



CPED STAFF REPORT

Prepared for the Heritage Preservation Commission
 HPC Agenda Item #4
 December 15, 2015
 BZH-28284

HERITAGE PRESERVATION APPLICATION SUMMARY

Property Location: 410 West Broadway Avenue
Project Name: 410 West Broadway Avenue (White Castle #7)
Prepared By: Jim Voll, Principal City Planner, (612) 673-3887
Applicant: Council Member Blong Yang, Minneapolis City Council
Project Contact: Jim Voll
Ward: 5
Neighborhood: Hawthorne (Adjacent to Near-North)
Request: Local Historic Designation of 410 West Broadway

HISTORIC PROPERTY INFORMATION

Current Name	410 West Broadway
Historic Name	White Castle #7
Historic Address	410 - 20 th Avenue North and 404 and 410 West Broadway
Original Construction Date	1927
Original Architect	Unknown
Original Builder	White Castle Systems
Original Engineer	Unknown
Historic Use	Restaurant
Current Use	Vacant
Proposed Use	Undetermined

Date Application Deemed Complete	N/A	Date Extension Letter Sent	N/A
End of 60-Day Decision Period	N/A	End of 120-Day Decision Period	N/A

CLASSIFICATION

Local Historic District	Not applicable
Period of Significance	1927-1964
Criteria of Significance	1 - The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history for designation as a landmark. 3 - The property contains or is associated with distinctive elements of city or neighborhood identity. 4 - The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.
Date of Local Designation	TBD
Date of National Register Listing	Not applicable
Applicable Design Guidelines	Not applicable

SUMMARY

On July 22, 2014, the Heritage Preservation Commission, in response to a nomination by City Council member Blong Yang (Ward 5), established interim protection for 404 West Broadway and 410 West Broadway and directed the planning director to prepare or cause to be prepared a designation study of the properties. In this case, the designation study was completed by CPED staff.

On July 14, 2015, the Heritage Preservation Commission extended interim protection for six months to January 22, 2016, to allow the additional time needed for completion of the designation study and for the necessary reviews required in the preservation ordinance.

A designation study was completed on September 24, 2015, (attached) and has been presented for review to both the State Historic Preservation Office and the Minneapolis City Planning Commission.

While 404 and 410 West Broadway were nominated together, a designation study, notice, staff reports and recommendation have been prepared for each property, so they can be considered independently.

CONSISTENCY WITH ADOPTED PLANS AND POLICIES

Title 23, Chapter 599.260 of the Minneapolis Code of Ordinances requires the planning director to submit all proposed designations to the Minneapolis City Planning Commission for review and comment on the proposed designation. 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

The designation of the subject property meets the relevant policies of *The Minneapolis Plan for Sustainable Growth*:

The Minneapolis Plan for Sustainable Growth designates West Broadway as a Commercial Corridor, shows this part of the corridor as mixed-use, and also has a Retail Center designation.

The plan states the following about landmark designations: “One of the driving forces behind the current survey is to balance the designated properties. The re-survey of the city attempts to balance the historic properties by investigating properties from the recent past, variety of geographic locations in the city, and land uses. Certain areas, such neighborhoods in and around downtown, have a wealth of designated properties. Other parts of the city have historic resources; however, many have not been identified through historic surveys.”

Policy 8.1: Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture.

8.1.1 Protect historic resources from modifications that are not sensitive to their historic significance.

The plan says the following about historic preservation as an economic development tool: “Historic preservation can be a strategy in redevelopment or revitalization of a neighborhood or area of the city. Reuse and rehabilitation of historic buildings can be a catalyst for other investment, especially in neighborhoods with barriers to economic success. While renovating an older building has many positive impacts to the community, the cost of renovating a historic building to property owners and developers can often be a major issue. Working with developers early in the process can help to streamline preservation requirements and increase the project success.”

Policy 8.10: Promote the benefits of preservation as an economic development tool and a method to achieve greater environmental sustainability and city vitality.

8.10.1 Encourage rehabilitation of buildings and landscapes to stimulate economic activity in depressed areas.

8.10.2 Establish property tax relief for historic building owners whose building is in an economically depressed area.

8.10.3 Establish a local funding stream for preservation work which directly contributes to the city's economic growth.

8.10.4 Encourage the occupation and reuse of historic structures in areas targeted by the city for revitalization by contributing resources to make older buildings more energy efficient and therefore less expensive to operate.

8.10.5 Prioritize the reuse of the city's historic buildings as a strategy for sustainable development.

8.10.6 Market the city's high quality, architecturally interesting, readily available and affordable housing and commercial properties.

8.10.7 Use planning tools, such as transfer of development rights and historic variances, as well as economic incentives, such as tax increment financing and tax abatements, to retain historic structures while compensating for the loss of development potential.

8.10.8 Promote financial preservation incentives for property owners and developers.

8.10.9 Develop heritage tourism strategies.

The land use chapter the plan has the following relevant policy and implementation steps regarding Commercial Corridors:

Policy I.10: Support development along Commercial Corridors that enhances the street's character, fosters pedestrian movement, expands the range of goods and services available, and improves the ability to accommodate automobile traffic.

- I.10.1 Support a mix of uses – such as retail sales, office, institutional, high-density residential and clean low-impact light industrial – where compatible with the existing and desired character.
- I.10.2 Encourage commercial development, including active uses on the ground floor, where Commercial Corridors intersect with other designated corridors.
- I.10.3 Discourage uses that diminish the transit and pedestrian character of Commercial Corridors, such as some automobile services and drive-through facilities, where Commercial Corridors intersect other designated corridors.
- I.10.4 Encourage a height of at least two stories for new buildings along Commercial Corridors, in keeping with neighborhood character.
- I.10.5 Encourage the development of high-density housing on Commercial Corridors.
- I.10.6 Encourage the development of medium-density housing on properties adjacent to properties on Commercial Corridors.

The designation of the building as a landmark by the City will require the preservation of a building significant for its association with historic patterns of cultural, political, economic, or social history and distinctive elements of city or neighborhood identity in an area underrepresented by historic landmarks and districts. It could also be a part of an economic development strategy for the West Broadway Commercial Corridor as the subject property is the type of storefront building that could have mixed-use in a manner envisioned by the goals of the comprehensive plan.

The effect of the proposed designation on the surrounding area: A designation will preserve remnants of the West Broadway storefront commercial corridor. It will serve as a reminder of the history of West Broadway and could catalyze reuse and redevelopment through retention of scale and character. It could allow for mixed-use reuse of the building in conformance with the goals of the comprehensive plan. It could also preserve and encourage the designation of the Gatzemeier Block Building (Friedman's Department Store), a potential historic resource, adjacent to the east at 400 West Broadway.

The consistency of the proposed designation with applicable development plans or development objectives adopted by the City Council: There are no development objectives adopted for this area of West Broadway. This area is covered by the *West Broadway Alive* small area plan. The plan was adopted by the City Council in 2009. The small area plan is compatible with the comprehensive plan in showing West Broadway as a commercial corridor and this part of the corridor as a Retail Center with mixed-use land use. The plan indicates (page 15) that a strength of West Broadway is its historic storefront buildings. The designation of the buildings would be in conformance with these goals.

LOCAL DESIGNATION CRITERIA

Title 23, Chapter 599.210 of the Minneapolis Code of Ordinances list seven criteria which shall be considered in determining whether a property is worthy of local designation as a landmark because of its historical, cultural, architectural, archaeological or engineering significance. The property meets the following designation criteria:

Criterion #1: The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic, or social history.

410 West Broadway is an example of a very early White Castle restaurant, opened on March 27, 1927, during the first year of the restaurant's expansion into the Twin Cities and during the company's biggest growth years (1927-1930). White Castle was the first major fast food carryout hamburger chain, predating the McDonald's Corporation by over three decades. Its rise both fueled and fed off of changes in early twentieth century American society that led Americans away from immigrant habits and identities toward a distinctly American culture, in the process establishing the hamburger's reputation as an American food and changing its unsavory reputation to that of a staple of the country's diet. In addition, the chain served as a model for the fast food industry of today. This white enamel brick model is the oldest remaining White Castle building in Minneapolis and is the only remaining white enamel brick building of the 13 that were built in Minneapolis.

While restaurants have always existed in the United States, up until the early 20th Century they were relatively rare, consisting mainly of taverns and boarding houses. As the United States urbanized and industrialized this began to change with the establishment of "eating houses" established to serve workers, especially during lunch breaks. However, before World War I restaurants did not operate with standardization, economies of scale, or significant advertising.¹

The White Castle hamburger chain was established in May of 1921, by Walter Anderson and Billy Ingram (they were Masons not Odd Fellows) in Wichita, Kansas.² They choose white to signify purity and castle to signify strength, stability, and permanence. The design of the buildings was modeled after the Chicago Water Tower and to have the same layout, with a grill, a counter, and five barstools. The menu was standardized as well, with hamburgers, pie, coffee and Coca-Cola.³

Americans during this time period were concerned with the safety and quality of ground beef and hamburgers and the commonly held belief that meat was ground up to hide spoilage or inferior cuts of meat. White Castle purchased meats from respected companies, commissioned studies to prove nutritional values, and held employees to strict standards of hygiene and attire to combat this perception.⁴

The company standardized their food, uniforms, and restaurant supplies, as well as their building design. This standardization of operations, food, and architecture inspired imitators such as White Palace, White Tower, Modern Castle, and Castle Blanca to arise in the 1930s and provided a model for the fast food industry that developed after World War II including companies such as McDonald's, Burger King, and Wendy's.⁵

The building at 410 West Broadway was used as a White Castle from March of 1927 until May of 1943 and was sold to Carl and Kay Ehruantraut in January of 1944. The building was operated as a restaurant, under various names including, Silver Streak, O-B Sandwich Shop, D & L Sandwich Shop, Andy's Diner, and Broadway Diner until 1977. After that date, no listings in city directories or City of Minneapolis records can be found for any operating business.⁶

Criterion #3: The property contains or is associated with distinctive elements of city or neighborhood identity.

The subject property is a remnant of the West Broadway Commercial Corridor storefront commercial buildings. The *North Minneapolis: Minneapolis Historic Context Study* details the development of West Broadway:

"Concurrent with residential development was the creation of commercial districts, both those catering to a local market and those providing goods and services to a wider geographic area. Historic commercial districts in North Minneapolis date to the streetcar era, from the 1880s to

the 1920s, with retail strips and nodes locating along car routes or transfer points. Bridges, too, played a major role in the location of shopping areas, with both Plymouth and 20th Ave. N. (Broadway) becoming commercial after their respective river bridges were built. North Minneapolis developed in a period when downtowns remained the primary retail shopping district in a city, and outlying locations offered more daily needs, such as a drugstore, grocery, meat market and barber shop, as well as recreation-oriented outlets such as saloons or later movie theaters. Of the North Minneapolis shopping districts, most fit the neighborhood node level. Only the 20th Ave. strip, perhaps because of its central location and access to Northeast Minneapolis, developed into a community-level shopping district.”

The context study goes on to further detail the development and importance of West Broadway:

“Twentieth Ave. N. (later known as West Broadway) initially had not been platted as a commercial street, either. The horse car line extension onto the street by 1885 and completion of the river bridge crossing by the end of the decade, however, determined the street's future. East of Lyndale, Case & Moore's Addition was platted or replatted with narrow lots oriented to 20th Ave., an arrangement that suited storefronts. West of Lyndale, Highland Park Addition on the north had been platted with lots facing the north-south streets, in keeping with the residential focus of that 1813 plat. By 1885, the south side had lots oriented toward 20th, perhaps responding to the land use direction of the street. Most of the handful of buildings west of Lyndale on 20th Ave., however, appeared to be residential in 1885; those east of Lyndale appeared to be a mixture of residential and commercial. The district slowly began to develop, apparently with commercial at both the Washington Ave. end and at the west end near Forest Heights.

Construction of I-94 and redevelopment have erased large portions of the commercial district that once began at Washington and continued through the Forest Heights neighborhood. Photographs from early years of the century show a mix of one-, two-, and three-story brick commercial buildings. Earlier buildings displayed more elaborate architectural treatments such as cornices; later buildings of the Teens and 1920s tended to be one-story brick, with simple ornamentation. Among the remaining buildings on West Broadway are the 1894 Gatzemeier Building at 400-402, and business blocks on the south side from Bryant west to Fremont.

The street grew and expanded as 20th Ave. N.; it was not until 1920s that the Northsider jubilantly announced that the street had been renamed West Broadway, corresponding to the name used across the bridge in Northeast Minneapolis. Twentieth had been called Crystal Lake Road from Humboldt Ave. west through Forest Heights; that area was also renamed, although newspaper ads from then indicate the store owners in that area thought of themselves as Forest Heights merchants.

West Broadway ultimately became the largest and most diverse shopping district in North Minneapolis from the 1920s onward. Not only was it physically in the center of the community, but it was adjacent to the major churches, the high school, transportation to downtown, and fine residence districts.”⁷

As noted above by the context study, West Broadway was part of the streetcar network, which contributed to its importance as a commercial street. The Broadway Avenue streetcar line was extended from Morgan Avenue North and West Broadway Avenue to 19th Avenue North (today Golden Valley Road) and Upton Avenue North in 1923. The line was the primary crosstown line through North Minneapolis and offered residents direct service to Northeast Minneapolis, as well as transfers to the Penn Avenue, Fremont-Emerson, Robbinsdale, Washington Avenue, 2nd Street Northeast, and Monroe lines, providing easy commutes to downtown and the industrial districts of North and Northeast Minneapolis.⁸

In the period after World War II up to the present, broad trends including the increase in automobile ownership and usage, the elimination of the streetcar system, freeway construction, suburbanization, and racial tensions had a major impact on West Broadway. As people moved to the suburbs retail uses followed. New shopping centers did not initially draw business away from West Broadway, but did keep many in the suburbs from traveling to West Broadway. Despite this West Broadway maintained a wide variety of services and did not experience significant vacancies until the early 1960s with the construction of Brookdale Center. Between 1963 and 1973 over 100 businesses left the area.⁹

It was at this time that the City of Minneapolis started to look at solutions that embraced other models of development similar to regional shopping malls, rather than traditional storefront buildings. This is seen in two City plans from this era, *This is West Broadway* (1964) and *The West Broadway Area Study* (1975), that both show the demolition of and redevelopment of large parts of West Broadway as strategies for revitalization. The redevelopment did not occur in the manner proposed, but some of the vision was partially realized by other development proposals discussed in the following paragraph. In the late 1990s, City policy moved back to promoting traditional urban design, including changes to the site plan review chapter of the zoning code and later with the adoption of various policies in the 1999 comprehensive plan.

The elimination of storefront buildings occurred with the construction of Interstate I-94 in the late 1970s, the big box Target (now Cub Foods) on the south side of West Broadway west of Lyndale in 1981, Broadway Center on the south side of West Broadway east of Lyndale in 1984, Hawthorne Crossings on the north side of West Broadway between Bryant and Emerson in the 1990s, and many other miscellaneous redevelopments.¹⁰ This led to the current condition where the once continuous wall of storefront buildings now has many large gaps and is limited to a few areas on West Broadway. The most notable remaining grouping of storefront buildings on West Broadway today would be along the south side between Bryant and Fremont Avenues, although a part of the 900 block was damaged by a fire which resulted in some buildings being demolished in the summer of 2015.

West Broadway has seen significant change since the mid-1960s. Social and economic trends and the construction of Interstate I-94 have contributed to the loss of many of the storefront buildings along the West Broadway corridor. Although the streetcar system was dismantled by 1954, the patterns of commercial development along West Broadway remain today, although diminished by demolitions. The subject buildings is a remaining part of what the North Minneapolis context study called “the largest and most diverse shopping district in North Minneapolis from the 1920s onward,” and is a remnant of its traditional storefront development pattern.

Criterion #4: The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.

The subject building was constructed in the novelty or programmatic style to look like a castle for the purpose of advertising the product sold inside the building. White Castle is an early and important national chain that used architecture as advertising for the product sold within the building. The white enamel glazed brick buildings were only built by White Castle between 1924 and 1929 and this is the only surviving white enamel brick building in Minneapolis and one of a handful surviving in the United States.

However, while several interesting elements of the original building are still present, the buildings integrity has been altered in such a way that it may no longer be able to convey its architectural significance.

REVIEWS AND COMMENTS

The Preservation Chapter of the Minneapolis Code of Ordinances (Chapter 599) requires that the designation be submitted to the Minnesota State Historic Preservation Office (SHPO) for review and comment.

State Historic Preservation Office

The designation was submitted to SHPO for comment on September 24, 2015. In a letter dated November 13, 2015, (attached) SHPO provided favorable comments on the designation and stated:

“White Castle Number 7 is historically significant as an early example of a White Castle restaurant, opening during the first year of the franchise’s expansion from Kansas to Minneapolis and coinciding with the company’s period of greatest growth in 1927-1930. The building is associated with the broad patterns of cultural development in Minneapolis. This particular White Castle is the oldest remaining restaurant in Minneapolis and is the only remaining white enamel brick building of the 13 that were originally built in Minneapolis.”

“We concur that the Independent Order of Odd Fellows Building and the White Castle Number 7 are good candidates for local designation.”

City Planning Commission

Chapter 599 of the Minneapolis Code of Ordinances also requires that the designation be submitted to the Minneapolis City Planning Commission (CPC) for review and comment. The Ordinance states that the city planning commission shall consider, but not 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.

The designation study was presented to the CPC on November 19, 2015. The CPC found that the proposed designation was consistent with the City of Minneapolis’ Comprehensive Plan and applicable development plans and objectives adopted by the City Council. Furthermore, the CPC found that the proposed designation would have a positive effect on the surrounding neighborhoods. A copy of the memorandum submitted to the CPC is attached to the designation study.

RECOMMENDATION

Recommendation of the Department of Community Planning and Economic Development:

The Department of Community Planning and Economic Development recommends that the Minneapolis Heritage Preservation Commission **adopt** the above report and attachments as findings of fact and submit the same together to the Zoning & Planning Committee of the City Council with a **recommendation to approve** the local designation of the property at 410 West Broadway with the following condition:

- I. The Secretary of the Interior's Standards for Treatment of Historic Properties will be used to evaluate alterations to the property.

ATTACHMENTS

1. BZH map
2. 410 West Broadway Designation Study
3. State Historic Preservation Office comment letter
4. Minneapolis City Planning Commission comment letter
5. Historic Preservation Commission nomination staff report and actions
6. Historic Preservation Commission interim protection extension staff report and actions
7. Report from Kemp's
8. Public comments received

ENDNOTES

¹ Landmark Designation Report – White Castle #16, Commission on Chicago Landmarks, July 7, 2011, 9.; Indianapolis White Castle #3, National Register of Historic Places Registration Form, March 2, 2011, 7.

² Hogan, "Selling 'em by the Sack", 24-29.

³ Hogan, "Selling 'em by the Sack," 30-31.

⁴ Hogan, "Selling 'em by the Sack," 32-35.

⁵ Indianapolis White Castle #3, National Register of Historic Places Registration Form, March 2, 2011, 9.

⁶ White Castle System records; Minneapolis City Directories 1930-1993.

⁷ Garneth O. Peterson and Carole Zellie, "North Minneapolis: Minneapolis Historic Context Study," (Landscape Research for the City of Minneapolis, 1998), 23-25.

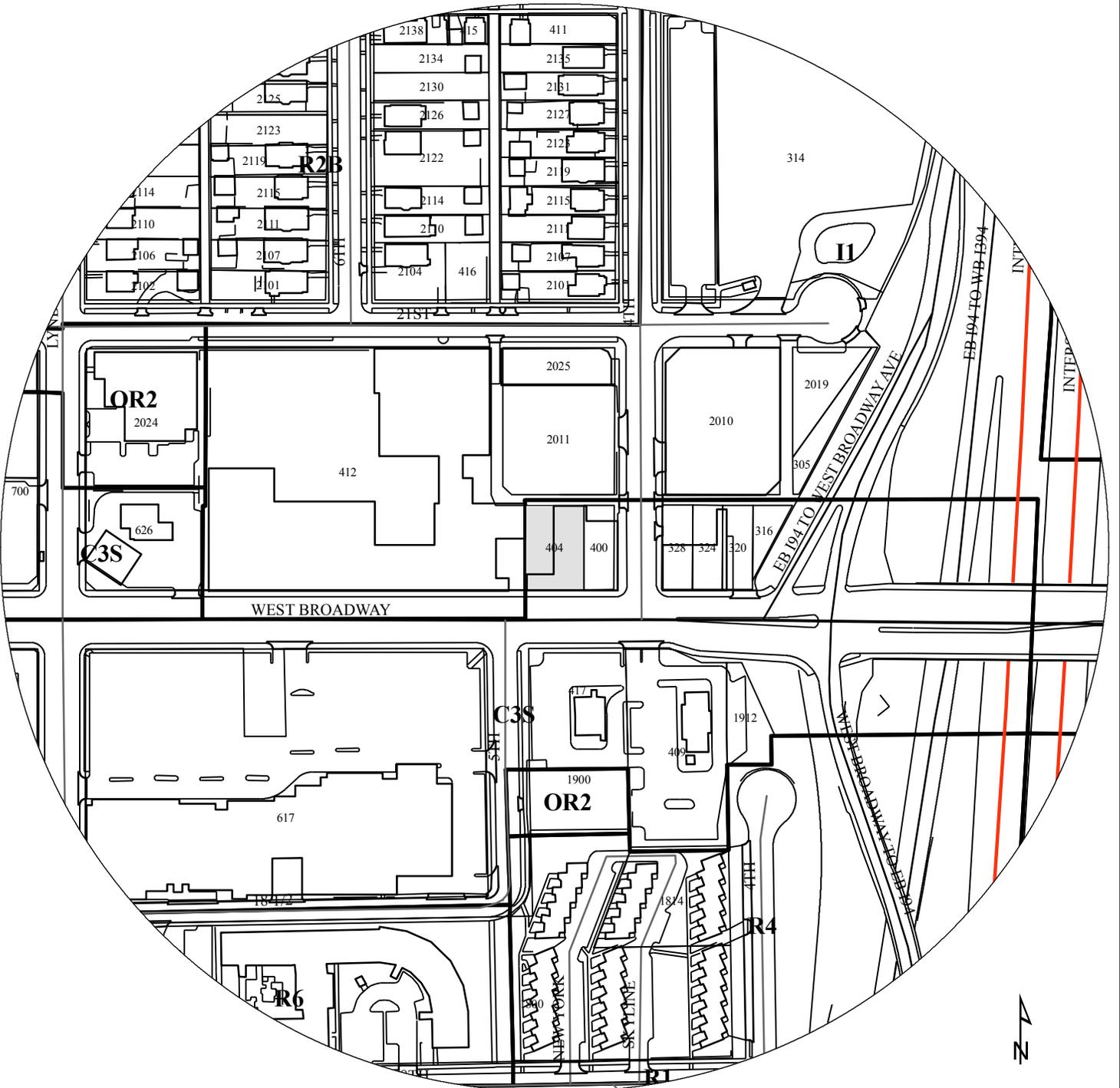
⁸ John W. Diers and Aaron Isaacs, "Twin Cities by Trolley: The Streetcar Era in Minneapolis and St. Paul" (Minneapolis, MN: University of Minnesota Press, 2007), 182, 216-17.

⁹ Charlene Roise and Nathan Weaver Olson, "A Corridor Through Time: An Assessment of the National Register Eligibility of West Broadway Avenue," (Hess, Roise and Company for the Minneapolis Community Development Agency, 2001), 6-7.

¹⁰ Charlene Roise and Nathan Weaver Olson, "A Corridor Through Time," 8.

NAME OF APPLICANT

WARD



PROPERTY ADDRESS

404 and 410 West Broadway

FILE NUMBER

BZH-28248

DESIGNATION STUDY:

**410 West Broadway
Minneapolis**



ACKNOWLEDGEMENTS

Mayor and City Council of the City of Minneapolis

The Honorable Betsy Hodges, Mayor

Barbara Johnson, Council President
Elizabeth Glidden, Council Vice President

Kevin Reich
Cam Gordon
Jacob Frey
Blong Yang
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Minneapolis Heritage Preservation Commission
Minneapolis Department of Community Planning & Economic Development
Designation Study for 410 West Broadway

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- Appendix E: Letter from SHPO (*forthcoming*)
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- Appendix J: Zoning and Planning Committee Actions (*forthcoming*)
- Appendix K: Actions of the Full City Council (*forthcoming*)
- Appendix L: Publication in *Finance and Commerce* (*forthcoming*)

Designation Study Purpose and Background

Kemps LLC, the owner of 404 West Broadway and 410 West Broadway, submitted an application to demolish the buildings in July of 2014. In response to this application, City of Minneapolis Department of Community Planning and Economic Development (CPED) staff determined that the buildings were historic resources and could not be demolished without review and approval by the Heritage Preservation Commission.

In July, 2014, Fifth Ward Council Member Blong Yang submitted an application for nomination to CPED for the former Independent Order of Odd Fellows Lodge at 404 West Broadway and for the former White Castle Number 7 at 410 West Broadway. After completing an initial review, CPED recommended to the Heritage Preservation Commission (HPC) on July 22, 2014, that the properties exhibited at least one of the local designation criteria found in section 599.210 of the Heritage Preservation Ordinance. At its meeting of July 22, 2014, the HPC adopted CPED's findings and placed both 404 West Broadway and 410 West Broadway under interim protection and called for a designation study to be conducted. At its meeting of July 14, 2015, the HPC granted an extension of interim protection until January 22, 2016.

This study is intended to fulfill the requirements for local historical designation outlined in Title 23, Chapter 599.230 of Minneapolis Code of Ordinances. The study is based on a review of resources including books, newspaper clippings, reverse directories, maps and photos from the Minneapolis Collection and general collections at the Hennepin County Library; historic building permits, previous designation studies, land use planning documents, historic resource inventories, and maps from the City of Minneapolis; photos and information from the Ohio Historical Society's White Castle holdings; and information submitted by the public and the property owner.

Study Format

While nominated together and under common ownership, the designation study for 404 West Broadway and 410 West Broadway was separated into two reports for clarity and to allow for them to be considered independently. However, some of the information in the studies covers both properties and is similar between the two documents.

Minneapolis Heritage Preservation Commission
 Minneapolis Department of Community Planning & Economic Development
Designation Study for 410 West Broadway

BASIC PROPERTY INFORMATION	410 West Broadway
Current name	410 West Broadway
Historic Name	White Castle Number 7
Current Address	404 West Broadway
Historic Address	410 20 th Avenue North; and 404 and 410 West Broadway
Original Construction Date	1927
Original Contractor	Unknown
Original Architect, Master builder, engineer, designer, artist, or craftsmen	Unknown
Historic Use	Commercial
Current Use	Vacant
Ward:	Ward 5
Neighborhood:	Hawthorne

PART 1: PHYSICAL DESCRIPTION OF THE PROPERTIES

Parcel location, shape, and size

The subject buildings, the former Independent Order of Odd Fellows (I.O.O.F.) Lodge at 404 West Broadway and the former White Castle at 410 West Broadway, are located on two platted lots all under one tax parcel addressed as 404 West Broadway in North Minneapolis (See Figure 1). The parcel that the buildings are located on is square and 9,215 square feet in area. The site is located on the north side of West Broadway just west of 4th Street North, which in turn is just west of Interstate I-94. The Mississippi River is approximately another three blocks to the east of the site beyond Interstate I-94. The properties are located in the Hawthorne Neighborhood and directly to the south across West Broadway is the Near-North Neighborhood.

West Broadway is designated as a Commercial Corridor in the comprehensive plan and in the *West Broadway Alive* small area plan. The east end of the West Broadway corridor in this area is mainly commercial uses; however, the site has the Kemps milk plant and associated facilities, adjacent and to the north and west, which is classified as an industrial use in the Minneapolis Zoning Code. To the east of the subject property, at 400 West Broadway, is the Gatzemeier Block Building, commonly known as Friedman's Department Store. It is a three-store brick building that City of Minneapolis files indicate is also a potential historic resource.

Description of building(s) on the property

The subject buildings are part of a commercial/industrial block that has the Kemp's Milk plant to the west and the Gatzemeier Block Building to the east. 404 West Broadway is a two-story building of approximately 9,400 square feet of floor area; approximately 4,700 square feet on each floor. It was used as a fraternal lodge and later a restaurant. 410 West Broadway is a one-story building of approximately 900 square feet that was used as a restaurant. Both buildings are currently vacant.

The report to this point has discussed both buildings due to their common ownership under one tax parcel. The following analysis is of 410 West Broadway, the former White Castle No. 7.

Description of primary structure

Date(s) of construction: 410 West Broadway was constructed by White Castle Systems in 1927, at an estimated cost of \$1,500, and was 14 feet by 26 feet in area.¹ A small 14 foot by 20 foot one-story addition to the lunch room of the building was constructed in 1949.² A search of city records and building permits and the Northwest Architectural Archives was unable to provide any information on the architect or builder other than a listing of “White Castle Systems.” However, the designer of White Castle hamburger stands at this time was believed to be Lloyd W. Ray, the construction superintendent for White Castle, who designed their buildings in the late 1920s and 1930s.³

Size and massing: 410 West Broadway is one-story rectangular building approximately 46 feet wide (along West Broadway) by 14 feet deep. The building is located up to the property line and sidewalk on West Broadway and covers only the front portion of the platted on which it was built. The rear of the lot has historically been used as parking. It is massed as a rectangular cube with an asymmetrical façade. (See Figures 16-30)

Architectural style: 410 West Broadway is a one-story, slab on grade building. The original building was constructed in the novelty or programmatic style, designed to look like a castle for the purposes of advertising the product (some of those original features are now missing). The front of the building has white glazed bricks laid in a running bond pattern. There is a soldier course of green glazed bricks along the bottom two courses of the foundation at the front of the original building, a soldier course of alternating white and green glazed bricks under the westernmost front window opening, and four soldier courses of alternating white and green bricks, with an arched pattern for the top two courses, above the front entryway of the building. The main entrance and westernmost front window both are flanked by buttresses. The original building has a small window on the west side of the front of the building and a larger window between the two sets of buttresses, both are boarded. The addition has a larger storefront window opening that is also boarded. The front of the original building also has a rectangular recessed area into the brick where a wall sign was present.

The east side of the building is covered by the adjacent 404 West Broadway building. Staff was not able to gain access or see the west and north (rear) sides of the building. Based on pictures and observations in the site observation report provided by Kemps, the building walls are brick, concrete block, and clay block, covered by stucco in some areas. The west wall has no window or door openings. The north wall has window and/or doors openings that are boarded.

Known original elements that are deteriorated or missing: As a condition of sale by White Castle, the building's "tower" (the tower was not a large structure with usable floor area, but an architectural feature to make the building look like a castle) and battlements along the roofline of the original building have been removed (See Figure 14). The original gooseneck light fixtures have been removed as well. The wall sign on the front of the building is missing leaving a recessed cavity in the glazed brick. Some of the glazed brick are spalling their finish. The window and door openings are boarded, so it is difficult to assess their condition or materials. The rear and side walls and roof of the structure are in poor condition.

A site observation report provided by Kemp's to the HPC, at its meeting of July 14, 2014, noted the following regarding the condition of the building (paraphrased by CPED staff). The front wall has cracked, settling, projecting or leaning brick. The front wall is out of plumb, which may indicate the failure of the structure. Several areas of the bricks have lost glazing and mortar. The northwest corner of the structure is failing at an improperly constructed control joint. The rear wall is in poor conditions with stucco finish falling off and the clay tile adjacent to the rear door is unstable. There is evidence of water intrusion and mold in the building. There are also signs of fire damage and efforts to shore the building with pallets.⁴

Description of landscape and landscape features

The site is flat and is completely covered by the buildings and parking. There is no landscaping.

PART 2: DISCUSSION OF HISTORIC SIGNIFICANCE

410 West Broadway is significant under criterion number one; the property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic, or social history.

410 West Broadway is an example of a very early White Castle restaurant, opened on March 27, 1927, during the first year of the restaurant's expansion into the Twin Cities and during the company's biggest growth years (1927-1930). White Castle was the first major fast food carryout hamburger chain, predating the McDonald's Corporation by over three decades. Its rise both fueled and fed off of changes in early twentieth century American society that led Americans away from immigrant habits and identities toward a distinctly American culture, in the process establishing the hamburger's reputation as an American food and changing its unsavory reputation to that of a staple of the country's diet. In addition, the chain served as a model for the fast food industry of today. This white enamel brick model is the oldest remaining White Castle building in Minneapolis and is the only remaining white enamel brick building of the 13 that were built in Minneapolis.

While restaurants have always existed in the United States, up until the early 20th Century they were relatively rare, consisting mainly of taverns and boarding houses. As the United States urbanized and industrialized this began to change with the establishment of "eating houses" established to serve workers, especially during lunch breaks. However, before World War I restaurants did not operate with standardization, economies of scale, or significant advertising.⁵

The White Castle hamburger chain was established in May of 1921, by Walter Anderson and Billy Ingram (they were Masons not Odd Fellows) in Wichita, Kansas.⁶ They choose white to signify purity and castle to signify strength, stability, and permanence. The design of the buildings was modeled after the Chicago Water Tower and to have the same layout, with a grill, a counter, and five barstools. The menu was standardized as well, with hamburgers, pie, coffee and Coca-Cola.⁷

Americans during this time period were concerned with the safety and quality of ground beef and hamburgers and the commonly held belief that meat was ground up to hide spoilage or inferior cuts of meat. White Castle purchased meats from respected companies, commissioned studies to prove nutritional values, and held employees to strict standards of hygiene and attire to combat this perception.⁸

The company standardized their food, uniforms, and restaurant supplies, as well as their building design. This standardization of operations, food, and architecture inspired imitators such as White Palace, White Tower, Modern Castle, and Castle Blanca to arise in the 1930s and provided a model for the fast food industry that developed after World War II including companies like as McDonald's, Burger King, and Wendy's.⁹

The building at 410 West Broadway was used as a White Castle from March 1927 until May of 1943 and was sold to Carl and Kay Ehruantraut in January of 1944. The building was operated as a restaurant, under various names including, Silver Streak, O-B Sandwich Shop, D & L Sandwich Shop, Andy's Diner, and Broadway Diner until 1977. After that date, no listings in city directories or City of Minneapolis records can be found for any operating business.¹⁰

410 West Broadway may be significant under criterion number four; the property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.

The subject building was constructed in the novelty or programmatic style to look like a castle for the purpose of advertising the product sold inside the building. White Castle is an early and important national chain that used architecture as advertising for the product sold within the building. The white enamel glazed brick buildings were only built by White Castle between 1924 and 1929 and this is the only surviving white enamel brick building in Minneapolis and one of a handful surviving in the United States.

410 West Broadway is significant under criterion number three; the property contains or is associated with distinctive elements of city or neighborhood identity.

The subject properties are remnants of the West Broadway Commercial Corridor storefront commercial buildings. The *North Minneapolis: Minneapolis Historic Context Study* details the development of West Broadway:

“Concurrent with residential development was the creation of commercial districts, both those catering to a local market and those providing goods and services to a wider geographic area. Historic commercial districts in North Minneapolis date to the streetcar era, from the 1880s to the 1920s, with retail strips and nodes locating along car routes or transfer points. Bridges, too, played a major role in the location of shopping areas, with both Plymouth and 20th Ave. N. (Broadway) becoming commercial after their respective river bridges were built. North Minneapolis developed in a period when downtowns remained the primary retail shopping district in a city, and outlying locations offered more daily needs, such as a drugstore, grocery, meat market and barber shop, as well as recreation-oriented outlets such as saloons or later movie theaters. Of the North Minneapolis shopping districts, most fit the neighborhood node level. Only the 20th Ave. strip, perhaps because of its central location and access to Northeast Minneapolis, developed into a community-level shopping district.”

The context study goes on to further detail the development and importance of West Broadway:

“Twentieth Ave. N. (later known as West Broadway) initially had not been platted as a commercial street, either. The horse car line extension onto the street by

1885 and completion of the river bridge crossing by the end of the decade, however, determined the street's future. East of Lyndale, Case & Moore's Addition was platted or replatted with narrow lots oriented to 20th Ave., an arrangement that suited storefronts. West of Lyndale, Highland Park Addition on the north had been platted with lots facing the north-south streets, in keeping with the residential focus of that 1813 plat. By 1885, the south side had lots oriented toward 20th, perhaps responding to the land use direction of the street. Most of the handful of buildings west of Lyndale on 20th Ave., however, appeared to be residential in 1885; those east of Lyndale appeared to be a mixture of residential and commercial. The district slowly began to develop, apparently with commercial at both the Washington Ave. end and at the west end near Forest Heights.

Construction of I-94 and redevelopment have erased large portions of the commercial district that once began at Washington and continued through the Forest Heights neighborhood. Photographs from early years of the century show a mix of one-, two-, and three-story brick commercial buildings. Earlier buildings displayed more elaborate architectural treatments such as cornices; later buildings of the Teens and 1920s tended to be one-story brick, with simple ornamentation. Among the remaining buildings on West Broadway are the 1894 Gatzmeirer Building at 400-402, and business blocks on the south side from Bryant west to Fremont.

The street grew and expanded as 20th Ave. N.; it was not until 1920s that the Northsider jubilantly announced that the street had been renamed West Broadway, corresponding to the name used across the bridge in Northeast Minneapolis. Twentieth had been called Crystal Lake Road from Humboldt Ave. west through Forest Heights; that area was also renamed, although newspaper ads from then indicate the store owners in that area thought of themselves as Forest Heights merchants.

West Broadway ultimately became the largest and most diverse shopping district in North Minneapolis from the 1920s onward. Not only was it physically in the center of the community, but it was adjacent to the major churches, the high school, transportation to downtown, and fine residence districts.”¹¹

As noted above by the context study, West Broadway was part of the streetcar network, which contributed to its importance as a commercial street. The Broadway Avenue streetcar line was extended from Morgan Avenue North and West Broadway Avenue to 19th Avenue North (today Golden Valley Road) and Upton Avenue North in 1923. The line was the primary crosstown line through North Minneapolis and offered residents direct service to Northeast Minneapolis, as well as transfers to the Penn Avenue, Fremont-Emerson, Robbinsdale, Washington Avenue, 2nd Street Northeast, and Monroe lines, providing easy commutes to downtown and the industrial districts of North and Northeast Minneapolis.¹² (See Figure 6)

In the period after World War II up to the present, broad trends including the increase in automobile ownership and usage, the elimination of the streetcar system, freeway construction, suburbanization, and racial tensions had a major impact on West Broadway. As people moved to the suburbs retail uses followed. New shopping centers did not initially draw business away from West Broadway, but did keep many in the suburbs from traveling to West Broadway. Despite this West Broadway maintained a wide variety of services and did not experience significant vacancies until the early 1960s with the construction of Brookdale Center. Between 1963 and 1973 over 100 businesses left the area.¹³ (See Figures 11 and 12).

It was at this time that the City of Minneapolis started to look at solutions that embraced other models of development similar to regional shopping malls, rather than traditional storefront buildings. This is seen in two City plans from this era, *This is West Broadway* (1964) and *The West Broadway Area Study* (1975), that both show the demolition of and redevelopment of large parts of West Broadway as strategies for revitalization (See Figures 9 and 10). The redevelopment did not occur in the manner proposed, but some of the vision was partially realized by other development proposals discussed in the following paragraph. In the late 1990s, City policy moved back to promoting traditional urban design, including changes to the site plan review chapter of the zoning code and later with the adoption of various policies in the 1999 comprehensive plan.

The elimination of storefront buildings occurred with the construction of Interstate I-94 in the late 1970s, the big box Target (now Cub Foods) on the south side of West Broadway west of Lyndale in 1981, Broadway Center on the south side of West Broadway east of Lyndale in 1984, Hawthorne Crossings on the north side of West Broadway between Bryant and Emerson in the 1990s, and many other miscellaneous redevelopments.¹⁴ This led to the current condition where the once continuous wall of storefront buildings now has many large gaps and is limited to a few areas on West Broadway. The most notable remaining grouping of storefront buildings on West Broadway today would be along the south side between Fremont and Bryant Avenues, although a large part of the 900 block was damaged by fire with some buildings demolished in the summer of 2015.

West Broadway has seen significant change since the mid-1960s. Social and economic trends and the construction of Interstate I-94 have contributed to the loss of many of the storefront buildings along the West Broadway corridor. Although the streetcar system was dismantled by 1954, the patterns of commercial development along West Broadway remain today, although diminished by demolitions. The subject buildings are a remaining part of what the North Minneapolis context study called “the largest and most diverse shopping district in North Minneapolis from the 1920s onward,” and are a remnant of its traditional storefront development pattern.

PART 3: RATIONALE FOR LOCAL HISTORICAL DESIGNATION

Local historical designation is an official action that promotes the preservation of historic resources by recognizing specific people, places, and events that are deemed to be significant in relation to the history and heritage of Minneapolis. Through the requirements set out in the Heritage Preservation chapter of the City's Code of Ordinances, the act of designation establishes a series of protections that are administered through the ordinance to ensure protection of significant places throughout the city against demolition or in appropriate alterations.

Designation Criteria

Title 23, Chapter 599.210 of Minneapolis Code of Ordinances lists seven criteria which are considered when trying to determine whether a property is worthy of local designation as a landmark because of its particular significance. 410 West Broadway is considered below in relation to each of the seven designation criteria.

Criterion #1: The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic, or social history.

The property in question appears to be significant due to its association with the White Castle restaurant system as discussed in section two of this designation study.

Criterion #2: The property is associated with the lives of significant persons or groups.

The property does not appear to be significant for its association with significant persons, but rather the interactions of every-day people seeking ordinary services on the West Broadway commercial corridor.

Criterion #3: The property contains or is associated with distinctive elements of city or neighborhood identity.

The property in question appears to be significant as a part of the West Broadway commercial corridor as discussed in section two of this designation study.

Criterion #4: The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.

The building appears to be significance under criterion four as discussed in section two of this designation study. However, while several interesting elements of the original building are still present, the buildings integrity has been altered in such a way that it may no longer be able to convey its architectural significance (please see integrity section on pages 17-18).

Criterion #5: The property exemplifies a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail.

The property is not significant under criterion five. There is no landscaping on the site. The site is covered by the building.

Criterion #6: The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects.

The building does not appear significant under criterion six. Staff was unable to find any record of the builder, engineer, designer, craftsman, or architects.

Criterion #7: The property has yielded, or may be likely to yield, information important in prehistory or history.

The properties have not yielded information important in history or prehistory. Records available at the Minnesota State Historic Preservation Office indicate that no archeological sites have been identified on the subject properties nor have any archeological surveys been conducted on or near the properties in question.

The site is presently located approximately half a mile west of the Mississippi River. This is the nearest pre-contact body of water. As these features generally served as a source of water, food, and transportation, areas in close proximity (generally five hundred feet or less) to such sites have a higher than average potential to include archeological evidence from pre-contact human habitation. As the subject properties are greater than five hundred feet from the Mississippi River, they are far less likely to produce such evidence.

The Mississippi Watershed Management Organization has identified what once was a wet soil feature about one hundred feet northeast of the properties.¹⁵ A plat map from 1892 shows the area where this depression is identified, but does not show any significant body of water.¹⁶ This plat map shows the area where the subject properties are built over with frame structures. This is currently underneath where the Kemps facility is located. The ground has been heavily excavated and paved over during the construction of this facility making it unlikely any information important in history or prehistory will be found, if any such evidence is even intact.

The subject property is not likely to yield information important in history. While historic maps indicate the presence of frame buildings on the entire block prior to the 1897 and 1927 constructions of the present buildings, the entire block is built up. Sanborn Fire Insurance Maps from 1952 show that 410 West Broadway was not built with a basement which leaves a slight chance that information from history might be found on site beneath the subject property.¹⁷ This chance is minimal because the site was built on previously and the building footprints are so small. Furthermore, city records indicate that 410 West Broadway was connected to the sewer system in 1897.¹⁸ For this reason there is little chance that the lots may contain privy vaults bearing archeological evidence. On this site, the above ground resources likely possess the most historical significance.

Integrity of historic resource

Location: 410 West Broadway is in its original location and maintains its integrity of location.

Design: The building has lost much of its integrity of design as a White Castle.

While some of the original elements such as the white enamel brick, the white and green enamel bricks in decorative patterns, and buttresses are still visible, the original tower and battlements along the parapet were removed as a condition of sale in 1943. The loss of these features changes the design of the building from one that looks like a castle, to that of a typical storefront building. However, as a part of the West Broadway storefront commercial corridor, one can still identify the subject property as a storefront building.

Setting: The building retains integrity of setting.

The Hawthorne and Near-North neighborhoods, where 410 West Broadway is located, have seen significant change since the building was constructed in 1927, and since the West Broadway commercial corridor was still a largely intact storefront commercial street in the mid-1960s. Social and economic trends and the construction of Interstate I-94 have contributed to the loss of many of the storefront buildings along the West Broadway corridor. However, the north side of the 400 block still has the same form, massing and scale, as when the building was constructed. West Broadway is still a main commercial street in the City and one can still identify the subject property as a storefront building.

Materials: The building has lost much of its integrity of materials.

While one can still identify the subject property as a storefront building, the original tower and battlements along the parapet were removed in 1943. Parts of the white and green enamel glazed bricks have been spalling their finish. These

factors make it difficult for the structure to convey that this was a white enamel glazed brick White Castle.

Workmanship: The building has lost some of its integrity of workmanship.

While the battlements along the parapet and “tower” have been removed, the original decorative brickwork and buttresses on the front of the building still convey the work of the original builders.

Feeling: The building has lost its integrity of feeling for its association with White Castle, but has retained its integrity of feeling for its association with the West Broadway storefront commercial corridor.

Much of the original parts of the building that would convey that this was a White Castle restaurant have been altered or removed since the time of its operation as a White Castle. It is still evident that this is a storefront commercial building as it was during the period when West Broadway was still an intact corridor of storefront buildings.

Association: The building has lost its integrity of association with the original owner, White Castle, but retains its integrity of association with the West Broadway storefront commercial corridor.

Much of the original parts of the building that would convey that this was a White Castle restaurant have been altered or removed since the time of its operation as a White Castle. However, looking at the area of West Broadway one can see its association, although diminished by demolitions, with the historic storefront character of West Broadway.

Relationship to the body of locally-designated properties in Minneapolis

The City of Minneapolis designates properties that represent and reflect elements of the city’s culture, social, economic, religious, political, architectural, or aesthetic history as local heritage landmarks. As of August 2015, 166 individual properties have been designated as landmarks in the City of Minneapolis.

The city of Minneapolis has designated White Castle #8, at 3252 Lyndale Avenue South, as a Landmark. Constructed in 1936, this property is significant not only for its association with the White Castle Corporation, which brought fast food to Minneapolis, but also for being an example of the prefabricated, portable rolled steel and porcelain castle that became White Castle’s signature. 410 West Broadway is an even earlier example, opened on March 27, 1927, during the first year of the restaurant’s expansion into the Twin Cities and during the company’s biggest growth years (1927-1930). This enamel brick model appears to be the oldest remaining White Castle building in

Minneapolis and it pre-dates the company's use of moveable, prefabricated porcelain steel structures.¹⁹

Perhaps most importantly, no landmarks or historic districts have yet been designated along West Broadway, identified as North Minneapolis' largest and most diverse retail district since the first decade of the twentieth century in the 1998 historic context statement for this portion of the city.²⁰ Furthermore, the only locally designated properties in this neighborhood, Hawthorne, are residential structures (the Concrete Block Houses along 3rd and 4th Streets North and the Baker-Emerson House at 2215 Dupont Avenue North).

Relationship to the Minneapolis Preservation Plan

The proposed designation helps fulfill the goals outlined in the 1990 *Preservation Plan for the City of Minneapolis* by systematically studying a property for its potential for preservation. The plan identifies historic contexts and sub-contexts to organize and focus on broad themes to give perspective to historic events and places. The business and industry context and the commerce, 1881-1991, sub-context of the plan, while focusing on the warehouse district and downtown, identify the importance of wholesale and retail trade in Minneapolis.

Comprehensive and Long-Range Planning

Title 23, Chapter 599.260 of Minneapolis Code of Ordinances requires the planning director to submit all proposed designations to the Minneapolis City Planning Commission for review and comment on the proposed designation.

The designation of these buildings could be a part of an economic development strategy for the West Broadway Commercial Corridor as the subject properties are the type of storefront buildings that could have mixed-use in a manner envisioned by the goals of the comprehensive plan. The designation of the buildings as landmarks by the City will require the preservation of buildings significant for their association with historic patterns of cultural, political, economic, or social history and distinctive elements of city or neighborhood identity in an area underrepresented by historic landmarks and districts.

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.

The Minneapolis Plan for Sustainable Growth designates West Broadway as a Commercial Corridor, shows this part of the corridor as mixed-use, and also has a Retail Center designation.

The plan states the following about landmark designations: “One of the driving forces behind the current survey is to balance the designated properties. The re-survey of the city attempts to balance the historic properties by investigating properties from the recent past, variety of geographic locations in the city, and land uses. Certain areas, such neighborhoods in and around downtown, have a wealth of designated properties. Other parts of the city have historic resources; however, many have not been identified through historic surveys.”

Policy 8.1: Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture.

8.1.1 Protect historic resources from modifications that are not sensitive to their historic significance.

It says the following about historic preservation as an economic development tool: “Historic preservation can be a strategy in redevelopment or revitalization of a neighborhood or area of the city. Reuse and rehabilitation of historic buildings can be a catalyst for other investment, especially in neighborhoods with barriers to economic success. While renovating an older building has many positive impacts to the community, the cost of renovating a historic building to property owners and developers can often be a major issue. Working with developers early in the process can help to streamline preservation requirements and increase the project success.”

Policy 8.10: Promote the benefits of preservation as an economic development tool and a method to achieve greater environmental sustainability and city vitality.

8.10.1 Encourage rehabilitation of buildings and landscapes to stimulate economic activity in depressed areas.

8.10.2 Establish property tax relief for historic building owners whose building is in an economically depressed area.

8.10.3 Establish a local funding stream for preservation work which directly contributes to the city's economic growth.

8.10.4 Encourage the occupation and reuse of historic structures in areas targeted by the city for revitalization by contributing resources to make older buildings more energy efficient and therefore less expensive to operate.

8.10.5 Prioritize the reuse of the city's historic buildings as a strategy for sustainable development.

8.10.6 Market the city's high quality, architecturally interesting, readily available and affordable housing and commercial properties.

8.10.7 Use planning tools, such as transfer of development rights and historic variances, as well as economic incentives, such as tax increment financing and

tax abatements, to retain historic structures while compensating for the loss of development potential.

8.10.8 Promote financial preservation incentives for property owners and developers.

8.10.9 Develop heritage tourism strategies.

The land use chapter the plan has the following relevant policy and implementation steps regarding Commercial Corridors:

Policy 1.10: Support development along Commercial Corridors that enhances the street's character, fosters pedestrian movement, expands the range of goods and services available, and improves the ability to accommodate automobile traffic.

1.10.1 Support a mix of uses – such as retail sales, office, institutional, high-density residential and clean low-impact light industrial – where compatible with the existing and desired character.

1.10.2 Encourage commercial development, including active uses on the ground floor, where Commercial Corridors intersect with other designated corridors.

1.10.3 Discourage uses that diminish the transit and pedestrian character of Commercial Corridors, such as some automobile services and drive-through facilities, where Commercial Corridors intersect other designated corridors.

1.10.4 Encourage a height of at least two stories for new buildings along Commercial Corridors, in keeping with neighborhood character.

The designation of the buildings as landmarks by the City will require the preservation of buildings significant for their association with historic patterns of cultural, political, economic, or social history and distinctive elements of city or neighborhood identity in an area underrepresented by historic landmarks and districts. It could also be a part of an economic development strategy for the West Broadway Commercial Corridor as the subject properties are the type of storefront buildings that could have mixed-use in a manner envisioned by the goals of the comprehensive plan.

(2) The effect of the proposed designation on the surrounding area.

A designation will preserve remnants of the West Broadway storefront commercial corridor. It will serve as a reminder of the history of West Broadway and could catalyze reuse and redevelopment through retention of scale and character. It could allow for mixed-use reuse of the buildings in conformance with the goals of the comprehensive plan. It could also preserve and encourage the designation of the Gatzemeier Block Building (Friedman's Department Store), a potential historic resource, adjacent to the east at 400 West Broadway.

(3) The consistency of the proposed designation with applicable development plans or development objectives adopted by the city council.

There are no development objectives adopted for this area of West Broadway. This area is covered by the *West Broadway Alive* small area plan. The plan was adopted by the City Council in 2009. The small area plan is compatible with the comprehensive plan in showing West Broadway as a commercial corridor and this part of the corridor as a Retail Center with mixed-use land use. The plan indicates (page 15) that a strength of West Broadway is its historic storefront buildings. The designation of the buildings would be in conformance with these goals.

National Register Status

The property is not currently listed in the National Register of Historic Places (NRHP). The owner is encouraged to pursue such listing in the future with the intent of pursuing tax credits from the State of Minnesota (20%) and the National Park Service (20%).

State Designation

The property is not designated by the State of Minnesota as a historic district, historic place, or historic site.

Period of Significance

The period of significance for 410 West Broadway is 1927-1964, the time from when the building was constructed until the time when broad social and economic trends contributed to the continuing loss of businesses and demolition of buildings. The mid-1960s was the last period of time when West Broadway was an intact corridor of storefront buildings. (See Figures 3, 7, 8, 11, and 12)

PART 4: REGISTRATION AND CLASSIFICATION INFORMATION

NAME OF PROPERTY - 410 West Broadway	
Historic Name	White Castle No. 7
Current Name	410 West Broadway
Other Names Used	Not applicable
LOCATION OF PROPERTY	
Street and Number	410 West Broadway
Is building located on its original site?	Yes
Date if moved	Not applicable
OWNERSHIP OF PROPERTY	
Owner's Name	Kemps LLC
Owner's Address	420 West Broadway Minneapolis, MN 55411
CLASSIFICATION	
Ownership of Property	Private
Category of property	Building
Number of contributing resources within property	Buildings: 1 Structures: 1 Sites: 0 Objects: 0
Number of non-contributing resources within property	Buildings: 0 Structures: 0 Sites: 1, parking area Objects: 0
Listed on the National Register of Historic Places?	No
Date of NRHP listing?	Not applicable
USE AND FUNCTION	
Historic Use	Restaurant

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Current Use	Vacant
DESCRIPTION	
Architectural classification/style	Programmatic or novelty
<u>Materials:</u> <ul style="list-style-type: none"> • Foundation • Roof • Walls • Windows 	<ul style="list-style-type: none"> • Slab on grade • Flat • Brick • Unable to identify, boarded
STATEMENT OF SIGNIFICANCE	
Applicable local designation criteria	599.210(1)(3)
Related local context (s)	Business and industry context and the commerce, 1881-1991, sub-context
Significant dates	1927-1964
Period (s) of significance	1927-1964
Cultural affiliation	Not applicable
Names of master builders, engineers, designers, artists, craftsmen, and/or architects	None identified
MAJOR BIBLIOGRAPHIC REFERENCES	
	See Sources section
GEOGRAPHICAL DATA	
Size of parcel	9,215 square feet for tax parcel; each lot is approximately 4,607 square feet (approximately 41 by 115 feet)
PIN number	15-029-24-23-0173
Legal Description	Lots 2 and 3, Block 2, WILLARD AND CASSEDAY'S ADDITION TO MINNEAPOLIS (410 is on Lot 1)

PART 5: PHOTOGRAPHS, DRAWINGS, AND OTHER DOCUMENTS

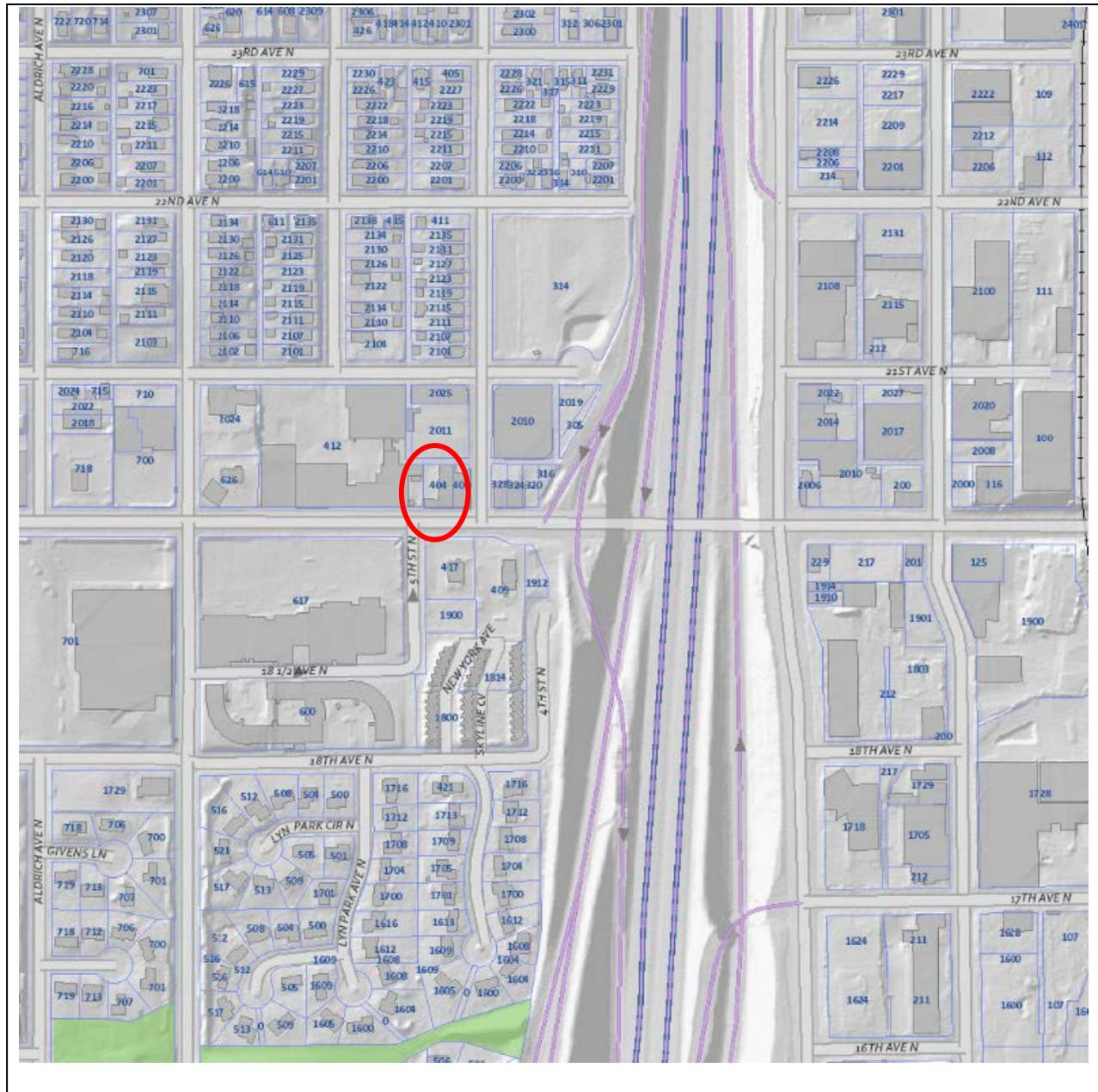


Figure 1. Site location map, August 2015, source: MinneAtlas.

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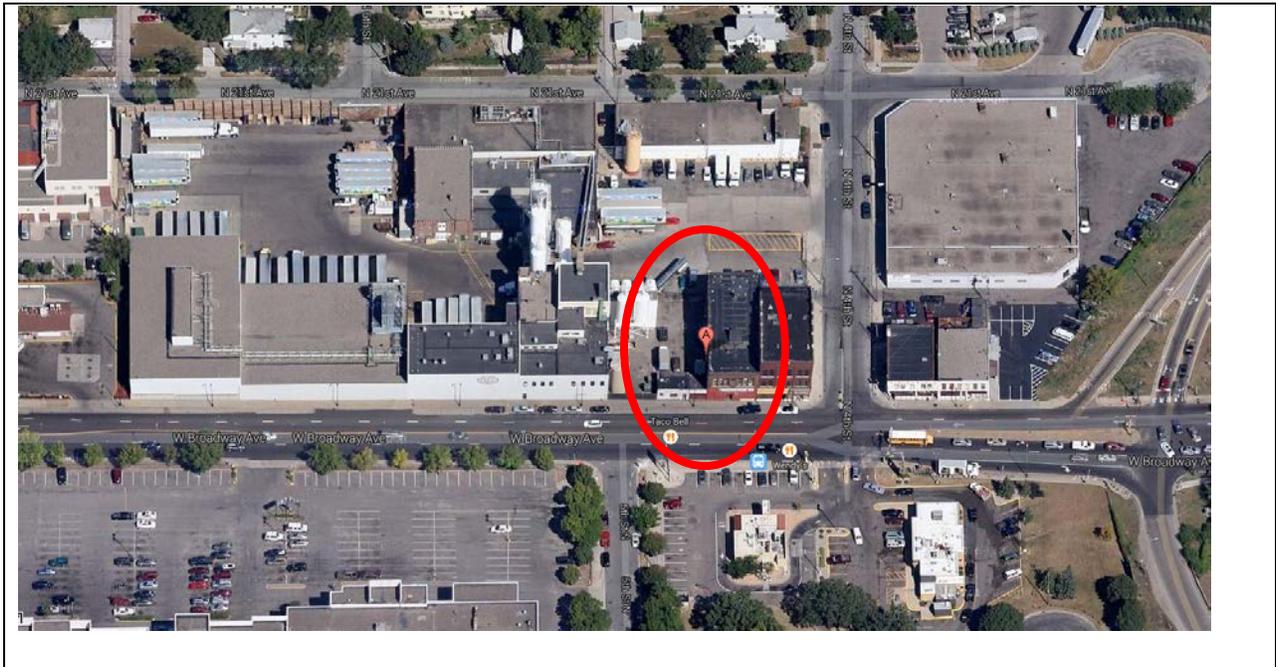


Figure 2. Aerial view of site, looking north, 2015, source: Google Maps.



Figure 3. Atlas of the City of Minneapolis, Plate 26, 1914, source: Minnesota Reflections.

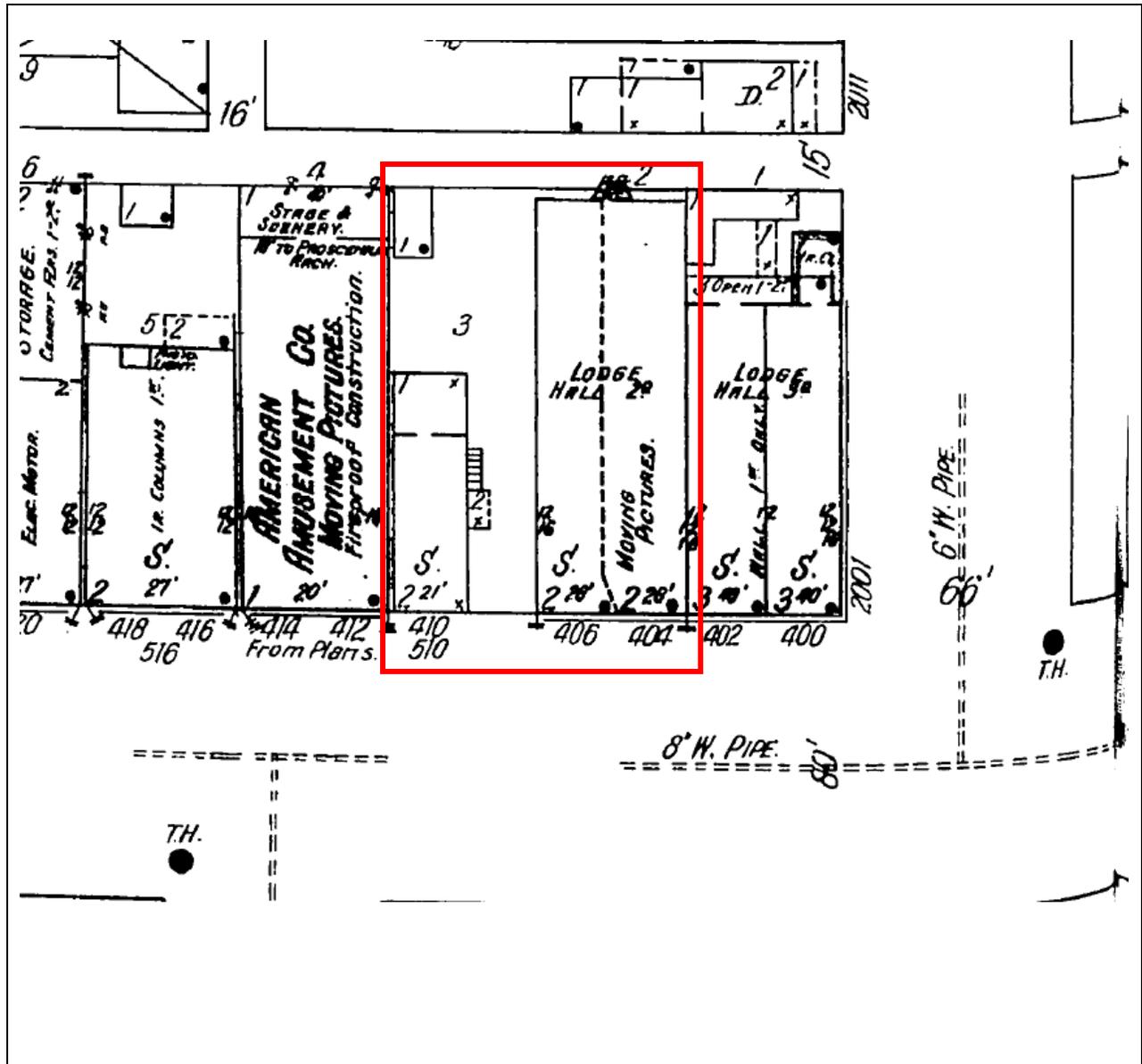


Figure 4. 404-410 West Broadway, source: Hennepin County Library, Sanborn Map Company, Insurance Maps of Minneapolis, Minnesota, vol. 1, 1912-1930, 1912, Sheet 9.

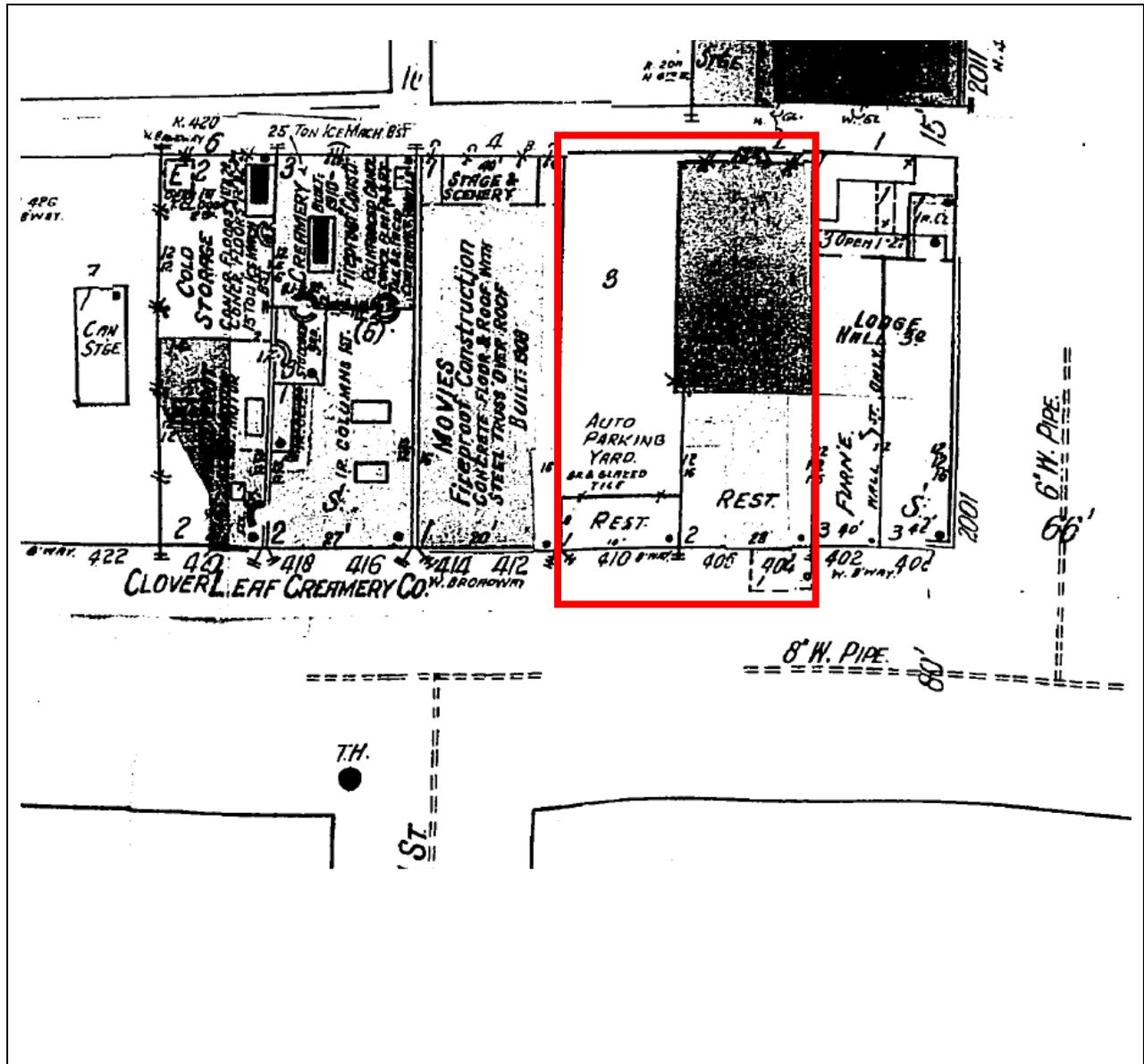


Figure 5. 404-410 West Broadway, source: Hennepin County Library, Sanborn Map Company, Insurance Maps of Minneapolis, Minnesota, vol. 1, 1912-April 1951, 1951, Sheet 9.

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Minneapolis Department of Community Planning & Economic Development
Designation Study for 410 West Broadway

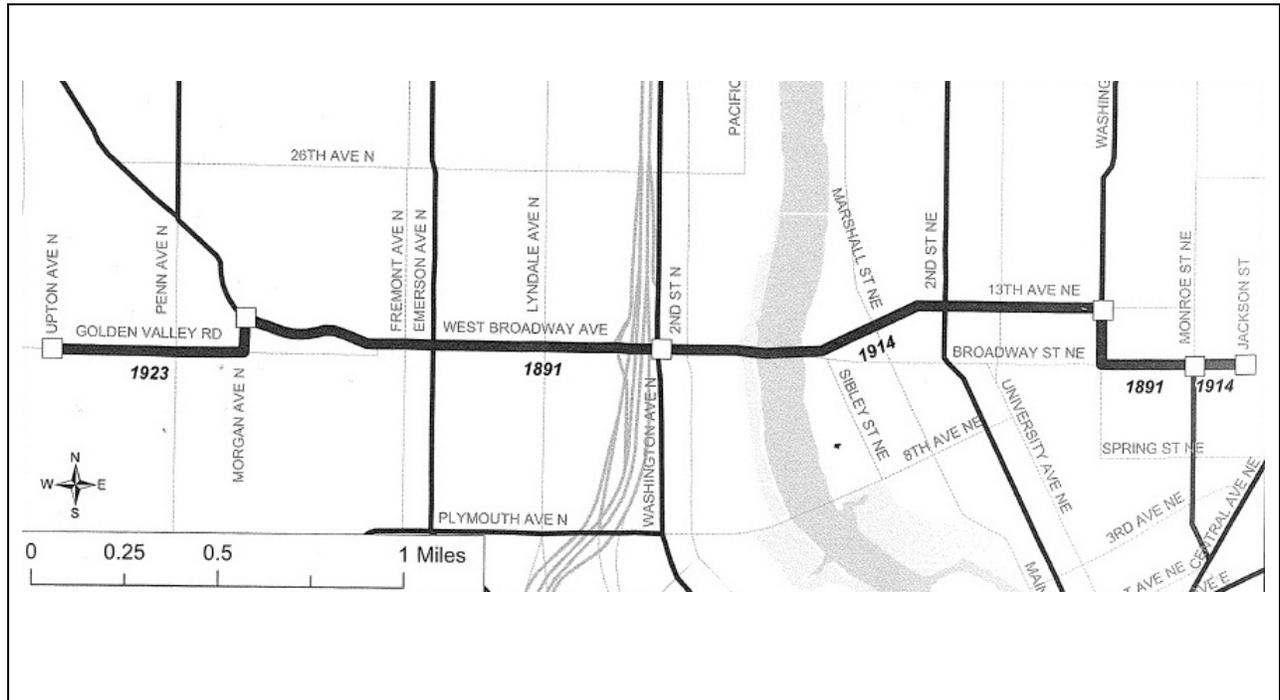


Figure 6. Map of Broadway Avenue streetcar line. Source: *Twin Cities by Trolley: The Streetcar Era in Minneapolis and St. Paul*, John W. Diers and Aaron Isaacs, p. 217.

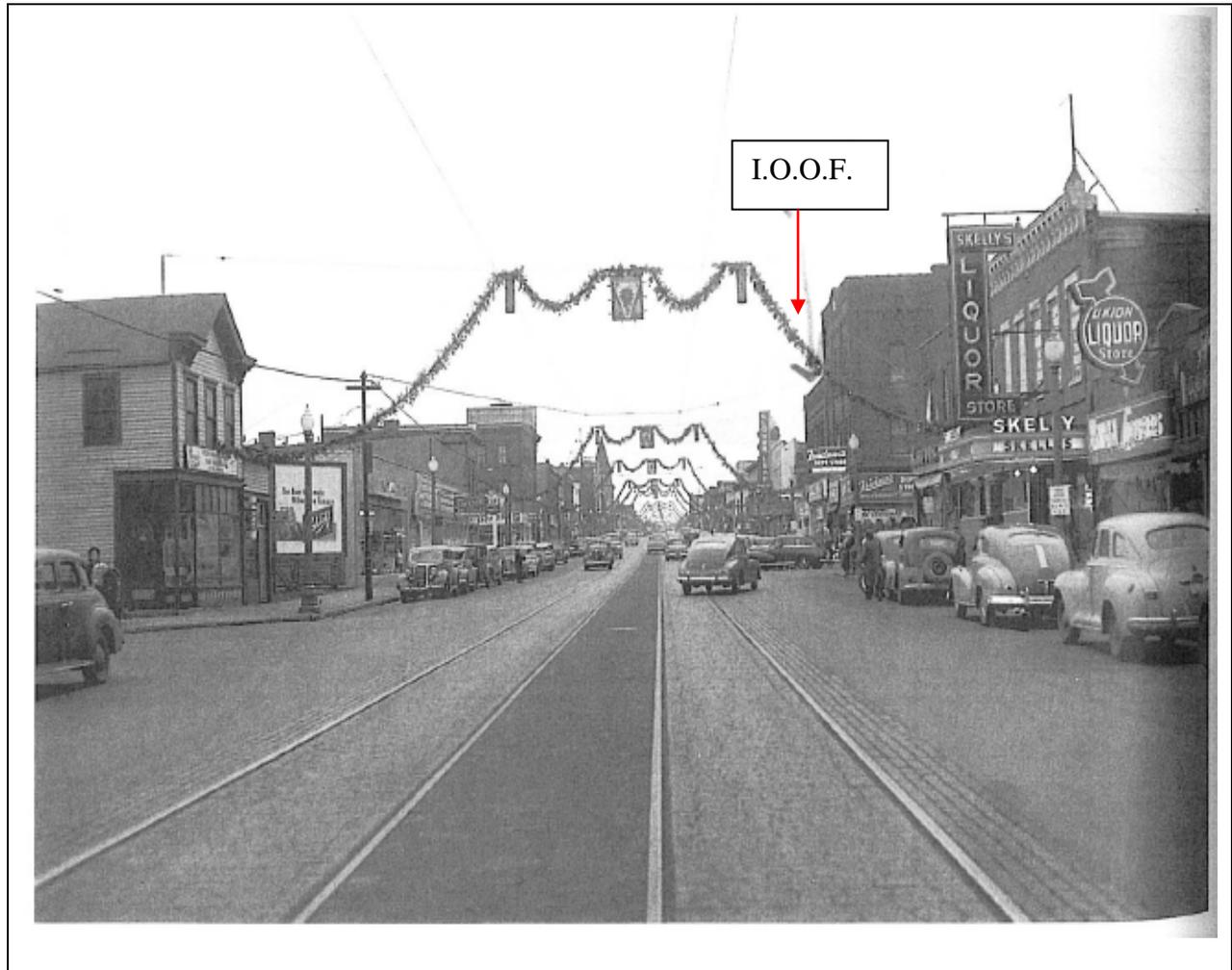


Figure 7. West Broadway 1949, looking west from approximately 3rd Street North (now the location of the I-94 off ramp) source: *Twin Cities Then and Now*, Larry Millett, p. 76.

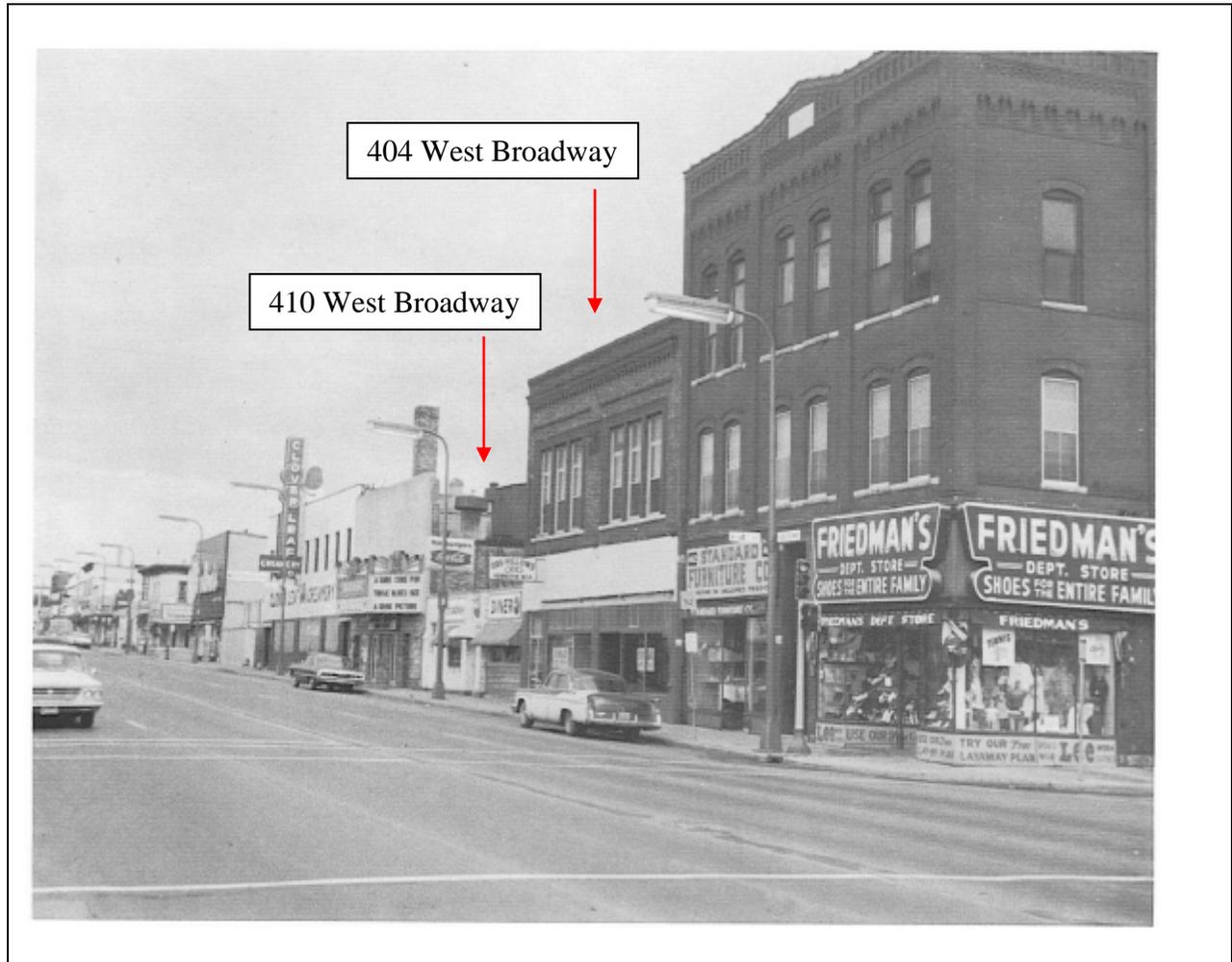


Figure 8. West Broadway 1964, looking west from 4th Street North, source: *This is West Broadway* (1964), p 9.

Please note that few changes to the buildings have been made since this time, the end of the period of significance, apart from the removal of awnings, replacement of signage, and addition of protective boards.



Figure 9. Redevelopment option for West Broadway, source: *This is West Broadway* (1964), p 97.

Please note that this policy document reflected the policy change toward the storefront commercial character and embraced a more suburban shopping center development pattern. This proposal was not constructed.

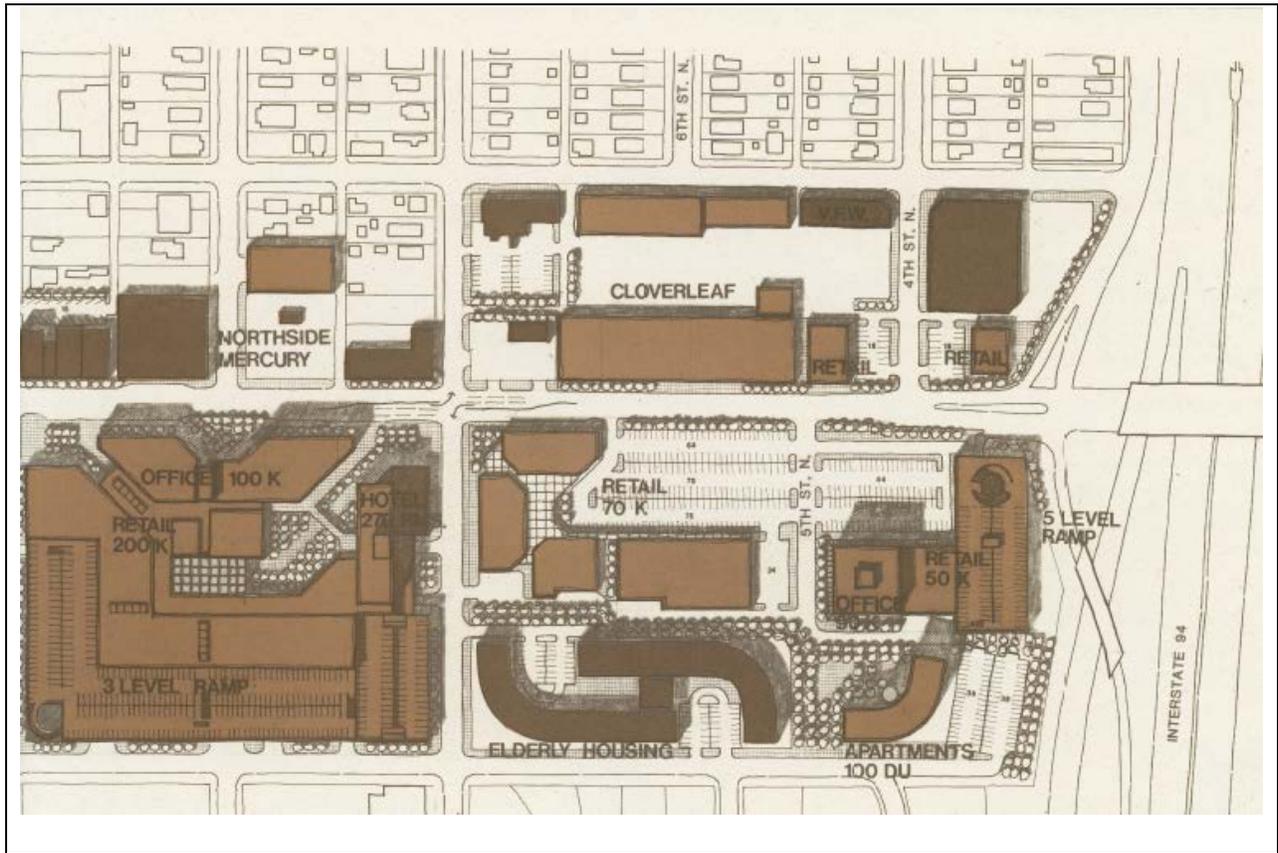


Figure 10. Redevelopment option for West Broadway, source: *West Broadway Area Study* (1975).

Minneapolis Heritage Preservation Commission
 Minneapolis Department of Community Planning & Economic Development
Designation Study for 410 West Broadway

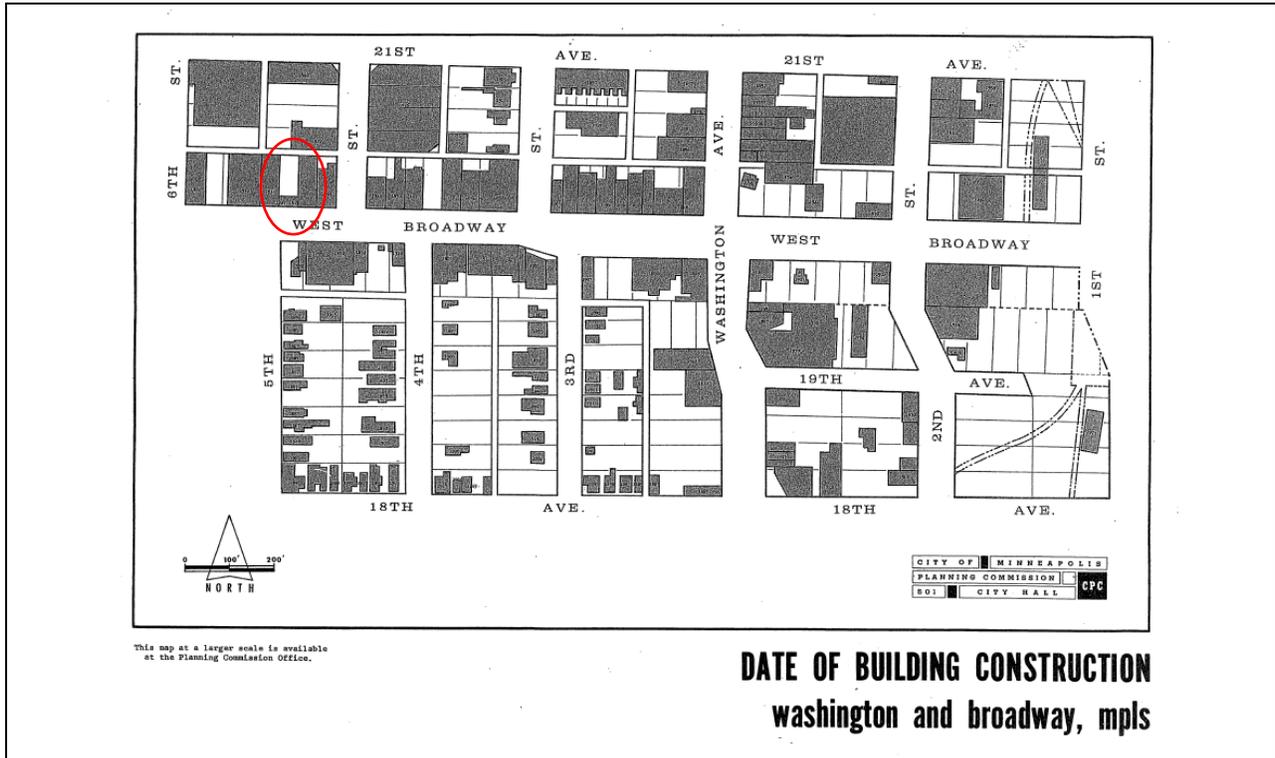


Figure 11. Building Inventory 1964, source: *This is West Broadway* (1964), p.65

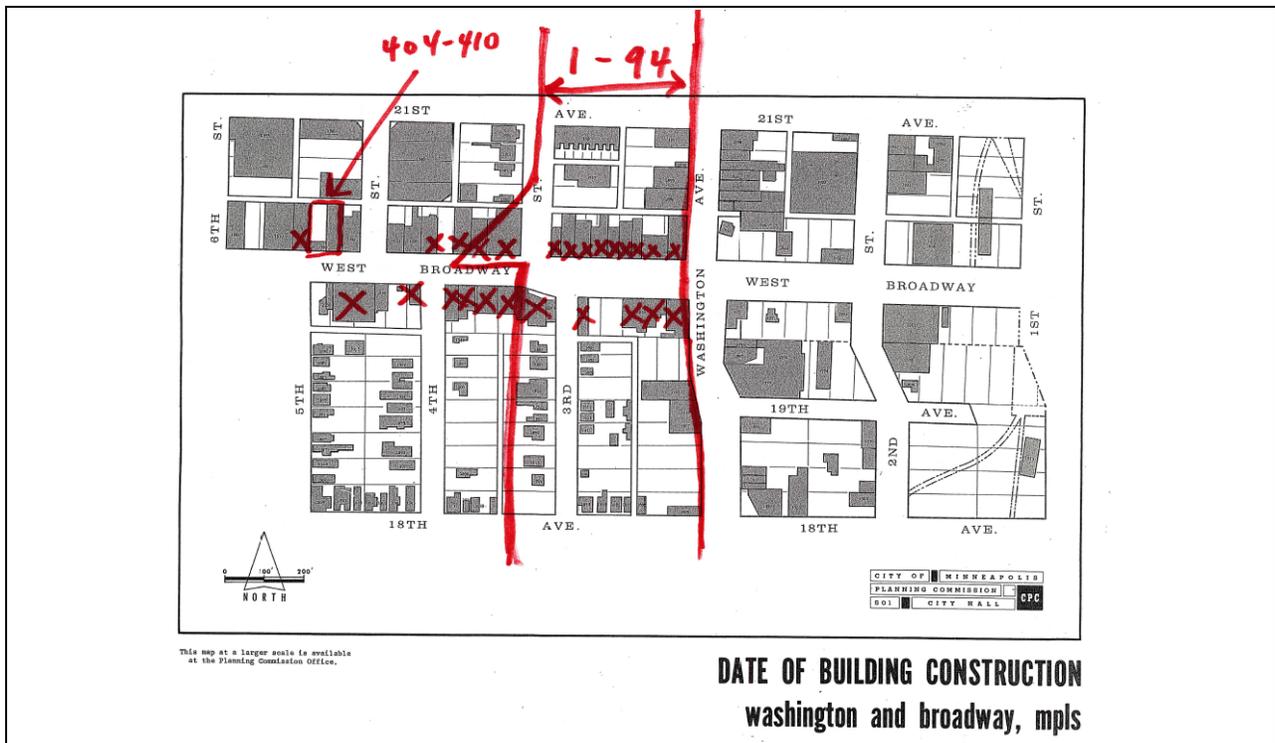


Figure 12. Building inventory updated for 2015, with removed buildings shown as X's, source: CPED.



Figure 13. White Castle No. 7, 410 West Broadway, March 10, 1927, source: Ohio History Connection, White Castle Digital Collection; White Castle System Records.

Please note that while the small “tower” architectural feature and battlements were removed at a later date, as a condition of sale by White Castle, the building retains many of the features shown in this picture at the time of its construction.



Figure 14. White Castle No. 7 after it was sold in 1944, source: Ohio History Connection, White Castle Collection; White Castle System Records.

Please note that after sale by White Castle the removal of the “tower” architectural feature and then the battlements. See page 10 of this report for a more detailed description of the building architecture.

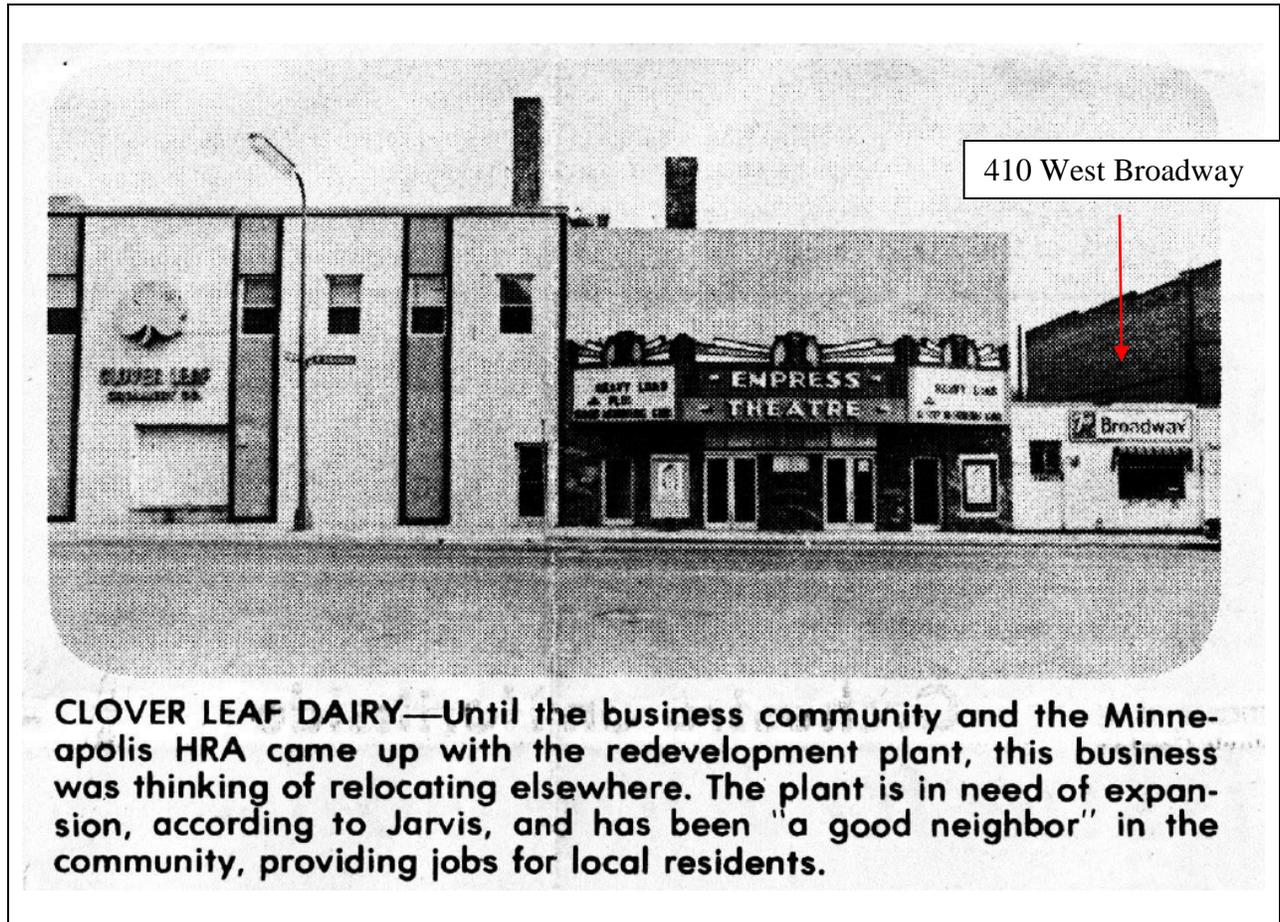


Figure 15. 410 West Broadway (then the Broadway Diner) in 1975, next to the Empress Theater (since demolished) and the Clover Leaf facility (now Kemps), source: *North Minneapolis Post*, Vol 29, No. 12, May 29, 1975.



Figure 16. Looking north across West Broadway, July 2015, source: CPED.

Please note that the orange placard signs on the front of the buildings in all of the pictures are a notification of the HPC hearing, not a violation notice.



Figure 17. Looking north across West Broadway, July 2015, source: CPED.



Figure 18. Looking northeast across West Broadway, July 2015, source: CPED.



Figure 19. Looking northwest across West Broadway, July 2015, source: CPED.



Figure 20. Looking southwesterly at rear of 404 West Broadway (410 is not visible from the street), July 2015, source: CPED.



Figure 21. Looking northeasterly at 410 West Broadway, July 2015, source: CPED.



Figure 22. Looking northeasterly at 410 West Broadway, July 2015, source: CPED.



Figure 23. Looking northwesterly at 410 West Broadway, July 2015, source: CPED.

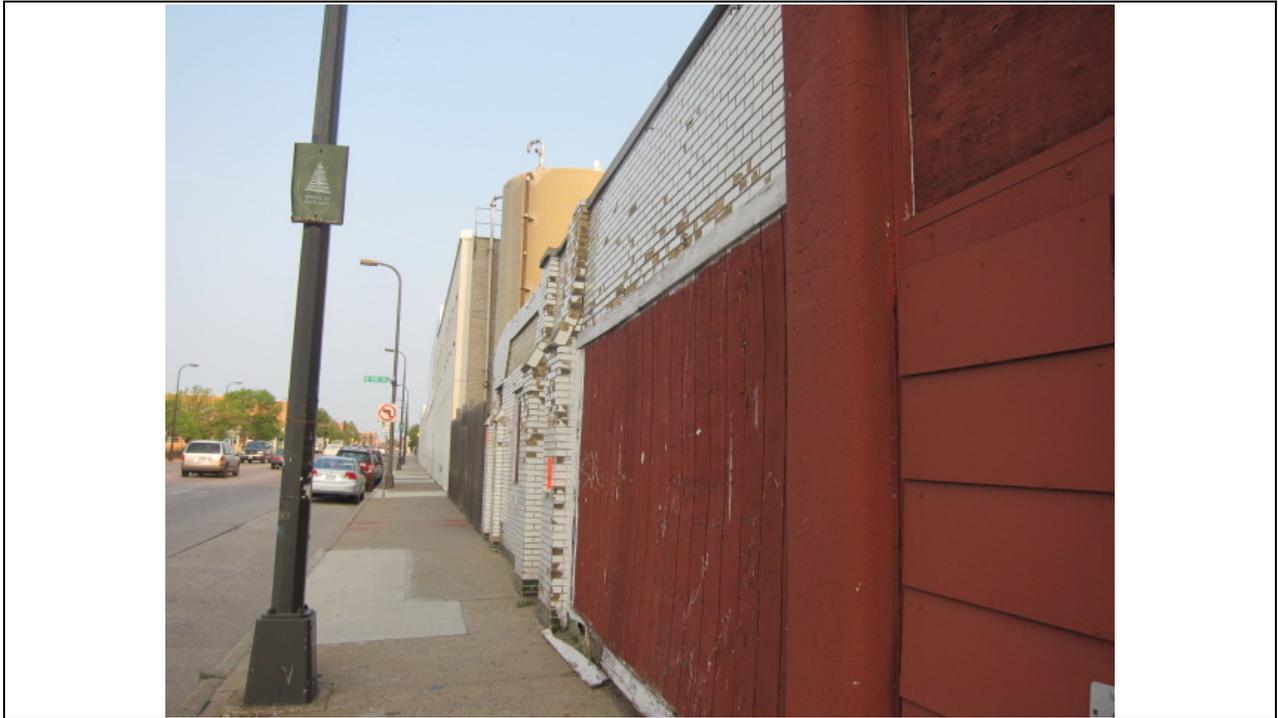


Figure 24. Looking west at 410 West Broadway, July 2015, source: CPED.



Figure 25. Looking east at 410 West Broadway, July 2015, source: CPED.



Figure 26. Front of 410 West Broadway, July 2015, source: CPED.



Figure 27. Front of 410 West Broadway, July 2015, source: CPED.



Figure 28. Front of 410 West Broadway, July 2015, source: CPED.

Please note that the orange placard signs on the front of the buildings in all of the pictures are a notification of the HPC hearing, not a violation notice.



Figure 29. Front of 410 West Broadway, July 2015, source: CPED.



Figure 30. Front of 410 West Broadway, July 2015, source: CPED.

Please note that the orange placard signs on the front of the buildings in all of the pictures are a notification of the HPC hearing, not a violation notice.

END NOTES

- ¹ Minneapolis Inspector of Buildings, Permit B202311 (2-3-1927).
- ² Minneapolis Inspector of Buildings, Permit B307008 (8-1-1949).
- ³ Landmark Designation Report – White Castle #16, Commission on Chicago Landmarks, July 7, 2011, 17; David Gerald Hogan, “Selling ‘em by the Sack” (New York: New York University Press, 1997), 44.
- ⁴ Site Observation Report for 410 West Broadway, Ericksen Roed & Associates, (6-30-2014).
- ⁵ Landmark Designation Report – White Castle #16, Commission on Chicago Landmarks, July 7, 2011, 9.; Indianapolis White Castle #3, National Register of Historic Places Registration Form, March 2, 2011, 7.
- ⁶ Hogan, “Selling ‘em by the Sack”, 24-29.
- ⁷ Hogan, “Selling ‘em by the Sack,” 30-31.
- ⁸ Hogan, “Selling ‘em by the Sack,” 32-35.
- ⁹ Indianapolis White Castle #3, National Register of Historic Places Registration Form, March 2, 2011, 9.
- ¹⁰ White Castle System records; Minneapolis City Directories 1930-1993.
- ¹¹ Garneth O. Peterson and Carole Zellie, “North Minneapolis: Minneapolis Historic Context Study,” (Landscape Research for the City of Minneapolis, 1998), 23-25.
- ¹² John W. Diers and Aaron Isaacs, “Twin Cities by Trolley: The Streetcar Era in Minneapolis and St. Paul” (Minneapolis, MN: University of Minnesota Press, 2007), 182, 216-17.
- ¹³ Charlene Roise and Nathan Weaver Olson, “A Corridor Through Time: An Assessment of the National Register Eligibility of West Broadway Avenue,” (Hess, Roise and Company for the Minneapolis Community Development Agency, 2001), 6-7.
- ¹⁴ Charlene Roise and Nathan Weaver Olson, “A Corridor Through Time,” 8.
- ¹⁵ Mississippi River Management Organization, “Historic Waters of the Mississippi Watershed Management Organization,” (Minneapolis: Mississippi Watershed Management Organization, 2011) 34.

¹⁶ C.M. Foote and Company, "Atlas of the City of Minneapolis," Plate 39, 1892.

¹⁷ Sanborn Map Company, "Insurance Maps of Minneapolis, Minnesota," Volume 2A, 1912-1952; Republished 1952, sheet 235 A.

¹⁸ City of Minneapolis Sewer Permits 2207 (1890) and 5828 (1897).

¹⁹ David Hogan, "Selling 'em by the Sack", 19; Minneapolis Heritage Preservation Commission, "White Castle #8"
[http://www.ci.minneapolis.mn.us/hpc/landmarks/hpc_landmarks_lyndale_ave_s_3252_white_castle_8] accessed 28 April 2014.

²⁰ Garneth O. Peterson and Carole Zellie, "North Minneapolis: Minneapolis Historic Context Study," (Landscape Research for the City of Minneapolis, 1998), 25.

SOURCES AND REFERENCES

City of Minneapolis Building Permits

City of Minneapolis Sewer Permits

C.M. Foote and Company, "Atlas of the City of Minneapolis," Plate 39, 1892.

Commission on Chicago Landmarks, "Landmark Designation Report – White Castle #16," July 7, 2011

Diers, John W. and Aaron Isaacs, "Twin Cities by Trolley: The Streetcar Era in Minneapolis and St. Paul" (Minneapolis, MN: University of Minnesota Press, 2007)

Hogan, David Gerald, "Selling 'em by the Sack" (New York: New York University Press, 1997)

Indianapolis White Castle #3, National Register of Historic Places Registration Form, March 2, 2011

Mead and Hunt, North Minneapolis Historic Resources Inventory (North Area), 2002

Millett, Larry, "Twin Cities Then and Now", (Minnesota Historical Society Press, 1996)

Minneapolis City Directories, 1930-1993

Minneapolis Heritage Preservation Commission, "White Castle #8" website:
http://www.ci.minneapolis.mn.us/hpc/landmarks/hpc_landmarks_lyndale_ave_s_3252_white_castle_8

Minneapolis Housing and Redevelopment Authority, "The West Broadway Area Study", 1975

Minneapolis Planning Commission, "This is West Broadway", 1964

Mississippi River Management Organization, "Historic Waters of the Mississippi Watershed Management Organization," (Minneapolis: Mississippi Watershed Management Organization, 2011)

North Minneapolis Post, Vol 29, No. 12, May 29, 1975.

Peterson, Garneth O. and Carole Zellie, "North Minneapolis: Minneapolis Historic Context Study," (Landscape Research for the City of Minneapolis, 1998)

Roise, Charlene and Nathan Weaver Olson, "A Corridor Through Time: An Assessment of the National Register Eligibility of West Broadway Avenue," (Hess, Roise and Company for the Minneapolis Community Development Agency, 2001)

Sanborn Map Company, "Insurance Maps of Minneapolis, Minnesota," Volume 2A, 1912-1952; Republished 1952, sheet 235 A.

Site Observation Report for 404 West Broadway, Ericksen Roed & Associates, 6-30-2014

White Castle System records

November 13, 2015

Jim Voll
City of Minneapolis – CPED
105 Fifth Avenue South – Room 200
Minneapolis MN 55401-2534

RE: Proposed local designation of Independent Order of Odd Fellows, 404 W. Broadway and White Castle Number 7, 410 W. Broadway, MNHS Referral Number 2015-3118

Dear Jim,

Thank you for the opportunity to comment on the above referenced designations. They have been reviewed pursuant to Minnesota Statutes §471.193, subd. 6., and Section 599.210 of the City of Minneapolis Code of Ordinances.

Constructed in 1897, the Independent Order of Odd Fellows Building is a rectangular, two-story, vernacular brick commercial building. The first floor storefront is faced with stucco, the result of a remodel in 1933 or 1940. The parapet features brick relief that reads, “Hennepin No 4 I.O.O.F.”

The IOOF Building is historically significant as the second Odd Fellows lodge established in Minneapolis and the fourth lodge established in Minnesota, and for its association with broad patterns of cultural development in Minneapolis. The IOOF is an example of a fraternal organization whose primary purpose was social, providing companionship and constituting a recreational club in the formal sense. It functioned as an Odd Fellows lodge until at least 1975.

White Castle Number 7 was constructed by White Castle Systems in 1927, originally measuring 14' x 26'. A 14' x 20' addition to the lunch room was built in 1949. The building was designed and constructed to resemble a castle, according to specifications promulgated by the White Castle Company and its construction superintendent, Lloyd W. Ray, who designed their restaurants in the 1920s and 1930s. The façade of the one-story building is faced with white glazed bricks in a running bond pattern, contrasted by a soldier course of green glazed bricks along the foundation. The building's tower and battlements along the roofline were removed ca.1944.

White Castle Number 7 is historically significant as an early example of a White Castle restaurant, opening during the first year of the franchise's expansion from Kansas to Minneapolis and coinciding with the company's period of greatest growth in 1927-1930. The building is associated with broad patterns of cultural development in Minneapolis. This particular White Castle is the oldest remaining restaurant in Minneapolis and is the only remaining white enamel brick building of the 13 that were originally built in Minneapolis.

We concur that the Independent Order of Odd Fellows Building and the White Castle Number 7 are good candidates for local designation.

If you have any questions regarding our assessment of these properties, please contact me.

Sincerely,

A handwritten signature in blue ink that reads "Michael Koop". The signature is written in a cursive style with a large, stylized 'M' and 'K'.

Michael Koop
Heritage Preservation Department

cc: Laura Faucher, HPC Chair

November 19, 2015

Jim Voll, AICP
Principal City Planner
City of Minneapolis
Community Planning and Economic Development Department
105 5th Avenue South, Room 200
Minneapolis, MN

RE: City Planning Commission Comments on the 410 West Broadway Designation Study

Mr. Voll:

Following review of the proposed designation of 410 West Broadway (former White Castle), the City Planning Commission submits these comments for consideration:

1. The relationship of the proposed designation to the city's comprehensive plan:

The Minneapolis Plan for Sustainable Growth designates West Broadway as a Commercial Corridor, shows this part of the corridor as mixed-use, and also has a Retail Center designation.

The plan states the following about landmark designations: "One of the driving forces behind the current survey is to balance the designated properties. The re-survey of the city attempts to balance the historic properties by investigating properties from the recent past, variety of geographic locations in the city, and land uses. Certain areas, such neighborhoods in and around downtown, have a wealth of designated properties. Other parts of the city have historic resources; however, many have not been identified through historic surveys."

Policy 8.1: Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture.

8.1.1 Protect historic resources from modifications that are not sensitive to their historic significance.

It says the following about historic preservation as an economic development tool: "Historic preservation can be a strategy in redevelopment or revitalization of a neighborhood or area of the city. Reuse and rehabilitation of historic buildings can be a catalyst for other investment, especially in neighborhoods with barriers to economic success. While renovating an older building has many positive impacts to the community, the cost of renovating a historic building to property owners and developers can often be a major issue. Working with developers early in the process can help to streamline preservation requirements and increase the project success."

Policy 8.10: Promote the benefits of preservation as an economic development tool and a method to achieve greater environmental sustainability and city vitality.

8.10.1 Encourage rehabilitation of buildings and landscapes to stimulate economic activity in depressed areas.

8.10.2 Establish property tax relief for historic building owners whose building is in an economically depressed area.

8.10.3 Establish a local funding stream for preservation work which directly contributes to the city's economic growth.

8.10.4 Encourage the occupation and reuse of historic structures in areas targeted by the city for revitalization by contributing resources to make older buildings more energy efficient and therefore less expensive to operate.

8.10.5 Prioritize the reuse of the city's historic buildings as a strategy for sustainable development.

8.10.6 Market the city's high quality, architecturally interesting, readily available and affordable housing and commercial properties.

8.10.7 Use planning tools, such as transfer of development rights and historic variances, as well as economic incentives, such as tax increment financing and tax abatements, to retain historic structures while compensating for the loss of development potential.

8.10.8 Promote financial preservation incentives for property owners and developers.

8.10.9 Develop heritage tourism strategies.

The land use chapter the plan has the following relevant policy and implementation steps regarding Commercial Corridors:

Policy 1.10: Support development along Commercial Corridors that enhances the street's character, fosters pedestrian movement, expands the range of goods and services available, and improves the ability to accommodate automobile traffic.

1.10.1 Support a mix of uses – such as retail sales, office, institutional, high-density residential and clean low-impact light industrial – where compatible with the existing and desired character.

1.10.2 Encourage commercial development, including active uses on the ground floor, where Commercial Corridors intersect with other designated corridors.

1.10.3 Discourage uses that diminish the transit and pedestrian character of Commercial Corridors, such as some automobile services and drive-through facilities, where Commercial Corridors intersect other designated corridors.

1.10.4 Encourage a height of at least two stories for new buildings along Commercial Corridors, in keeping with neighborhood character.

1.10.5 Encourage the development of high-density housing on Commercial Corridors.

1.10.6 Encourage the development of medium-density housing on properties adjacent to properties on Commercial Corridors.

The designation of the building as a landmarks by the City will require the preservation of a building significant for its association with historic patterns of cultural, political, economic, or social history and distinctive elements of city or neighborhood identity in an area underrepresented by historic landmarks and districts. It could also be a part of an economic development strategy for the West Broadway Commercial Corridor as the subject property is the type of storefront buildings that could have mixed-use in a manner envisioned by the goals of the comprehensive plan.

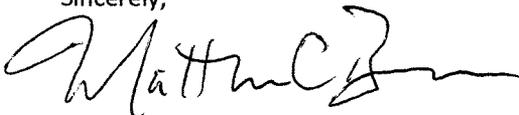
2. The effect of the proposed designation on the surrounding area:

A designation will preserve remnants of the West Broadway storefront commercial corridor. It will serve as a reminder of the history of West Broadway and could catalyze reuse and redevelopment through retention of scale and character. It could allow for mixed-use reuse of the buildings in conformance with the goals of the comprehensive plan. It could also preserve and encourage the designation of the Gatzemeier Block Building (Friedman's Department Store), a potential historic resource, adjacent to the east at 400 West Broadway.

3. The consistency of the proposed designation with applicable development plans or development objectives adopted by the City Council:

There are no development objectives adopted for this area of West Broadway. This area is covered by the *West Broadway Alive* small area plan. The plan was adopted by the City Council in 2009. The small area plan is compatible with the comprehensive plan in showing West Broadway as a commercial corridor and this part of the corridor as a Retail Center with mixed-use land use. The plan indicates (page 15) that a strength of West Broadway is its historic storefront buildings. The designation of the buildings would be in conformance with these goals.

Sincerely,



Matthew C. Brown, AICP
President, Minneapolis City Planning Commission



CPED STAFF REPORT

Prepared for the Heritage Preservation Commission

HPC Agenda Item #6
July 22, 2014
BZH-28248

HERITAGE PRESERVATION APPLICATION SUMMARY

Property Location: 404 West Broadway and 410 West Broadway
Project Name: 404 West Broadway and 410 West Broadway
Prepared By: [Jim Voll](#), Principal Planner, 612-673-3887
Applicant: Council Member Blong Yang
Project Contact: Council Member Blong Yang
Ward: 5
Neighborhood: Hawthorne
Request: Nomination for Designation as Local Landmarks

HISTORIC PROPERTY INFORMATION

Current Name	404 West Broadway and 410 West Broadway
Historic Name	I.O.O.F. (404) and White Castle Systems, Inc. (410)
Historic Address	502-504 North 20 th Avenue; 404,406, and 410 20 th Avenue North; and 404, 406, and 410 West Broadway
Original Construction Date	1897 (404) and 1927 (410)
Original Owner	I.O.O.F. (404) and White Castle Systems, Inc. (410)
Original Architect	Unknown
Original Builder	Unknown (404); day labor (410)
Historic Use	Commercial
Current Use	Vacant
Proposed Use	Undetermined
Other Historical Designations	n/a

SUMMARY

BACKGROUND. Council Member Blong Yang (Ward 5) has submitted a nomination for 404 West Broadway and 410 West Broadway as individual landmarks. CPED has received the nomination and is bringing it forward for the Heritage Preservation Commission's consideration. The parcel address is 404 West Broadway, but there are two buildings, one addressed as 404 West Broadway and the other as 410 West Broadway.

PUBLIC COMMENTS. Staff has not received any comments at the time of the publication of this staff report.

ANALYSIS

CONSIDERATION FOR NOMINATION

Per section 599.230 of the Heritage Preservation Regulations, the Heritage Preservation Commission shall review all complete nomination applications. If the Heritage Preservation Commission determines that a nominated property or property appears to meet at least one of the criteria for designation contained in section 599.210 the commission may institute interim protection and direct the planning director to prepare or cause to be prepared a designation study of the property.

SIGNIFICANCE

The nominated properties appear to meet at least one of the criteria for designation contained in section 599.210. The subject properties may be eligible for local designation as individual landmarks under criteria 1, 3, and 4:

- (1) The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.
- (3) The property contains or is associated with distinctive elements of city or neighborhood identity.
- (4) The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.

404 West Broadway, constructed in 1897, is an example of an early Independent Order of Odd Fellows (I.O.O.F) hall. Begun in England as a fraternal organization dedicated to mutual assistance, the Order moved to the United States in 1819, and to what is now known as Minnesota in 1848. The Odd Fellows were a pioneering fraternal organization in terms of women's rights, being the first national fraternity to permit female members beginning in 1851. The Odd Fellows were also pioneers in social welfare,

establishing very early retirement homes and orphanages for members. For over eighty years, 404 West Broadway was the home to Hennepin Lodge No. 4 (the second lodge established in Minneapolis and the fourth lodge established in the state) and Hiawatha Rebekah Lodge #2 (the first Rebekah lodge in Minneapolis and the second in the state). By 1899 (two years after the subject building was constructed) a total of 240 lodges and 178 Rebekah lodges existed in Minnesota.¹ While there are other Odd Fellow's buildings in Minneapolis, which are representative of an organization important to the City's heritage, none are designated landmarks.

410 West Broadway is an example of a very early White Castle restaurant, opened on March 27, 1927, during the first year of the restaurant's expansion into the Twin Cities and during the company's biggest growth years (1927-1930). White Castle was the first major fast food carryout hamburger chain, predating the McDonald's Corporation by over three decades. Its rise both fueled and fed off of changes in early twentieth century American society that led Americans away from immigrant habits and identities toward a distinctly American culture, in the process establishing the hamburger's reputation as an American food. This porcelain brick model appears to be the oldest remaining White Castle building in Minneapolis, and it pre-dates the company's use of moveable, prefabricated porcelain steel structures, like White Castle building No. 8 located at 3252 Lyndale Avenue South, designated as a Landmark by the Minneapolis City Council in 1984 and listed in the National Register of Historic Places in 1986.² While the City does have a White castle building designated, the building at 410 West Broadway is older, is in its original location, and is of a different architectural style.

The subject buildings may also be eligible for designation as a landmark under the other designation criteria. Such an analysis would be conducted as part of a designation study.

¹ "With the Greetings of the New Year," Minneapolis Tribune, 1 January 1898, 8; Northfield News, An Outline of the Origins and Development of the Independent Order of Odd Fellows and its Growth and Work in the North Star State Together With A Record of the Progress of the Movement for an Odd Fellows Home In Minnesota (Northfield, MN: Northfield News, 1899) 2, 11-12, 15, 20-21; Historic American Building Survey, "Odd Fellows Home of Ohio" [<http://lcweb2.loc.gov/pnp/habshaer/oh/oh1400/oh1496/data/oh1496data.pdf>] accessed 28 April 2014; NOTE: The lodge was discontinued and reactivated shortly before moving into this structure, however.

² David Hogan, *Selling 'em by the Sack* (New York: New York University Press, 1997) "Minneapolis White Castle (Restaurant) 1-5, 40; "White Castle Still Makes Money the Old Fashioned Way," Southside Journal, Vol. 3, No. 9, June 1984, 19; "Ohio Memory [<https://server16007.contentdm.oclc.org/cdm4/results.php?CISOOOP1=any&CISOBBOX1=Minneapolis&CISOFIELD1=CISOSEARCHALL&CISOOP2=all&CISOBBOX2=white+castle+%28restaurant%29&CISOFIELD2=subject&CISOROOT=/p15005coll29&t=s>] accessed 28 April 2014; Minneapolis Heritage Preservation Commission, "White Castle #8" [http://www.ci.minneapolis.mn.us/hpc/landmarks/hpc_landmarks_lyndale_ave_s_3252_white_castle_8] accessed 28 April 2014.

RECOMMENDATIONS

Recommendation of the Department of Community Planning and Economic Development for the Nomination for Designation as Local Landmarks:

The Department of Community Planning and Economic Development recommends that the Heritage Preservation Commission adopt staff findings and **approve** the nomination of 404 West Broadway and 410 West Broadway as landmarks; **establish** interim protection; and **direct** the Planning Director to prepare or cause to be prepared a designation study.

ATTACHMENTS

- A. Vicinity map
- B. Nomination application form and narrative
- C. Photos
- D. Web page for White Castle #8 Landmark

**Minneapolis Heritage Preservation Commission
Actions**

Regular Meeting
4:30 p.m., Tuesday, July 22, 2014
Room 317, City Hall
350 South Fifth Street
Minneapolis, MN 55415-1385

Commission Membership: Mr. Paul Bengtson, Ms. Laura Faucher, Mr. Alex Haecker, Mr. Chris Hartnett, Ms. Susan Hunter Weir, Ms. Ginny Lackovic, Ms. Linda Mack, Mr. Robert Mack, Mr. Ian Stade, and Ms. Constance Vork

Committee Clerk: Fatima Porter, 612.673.3153

Members absent: Mr. Alex Haecker
The meeting was called to order at 4:30 p.m.
Minutes were approved for the meeting held on July 8, 2014

Public Hearings

Information Items

6. 404 and 410 West Broadway (BZH 28248, Ward 5) ([Jim Voll](#))

Councilmember Blong Yang has nominated 404 and 410 West Broadway for designation as a Landmark.

Action: The Heritage Preservation Commission adopted staff findings and **approved** the nomination of 404 West Broadway and 410 West Broadway as landmarks; **established** interim protection; and **directed** the Planning Director to prepare or cause to be prepared a designation study.

Absent: Haecker, R. Mack

Aye: Bengtson, Faucher, Hartnett, Hunter Weir, Lackovic, L. Mack, Stade

Motion passed

New Business

The minutes were reviewed from the June 27, 2014 Designation Subcommittee meeting. (Hartnett)
Joint CPC/HPC meeting scheduled Thursday, July 31, 2014. (Dvorak)

Adjournment

The meeting was adjourned at 7:26 p.m.

The next regular Heritage Preservation Commission meeting: August 5, 2014.

The Chair reserves the right to limit discussion on Agenda items.

Heritage Preservation Commission decisions are final unless appealed.



CPED STAFF REPORT

Prepared for the Heritage Preservation Commission

HPC Agenda Item #6
July 14, 2015
BZH-28248

HERITAGE PRESERVATION APPLICATION SUMMARY

Property Location: 404 West Broadway and 410 West Broadway
(see attached map)

Project Name: 404 West Broadway and 410 West Broadway

Prepared By: Jim Voll, Principal City Planner, (612) 673-3887

Applicant: Council Member Blong Yang, Minneapolis City Council

Project Contact: Jim Voll

Ward: 5

Neighborhood: Hawthorne (adjacent to Near-North)

Request: Extension of Interim Protection through January 22, 2016

HISTORIC PROPERTY INFORMATION

Current Name	404 West Broadway and 410 West Broadway
Historic Name	I.O.O.F. (404) and White Castle Systems, Inc. (410)
Historic Address	502-504 North 20 th Avenue; 404,406, and 410 20 th Avenue North; and 404, 406, and 410 West Broadway
Original Construction Date	1897 (404) and 1927 (410)
Original Architect	Unknown
Original Builder	Unknown (404); day labor (410)
Original Engineer	Unknown
Historic Use	Commercial
Current Use	Vacant
Proposed Use	Undetermined

Date Application Deemed Complete	N/A	Date Extension Letter Sent	N/A
End of 60-Day Decision Period	N/A	End of 120-Day Decision Period	N/A

CLASSIFICATION

Local Historic District	N/A
Period of Significance	TBD
Criteria of Significance	TBD
Date of Local Designation	TBD
Date of National Register Listing	N/A
Applicable Design Guidelines	TBD

SUMMARY

On July 22, 2014, the Heritage Preservation Commission, in response to a nomination by City Council member Blong Yang (Ward 5), established interim protection for 404 West Broadway and 410 West Broadway and directed the planning director to prepare or cause to be prepared a designation study of the properties. In this case, the designation study is being completed by CPED staff. The designation study is not yet complete and interim protection is set to expire on July 22, 2015.

Section 599.240 of the Minneapolis Code of Ordinance provides interim protection to properties during the time of a designation study. The interim protection period lasts 12 months from the decision to commence a designation study. Interim protection may be extended an additional six months, up to 18 months total. The ordinance requires the Heritage Preservation Commission to hold a public hearing on a proposed extension of interim protection.

Extending interim protection through January 22, 2016, will allow the additional time needed for completion of the designation study and will allow time for the necessary reviews required in the preservation ordinance.

RECOMMENDATION

Recommendation of the Department of Community Planning and Economic Development:

Staff recommends that the Heritage Preservation Commission extend interim protection of the properties at 404 West Broadway and 410 West Broadway to January 22, 2016, or until a decision has been made on the designation, whichever is sooner, to allow for the completion of the designation process.

ATTACHMENTS

1. Heritage Preservation Commission Actions from July 22, 2014
2. Heritage Preservation Commission staff report, attachments, and submittals from July 22, 2014

Link to action: <http://www.ci.minneapolis.mn.us/meetings/hpc/WCMSIP-128214>

MINNEAPOLIS HERITAGE PRESERVATION COMMISSION

REGULAR MEETING ACTIONS: TUESDAY, JULY 14, 2015

4:30 p.m. | City Hall, Room 317 | 350 South 5th Street | Minneapolis, MN 55415

Committee Clerk

[Fatimat Porter](#) – 612.673.3153

Commissioners

Laura Faucher, Chair | Paul Bengtson | Alex Haecker | Chris Hartnett | Susan Hunter Weir
Ginny Lackovic | Linda Mack | Dan Olson | Ian Stade | Constance Vork

Commissioners absent: Hunter Weir

CALL TO ORDER

APPROVAL OF ACTIONS FROM THE JUNE 23, 2015 MEETING

The Heritage Preservation Commission approved the actions from the June 23, 2015 meeting.

APPROVAL OF AGENDA

PUBLIC HEARINGS

6. 404 and 410 West Broadway, Ward 5 Staff report by [Jim Voll](#), BZH-28248

The Department of Community Planning and Economic Development recommends that the Heritage Preservation Commission adopt staff findings and consider an extension of interim protection through January 22, 2016 to allow completion of the designation study for the properties located at 404 and 410 West Broadway.

A. Local Designation.

Action: The Heritage Preservation Commission **extended** interim protection of the properties at 404 West Broadway and 410 West Broadway to January 22, 2016, or until a decision has been made on the designation, whichever is sooner, to allow for the completion of the designation process.

Absent: Hunter Weir

Abstain: Mack, Stade

Aye: Bengtson, Faucher, Hartnett, Lackovic, Olson, Vork

Nay: Haecker,

Motion passed

COMMISSION BUSINESS

NEW BUSINESS

ADJOURNMENT

The meeting adjourned at 6:20 p.m.

NEXT REGULAR HERITAGE PRESERVATION COMMISSION MEETING: JULY 28, 2015

Re: 404 and 410 West Broadway Property

KEMPS LLC (Property Owner) was instructed to bring written comments for the HPC meeting.

Written Comments Include:

- See copy of Letter for your review that was sent to Councilmember Blong Yang along with Kemp's Statement of Proposed Use and Description of Project for the HPC Application for Demolition of a Historic Resource.
- Structural Building Assessment (Copy Attached) for 410 West Broadway – Dated 06/30/2014. Ericksen Roed & Associate's summary describes the existing structure as extremely poor and preservation not recommended.
- Structural Building Assessment (Copy Attached) for 404 West Broadway – Dated 07/01/2014. Ericksen Roed & Associate's summary describes the existing structure as poor and the structural reconstruction would be substantial due to existing conditions and code requirements.
- The required structural reconstruction would be substantial and the current roof structure (based on the higher elevation of the building to the east) does not comply with current Minnesota Snow Load Requirements.
- Kems has, in preparation for the building demolition, already completed the removal of 90% of the building hazardous abatement and has permanently disconnected all Public Utilities including electric, water, gas, phone and sanitary sewer.
- The current buildings do not have functioning Mechanical or Electrical systems; they don't meet current Minnesota Building Code requirements. The existing buildings also do not meet current Minnesota Energy Code Compliance. These buildings do not comply with Minnesota State Building Code requirements for ADA.
- Kems LLC would like to make a statement to the HPC and answer any questions the Commission may have before moving forward with their decision to approve staff's recommendation for this nomination of these properties.

DEDICATED TO CONSTRUCTION EXCELLENCE



Kemps LLC

420 West Broadway

Mpls, MN 55411

To: City Council Member – Blong Yang

Re: Heritage Preservation Application Notifications

404/410 West Broadway Ave

Dear: Blong Yang

We have just recently purchased the two (2) vacant buildings at 404/410 West Broadway Ave. The two buildings have not been maintained for many years and are very unsightly on West Broadway. We have some major structural concerns and believe the buildings are possibly unsafe for the community.

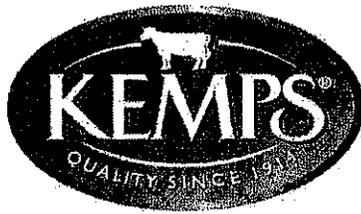
We are applying for a demolition permit for these two (2) buildings and, as part of this application, need to notify you of our intentions. We have attached a copy of our Statement of Proposed Use and Description of the Project for your review.

Throughout Kemps history, we've partnered with the local neighborhood to provide a good working environment. We want to continue to be an asset in our community and improve the neighborhood surroundings. If you have any questions or would like to discuss this in greater detail, please don't hesitate to contact us.

Sincerely,

Greg Blachfelner – Operations Manager / Kemps Mpls Milk Plant

Greg Blachfelner
7/9/14



Kemps, LLC

420 West Broadway

Mpls, MN 55411

HPC Application for Demolition of a Historic Resource

Date: 7/9/2014

Statement of Proposed Use and Description of Project

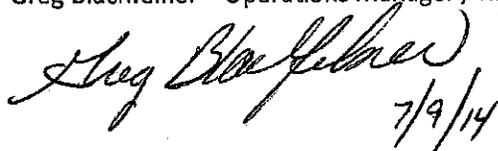
Kemps LLC was approached by the owner of 404/410 West Broadway wishing to sell his property to us. The property owner has not been conducting business in the buildings for many years. A closer inspection of the buildings showed an extreme lack of any maintenance or upkeep, and presented unsightly and possibly unsafe conditions. It was determined the property was not on the National Historic Register, implying to Kemp's we would be able to purchase the property and have the buildings demolished. We want to remove the two (2) buildings due to the existing conditions and gain the property.

Parking is at a premium in this neighborhood, and Kemp's LLC needs the additional area this will provide. In the near future, we would utilize it for extra short term parking and staging. Longer term, if changes to the dairy industry create a situation where Kemp's would need to expand the Minneapolis facility, this parcel would be used for expansion, as it is economically the only logical space to expand. It is adjacent to our filling and processing room and would provide a suitable area for this local business to expand. As of this date, there are no future expansion plans as fluid milk per capita consumption continues to decline in the United States.

Based on the Structural Analysis and Constructability Cost (see attached Structural Analysis and Constructability Cost); these two (2) buildings are not worthy of the costly investment that restoration would require, especially considering the leasable rent that a building on West Broadway can provide. Kemp's LLC is not in the business of investing in commercial spec property for retail or commercial. Kemp's has no need for a commercial building in their current plant. Kemp's LLC is a Minneapolis Wholesale Milk Producer which has provided jobs and a good working environment in North Minneapolis for many years. We believe in supporting our neighborhood relationships.

Sincerely,

Greg Blachfelner – Operations Manager / Kemp's Mpls Milk Plant


7/9/14

SITE OBSERVATION REPORT

PROJECT:	Kemps – Existing Building Structural Assessment ERA Comm. No. 2014206-00	410 W. Broadway Avenue Minneapolis, MN
REPORT DATE:	6-30-14	
TRIP DATE:	6-25-14	
REPORT BY:	Mike Steenson, Structural Engineer – ERA	
ATTENDEES:	Wade Lestico, DJ Kranz Co., Inc.	
WEATHER:	Overcast, Temp=65° F	

OBSERVATIONS/DISCUSSIONS:

Existing Construction:

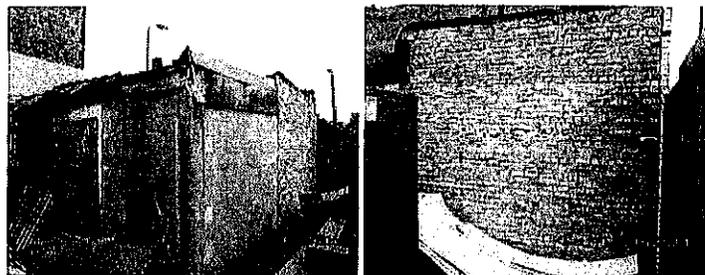
1. The existing building is a one level structure that was potentially used as a restaurant. It appears to have been abandoned and unused for several years.
2. The perimeter walls consist of a variety of materials. The front (south) wall consists of a combination of concrete block and glazed brick.
3. The east side of the existing building appears to share a wall with the adjacent two story structure.
4. The west wall is a combination of multi-wythe brick and concrete block. The area of concrete block, about 8' to 9' at the north end, appears to be an addition to the original structure.
5. The rear (north) exterior wall is a combination of concrete block and clay tile block. Both of these have had a stucco finish applied.
6. The roof framing consists of dimensional wood lumber framing in the north/south direction at about 16" on center. The front and rear walls are intended to be bearing walls for the roof framing.
7. The interior floor appears to consist of a concrete slab-on-grade.



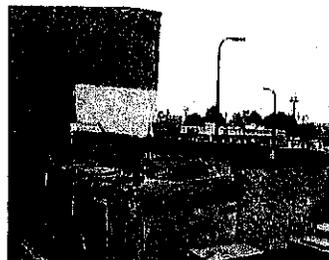
Front Elevation



Rear Elevation



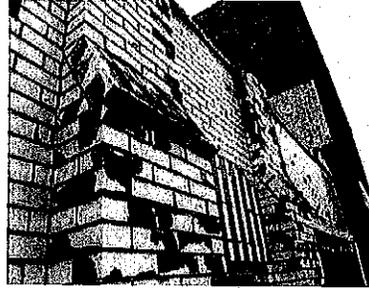
East Elevation



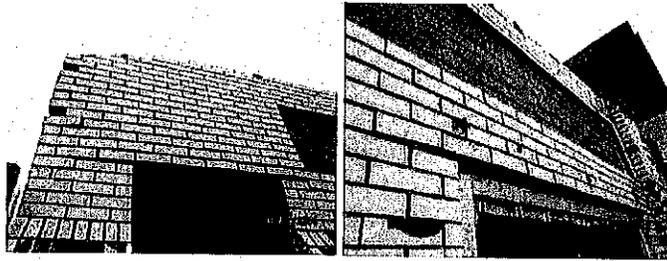
Roof Elevation

General Conditions:

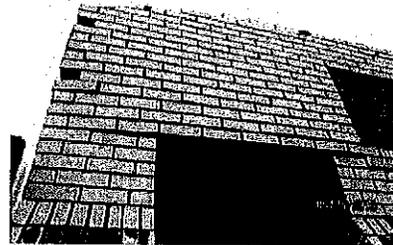
1. Several areas of the glazed brick on the front wall have lost their glazing and mortar joints. This has predominantly occurred at the upper half of the wall elevation. Open mortar joints allow water infiltration which deterioration of the wall from the inside as well as spalling of the brick and additional mortar during freeze/thaw cycles.



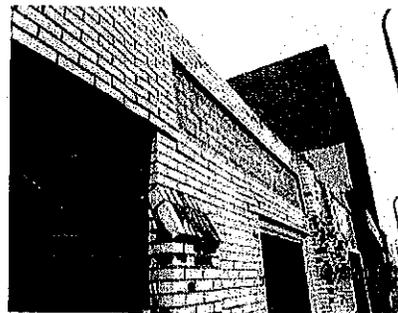
2. The brick over the two western window openings appears to be projected outward from its original position.



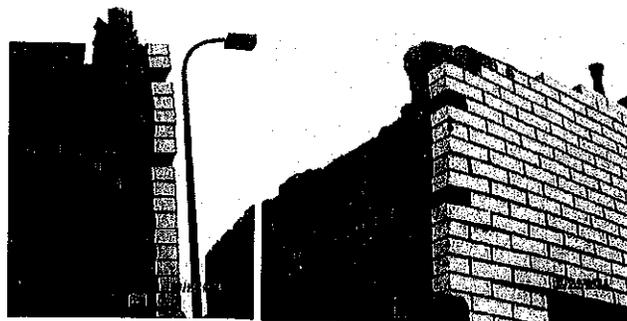
3. The brick over the western most window opening shows signs of settlement via the stepped cracking of the mortar joint.



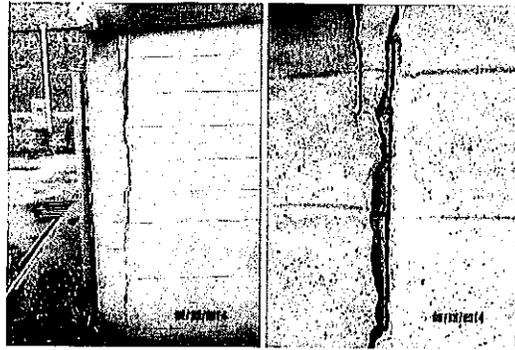
4. The upper portion of the front wall appears to lean towards the rear of the store. An out-of-plumb offset to this degree indicates a failure in the structure.



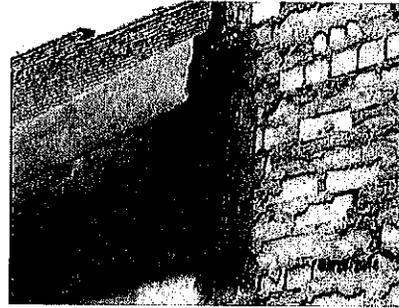
5. The southwest building corner consists of two brick walls abutting each other. Deteriorated and/or missing mortar joints and bricks along with improper/missing flashing allows for infiltration of moisture into the building.



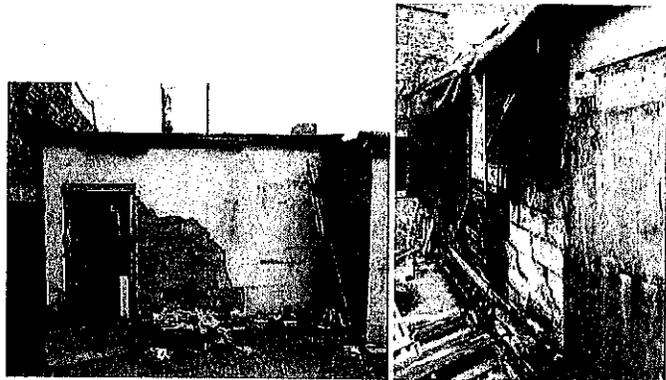
6. The northwest corner of the structure is failing at an improperly constructed control joint. The placement of wood in the joint has allowed moisture to penetrate the wall and cause damage.



7. Signs of failed attempts to prevent moisture from entering the structure.

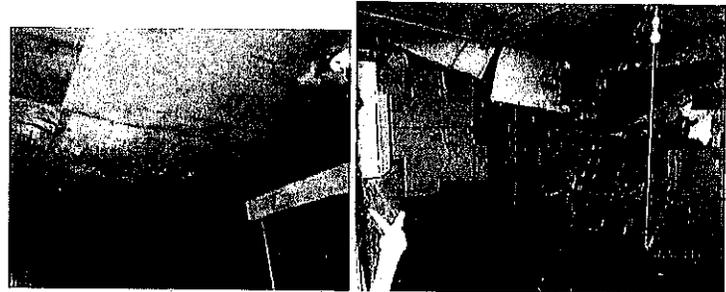


8. The rear wall is in poor condition. The existing stucco finish is falling off and concrete block mortar joints are deteriorating. The area of clay tile, adjacent to the rear door, is unstable and deflects when putting pressure on the door.



9. Interior of building has a distinct musty smell indicating a long period of moisture.

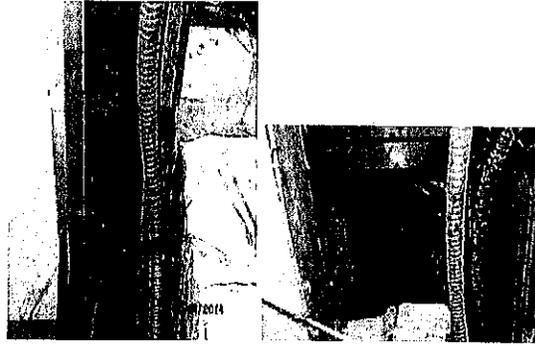
10. Evidence of mold present.



11. Bracing interior bracing indicates signs of roof framing failure.



12. Signs of fire damage.



13. No header above a door opening at what appears to be the original rear wall.



14. Interior view of rear wall elevation. Pallets appear to have been placed to help support wall.



Summary

The general quality of the existing structure appears to be extremely poor. Several areas are showing signs of failure including roof framing, perimeter walls and foundation support. Also, with the constant infiltration of moisture, development of mold and decay has created an unhealthy environment. Preservation of the existing structure would not be recommended, but instead it is our opinion that the structure be removed due to a potential life safety hazard.

Mike Steenson, P.E.

A handwritten signature in cursive script, appearing to read "Mike Steenson".

PROFESSIONAL ENGINEER

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Professional Engineer under the laws of the State of Minnesota.

Print Name: James D. Roed

Signature: James D. Roed

Date 7.22.14 License # 17068

SITE OBSERVATION REPORT

PROJECT:	Kemps – Existing Building Structural Assessment ERA Comm. No. 2014206-00	404 W. Broadway Avenue Minneapolis, MN
REPORT DATE:	7-1-14	
TRIP DATE:	6-25-14	
REPORT BY:	Mike Steenson, Structural Engineer – ERA	
ATTENDEES:	Wade Lestico, DJ Kranz Co., Inc.	
WEATHER:	Overcast, Temp = 65° F	

OBSERVATIONS/DISCUSSIONS:

Existing Construction:

1. The existing building is a two level structure that was potentially used as retail and/or residential. It appears to have been abandoned and unused for several years.
2. The perimeter walls consist of multiwythe clay brick sitting on a stone foundation wall. The front (south) wall has areas where a stucco finish has been installed over the brick as well as wood lapboard placed over existing door and window locations.
3. The majority of the east side of the existing building appears to share a wall with the adjacent three story structure.
4. The west wall also appears to share its wall with an existing structure located towards the south end of the building.
5. The rear (north) exterior wall has a protruding structure that seems to have been added after the time of original construction. It is a bay window type structure that is actually an extension of the second floor area. It is presumed to be wood framed with a galvanized steel siding finish. It also has a steel fire escape stair extending down along the rear wall, towards the west, and stopping just above the ground surface.
6. The roof framing appears to consist of dimensional wood lumber framing in the east/west direction at about 16" on center. The south portion appears to have a central bearing line in the north/south direction. The north portion appears to clear span in the east/west direction with some deeper beam structure.



View from southwest corner



View from southeast corner

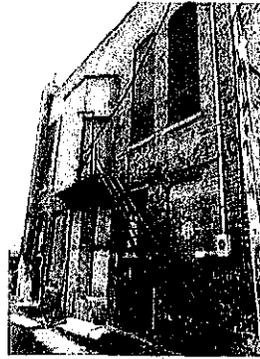


View from northeast corner

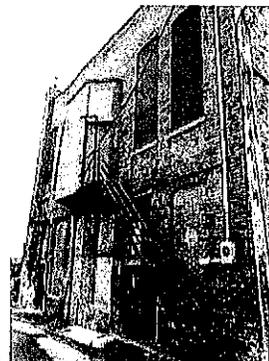
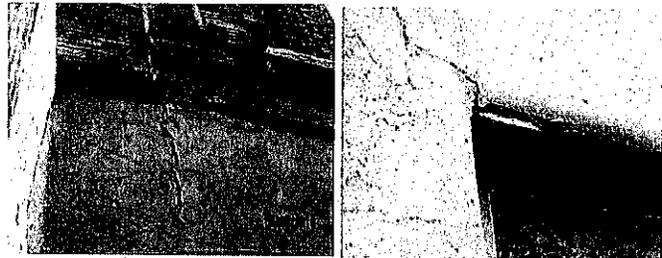
7. The second level floor framing appears to be consistent with that of the roof framing.
8. The ground level framing consists of dimensional lumber framing in the east/west direction at about 16" on center from the perimeter foundation walls to a central bearing wall and/or beam/column line.
9. The interior basement floor appears to consist of a concrete slab-on-grade.

General Conditions:

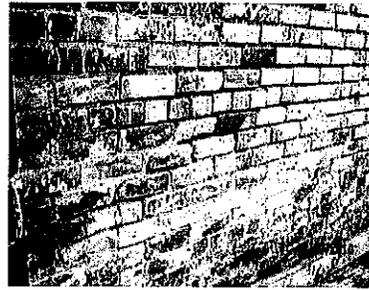
1. Several locations on the south elevation require stucco and brick repair.
2. Brick at the northeast corner appears to have experienced major deterioration along with an unprofessional repair.
3. The fire escape stair extending down from the second floor along the rear wall is loosely connected to the building and structurally unstable.



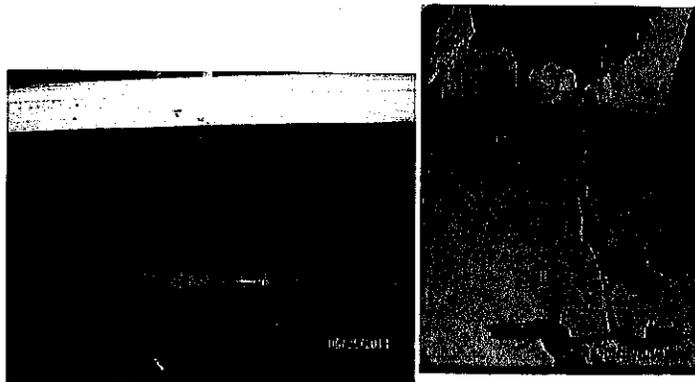
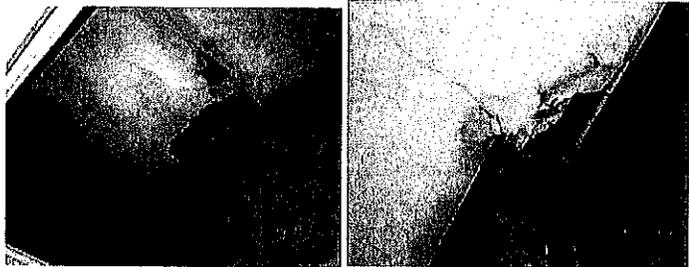
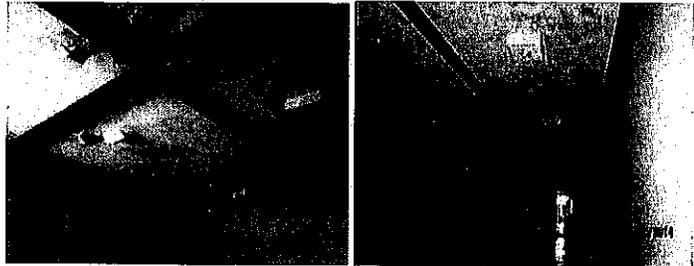
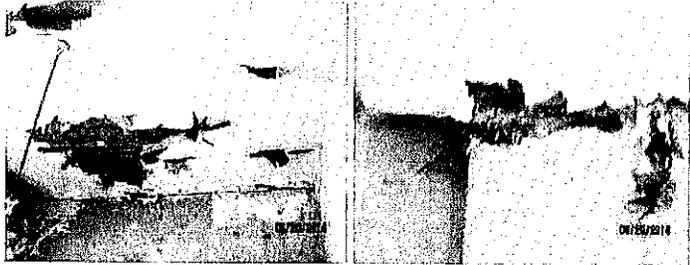
View from northwest corner



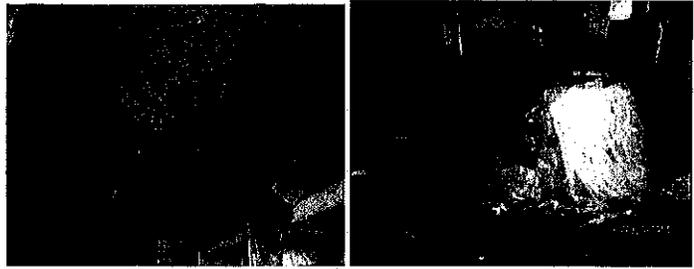
4. Several areas of brick along the west elevation require repair of the mortar joints.



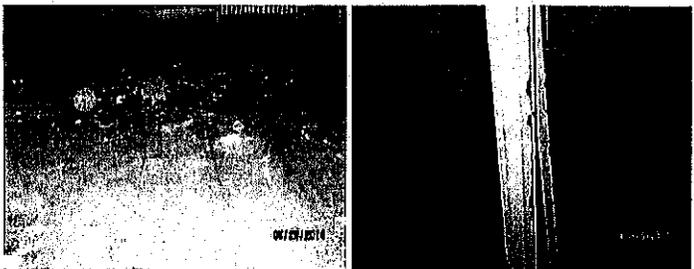
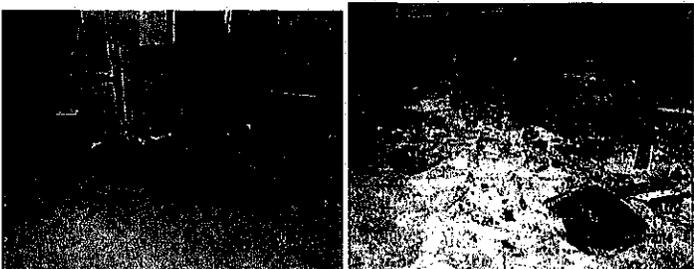
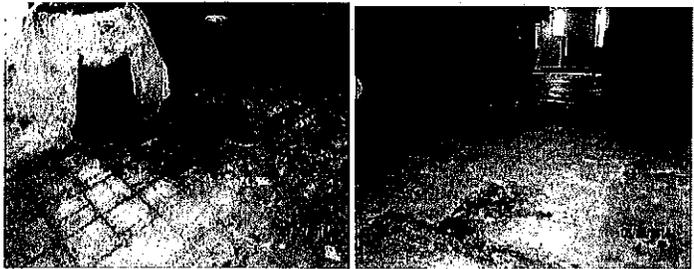
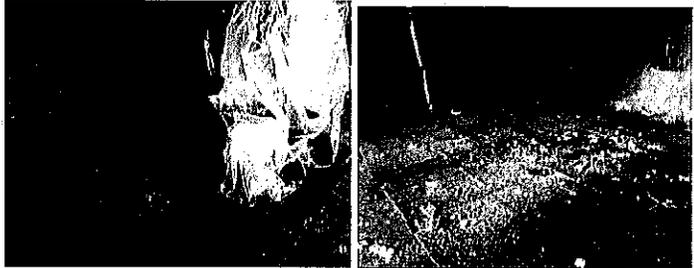
5. Evidence of water damage below the roof elevation.



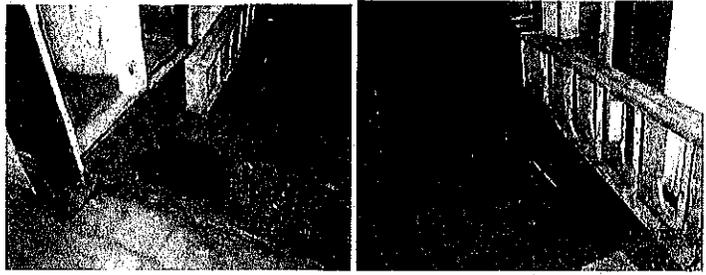
6. Attempts to collect rain water coming through the roof in an effort to protect the floors.



7. Water damage to the second level floor. Buckling of the subfloor, due to presence of water, was also observed in several locations.



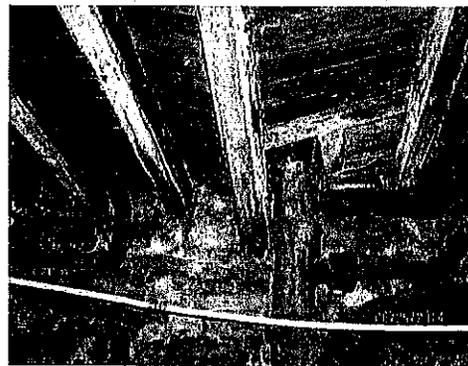
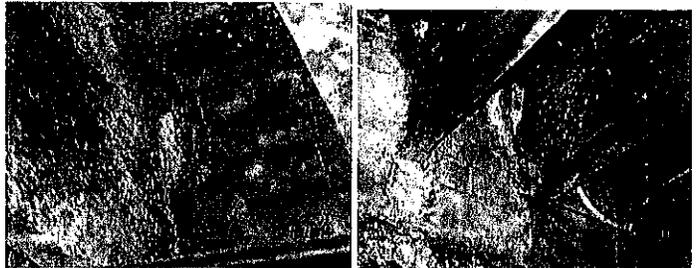
8. Areas of standing water on the second and first floors.



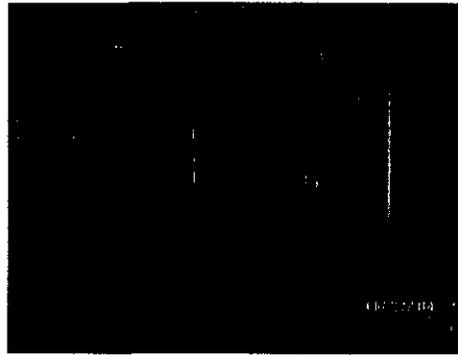
9. Shoring of existing second floor framing indicates structural deficiency/failure.



10. Deterioration of ground floor framing at perimeter foundation wall due to moisture on non-moisture treated lumber. Also, failure of floor member creating sloped floor.



11. Shoring of ground floor framing, adjacent to existing stair at southwest corner, utilizing steel beams and columns. Shoring indicates structural deficiency/failure.



12. Shoring of ground floor framing at southwest corner of building at perimeter.



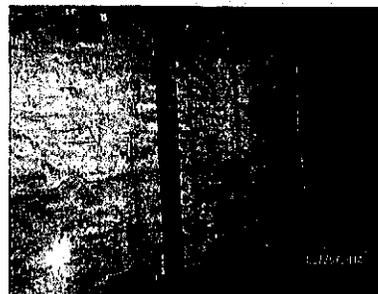
13. Shoring of ground floor framing at south end of building.



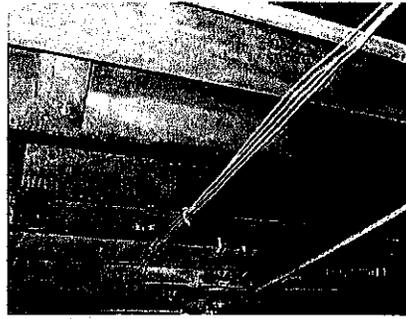
14. Shoring of ground floor framing. Shoring appears to have not been properly installed, and potentially not engineered, due to non-vertical placement and makeup of posts.



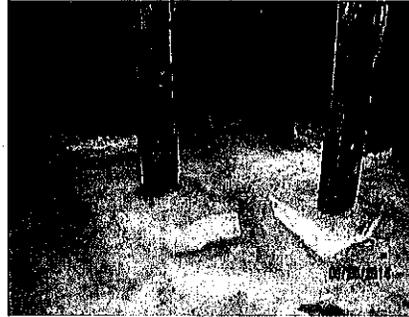
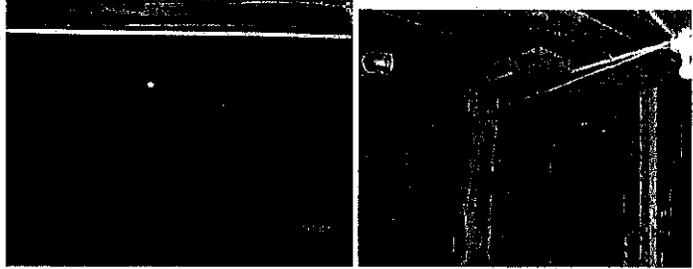
15. Shoring of ground floor framing along west perimeter foundation wall.



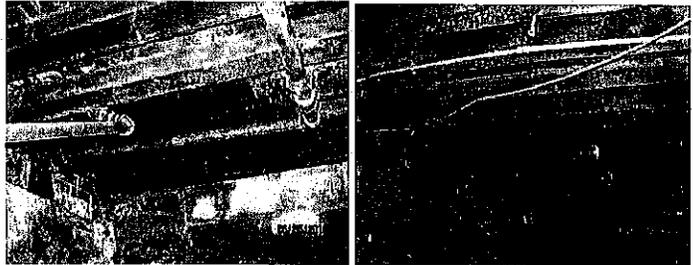
16. Existing moisture saturated ground floor framing.



17. Existing shoring of ground floor framing at south end of building. Placement of posts and framing detailing appears to not have been engineered.



18. Evidence of fire damage to ground floor framing at southeast corner of building.



19. Existing mold on underside of ground floor framing and basement wall framing due to excessive moisture.

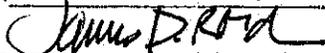


<p>20. Additional excessive moisture and mold on underside of ground floor framing and basement structure.</p>	
<p>Summary</p>	<p>The general quality of the existing structure appears to be poor. Several areas are showing signs of failure including first and second level floor framing. Also, with the constant infiltration of moisture, deterioration of the existing wood framing is evident through the wetting and drying cycles. Development of mold has created an extremely unhealthy environment. Structural reconstruction and/or support of the existing structure would be substantial and required to be consistent with current code.</p>
<p>Mike Steenson, P.E.</p>	

PROFESSIONAL ENGINEER

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Professional Engineer under the laws of the State of Minnesota.

Print Name: James D. Roed

Signature: 

Date 7.22.14 License # 17068

Voll, Jim G.

From: Alicia Holder <aliciavera79@gmail.com>
Sent: Friday, April 25, 2014 9:54 AM
To: Smoley, John
Subject: 404 W. Broadway

Follow Up Flag: Follow up
Flag Status: Completed

This letter is regards to 404 W. Broadway (The former I.O.O.F Lodge) and its adjoining diner (the former White Castle). I have learned today that a wrecking permit for this property has been applied for and I am writing to you to ask that it not be approved.

North Minneapolis has a rich history. A history that people are still interested in, and one that new generations can become interested in, if given the chance. North Minneapolis also seems to be at the mercy of any company or entity who possess more money than we do (which is not hard to do). I'm asking you to stand up against those that would see more surface parking on W.Broadway in favor of those who would see those buildings re-purposed in some way. There *are* a growing population of Northsiders that want to see our community and its past honored, while we push forward toward improvement and renovations. This means that we will not sit idly by while those who are not invested in our history or well-being pave over our opportunities in favor of their convenience.

Please deny the application for the destruction of these buildings.

Sincerely,
Alicia Holder

Voll, Jim G.

From: Willie Lumpkins <lump777@gmail.com>
Sent: Friday, April 25, 2014 9:51 AM
To: Smoley, John
Subject: 404 West Broadway

Follow Up Flag: Follow up
Flag Status: Completed

It has come to my attention that there is a application for the demolition of 404 West Broadway and the adjoined white castle building to its west. I am very much in opposition of tearing down the last few historic buildings on West Broadway. This no way fits in with the community or the city's Broadway Alive plan. I've heard Kemps, the business that has bought the buildings with the purpose of demolition, plans to make this addition parking or some sort of turn around for its trucks. Neither of which fit with the Broadway Alive plan. I beg you to deny this permit as it has very little community support and further adds to the growing concerns of North Minneapolis
Thank you for your time.

Will Lumpkins
4503 Aldrich Ave N
Minneapolis Mn 55411
Lump777@gmail.com

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Will

Voll, Jim G.

From: Brett Von Schlosser <bvonschlosser@gmail.com>
Sent: Friday, April 25, 2014 9:58 AM
To: Smoley, John
Subject: 404 West Broadway

Follow Up Flag: Follow up
Flag Status: Completed

Mr. Smoley,
as a supporter of north side History I have to write to tell you that I do NOT support the tearing down of 404 West Broadway, this former Odd Fellows hall is a crucial piece of Minneapolis history and it needs to be preserved. please consider canceling the permit to demolish.

Thank you and have a good day,

-Brett Schlosser

Voll, Jim G.

From: Stuart Job <stujob2002@yahoo.com>
Sent: Friday, April 25, 2014 11:06 AM
To: Smoley, John
Subject: Please do not tear down this building
Attachments: 1554534_10201665475268671_3959343746877278754_n.jpg

Every time I drive by this building (every day) I think this building would be so nice if it was preserved/fixed up.

Please do not tear down this building.

Stuart Job
2120 James Avenue North
Minneapolis, MN 55411

Voll, Jim G.

From: Trudy Parks <trudyp95037@gmail.com>
Sent: Friday, April 25, 2014 12:20 PM
To: Smoley, John
Subject: demolition of 404 West Broadway

Follow Up Flag: Follow up
Flag Status: Completed

To Mr. Smoley,

I was born and raised in North Minneapolis and have precious memories of the IOOF building and the White Castle Diner. My parents were both members of Hennepin Lodge #4 and I was a Theta Rho Girl. I know beautiful memories of the building won't save it but what about beauty and history? I ask that there be a moratorium on the tearing down of what precious few older buildings that the North Minneapolis are has left. 404 West Broadway and the adjoining building is just one example of a part of history in North Minneapolis that will disappear if the issuance to tear it down goes through. I am asking that both the city of Minneapolis and Hennepin County look more carefully at it's historic buildings that have survived time and more recently even a devastating tornado. The constant tear down of solid buildings and some of our historic houses is a very depressing site to the North Minneapolis area, who have been hit hard by recession and tornado. Please reconsider so that we can preserve, restore and utilize some of our historic buildings in the same style that many other parts of our fine city of Minneapolis.

Thank you for this consideration for our community of North Minneapolis.

Trudy (Persons) Parks

Voll, Jim G.

From: Daniel Rother <drother@msn.com>
Sent: Friday, April 25, 2014 12:50 PM
To: Smoley, John
Cc: Johnson, Barbara A. - City Council
Subject: 404 West Broadway

Follow Up Flag: Follow up
Flag Status: Completed

Mr. Smoley,

A big part of this end of West Broadway's problems is that the City hasn't figured out that it is the Gateway to North Mpls. If Kamps can create a more inviting Gateway the rest of West Broadway will come along nicely. Right now the street is confused.. Is it an industrial area, shopping mall, or a Main Street?

Please do what you can to save 404 W Broadway. Kemp's West Broadway facade although well kept, is an eye soar just by the huge expanse of over high fences and walls. This is not good for the rest of the business district. Additionally 412 West Broadway is actually 6 buildings that have been stripped of all architectural detail and painted white. We absolutely do not need the huge white wall extended to dominating the entire business district. This is very poor use of prime real estate at the Gateway to North Minneapolis.

Last word; That block is terrible to walk down. One huge blank wall pushed right up to the side walk. Removing the 404 building will make it even worse. Please at least save the facade and make the rest of the wall more interesting and less penitentiary looking. There is no place in a gateway business district for huge expanses of walls devoid of everything that makes the walking experience interesting.

Thank You,

Daniel Rother~
Minneapolis Resident since 1978

CC: Barb Johnson & Blong Yang

Voll, Jim G.

From: Alicia Holder <aliciavera79@gmail.com>
Sent: Friday, April 25, 2014 12:51 PM
To: Smoley, John
Subject: In Opposition of the Demolition of 404-410 West Broadway

Follow Up Flag: Follow up
Flag Status: Completed

John,

This is to inform you that there is growing community support to preserve 404-410 West Broadway, and that the opportunity for the re-use of the buildings could be discussed further if a moratorium were set in place against the demolition of these properties. While many North Side residents do indeed want new development and amenities, these don't have to come at the expense of what little historic buildings we have left. We can have new development (in place of parking lots and unattractive strip malls) as well as rehab our old buildings. It would make us look established, community-oriented, welcoming, charming, and lively. Parking lots don't communicate any of those things. Knocking down the charming and beautiful construction that housed the businesses that the North side was founded on will also not help our cause in appearing welcoming to people coming to visit. It will make them continue on their way, like they already do.

Please be mindful of the fact that residents are indeed interested in preserving North Minneapolis, but we need the time to gather resources. If the administrative process were perhaps made more public, these letters of opposition would have come much sooner. Perhaps this is something you can help our community with in the future as well as today. We would like our relationship with city planners to be a fair and equal arrangement. We do not want to find ourselves begging to be spared at the midnight hour of every issue. We are asking for your time.

Sincerely,
Alicia Holder
North Minneapolis resident, artist, activist, renter, and future homeowner.

Voll, Jim G.

From: L.E.Chapple <lechapple@gmail.com>
Sent: Friday, April 25, 2014 1:03 PM
To: Smoley, John
Subject: West Broadway

Follow Up Flag: Follow up
Flag Status: Completed

Dear John,

Please reconsider your decision to demo the building at

404 West Broadway and the adjoined diner.

We have so very little history left in north Mpls.

Peace
Linda Chapple

Voll, Jim G.

From: Jeff Klein <jklein@physics.umn.edu>
Sent: Friday, April 25, 2014 1:40 PM
To: Smoley, John
Subject: 404 W. Broadway

Follow Up Flag: Follow up
Flag Status: Completed

Mr. Smoley,

I'm writing to express my opinion that the city consider the status of historic resource for the building at 404 W. Broadway Ave.

The West Broadway district has been for decades now the most abused and forgotten in our city. Only a few of the original buildings that once made up a vibrant corridor remain, most lost to empty lots, surface parking, and unsightly strip malls. There is a lot of pressure from developers to finish off what's left, and it seems the city, desperate for anything to happen along Broadway, is sympathetic to this cause.

We will regret it in the long run as yet another indication that the people of North Minneapolis don't deserve distinguished buildings. 404 and other original buildings on those blocks follow the good urbanist principles that the city seeks to create. Let's create them by starting with what we have, and working to redevelop these buildings. We deserve better than a parking lot.

Thanks,

Jeff Klein

Voll, Jim G.

From: Jaette Carpenter <jaettecarpenter@yahoo.com>
Sent: Friday, April 25, 2014 6:47 PM
To: Smoley, John
Subject: Re: 404 West Broadway

I just know that the area has a map of the whole corner dated 1912. There was a theater connected to the diner originally that was called the American Amusement Company. My friend Verna Hodson, who is now 99 years old said that was where her first job was as a youngster and she thought it was funny that she worked in an Amusement Company when her birthday was on April Fools Day. She will be 100 years old this next April Fools Day. Verna is about the last of the 'Bohanan' line. Her Grandfather was the person who donated all the land for parks and churches, also schools. (ex: the Lind-Bohanan neighborhood is named after him)

I also remember the Clover Leaf Dairy when I was a kid. We had delivery from them.

and I remember a nice breakfast/coffee type place with tiling on the outside. I thought it had a unique look with the all smooth tile bricks in the front. My brothers used to get their yearly shoes and I got my saddle shoes from Friedmans Dept. Store also.

The Odd Fellows would do fundraisers for the area, I know that. They met there for many years. Some of my neighbors I remember were members of the Odd Fellows.

I was born in 1954 and have lived in North Minneapolis all my life. I remember West Broadway all the way from Delisi's on Penn and Wst Brdwy to Horns Chowmein, to the Ben Franklin, Tally Ho Restaurant, Marys Dept Store, TCF Bank where I had my first bank account and down to Cloverleaf Creamery and Friedmans, I believe the original Broadway Pizza was there somewhere. We used to shop for school clothes and school shoes on West Broadway and my family would eat at any of the restaurants on Broadway or do take out food. I remember loving to see the Christmas light decorations on the poles all the way down Broadway. A very few Pods of those buildings are still left. I would like to see West Broadway revitalized with new stores and buildings, but would also like to have the few buildings that I remember restored and reused for unique places that would bring people back to West Broadway again. I was a vital street that ran all the way from the Robbinsdale City Limits to NE. It still is a very important street for everyone. I know Friedmans and the Odd Fellows building are still there and that the buildings across the street on the same side of Wst. Brdwy are being revitalized. Nothing is across the street but Fast Food (ugh). I know the TCF building on West Broadway and Emerson (and masonic lodge) is still there. The block that Marys Dept Store was on is now revitalized and houses the 'Eatery and The Cookie Cart and other businesses. I can see the old buildings are still there and would love to have them all somehow assessed, refurbished and reused in the scheme of revitalizing West Broadway. A 'greening' by reuse of what was.

It's funny because I remember thinking when I was a kid, and it was snowing with the Christmas Decorations up on the posts, that it looked just like the Bedford Falls Scene in 'It's A Wonderful Life' That seems silly, but that is the picture I have in my mind when I think of the old Broadway. There was the downtown window, etc, and then there was the West Broadway that was much closer to our house.

Thank you John Smoley for your time. I hope that there is something that you are able to do, to preserve this little area of older buildings that we do not have many of here in North Minneapolis. Truly, Jaette Carpenter of North Minneapolis
On Friday, April 25, 2014 5:49 PM, "Smoley, John" <John.Smoley@minneapolismn.gov> wrote:

Jaette,

Thanks very much for your note. Can you tell me anything about the history of the property?

John

From: Jaette Carpenter <jaettecarpenter@yahoo.com>
Sent: Friday, April 25, 2014 10:57 AM
To: Smoley, John
Subject: re: 404 West Broadway

To Mr. Smoley,

I ask that there be a moratorium on the tearing down of what precious few older buildings that the North Minneapolis area has left. 404 West Broadway and the adjoining building is just one example of a part of history in North Minneapolis that will disappear if the issuance to tear it down goes through. I am a citizen of North Minneapolis that helped set up a business in North Minneapolis and therefore work and live in North Minneapolis. I am asking that both the city of Minneapolis and Hennepin County look more carefully at its historic buildings that have survived time and more recently even a devastating tornado. The constant tear down of solid buildings and some of our historic houses is a very depressing sight to the North Minneapolis area, who have been hit hard by recession and tornado. Please reconsider so that we can preserve, restore and utilize some of our historic buildings in the same style that many other parts of our fine city of Minneapolis.

Thank you for this consideration for our community of North Minneapolis Mr. Smoley.

From Jaette Carpenter, a North Minneapolis resident and co founder of Hopewell Music Cooperative-North

Voll, Jim G.

From: Erika Dani <erika.j.dani@gmail.com>
Sent: Friday, April 25, 2014 8:09 PM
To: Smoley, John
Subject: Re: Application for Demolition of 404 W Broadway

Dear Mr. Smoley,

Thanks so much for your response.

(2) The property is associated with the lives of significant persons or groups:

404 was built in 1905 to serve as a lodge hall/gathering space for the Odd Fellows, one first fraternal type group in the U.S. to allow both men and women to be members. The group was originally started in Britain in the 18th century and 404 was built as a lodge. The "lodge" is a meeting place for the Odd Fellows' new members. The Odd Fellows are a significant group in the U.S. and in Minnesota who are known for their work in helping others. It is now a significant international group as well.

(3) The property contains or is associated with distinctive elements of city or neighborhood identity.

This property is significant on West Broadway, because it is one of many buildings on that street that are from the early 20th century and was once a part of a very walkable corridor on that street. West Broadway is one of the North Side's main business districts and we'll be ruining that if we put a parking lot there. Parking lots are exactly the opposite of what Minneapolis envisions for that area officially, according to the

(7) The property has yielded, or may be likely to yield, information important in prehistory or history

I wouldn't be surprised if the Odd Fellows have some sort of secret hiding spot for important documents in that building. Those documents or artifacts would definitely yield information on the history of Minneapolis and of the Odd Fellows, since they seem somewhat of a secretive group.

Unfortunately, I'm in New Jersey right now until May, so I won't be able to do much research on the building, but I'm sure if you actively seek opinions and stories on this building from other historians and North Siders, you will easily find that it meets a few of the criteria points and should not be slated for demolition.

Aside from historic designation, planners should think about whether or not a parking lot is a suitable use of space in a commercial district--probably not, especially given the fact that there is plenty of street parking available.

Best,

Erika

On Fri, Apr 25, 2014 at 6:42 PM, Smoley, John <John.Smoley@minneapolismn.gov> wrote:

Erika,

Thanks very much for your note. At this point, I'm limited to reviewing the proposed demolition to determine whether the property in question meets the definition of a historic resource, defined as a property that is believed to have historical, cultural, architectural, archaeological or engineering significance and to meet at least one (1) of the criteria for designation as a landmark or historic district:

- (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 or neighborhood 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

Anything that you can tell me about the history of the property would be most appreciated!

John

From: Erika Dani <erika.j.dani@gmail.com>
Sent: Friday, April 25, 2014 12:58 PM
To: Smoley, John
Subject: Application for Demolition of 404 W Broadway

Dear Mr. Smoley,

I understand that Kemps has applied for a permit to demolish 404 W Broadway so that they can turn it into a parking lot.

Please deny their application. Parking lots are not efficient use of city space.

I've been working a bit in Trenton, NJ and one of their many issues is too many parking lots. Parking lots do not create vibrant neighborhoods or walkable spaces. There is plenty of street parking on the side streets off West Broadway, so I do not see the need for a parking lot.

Additionally, although this particular building is not beautiful, it definitely has potential. We are lucky that much of West Broadway still has its old buildings---this will be an asset for Minneapolis in the future, whereas parking lot will not be.

I am a resident of the North Side and own a home at 4227 Queen Ave N.

Sincerely,

Erika

Erika Dani
Candidate, Master of City and Regional Planning 2015
Edward J. Bloustein School of Planning and Public Policy
Rutgers, The State University of New Jersey
33 Livingston Avenue
New Brunswick, New Jersey 08901
Email: erika.j.dani@gmail.com
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Voll, Jim G.

From: keithkm . <keithkam19@gmail.com>
Sent: Saturday, April 26, 2014 12:36 PM
To: Smoley, John
Subject: W Broadway Commercial District

Hi Mr. Smoley,

I'm not a North resident myself (I live in Loring Park), but I do want to see that part of town afforded the same kind of respect that other districts in Downtown and Uptown, for example, currently have. The commercial stretch of W Broadway contains a large amount of historic walkable urbanism that has no equal anywhere else in the entirety of North, despite already having been compromised a good deal by suburban sprawl. To let a couple urban commercial structures be demoed here and there will soon result in a significant asset of North being removed for decades until developers actually want to build new mixed-use structures in their place. We both know that would be a long, long way off, so I'm advocating for a historic designation for the commercial district on W Broadway in North to protect an especially vulnerable district from inevitably disappearing from outsiders looking to make a quick buck at the expense of local residents who have to live with the negative results of removing opportunities for revitalization to occur at all, slowly but surely. No one can rehab a structure that doesn't exist anymore, let alone put in something that will benefit the neighborhood positively and we've seen what that potential looks like with places like Umami , Avenue Eatery, Cookie Cart and Kindred Kitchen, none of which could exist where they do today if the buildings were instead parking lots.

Voll, Jim G.

From: Jeff Klein <jklein@physics.umn.edu>
Sent: Sunday, April 27, 2014 8:01 PM
To: Smoley, John
Subject: Re: 404 W. Broadway

Follow Up Flag: Follow up
Flag Status: Completed

Hi,

thanks for your reply.

The building appears to have been an Independent Order of Odd Fellows meeting place, so perhaps that contains elements of criteria (2). (In the bricks it reads I.O.O.F Hennepin #4). But I think given the current circumstances criteria (3) is most important, that it is associated with distinctive elements of neighborhood identity, that is, it represents what remains of the original West Broadway business district, which apparently used to look like this:

<http://3kpnuwym9k04c8ilz2guku1czd.wpengine.netdna-cdn.com/wp-content/uploads/2013/09/then-and-now-3a-500x394.jpg>

Thanks for considering this!

Jeff Klein

On 04/25/2014 05:38 PM, Smoley, John wrote:

> the lives of significant persons or groups.

>

> (3) The property contains or is associated with distinctive elements of city or neighborhood identity.

Voll, Jim G.

From: Brian Thielke <brianthielke@gmail.com>
Sent: Monday, April 28, 2014 10:06 AM
To: Smoley, John
Subject: Re: URGENT: Historic building on West Broadway is threatened

Follow Up Flag: Follow up
Flag Status: Completed

Hi John,

My knowledge of this building history is limited, but I am sensible enough to recognize the unique architectural elements that this building offers; architectural elements that can be found on other historic buildings that exist in this business district. Buildings are not constructed in the same manner as 404 W Broadway, This building has excellent brickwork with unique detailing including the words "Hennepin No. 4" spelled out in brick. This feature gives a distinctive historic personality to the structure since "Hennepin", obviously, refers to the county in which it is located.

Those are some of my initial observations. Thank you for your consideration in regards to 404 W Broadway!

Sincerely, -Brian Thielke

On Fri, Apr 25, 2014 at 5:45 PM, Smoley, John <John.Smoley@minneapolismn.gov> wrote:

Brian,

Thanks very much for your note. I'm in the middle of my historic resource review, actually. What can tell me about the history of the property?

John

From: Brian Thielke <brianthielke@gmail.com>
Sent: Friday, April 25, 2014 12:49 PM
To: Smoley, John
Subject: URGENT: Historic building on West Broadway is threatened

Hi John,

I am writing to you as a resident of Minneapolis in regards to the building located in-between Friedmans Shoes and Kemps on West Broadway in Minneapolis. I believe the address is 404 West Broadway Ave: 404 W Broadway building

It has come to my attention that this building may be demolished by Kemps in order to put in a parking lot. Another parking lot is one of the last things that this area of the city needs. West Broadway avenue has the potential to be a dense commercial corridor and the destruction of this building would hinder that from happening.

The 404 building needs to be recognized immediately is a historical resource. There are only a handful of historic structures that exist in our city and we should not tear down anymore without considerable reasoning. Buildings like this one are assets to our community. North Mpls needs assets such as this building to remain.

Please ensure that this building is recognized as a potential historic resource, so the public can weigh in before it is destroyed.

I look forward to a response from you. Thank you.

Respectfully, -Brian Thielke

Voll, Jim G.

From: Shaina Brassard <shainabrassard@gmail.com>
Sent: Monday, April 28, 2014 10:24 AM
To: Smoley, John
Subject: Re: Concern for historic 404 West Broadway

Follow Up Flag: Follow up
Flag Status: Completed

Hi John,

Based on the inscription on the front of the building (I.O.O.F Hennepin #4), the building appears to have been an Independent Order of Odd Fellows meeting place, a group that was significant in its grass roots humanitarian work in the area, which I believe associates the building with criteria (2).

Additionally, and perhaps most importantly, 404 West Broadway is associated with distinctive elements of neighborhood identity- criteria (3)- in that it represents what remains of the original West Broadway business district, which used to look like this:

<http://3kpnuxym9k04c8ilz2quku1czd.wpengine.netdna-cdn.com/wpcontent/uploads/2013/09/then-and-now-3a-500x394.jpg>

Set next to Friedman's and the 4th Street Saloon block, 404 is part of a district that runs all the way to 26th Ave North. To the west, particularly the 800, 900, 1000 and 1100 blocks of West Broadway are home to buildings that continue this historic district.

Thank you for your response!

Shaina

On Fri, Apr 25, 2014 at 5:37 PM, Smoley, John <John.Smoley@minneapolismn.gov> wrote:

Shaina,

Thanks very much for your note. At this point, I'm limited to reviewing the proposed demolition to determine whether the property in question meets the definition of a historic resource, defined as a property that is believed to have historical, cultural, architectural, archaeological or engineering significance and to meet at least one (1) of the criteria for designation as a landmark or historic district:

(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 or neighborhood 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

Anything that you can tell me about the history of the property would be most appreciated!

John

From: Shaina Brassard <shainabrassard@gmail.com>
Sent: Friday, April 25, 2014 2:11 PM
To: Smoley, John
Subject: Concern for historic 404 West Broadway

Hi John,

I am writing to you as a private citizen and resident of Minneapolis to express my concern over the demolition of 404 West Broadway. I have a deep connection to West Broadway as I work there. That is a beautiful, historic building much valued by the community and it would be terrible for it to be torn down just because Kemps feels like it. Though it may not be registered as historic, that is probably more about bureaucracy than real historic value. Especially as it stands next to Friedman's Department Store and 4th Street Saloon, 404 is an important element of West Broadway's past, and if saved, could be part of its revitalization!

Frankly, we do not make buildings like 404 anymore. It is beautiful, sturdy, and meant for retail on the bottom and living quarters on the top. I think Kemps could do something good with it- maybe use it for offices or put in an ice cream shop on the ground! That would truly add to the community, while demolishing it will be yet another blow to the Northside, which is constantly altered by non-community minded outside forces.

Please recognize 404 West Broadway as a historic resource.

Thank you,

Shaina Brassard
2541 Grand Ave S
Minneapolis, 55405

Voll, Jim G.

From: Matt Steele <mattaudio@gmail.com>
Sent: Wednesday, April 30, 2014 10:40 AM
To: Smoley, John
Cc: Quincy, John; Yang, Blong
Subject: Demolition permit for buildings at 4th St N and West Broadway

John,

I'm concerned about the proposed demolition of classic sidewalk-facing brick commercial structures at the corner of 4th and Broadway on the north side. We need to preserve the integrity of structures along sidewalks, especially on important corridors. It's a shame to think these could be razed for a less intensive land use, semitrailer parking for Kemps, while hurting the walkability of West Broadway in the process.

There should be some sort of provision to prevent existing street-fronting buildings from being demolished in order to provide surface parking. I hope we learned from our mistakes in urban land use a half century ago. Are there any provisions to prevent this degradation of land use into surface parking?

Barring that, I'd also like to see the HPC and city staff investigate if these buildings have historic merit on their own. It also seems that the West Broadway corridor has historic value, especially with nodes at corners with 4th St, Emerson, Penn, Irving, etc. - despite all the changes over the past 70 years to diminish land uses along this corridor, it still has good bones in spots and it seems like we should encourage the preservation of the old commercial buildings that are left in this district.

We've finally seen some turnaround over the past few years, with the new MPS HQ, West Broadway Curve, Broadway Flats, etc. We need to encourage more infill here. But at the same time, we can't accept the degradation of sidewalk-fronting buildings of the streetcar era for additional parking.

Thanks for considering my input.

Matt Steele
4412 18th Ave S
612-293-9091

Voll, Jim G.

From: mailme@rebeccastmartin.com
Sent: Sunday, May 04, 2014 10:57 PM
To: Smoley, John
Subject: Demolition Objection

Follow Up Flag: Flag for follow up
Flag Status: Completed

I do NOT support the tearing down of 404 West Broadway and the adjoined diner.

Rebecca St. Martin
4106 Queen Ave N
Minneapolis, MN 55412
612-423-4342