

The church has been vacant since 2006 when the Salem Lutheran Church congregation left the building, citing their inability to maintain, restore, and heat the building as necessary. The Applicant has stated that the repair and rehabilitation work would allow the Salem Lutheran Church congregation to occupy the site again. The church building would be jointly occupied with the United Church of Christ, with whom the Salem Lutheran Church has shared facilities since leaving the site in 2006.

D. NECESSITY OF DEMOLITION

The Minneapolis Code of Ordinances, Title 23, Heritage Preservation, Chapter 599 Heritage Preservation Regulations states that before approving the demolition of a property determined to be an historic resource, the Commission shall make findings that the demolition is necessary to correct an unsafe or dangerous condition on the property, or that there are no reasonable alternatives to the demolition. In determining whether reasonable alternatives exist, the Commission shall consider, but not be limited to the significance of the property, the integrity of the property and the economic value or usefulness of the existing structure, including its current use, costs of renovation and feasible alternative uses. The Commission may delay a final decision for a reasonable period of time to allow parties interested in preserving the historic resource a reasonable opportunity to act to protect it.

D1. UNSAFE OR DANGEROUS CONDITION

The Applicant has stated that the demolition is not necessary to correct an unsafe or dangerous condition (see Appendix C). The Applicant has included estimates for the cost of repair and mitigation work the have identified as being necessary on the site (see Appendix C).

D2. REASONABLE ALTERNATIVES TO DEMOLITION

The Applicant has not demonstrated that rehabilitation is unreasonable.

The Applicant has stated that the redevelopment of the portions of the lot containing the 1938 and 1963 additions would be used to fund the rehabilitation of the original 1904 church. It has not been demonstrated that no other funding mechanism for rehabilitation of the site is feasible. However, the site has sat vacant since 2006 because the current congregation cannot afford to pay for the needed repairs.

The applicant has submitted an analysis of the site that proposes a period of significance for the church of 1904-1918; 1904 being the year construction was begun on the church and 1918 being when the English Evangelical Lutheran Synod of the Northwest was dissolved and merged into the United Lutheran Church in America. Staff finds this to be a reasonable case for the period of significance. Based on this, the crucial element for the significance of the church is the original church building. The later additions, including the 1938 addition, could be removed without diminishing the significance of the church.

D2a. SIGNIFICANCE

The subject property was determined to be eligible for listing in the National Register of Historic Places. The main church appears eligible for designation as City of Minneapolis landmark due to its association with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history: specifically Significance of Religion for its association with the English Evangelical Lutheran Synod of the Northwest that promoted the use of English in church services and unity among all Lutheran Synods (National Register criterion A and local criterion 1 and 3).

The Applicant has proposed a period of significance for the church of 1904-1918; 1904 being the year construction was begun on the church and 1918 being when the English Evangelical Lutheran Synod of the Northwest was dissolved and merged into the United Lutheran Church in America. If this period of significance is used, all of the additions to the church would fall outside of the period of significance.

It could be argued that the period of significance carries through to 2006, when the Salem Lutheran Church left the property, because the site had been continuously occupied and used by the original congregation. However, the significance is based on the church's association with the English Evangelical Lutheran Synod, not just the local congregation.

The original Salem Lutheran Evangelical Church structure, built in 1904, appears to meet the criteria for local designation. The Applicant is not proposing to remove the original structure, but rather to repair and rehabilitate it. If 1918 is used as the end of the period of significance for the church, none of the additions would not be considered contributing resources to the significance of the site.

The subject property is likely not eligible for listing in the National Register of Historic Places nor eligible for designation as a City of Minneapolis landmark per the following criterion:

Local Criteria 2, National Register Criterion B: The property does not appear to be associated with the lives of significant persons or groups. The significance is tied to the larger movement of the English Evangelical Lutheran Synod of the Northwest, not one individual or group of individuals within the movement.

Local Criteria 4 and 6, National Register Criterion C: The property does not embody the distinctive characteristics of an architectural or engineering type or style, or method of construction, nor does the property exemplify works of master builders, engineers, designers, artists, craftsmen or architects. The 1938 addition, which the Applicant has stated was designed by Hugo Haeuser and which was built by August Cedarstrand and Co, has been mostly enclosed in later additions. The 1963 addition, identified as being designed by Fash, Hillstrom and Harty Inc., is built in a more modern style that stands in stark contrast to the original Gothic church.

Local Criterion 5: The property does not exemplify a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail. No other vegetation besides grass and trees exists on the lot.

Local Criterion 7, National Register Criterion D: The property has not yielded, nor is it likely to yield, information important in prehistory or history. Not being located along known indigenous transportation routes or waterways, the site in question contains little potential to yield information important in prehistory.

D2b. INTEGRITY

The National Register traditionally recognizes a property's integrity through seven aspects or qualities: location, design, setting, materials, workmanship, feeling, and association. The building and its additions possess integrity, as outlined below:

Location: The building records indicate that the building was constructed onsite, indicating the building maintains integrity of location.

Design: The first floor of the 1938 addition was fully enclosed on the south elevation and partially enclosed on the west elevation by the 1963 addition. Three gables are still visible on the 2nd story of the south elevation, rising above the 1963 addition. The 1938 addition was further modified when the 1953 addition was made to the church. The 1938 addition does not maintain its integrity of design.

Setting: The property's integrity of setting remains. The church continues to anchor the corner of W 28th Street and Garfield Avenue, amid a primarily residential neighborhood.

Materials: The 1938 addition does not maintain its integrity of materials. Over half of the original exterior wall face has been removed to accommodate later additions, including all of the first floor of the south (front) face. However, this addition was given a roof that matches that of the original church, unlike the 1963 addition and a portion of the 1953 addition.

Workmanship: The integrity of workmanship remains. The style and detail found in the 1938 addition can still be found on the 2nd story of the south (main) face, and on the north face of the addition, which has not been enclosed or altered by subsequent additions.

Feeling: The building's integrity of feeling remains. The building is still easily identified as a church, and with repairs and rehabilitation can be used as such again. The later additions convey the message that they were in fact additions, and, especially in the case of the 1963 addition, demonstrate the passage of time between the construction of the original church and the additions.

Association: The property’s integrity of association remains. The church still bears the engraving above the entrance reading “Salem English Lutheran Church” above the entrance.

The additions do not necessarily have integrity of association. The 1938 addition was built over 30 years after the original church, and, per the information provided by the Applicant, after the church had become part of the wider United Lutheran Church in America movement. According to the applicant, neither the remaining 1938 addition nor the 1963 addition demonstrate strong ties to the original church or the English Evangelical Lutheran Synod of the Northwest, which is the basis of the church’s significance.

D2c. ECONOMIC VALUE OR USEFULNESS OF THE EXISTING STRUCTURE

The Applicant has submitted the following cost estimates for work related to this project:

- Asbestos removal: \$250,000 (entire site), incl. \$140,000 for 1963 addition.
- Repair nave, stairs, basement plaster ceilings/walls: \$19,586.
- Repair plaster bowed wall: \$6,270.
- New wood louvers (8) in towers: \$10,812.
- Replace concrete bowed wall footings: \$3,600
- Repair tower footings: \$2,020.
- Structural steel and anchors for bowed wall: \$30,740
- NE tower structural steel: \$5,800.
- Roofing of church includes repair broken terra cotta tiles, new roof structure in towers (3) scaffold, EPDM tower roofing (3) metal flashing throughout: \$58,050.
- Structural steel columns in basement (7): \$8,200.

These costs are related to the repair and rehabilitation of the original 1904 church. Estimates for repairs to the 1938 and 1963 additions were not submitted.

E. PUBLIC COMMENTS

No public comments have been received upon the writing of this report.

F. APPLICABLE ORDINANCES

Chapter 599. Heritage Preservation Regulation

ARTICLE V. DESIGNATION

599.210. Designation criteria. The following criteria shall 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:

- (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.

599.230. Commission decision on nomination. The commission shall review all complete nomination applications. If the commission determines that a nominated property appears to meet at least one of the criteria for designation contained in section 599.210, the commission may direct the planning director to commence a designation study of the property. (2001-Or-029, § 1, 3-2-01)

599.240. Interim protection. (a) Purpose. Interim protection is established to protect a nominated property from destruction or inappropriate alteration during the designation process.

(b) *Effective date.* Interim protection shall be in effect from the date of the commission's decision to commence a designation study of a nominated property until the city council makes a decision regarding the designation of the property, or for twelve (12) months, whichever comes first. Interim protection may be extended for such additional periods as the commission may deem appropriate and necessary to protect the designation process, not exceeding a total additional period of eighteen (18) months. The commission shall hold a public hearing on a proposed extension of interim protection as provided in section 599.170.

(c) *Scope of restrictions.* During the interim protection period, no alteration or minor alteration of a nominated property shall be allowed except where authorized by a certificate of appropriateness or a certificate of no change, as provided in this chapter. (2001-Or-029, § 1, 3-2-01)

ARTICLE VIII. HISTORIC RESOURCES

599.440. Purpose. This article is established to protect historic resources from destruction by providing the planning director with authority to identify historic resources and to review and approve or deny all proposed demolitions of property. (2001-Or-029, § 1, 3-2-01)

599.450. Identification of historic resources. The planning director shall identify properties that are believed to meet at least one of the criteria for designation contained in section 599.210, but that have not been designated. In determining whether a property is an historic resource, the planning director may refer to building permits and other property information regularly maintained by the director of inspections, property inventories prepared by or directed to be prepared by the planning director, observations of the property by the planning director or any other source of information reasonably believed to be relevant to such determination. (2001-Or-029, § 1, 3-2-01)

599.460. Review of demolitions. The planning director shall review all building permit applications that meet the definition for demolition to determine whether the affected property is an historic resource. If the planning director determines that the property is not an historic resource, the building permit shall

be approved. If the planning director determines that the property is an historic resource, the building permit shall not be issued without review and approval by the commission following a public hearing as provided in section 599.170. (2001-Or-029, § 1, 3-2-01; 2009-Or-023, § 13, 3-27-2009)

599.470. Application for demolition of historic resource. An application for demolition of an historic resource shall be filed on a form approved by the planning director and shall be accompanied by all required supporting information, as specified in section 599.160. (2001-Or-029, § 1, 3-2-01)

599.480. Commission decision. (a) In general. If the commission determines that the property is not an historic resource, the commission shall approve the demolition permit. If the commission determines that the property is an historic resource, the commission shall deny the demolition permit and direct the planning director to prepare or cause to be prepared a designation study of the property, as provided in section 599.230, or shall approve the demolition permit as provided in this section.

(b) Destruction of historic resource. Before approving the demolition of a property determined to be an historic resource, the commission shall make findings that the demolition is necessary to correct an unsafe or dangerous condition on the property, or that there are no reasonable alternatives to the demolition. In determining whether reasonable alternatives exist, the commission shall consider, but not be limited to, the significance of the property, the integrity of the property and the economic value or usefulness of the existing structure, including its current use, costs of renovation and feasible alternative uses. The commission may delay a final decision for up to one hundred eighty (180) days to allow parties interested in preserving the historic resource a reasonable opportunity to act to protect it.

(c) Mitigation plan. The commission may require a mitigation plan as a condition of any approval for demolition of an historic resource. Such plan may include the documentation of the property by measured drawings, photographic recording, historical research or other means appropriate to the significance of the property. Such plan also may include the salvage and preservation of specified building materials, architectural details, ornaments, fixtures and similar items for use in restoration elsewhere.

(d) Demolition delay. The commission may stay the release of the building, wrecking or demolition permit for up to one hundred eighty (180) days as a condition of approval for a demolition of an historic resource if the resource has been found to contribute to a potential historic district to allow parties interested in preserving the historic resource a reasonable opportunity to act to protect it. The release of the permit may be allowed for emergency exception as required in section 599.50(b). (2001-Or-029, § 1, 3-2-01; 2009-Or-023, § 14, 3-27-2009)

G. FINDINGS

1. The original church structure is a historic resource.
2. The demolition is not necessary to correct an unsafe or dangerous condition on the property.
3. The Salem English Lutheran Church is eligible for nomination to the National Register of Historic Places under criterion A for significance under broad patterns of American history, in the area of Significance of Religion for its association with the English Evangelical Lutheran Synod of the Northwest that promoted the use of English in church services and unity among all Lutheran Synods

4. The 1938 and 1963 additions, while built by the original congregation of the church, were built after the church had left the English Evangelical Lutheran Synod of the Northwest, limiting their contribution to the significance of the church.
5. The original structure of the Salem English Lutheran Church appears eligible for designation as City of Minneapolis Landmark due its association significant events or with periods that exemplify broad patterns of cultural, political, economic or social history (the expansion of the English Evangelical Lutheran Synod of the Northwest) (local criterion 1).
6. The building is currently vacant and in need of substantial repairs in order to be reoccupied.
7. The Applicant has submitted estimates for repair, rehabilitation and asbestos mitigation costs for the site totaling \$395,078.
8. The removal of the later additions will facilitate the rehabilitation and preservation of the original church.
9. The retention and rehabilitation of the original church preserves the connection to the original congregation of Salem English Lutheran Church and their influence in the English Evangelical Lutheran Synod of the Northwest.

H. STAFF RECOMMENDATION

CPED recommends that the Heritage Preservation Commission **adopt** staff findings and: **approve** the demolition of the 1938, subject to the following conditions:

1. All preservation and rehabilitation work for the original 1904 structure and the 1953 addition shall meet the Secretary of the Interior's Standards for Rehabilitation.
2. Demolition of the 1938 and 1963 additions shall not commence until all required approvals have been granted for the proposed redevelopment of the site.
3. A photographic recordation of the property shall be prepared and submitted to staff that is in accordance with the guidelines of the Minnesota Historic Property Record. The recordation shall include all interior and exterior spaces including outbuildings and site design.
4. CPED-Planning Preservation Staff shall review and approve the final rehabilitation plans prior to building permit issuance.

ATTACHMENTS

- A. Vicinity map (Provided by Staff)
- B. Application (Submitted by Applicant)
- C. Letter from Applicant
- D. Historical Evaluation (Submitted by Applicant)
- E. Proposed Demolition Plan (Submitted by Applicant)
- F. Proposed Site Plan (Submitted by Applicant)
- G. Letter from SHPO Dated March 17, 2006 (Provided by Staff)
- H. Proposed Renovation and Addition Plans- Large (Submitted by Applicant)