

CITY OF MINNEAPOLIS
CPED PLANNING DIVISION
HERITAGE PRESERVATION COMMISSION STAFF REPORT
BZH #25766

FILE NAME: 68 Barton Avenue SE
CATEGORY/DISTRICT: Prospect Park Historic District (Interim Protection)
CLASSIFICATION: Certificate of Appropriateness
APPLICANT: Michael Wilson and Rebecca Sun, (612) 379-1626
DATE OF APPLICATION: April 6, 2009
PUBLICATION DATE: May 5, 2009
DATE OF HEARING: May 12, 2009
APPEAL PERIOD EXPIRATION: May 22, 2009
STAFF INVESTIGATION AND REPORT: John Smoley, Ph.D., (612) 673-2830
REQUEST: Construct a detached garage

A. SITE DESCRIPTION AND BACKGROUND:

64 Bedford St SE is a 2.5 story residence designed in a vernacular manner. This building is located mid-block along Barton Avenue in the Prospect Park Historic District, currently under interim protection pending the completion of a designation study.

According to the local nomination and the National Register of Historic Places nomination prepared and submitted by Hess, Roise, and Company, the Prospect Park Historic District is locally significant for its depiction of social history, community planning, architecture, and landscape architecture during the period 1883-1965.

Prospect Park's social history significance stems from its exhibition of characteristics common to early twentieth century suburban development. Prospect Park remained sparsely settled until the installation of the first inter-urban street railway along University Avenue in 1890. Curvilinear streets built along wooded hillsides stand out in this relatively level city built primarily in a grid network.

Home to the first neighborhood association in the City, the Prospect Park Improvement Association, the neighborhood is also associated with prominent forces in Minneapolis' early development: the University of Minnesota and numerous residents important to the City's development such as Robert Taylor Jones, Ralph Rapson, and Lowell Lamoreaux.

In addition to many architect designed residences, the neighborhood housed and was shaped by a relatively large population of architects like Lamoreaux. Rapson lived in a Prospect Park home designed by Lamoreaux and went on to design many other modern buildings throughout the

world while teaching at the University of Minnesota. Jones, another member of the university's faculty, lived in the neighborhood and brought his architectural ideas to the Architects' Small House Service Bureau, the Minneapolis Planning Commission, the Minneapolis Mayor's Housing Conference, and President Herbert Hoover's Conference on Housing.

Hess, Roise, and Company determined that the exterior portions of the building at 68 Barton Avenue SE contribute to the district's significance. Designed by the Keith Company and constructed in 1908 by J.P. Brandt, the building is representative of vernacular architecture and development characteristic of the neighborhood.

Records of a 1959 easement included with the application indicate that a detached garage stood onsite in the northeast corner of the current property.

The property owner has applied for a variance to construct the garage within the required side yard. Following the Heritage Preservation Commission's hearing, the Board of Adjustment will determine whether to approve, deny, or approve the variance with conditions. Approvals with conditions that are in substantial compliance with the Heritage Preservation Commission's decision will not require an amendment to the Certificate of Appropriateness.

B. PROPOSED CHANGES:

The property owner is proposing to construct a detached garage on the site where a detached garage once stood.

C. FINDINGS REQUIRED FOR A CERTIFICATE OF APPROPRIATENESS:

Certificate of Appropriateness

***In general.* Before approving a certificate of appropriateness, and based upon the evidence presented in each application submitted, the commission shall make findings based upon, but not limited to, the following:**

(1) The alteration is compatible with and continues to support the criteria of significance and period of significance for which the landmark or historic district was designated.

According to the local nomination and the National Register of Historic Places nomination prepared and submitted by Hess, Roise, and Company, the Prospect Park Historic District is locally significant for its depiction of social history, community planning, architecture, and landscape architecture during the period 1883-1965.

Hess, Roise, and Company determined that the exterior portions of the residence, not the site, at 68 Barton Avenue SE contribute to the district's significance. Regardless of what changes are made to the subject property, it will maintain its historical significance, but proposed changes may affect its integrity (i.e. the property's ability to communicate its historical significance). Since the property will maintain its integrity if the proposed alteration is made (see findings 3-5 below), the proposed alteration is compatible with and continues to support the criteria of

significance and period of significance for which the landmark or historic district was designated.

(2) The alteration is compatible with and supports the interior and/or exterior designation in which the property was designated.

Hess, Roise, and Company determined that the exterior portions of the residence, not the site, at 68 Barton Avenue SE contribute to the district's significance. The Applicant proposes to install a detached garage on the site where a detached garage existed during the historic district's period of significance and in a portion of the district where numerous other detached garages exist. The alterations are compatible with and support the exterior designation in which the property was designated.

(3) The alteration is compatible with and will ensure continued integrity of the landmark or historic district for which the district was designated.

Both the city of Minneapolis' Heritage Preservation Regulations and the National Register of Historic Places identify integrity as the authenticity of historic properties and recognize seven aspects that define a property's integrity: location, design, setting, materials, workmanship, feeling and association. Based upon the evidence provided below, the proposed work will not impair the integrity of the contributing resource (residence).

Location: The Applicant proposes no changes to the contributing resource's location, thus the project will not impair the contributing resource's integrity of location.

Design: The Applicant proposes no changes to the contributing resource's design, thus the project will not impair the contributing resource's integrity of design.

Setting: The Applicant proposes no offsite changes, thus the project will not impair the contributing resource's integrity of setting.

Materials: The Applicant proposes no changes to the contributing resource's materials, thus the project will not impair the contributing resource's integrity of materials.

Workmanship: The Applicant proposes no changes to the contributing resource's workmanship, thus the project will not impair the contributing resource's integrity of workmanship.

Feeling: The Applicant proposes to install a detached garage on the site where a detached garage existed during the historic district's period of significance and in a portion of the district where numerous other detached garages exist, thus the project will not impair the property's integrity of feeling.

Association: The Applicant proposes no changes that would break the residence's association with vernacular design and development common to the district, thus the project will not impair the property's integrity of association.

(4) The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the applicable design guidelines adopted by the commission.

The Heritage Preservation Commission has not adopted guidelines for the Prospect Park Historic District.

(5) The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the recommendations contained in The Secretary of the Interior's Standards for the Treatment of Historic Properties.

The Applicant is conducting a rehabilitation of the subject property. No changes to the contributing resource (residence) are proposed, thus the standards for building sites apply to the project.

The most recent standards for the treatment of historic properties established by the National Park Service are *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* authored by Kay Weeks and Anne Grimmer and published in 1995. The most appropriate treatment for this historic resource is rehabilitation. These standards (Rehabilitation, Building Site, Alterations/Additions for the New Use) do not recommend locating any new construction on the building site in a location which contains important landscape features or open space, for example removing a lawn and walkway and installing a parking lot. Hess, Roise, and Company determined that the exterior portions of the residence, not the site, at 68 Barton Avenue SE contribute to the district's significance.

The Secretary of the Interior's Standards for the Treatment of Historic Properties (Rehabilitation, Building Site, Alterations/Additions for the New Use) do not recommend placing parking facilities directly adjacent to historic buildings where automobiles may cause damage to the buildings or landscape features, or be intrusive to the building site. The proposed garage will be located at the rear of the lot in compliance with this standard.

The Secretary of the Interior's Standards for the Treatment of Historic Properties (Rehabilitation, Building Site, Alterations/Additions for the New Use) do not recommend introducing new construction onto the building site which is visually incompatible in terms of size, scale, design, materials, color, and texture; which destroys historic relationships on the site; or which damages or destroys important landscape features. The Applicant proposes to construct a garage using identical materials and colors as the contributing resource, but with a less steep roof pitch, in compliance with this standard. Hess, Roise, and Company determined that the exterior portions of the residence, not the site, at 68 Barton Avenue SE contribute to the district's significance, thus no significant features will be removed from the site.

The Secretary of the Interior's Standards for the Treatment of Historic Properties (Rehabilitation, Building Site, Alterations/Additions for the New Use) do not recommend removing a historic building in a complex of buildings; or removing a building feature, or a landscape feature which is important in defining the historic character of the site. Hess, Roise, and Company determined that the exterior portions of the residence, not the site, at 68 Barton Avenue SE contribute to the district's significance, thus no significant features will be removed from the site.

The Secretary of the Interior's Standards for the Treatment of Historic Properties (Rehabilitation, Building Site, Alterations/Additions for the New Use) recommend designing new exterior additions to historic buildings or adjacent new construction which is compatible with the historic character of the site and which preserves the historic relationship between the building or buildings and the landscape. Furthermore, rehabilitation standard #9 stipulates that new construction should be differentiated from the old and be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment. The Applicant proposes to construct a garage using identical materials and colors as the contributing resource, but with a less steep roof pitch. Staff recommends the project be conditioned to require the wall cladding to be all shingles or siding that matches those materials on the existing residence to ensure the proposed garage complements the residence without the giving the impression that the proposed garage existed during the district's period of significance.

(6) The certificate of appropriateness conforms to all applicable regulations of this preservation ordinance and is consistent with the applicable policies of the comprehensive plan and applicable preservation policies in small area plans adopted by the city council.

Action item 8.1.1 of the City of Minneapolis' comprehensive plan states, "Protect historic resources from modifications that are not sensitive to their historic significance." Action item 8.1.2 of the City of Minneapolis' comprehensive plan states, "Require new construction in historic districts to be compatible with the historic fabric." As conditioned, the project complies with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*.

68 Barton Avenue SE lies within no adopted small area plan area.

***Adequate consideration of related documents and regulations.* Before approving a certificate of appropriateness, and based upon the evidence presented in each application submitted, the commission shall make findings that alterations are proposed in a manner that demonstrates that the Applicant has made adequate consideration of the following documents and regulations:**

(7) The description and statement of significance in the original nomination upon which designation of the landmark or historic district was based.

According to the local nomination and the National Register of Historic Places nomination prepared and submitted by Hess, Roise, and Company, the Prospect Park Historic District is

locally significant for its depiction of social history, community planning, architecture, and landscape architecture during the period 1883-1965.

Hess, Roise, and Company determined that the exterior portions of the residence, not the site, at 68 Barton Avenue SE contribute to the district's significance. The Applicant proposes to install a detached garage on the site where a detached garage existed during the historic district's period of significance and in a portion of the district where numerous other detached garages exist, thus the proposal is sensitive to the historic portions of the property and district.

(8) Where applicable, Title 20 of the Minneapolis Code of Ordinances, Zoning Code, Chapter 530, Site Plan Review.

The proposed garage does not comply with the Zoning Code's standards related to required yards. The property owner has applied for a variance to construct the garage within the required side yard. Following the Heritage Preservation Commission's hearing, the Board of Adjustment will determine whether to approve, deny, or approve the variance with conditions. Approvals with conditions that are in substantial compliance with the Heritage Preservation Commission's decision will not require an amendment to the Certificate of Appropriateness.

(9) The typology of treatments delineated in the Secretary of the Interior's Standards for the Treatment of Historic Properties and the associated guidelines for preserving, rehabilitating, reconstructing, and restoring historic buildings.

As discussed in finding #5, the application is in compliance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties* in all areas but one. The Applicant proposes to construct a garage using identical materials and colors as the contributing resource, but with a less steep roof pitch. Staff recommends the project be conditioned to require the wall cladding to be all shingles or siding that matches those materials on the existing residence to ensure the proposed garage complements the residence without the giving the impression that the proposed garage existed during the district's period of significance.

Additional findings for alterations within historic districts. Before approving a certificate of appropriateness that involves alterations to a property within an historic district, the commission shall make findings based upon, but not limited to, the following:

(10) The alteration is compatible with and will ensure continued significance and integrity of all contributing properties in the historic district based on the period of significance for which the district was designated.

The Applicant proposes to install a detached garage on the site where a detached garage existed during the historic district's period of significance and in a portion of the district where numerous other detached garages exist. As conditioned, the project complies with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. The proposal is sensitive to the historic portions of the property and district.

(11) Granting the certificate of appropriateness will be in keeping with the spirit and intent of the ordinance and will not negatively alter the essential character of the historic district.

The spirit and intent of the City of Minneapolis' Heritage Preservation Regulations is to preserve historically significant buildings, structures, sites, objects, districts, and cultural landscapes of the community while permitting appropriate changes to be made to these properties. The Applicant proposes to install a detached garage on the site where a detached garage existed during the historic district's period of significance and in a portion of the district where numerous other detached garages exist. As conditioned, the project complies with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. The proposal is in keeping with the spirit and intent of the ordinance and will not negatively alter the essential character of the historic district.

(12) The certificate of appropriateness will not be injurious to the significance and integrity of other resources in the historic district and will not impede the normal and orderly preservation of surrounding resources as allowed by regulations in the preservation ordinance.

The Applicant proposes to install a detached garage on the site where a detached garage existed during the historic district's period of significance and in a portion of the district where numerous other detached garages exist. As conditioned, the project complies with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. The proposal will not be injurious to the significance and integrity of other resources in the historic district and will not impede the normal and orderly preservation of surrounding resources as allowed by regulations in the preservation ordinance.

D. PUBLIC COMMENT

Staff received two letters from neighbors. Both expressed support for the project as proposed.

E. STAFF RECOMMENDATION:

Staff recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** a Certificate of Appropriateness for the proposed work subject to the following conditions:

1. The wall cladding shall be either all shingles or all siding that matches those materials on the existing residence.
2. CPED-Planning Preservation Staff shall review and approve the final plans and elevations prior to building permit issuance.

Attachments

- A. Vicinity Map (prepared by staff)
- B. Application (submitted by Applicant)
- C. Plans (submitted by Applicant)

- D. Letter to Councilmember and Neighborhood Group (submitted by Applicant)
- E. Public Comment
- F. Secretary of the Interior's Standards for the Treatment of Historic Properties
(Rehabilitation Standards)