

**CITY OF MINNEAPOLIS
HERITAGE PRESERVATION COMMISSION STAFF REPORT**

FILE NAME: Work Plan for an Archeological Data Recovery of the William W. Eastman Residence for the DeLaSalle High School Athletic Field

DATE OF APPLICATION: February 1, 2008

APPLICANT: Two Pines Resource Group, LLC for DeLaSalle High School

DATE OF HEARING: March 25, 2008

EXPIRATION OF APPEAL PERIOD: April 4, 2008

HPC SITE/DISTRICT: St. Anthony Falls Historic District: Nicollet Island

CATEGORY: Contributing

CLASSIFICATION: Condition of Approval

STAFF INVESTIGATION AND REPORT: Carol Ahlgren

DATE: March 17, 2008

A. SITE AND PROJECT DESCRIPTION:

The proposed DeLaSalle High School Athletic Field project is located at 25 West Island Avenue and 201 East Island Avenue consists of playing fields, tennis courts, soccer fields and open space. The area is located in the St. Anthony Falls Historic District, Nicollet Island Sub-District, is listed on the National Register of Historic Places, is a state of Minnesota Historic District, and is locally designated as a District by the Minneapolis Heritage Preservation Commission (HPC). The St. Anthony Falls Historic District and Nicollet Island are also located within the boundaries of the National Park Service Mississippi National River Recreation Area (MNRRA).

The Modified Design for the DeLaSalle Athletic Facility, which was conditionally approved by the Minneapolis City Council, will encompass the construction of a soccer/football field adjacent to DeLaSalle High School on Nicollet Island. The approved Modified Design calls for the construction of three one story brick structures: a press box building, a ticket/storage building, and a concession/restroom which will be added to the existing high school building. The approved design will feature a sunken field and construction of a 6 foot 11 inch tall berm on the west side of the field that will be used for bleacher seating. The approved project will necessitate the vacation and removal of approximately one block of Grove Street, an east- west street which is part of the original Nicollet Island plat and is a contributing resource to the St. Anthony Falls Historic District. The sunken field of the approved design will also necessitate excavation to the depth of at least 6 feet in some areas which will result in the destruction of archeological resources.

B. BACKGROUND

An Historic Resource Survey of the project area was prepared by Landscape Research, LLC for the applicant (DeLaSalle) in October, 2005. The report indicated that Nicollet Island was characterized by several phases of development since it was platted in 1866. The completion of both railroad and vehicular bridges by the 1870s resulted in the industrial and residential development of the Island. Large, high-style single family houses were located along Grove Street which extends east-west across the Island. These houses were constructed by the Island's early developers, including William Eastman. The Historic Resource Survey included a literature search that addressed the archeological potential in the project area, prepared for the applicant by Two Pines Resource Group. The consultants noted that the

area had a “high potential” for both contact and pre-contact archeological resources. The consultants particularly noted the potential for archeological resources associated with the 19th century houses historically located in the area that represented a cross-section of occupations and family relationships associated with the early business community of Minneapolis during the late 19th and early 20th centuries.

An Environmental Assessment Worksheet (EAW) was prepared for the initial athletic field Certificate of Appropriateness (COA) application. The EAW recommended archeological mitigation prior to and during the proposed new construction. The COA for the Athletic Field was denied by the HPC on August 8, 2006; the decision was appealed to the City Council by DeLaSalle. On September 22, 2006, the Zoning and Planning Committee of the Minneapolis City Council granted the appeal and approved the project. An amendment to the original COA for a Modified Design was presented to the HPC for approval on March 20, 2007 and was subsequently denied. The decision was appealed by DeLaSalle. The project conditionally received City Council approval on April 27, 2007.

Two of the conditions of approval from the City Council decision concerned archeological mitigation: that archeological testing and a phased plan for excavation, recovery, and dispensation of resources and artifacts would be developed and approved by the HPC; and that an interpretive plan for dispensation of recovered artifacts and data should be developed and approved by the HPC prior to submission of final architectural and engineering plans for the project.

On October 23, 2007 an Archaeological Mitigation Plan for the DeLaSalle High School Athletic Field, prepared by Two Pines Resource Group, LLC was presented to and approved by the HPC with the following conditions (Attachment A, p. 2):

1. The consultant for the applicant will schedule a minimum of one public open house on site during the course of fieldwork;
2. Upon completion of fieldwork, a mitigation plan will be developed subject to discovery of historical artifacts and will be presented to the HPC for review and approval.

Fieldwork was completed in December, 2007; as discussed below (section D), intact features and artifacts associated with the William Eastman residence were discovered; these features are considered to be eligible for inclusion on the National Register of Historic Places under Criterion B (Property is associated with the lives of persons significant in our past) and Criterion D (Property has yielded, or is likely to yield, information important in prehistory or history). Construction of the DeLaSalle athletic facility will result in destruction of these resources; the attached Work Plan (Attachment C) represents fulfillment of the second condition of approval (above).

C. BACKGROUND: ARCHEOLOGICAL ASSESSMENT

The “Work Plan for an Archaeological Data Recovery of the William W. Eastman Residence for the DeLaSalle High School Athletic Facility,” was completed by Dr. Michelle Terrell, Two Pines Resource Group in January, 2008. The previously approved archeology mitigation called for a phased plan for identification, evaluation, and treatment completed in accordance with the Secretary of the Interior’s Standards for Archeological Documentation (1983), the 1963 Minnesota Field Archeology Act (MN State Statutes (138.31-138.42), and the State Historic Preservation Office (SHPO) Manual for Archeological Projects in Minnesota (July, 2005).

The initial report approved by the HPC on October 23, 2007 described the project area (Attachment C, p. 4) bounded by the railroad tracks to the north, DeLaSalle High School to the south, Island Avenue to the east, and Nicollet Street to the west. The site consists of a portion of Grove Street, tennis courts, practice fields and open land. The area north of Grove Street and south of the railroad tracks is public land, owned by the Minneapolis Park and Recreation Board (MPRB) The initial archeology report identified this as Target Area 1, and identified the requirements for archeological mitigation on public land per the Minnesota Field Archeology Act of 1963. (MN statutes, 138.40; Sections 138.31 to 138.42). As indicated on historic maps, the area represents the back lots of the mid-to late nineteenth century homes of the Eastman, Bassett, DeLaittre, Calladine, and Rea/Secombe families (Attachment C, p. 25).

The area south of Grove Street, north of the high school is private property, owned by DeLaSalle and was identified in the mitigation plan as Target Area 2. This area encompasses the location of the former William Eastman mansion; the October 2007 report noted that due to minimal disturbance through time, it was highly likely that intact archeological resources, including the foundations of the Eastman home would be found (Attachment C, p. 26).

The excavation in Target Areas 1 and 2 was only to the depth of the proposed project as indicated on the grading plan (Attachment C, p. 27). In Target Area 1, the maximum depth of the project was approximately three (3) feet below current grade. In Target Area 2, however, the maximum depth of the project was approximately six (6) feet below the current ground surface.

D. ARCHAEOLOGICAL DATA RECOVERY PLAN

In December, 2007 in accordance with the previously approved mitigation plan, Two Pines Resource Group conducted fieldwork to determine if National Register eligible resources were located in the project area. As noted in the attached report, trenches dug to approximately 3 feet in Target Area 1 (Attachment C, p. 28) did not reveal any archaeological artifacts or features; no further fieldwork was recommended.

In Target Area 2, as anticipated, fieldwork resulted in the discovery of intact features and artifacts associated with the William W. Eastman residence formerly located at 29 Grove Street. During the fieldwork five backhoe trenches were excavated that revealed features such as limestone and brick foundations, exterior landscape features such as the limestone driveway, and materials such as art tile, and stained glass fragments.

Two Pines recommends that the archaeological features associated with the Eastman residence be considered eligible for the National Register of Historic Places under Criterion B for their association with the locally significant individual William W. Eastman and under Criterion D for their information potential. As noted in the Work Plan (attachment C) despite the architectural prominence of the c.1866 house, there is limited information concerning its architecture and interior design. The archaeology associated with the Eastman house, therefore will supplement the existing record. Further, the site may provide insight into the household of a prominent early Minneapolis businessman, and provide comparative data for the working –class archaeological material previously excavated in Minneapolis at the Bridgehead and Federal Reserve sites. Due to their proximity to the surface and central location within the proposed athletic field, these resources will be destroyed by the construction of the DeLaSalle athletic facility.

As noted in the October, 2007 plan, archeological resources on public land --Target Area 1 – are under the purview of the Office of the State Archaeologist (OSA) (Minnesota Field Archaeology Act,

MS 138.31-138.42). The legislation also requires that the State Archaeologist have the opportunity to review and comment on mitigation plans for resources discovered on public land; including curation at an approved facility. As noted above, no archaeological resources were discovered for the athletic facility project in Target Area 1. Although the archeology assessment plan was subject to HPC approval, as well as the Work Plan currently under consideration, the requirements for archaeological resources discovered on public land do not apply to private holdings, i.e. Target Area 2, which is owned by DeLasalle.

The Work Plan nonetheless calls for additional fieldwork to document the structural remains of the Eastman house and exterior features such as trash pits and landscape elements. The plan also indicates how the fieldwork will be accomplished including research objectives, mapping, data recovery, analysis, and reporting.

E. APPLICABLE REGULATIONS, POLICIES AND GUIDELINES

Please see Attachment D: Archeology and Historic Preservation: Secretary of the Interior's Standards for Archeological Documentation

F. FINDINGS

1. The proposed DeLaSalle Athletic Facility is located within the Nicollet Island sub-District of the St. Anthony Falls Historic District which is listed on the National Register of Historic Places, is a state of Minnesota designated district, and is locally designated.

2. The development of a plan for the excavation, recovery, and dispensation of resources and artifacts, subject to approval by the HPC was a condition of approval for the DeLaSalle Athletic Facility as approved by the City Council.

3. Two Pines Resource Group, LLC, the consultants selected to prepare the Archeological Resources and Assessment Plan for the DeLaSalle Athletic Field meet the Secretary of the Interior's Professional Qualification Standards for archeology.

4. The Archaeological Resources Assessment and Mitigation Plan for the DeLaSalle High School Athletic Facility prepared by Two Pines Resource Group, LLC, was conditionally approved by the HPC on October 23, 2007.

5. Fieldwork undertaken by Two Pines Resource Group resulted in discovery of archaeological resources which have been determined to be eligible for the National Register of Historic Places under Criterion B and Criterion D. The Work Plan for an Archaeological Data Recovery of the William Eastman Residence represents the plan to mitigate the destruction of those resources which will occur when the athletic field is constructed.

6. The Work Plan for an Archaeological Data Recovery of the William Eastman Residence meets the Secretary of the Interior's Standard II (The Methods and Techniques of the Archeological Documentation are Selected to Obtain the Information Required by the Statement of Objectives) by providing a description of target areas, depth of excavation within the target areas, excavation methods, and fieldwork.

6. The Work Plan for an Archaeological Data Recovery of the William Eastman Residence meets the Secretary of the Interior's Standard III (the Results of Archeological Documentation are Assessed Against the Statement of Objectives and Integrated into the Planning Process) by providing a plan for mitigation of the National Register eligible resources.

7. The Work Plan for an Archaeological Data Recovery of the William Eastman Residence meets the Secretary of the Interior's Standard IV (The Results of Archeological Documentation are Reported and Made Available to the Public) The Standard will also be met through the provision of a technical report prepared in accordance with the Minnesota State Historic Preservation Office Manual for Archeological Projects in Minnesota.

8. The Work Plan for an Archaeological Data Recovery of the William Eastman Residence exceeds Standard IV (above) by providing one public presentation to be delivered by the consultant within one year of the conclusion of fieldwork, and by preparation of an article for a professional journal.

9. The Work Plan for an Archaeological Data Recovery of the William Eastman Residence indicates that the National Register eligible resources and artifacts are located in Target Area 2, on privately owned land. Artifacts that may be excavated as part of the Work Plan are therefore not subject to the curation requirements of those found on publicly owned land (Minnesota Field Archaeology Act, MS 138.31-138.42)

E. STAFF RECOMMENDATION:

Staff recommends that the Heritage Preservation Commission **adopts** the staff findings and **approves** the Work Plan for an Archaeological Data Recovery of the William Eastman Residence with the following conditions:

1. The final report will be subject to review and approval by CPED Preservation Planning staff and will be presented to the HPC as an informational item.
2. The public open house will be scheduled in conjunction with CPED Preservation Planning staff and will be properly noticed.
3. The applicant is encouraged to work with CPED Preservation Planning staff to locate an appropriate public repository for deposition of recovered artifacts

Attachments:

- A. HPC meeting actions, October 23, 2007
- B. Staff report, October 23, 2007
- C. "Work Plan for an Archaeological Data Recovery of the William W. Eastman Residence for the DeLaSalle High School Athletic Facility, Hennepin County, Minnesota," Two Pines Resource Group, LLC, January, 2008.
- D. Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines [As Amended and Annotated] Standards for Archeological Documentation, 1983.

