

**Department of Community Planning and Economic Development - Planning Division**  
Certificate of Appropriateness  
BZH-27179

**Date:** March 20, 2012

**Applicant:** Hagen, Christensen & McIlwain Architects

**Address of Property:** 4026 28<sup>th</sup> Avenue South

**Project Name:** Roosevelt Library addition, restoration and site improvements

**Contact Person and Phone:** Elizabeth Berres, 612-904-1332

**Planning Staff and Phone:** Chris Vrchota, 612-673-5467

**Date Application Deemed Complete:** February 27, 2012

**Publication Date:** March 13, 2012

**Public Hearing:** March 20, 2012

**Appeal Period Expiration:** March 30, 2012

**Ward:** 12

**Neighborhood Organization:** Standish Ericsson Neighborhood Association

**Concurrent Review:** N/A

**Attachments:**  
Materials Submitted by CPED – A1  
Materials Submitted by Applicant – B1-B-65



Roosevelt Branch Library, Circa 1928  
Source: Hibbard Studio, courtesy of the Minnesota Historical Society



Roosevelt Branch Library, Present Day  
Source: Applicant

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<b>CLASSIFICATION:</b>	
Individual Landmark	Roosevelt Branch Library
Period of Significance	1927- 1949
Criteria of significance	Significant Person (Gratia Countryman); Social History
Date of local designation	1997
Date of National Register of Historic Places Listing	2000
Applicable Design Guidelines	Roosevelt Library Design Guidelines (1997), Design Guidelines for On-Premise Signs and Awnings, Secretary of Interior Standards for Rehabilitation

<b>PROPERTY INFORMATION</b>	
Current name	Roosevelt Branch Library
Historic Name	Roosevelt Branch Library
Current Address	4026 28 <sup>th</sup> Avenue South
Historic Address	4026-4032 28 <sup>th</sup> Avenue South
Original Construction Date	1926
Original Contractor	S.M. Klarquist & Son, Inc.
Original Architect	Jerome Paul Jackson
Historic Use	Public Library
Current Use	Public Library
Proposed Use	Public Library

**BACKGROUND:**

The Roosevelt Branch Library, which is located across the street from Roosevelt High School, opened in 1927. The one-story brick building was designed by architect Jerome Paul Jackson in the Tudor Revival style. The building is approximately 54x80x16, with a parapet wall running along the top of the building. The windows and front entry door appear to be original.

The Roosevelt Branch Library is significant as an example of the expansion of the Minneapolis Public Library system under Chief Librarian Gratia Countryman. Gratia Countryman was the Chief Librarian of the Minneapolis Public Library System from 1904-1936, during which 13 new branch libraries, including the Roosevelt Branch Library, were opened. She is recognized as being the first woman to be in charge of a library system as large as Minneapolis'. Expansion of the library system during this time is marked by movement outward from the core of the city along streetcar lines, bringing the library system to growing neighborhoods and populations.

**SUMMARY OF APPLICANT'S PROPOSAL:**

The Applicant is proposing a number of changes to the site, including:

- Construction of a 19'-8" x 29' multipurpose room addition on the rear (west) side of the building.
- Cleaning, tuck-pointing, repair and limited replacement of bricks on the exterior.
- Cleaning, repair and limited replacement of precast caps and banding.
- Restoration of the parapet wall.
- Cleaning, repair and refinishing of wood trim.
- Cleaning, repair and refinishing of windows and lintels.
- Installation of exterior storm windows.
- Installation of new flat roof system.
- Removal and in-fill of a below ground service entrance at the rear of the property and installation of an at-grade entrance in its place.
- Installation of a new book drop box near the front entry.
- Installation of new bike racks.
- Installation of brick paver seating areas and benches.
- Installation of a new trash enclosure in the rear of the lot.
- Replacement of the non-original ornamental fence along the east side of the property and installation of a new fence on the north and south sides of the property.
- Installation of a new sign.
- Installation of a concrete accessible ramp in the front of the property.
- Removal of the existing parking area and installation of a new parking lot.
- Installation of a new walk on the south side of the building connecting the parking lot to the front entry.

**PUBLIC COMMENT:**

No public comment had been received by the time of publication.

***Findings as required by the Minneapolis Preservation Code:***

*The Planning Division of the Minneapolis Community Planning and Economic Development Department has analyzed the application based on the findings required by the Minneapolis Preservation Ordinance. 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.***

As long as the subject site remains in use as a library it will maintain its historical significance, regardless of what changes are made to it. Some changes could affect its integrity (i.e. the property's ability to communicate its historical significance), as discussed in finding #3 below.

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

The Roosevelt Branch Library is significant for its association with Gratia Countryman and as a representation of the expansion of the Minneapolis Public Library System under her direction. The proposed alterations are intended to create a more welcoming and accessible space while also improving functionality, making it an even greater asset for the neighborhood and community. The alterations are compatible with and support the designation of the property.

- (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 would impact but not impair the integrity of the landmark.

*Location:* The Applicant is not proposing to change the location of the structure, thus the project will not impair the landmark's integrity of location.

*Design:* The proposed addition is located on the rear elevation of the building. It is inset approximately 9" from the south side wall of the original building and is 1'-6" shorter than the original building, helping to distinguish it from the original building. (See Appendix B-40 for elevations and B-47 for a floor plan) The addition features a brick banding course that matches that found on the original building, but the pre-cast banding on the original is omitted on the addition, helping to further distinguish the addition. The addition would require the removal of two sets of 3 side by side double hung windows. While these

windows are typical to the building, they are not a substantially character defining feature of the building. The below-grade service entrance at the rear of the building is a utilitarian feature. Removing it and infilling the stairwell is a change to the design of the building, but the overall impact is limited due to its location and function. The addition would have an impact on the integrity of design but would not impair it.

*Setting:* A number of changes are being proposed for the site. The overall intent of these alterations is to make the site more accessible, both from a handicapped mobility standpoint and from a community use standpoint. The end result will be a site that is easier for all users to access and fully use. The proposed work would have an impact on but not impair the integrity of setting.

*Materials:* The construction of the addition would require the removal of 2 windows and a section of original brick exterior wall. The Applicant is intending to salvage, clean and re-use the removed brick to replace damaged and deteriorated brick elsewhere on the building. The brick for the addition will match the original in size (see photo in Appendix B-58) and color. The original front door will be repaired and rehabilitated, as will the remainder of the windows. The existing brick and pre-cast concrete accent features will be cleaned and repaired, with limited in-kind replacement where necessary. The proposed project will not have a substantial or negative impact on the integrity of materials.

*Workmanship:* The addition would not require the removal or alteration of any distinct decorative or character defining elements on the building. The proposed repair of the front entry, windows, bricks, and pre-cast elements will help retain these features. The proposed addition would not have an impact on the integrity of workmanship.

*Feeling:* The addition would have limited visibility from the public right of way, and is designed in a manner that is complimentary to the original building. The proposed site alterations are meant to make the library a more inviting and accessible location for its users. The proposed work will not have an impact on the integrity of feeling.

*Association:* The proposed alterations are intended to increase accessibility to and functionality of the library, making it a greater asset to the community. The construction of branch libraries under Gratia Countryman was aimed at making the library system accessible to a greater number and variety of people throughout the city. The proposed work will not have an impact on the integrity of association with Gratia Countryman or the expansion of the Minneapolis Public Library System.

- (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 adopted a very short, simple set of design guidelines for the Roosevelt Branch Library, consisting of 2 guidelines.

Guideline #1 states: "Future exterior additions will be encouraged to the rear (western) elevation." The proposed addition is located on the rear (west) elevation and is in keeping with this guideline.

Guideline #2 states: "Ramp access is acceptable to the main entrance (front door)." The Applicant is proposing an accessible walk/ramp in front of the building, leading to the front door and an enlarged landing area. This proposal is in keeping with this guideline.

The proposed sign for the library is approximately 29 square feet in area and would be 7'-6" tall. (See Appendix B-55 for sign plans.) The sign cabinet would be 4'-10" tall, sitting on top of a 2' brick base. The sign would be anodized aluminum with a dark bronze finish with a small LED dynamic portion to display either "Open" or "Closed". The proposed sign is fully in keeping with the *Design Guidelines for On-Premise Signs and Awnings*. (Commissioners can find the *Design Guidelines for On-Premise Signs and Awnings* in section 6 of their Preservation Resource Binders.)

- (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 Secretary of the Interior's Standards for Rehabilitation below are most applicable to the proposed project.

Standard #1 states: "A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment. " The Roosevelt Branch Library continues to serve as a neighborhood branch library. The addition and other proposed alterations are intended to increase its functionality and make it easier for all to access. The proposed work would not result in the alteration of any defining characteristics of the building and is in keeping with this standard.

Standard #2 states: "The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided." The proposed addition is on a non-character defining elevation, and would not require the removal or alteration of any exterior character defining features. The addition would have limited visibility from the public right-of-way, and is designed in a complimentary manner. Other building alterations, including the infill of the below grade stairwell and door at the rear of the building, installation of a new at-grade door on the rear of the building and installation of a book drop at the front of the building are intended to improve accessibility and functionality, as are the proposed site alterations. The remainder of the work on the building is aimed at preserving and rehabilitating existing building materials. The proposed work is in keeping with this standard.

Standard # 6 states: “Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.” The Applicant is proposing to repair damaged and deteriorated historic features, including pre-cast concrete caps and banding, window lintels and trim and the front door. The Applicant is proposing limited in-kind replacement of some pre-cast features that are severely deteriorated and has provided details of the existing features that will be used to create the replacements. (See Appendix B-48.) The proposed work is in keeping with this standard.

Standard #9 states: “New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.” The addition would not destroy any historic materials that characterize the property. The addition would use materials that are complimentary to the original. The design of the addition is similar to the original though differentiated by being inset from the south side wall, being shorter than the original building, omitting the pre-cast banding that is on the original and using brick caps over the windows as opposed to pre-cast caps as on the original building. The addition is compatible with the massing, size, scale and features of the original building. The proposed addition is in keeping with this standard.

Standard #10 states: “New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.” The proposed addition is located at the rear of the building. It would require the removal of a portion of the brick wall and two original windows. There would be two windows remaining on the rear of the property that could be used as a guide in future restoration in the unlikely event that the addition was removed in the future. It may be possible that the addition be removed in the future without impairing the essential form and integrity of the historic property.

**(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.***

As conditioned, the project would comply with policy 8.1.1 of The Minneapolis Plan, which states: “Protect historic resources from modifications that are not sensitive to their historic significance.” This is evidenced by the project being in keeping with the applicable design guidelines and the Secretary of the Interior’s Standards for Rehabilitation.

***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) Adequate consideration of the description and statement of significance in the original nomination upon which designation of the landmark or historic district was based.**

The Applicant submitted statements outlining how they feel the proposed work meets the applicable findings and the Secretary of the Interior's Standards for Rehabilitation (see Appendix B-6 – B-10).

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

The proposed addition will require a Conditional Use Permit and variances for encroachments into the required front yard. The Applicant is working with CPED-Planning-Development Services staff on preparing the necessary applications.

**(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.**

The Applicant submitted a statement saying that they believed the proposal was in keeping with the Secretary of the Interior's Standards for rehabilitation (see Appendix B-10). As outlined in Finding #5 above, staff finds that the proposed work is in keeping with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

## **STAFF RECOMMENDATION**

**The Department of Community Planning and Economic Development – Planning Division** recommends that the Heritage Preservation Commission adopt the above findings and **approve** the Certificate of Appropriateness for a building addition, building alterations and rehabilitation and site alterations for the property located at 4026 28<sup>th</sup> Avenue South, with the following condition(s):

1. CPED-Planning shall review and approve the final site plan, floor plans, elevations, finishes and materials.
2. All workmanship must be completed in conformance with the Secretary of Interior Standards, see: <http://www.nps.gov/history/hps/tps/standguide/>
3. The Applicant shall obtain all other necessary City approvals prior to the commencement of work.
4. The Certificate of Appropriateness approvals shall expire if not acted upon within one year of approval, unless extended by the Planning Director in writing prior to the one-year anniversary date of the approvals.

## **Attachment A: Submitted by CPED staff**

## **Attachment B: Materials submitted by Applicant**