



CPED STAFF REPORT

Prepared for the Heritage Preservation Commission
 HPC Agenda Item #4
 June 21, 2016
 BZH-29170

HERITAGE PRESERVATION APPLICATION SUMMARY

Property Location: 46th Avenue South between East 46th Street & Godfrey Parkway
Project Name: 46th Avenue South Reconstruction
Prepared By: Lisa Steiner, Senior City Planner, (612) 673-3950
Applicant: City of Minneapolis Public Works
Project Contact: Forrest Hardy
Ward: 12
Neighborhood: Hiawatha
Request: To reconstruct 46th Avenue South
Required Applications:

Certificate of Appropriateness	To allow street reconstruction.
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HISTORIC PROPERTY INFORMATION

Current Name	46 th Avenue South
Historic Name	46 th Avenue South
Historic Address	46 th Avenue South between East 46 th Street & Godfrey Parkway
Original Construction Date	1929 (brick installed)
Original Architect	Not applicable
Original Builder	City of Minneapolis
Original Engineer	City of Minneapolis
Historic Use	Street
Current Use	Street
Proposed Use	Street

Date Application Deemed Complete	May 26, 2016	Date Extension Letter Sent	Not applicable
End of 60-Day Decision Period	July 23, 2016	End of 120-Day Decision Period	Not applicable

CLASSIFICATION

Local Historic District	Minnehaha Historic District
Period of Significance	19 th Century and 20 th Century
Criteria of Significance	Architecture, Commerce, Conservation, Literature, Transportation, Urban Planning
Date of Local Designation	1986
Date of National Register Listing	1969
Applicable Design Guidelines	<i>Secretary of the Interior’s Standards for Treatment of Historic Properties</i>

SUMMARY

BACKGROUND. In 1889, the land surrounding Minnehaha Falls was purchased by the State of Minnesota and acquired by the Park Board. It was one of the first state parks in the United States. In 1929, the street surface of 46th Avenue South within the park was constructed with brick pavers. Over time, the condition of the pavers has deteriorated and the surface of the street has been heavily patched with bituminous material.

In 1969, the Minnehaha Park Historic District was listed on the National Register of Historic Places, the first historic district in Minneapolis listed on the National Register. In 1986, the Minnehaha Historic District was locally designated, adopting the National Register nomination form as the designation study for the local district. The northern boundary of the Minnehaha Historic District aligns with Nawadaha Boulevard.

In the late 1990s, Minnehaha Park underwent a significant renovation. This had primarily been planned for in the *Minnehaha Park Renovation Plan*, a long-range improvement plan that was completed in 1992. The plan recommended that Nawadaha Boulevard, which had previously connected Minnehaha Avenue and 46th Avenue South, incorporate cul-de-sacs at either end to minimize traffic circulation on Nawadaha Boulevard. The plan also recommended that Godfrey Parkway be reconstructed to parkway standards, which was implemented in the late 1990s.

APPLICANT’S PROPOSAL. The Minneapolis Public Works Department is proposing to reconstruct the portion of 46th Avenue South between East 46th Street and Godfrey Parkway. Full reconstruction of the roadway infrastructure would consist of full removal of existing pavement, subgrade correction, aggregate base, asphalt paving, curb and gutter, signage, sidewalk, and pedestrian ramps. The proposal would also add standard bicycle lanes to the street. The project is designed to be consistent with applicable aspects of the Minneapolis Design Guidelines for Streets and Sidewalks.

The southern portion of the street segment located between Nawadaha Boulevard and Godfrey Parkway is located in the Minnehaha Historic District and is owned by the Minneapolis Park and Recreation Board. The City of Minneapolis is including the reconstruction of this southern segment as part of the Capital Improvement Program. The Park Board-owned segment of 46th Avenue South is approximately 175 feet in length and is in poor condition. Much of the curb section has completely deteriorated, and many sidewalk panels have heaved over time. Although the applicant is replacing the entire street segment between East 46th Street and Godfrey Parkway, only that southern portion which is within the Minnehaha Historic District is under review by the Heritage Preservation Commission.

PUBLIC COMMENTS. No comments were received as of the writing of this report. Any correspondence received prior to the public meeting will be forwarded on to the Heritage Preservation Commission for consideration.

ANALYSIS

CERTIFICATE OF APPROPRIATENESS

The Department of Community Planning and Economic Development has analyzed the application to allow the reconstruction of 46th Avenue South based on the following findings:

- 1. The alteration is compatible with the designation of the landmark or historic district, including the period and criteria of significance.*

Although the portion of 46th Avenue South between Nawadaha Boulevard and Godfrey Parkway is located within the boundary of the historic district, the brick paved street is not mentioned in the designation of the Minnehaha Historic District. No formal period of significance for the district was noted in the original National Register nomination, as was common with early nominations. The Grand Rounds Parkway, an overlapping feature which is not locally designated but has been studied for potential National Register designation, has an identified period of significance of 1884-1942. While the brick paved street was constructed in 1929, no documents related to the designation of the local historic district note the significance of the brick paved street within the district. It is unknown whether other streets in the district had been paved with brick but no other streets in the district appear to have extant brick material.

The Minnehaha Historic District statement of significance notes that the park “preserves the environment of five or six historic sites illustrating commercial, transportation, pioneering and architectural themes, and is itself an expression of inspired foresight in urban planning. The influential feature of the historic district is Minnehaha Creek with its falls and glen. This stream and cascade have attracted explorers, settlers, tourists and entrepreneurs since the beginning of recorded Minnesota history.” The nomination focused upon the important balance of the built and natural environment in Minnehaha Park. Specific elements of the built environment described in the nomination were the Stevens House, Longfellow House, Godfrey’s Mill, and Minnehaha Station. The natural environment of Minnehaha Park was specifically detailed in the designation, particularly the topography, geography, ecology, and wildlife of the district.

Due to the limited significance of the brick paved street within the historic district, the reconstruction would be compatible with the criteria and period of significance identified in the district designation. The brick paved street is not mentioned in the nomination. The alterations will not affect the specific buildings mentioned in the study or their surrounding sites. The reconstruction of this portion of 46th Avenue South would be compatible with the designation of the historic district.

- 2. The alteration will ensure the continued integrity of the landmark or historic district.*

The reconstruction of this portion of 46th Avenue South would not negatively impair the integrity of the historic district. The street configuration does not contribute to the significance of the historic district, which is stated in the nomination to be based largely upon the natural environment of the district as well as several elements of the built environment, including the Stevens House, Longfellow House, Godfrey’s Mill, and Minnehaha Station. The proposed alteration would ensure the continued integrity of the Minnehaha Historic District.

3. *The alteration is consistent with the applicable design guidelines adopted by the commission.*

There are no adopted design guidelines associated with the Minnehaha Historic District. Please see an evaluation of the *Secretary of the Interior's Standards* below.

4. *The alteration is consistent with the applicable recommendations contained in The Secretary of the Interior's Standards for the Treatment of Historic Properties.*

The following standards for rehabilitation are most applicable to the proposal:

- A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
- Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

The street would continue to be utilized for its historic purpose. The proposal does include the removal of historic materials as it would remove the brick pavers that were installed in 1929. These brick pavers are a distinctive feature of this portion of 46th Avenue South which characterizes the street. None of the other streets in the park are known to have extant pavers. However, the condition of the pavers on 46th Avenue South have deteriorated and the street has been heavily patched with bituminous material over time. Because the brick pavers are a distinctive feature of the street that would be removed, staff recommends that the brick pavers that are removed and remain in good condition be salvaged for reuse elsewhere in the city. Staff would encourage that the pavers be reused for future improvements in Minnehaha Park if feasible. With this condition, staff finds that the proposal would be consistent with the applicable recommendations in the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

5. *The alteration is consistent with the spirit and intent of the preservation ordinance, the applicable policies of the comprehensive plan, and the applicable preservation policies in small area plans adopted by the city council.*

The preservation ordinance is intended to promote the recognition, preservation, protection and reuse of historic districts, to promote the economic growth and general welfare of the city, to further educational and cultural enrichment, and to implement the policies of the comprehensive plan. The certificate of appropriateness would be consistent with the following applicable policies of the comprehensive plan:

Heritage Preservation 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.
- 8.1.2 Require new construction in historic districts to be compatible with the historic fabric.

Heritage Preservation Policy 8.5: Recognize and preserve the important influence of landscape on the cultural identity of Minneapolis.

- 8.5.3 Preserve historic materials typically found in public spaces, such as street materials like pavers, lighting and other resources.

As noted above, the existing 46th Avenue South has limited significance in the historic district. The proposed layout and design of the new street is compatible with other streets in the area and throughout the historic district. The preservation ordinance is intended to promote the recognition, preservation, protection and reuse of historic districts. With the condition of approval recommended, the historic brick paver materials removed from the street that are in good condition would be salvaged and reused elsewhere in the city. Staff would encourage that the pavers be reused for future improvements in Minnehaha Park if feasible.

RECOMMENDATIONS

The Department of Community Planning and Economic Development recommends that the Heritage Preservation Commission adopt staff findings for the application by Minneapolis Public Works for the portion of 46th Avenue South between East 46th Street and Godfrey Parkway in the Minnehaha Historic District:

A. Certificate of Appropriateness.

Recommended motion: **Approve** the certificate of appropriateness to allow reconstruction of 46th Avenue South, subject to the following conditions:

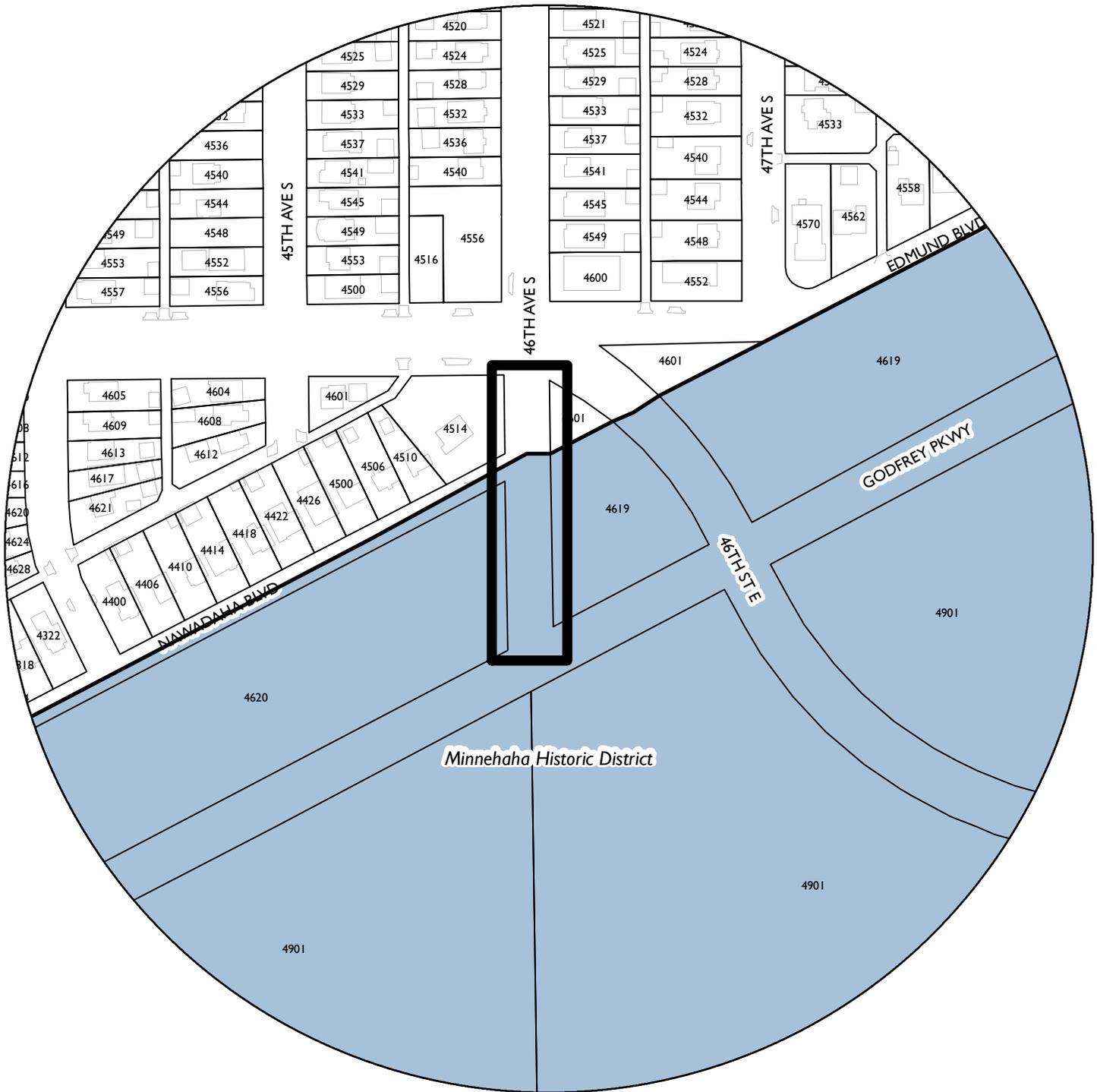
1. Brick pavers in good condition shall be salvaged and stored for reuse. The applicant is encouraged to reuse the pavers elsewhere in Minnehaha Park.
2. By ordinance, approvals are valid for a period of two years from the date of the decision unless required permits are obtained and the action approved is substantially begun and proceeds in a continuous basis toward completion. Upon written request and for good cause, the planning director may grant up to a one year extension if the request is made in writing no later than June 21, 2018.
3. By ordinance, all approvals granted in this certificate of appropriateness shall remain in effect as long as all of the conditions and guarantees of such approvals are observed. Failure to comply with such conditions and guarantees shall constitute a violation of this Certificate of Appropriateness and may result in termination of the approval.

ATTACHMENTS

1. BZH Map
2. Oblique aerial photo
3. Written description and findings submitted by applicant
4. Layout plan
5. Photos
6. Correspondence

NAME OF APPLICANT

WARD



PROPERTY ADDRESS

46th Avenue South

FILE NUMBER

BZH-29170



03/30/2015

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46th Avenue South (Godfrey Pkwy - 46th St E) Certificate of Appropriateness Application

5/23/16

Minneapolis Public Works Staff Contact:

Forrest Hardy Forrest.Hardy@MinneapolisMN.gov

Adam Hayow Adam.Hayow@MinneapolisMN.gov

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Notification

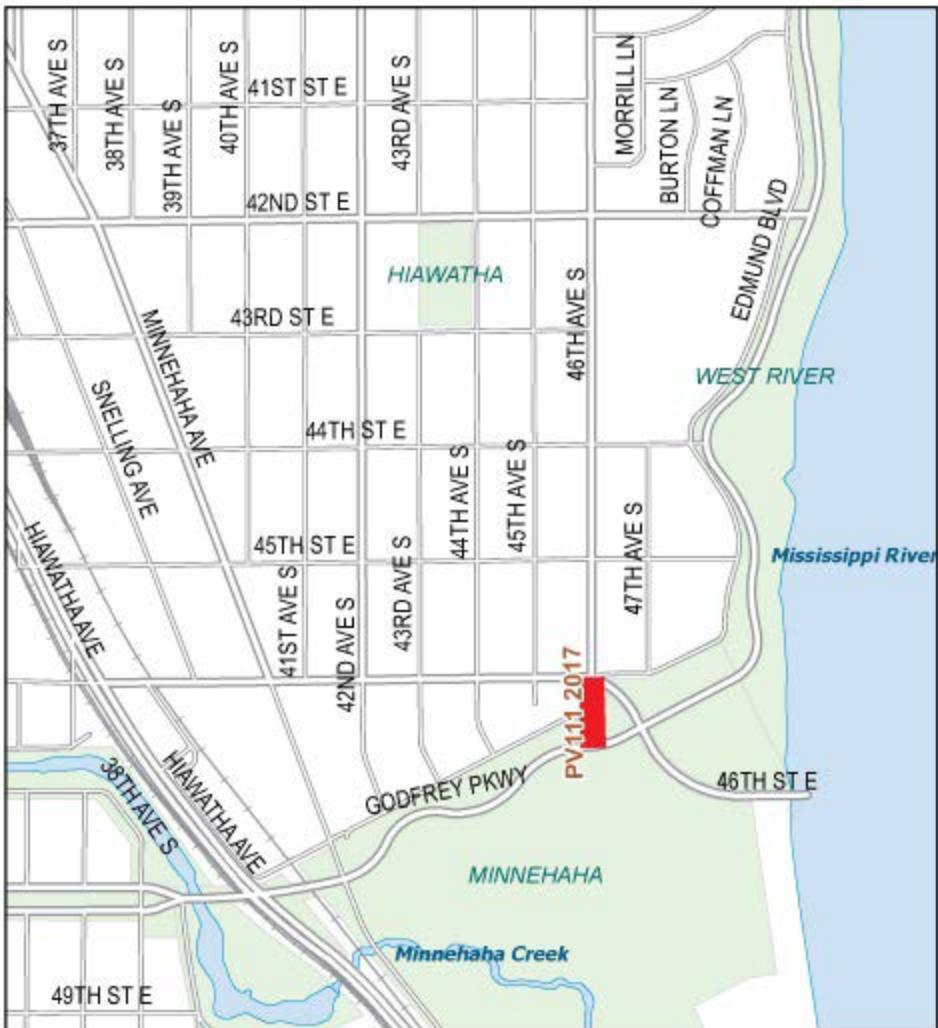
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46th Ave S PV111 - Street Reconstruction

- **Project Limits:** (Godfrey Pkwy - 46th St E)
- **Construction Year:** 2017
- **Previous Community Engagement:**
 - Longfellow Community Council: 1/26/16 & 3/8/16
 - Bicycle Advisory Committee: 9/15/15 & 9/23/15
 - Pedestrian Advisory Committee: 9/17/15



Project



46th Ave S (Godfrey Pkwy – 46th St E)

Heritage Preservation Application

PROJECT DESCRIPTION

The City of Minneapolis, Department of Public Works is proposing to reconstruct approximately 325 feet of 46th Avenue South from Godfrey Parkway to 46th Street East. Full reconstruction of the roadway infrastructure consists of full removal of existing pavement, subgrade correction, aggregate base, asphalt paving, curb and gutter, signage, sidewalk and pedestrian ramps. The project will also add standard bicycle lanes to the street.

The southern portion of this street segment located between Nawadaha Blvd and Godfrey Parkway lies within the Minnehaha Historic District, and is owned by the Minneapolis Park and Recreation Board (MPRB). However, the City of Minneapolis is including the reconstruction of this southern segment as part of their Capital Improvement Program. This MPRB-owned segment is approximately 175ft in length and is in very poor condition. Much of the curb section has completely deteriorated, and many sidewalk panels have heaved over time. The street surface was originally constructed in 1929 with brick pavers, though their condition has deteriorated and the surface has been heavily patched with bituminous material. The subsurface condition of the pavers is not known, and their integrity to be reused on a future City project is also unknown. This will need to be further evaluated based on site surveying and engineering design. Project staff are recommending a non-paver street surface to be constructed with the project as per standard city practice for a street reconstruction. This street surface material would either be concrete or bituminous.

CERTIFICATE OF APPROPRIATENESS

A written statement by the applicant which addresses the following required findings:

(1) The alteration is compatible with the designation of the landmark or historic district, including the period and criteria of significance.

The proposed construction is compatible with the criteria of significance for which the district was designated. The park's NRHP designation includes a description of the natural topography, geology, and ecology of Minnehaha Falls and Glen, which are the primary influential feature of the historic district. It also gives historical context to several significant structures and archaeological sites found within the district. The portion of 46th Ave S scheduled for reconstruction is not near or visible from any of the specifically identified natural or historic features. The project lies at the northern extent of the historic district within developed street right of way. Therefore, the overall impact of the project to the natural and historical features of the historic district would be negligible, and the alterations would be compatible with the criteria of significance of the district.

Further, the NRHP designation gives no mention of street paving materials as defining its criteria of significance. Brick paver streets are not defined as a significant feature of the Minnehaha Historic District. In fact, many streets within the district have been reconstructed with an asphalt surface since the time of NRHP designation. These reconstructed streets include portions of Godfrey Parkway, Minnehaha Ave S, and the access road serving Wabun Picnic Area.

Minnehaha Park, in its entirety, was listed on the NRHP in 1969 and locally designated in 1986. No specific period of significance is indicated for this district in the NRHP designation; however, the Grand Rounds Park System, an overlapping feature, has a period of significance of 1884-1942. The project is within street right-of-way that was established in 1929 or earlier, which is well within the period of significance of the Grand Rounds. Therefore, the reconstruction of this street within its established right-of-way would be compatible with the applicable period of significance.

2. The alteration will ensure the continued integrity of the landmark or historic district.

Integrity is defined by the National Park Service as *“the ability of a property to convey its significance”*. This is shown through the authenticity of a property’s location, design, setting, materials, workmanship, feeling, and association. This portion of 46th Ave S was established a street right-of-way prior to historical designation, and this street alignment was indicated on the area map submitted during its NRHP nomination. Therefore, the location, design, and setting of this street segment within the historic district will remain largely unaffected. The brick paver street materials were not indicated as a specific historical feature on the district’s designation, and therefore the materials, workmanship, feeling, and association of the district will remain unaffected.

The proposed street project will also ensure the continued integrity of the landmark by better serving users of the historic district, whom are an aspect of the district’s setting. Setting is stated by the National Park Service to reflect the *“basic physical conditions under which a property was built and the functions it was intended to serve”*. This street segment within Minnehaha Park has served as a prime access point into the park for pedestrians, bicyclists and motor-vehicle traffic since the park’s time of designation. This segment of 46th Ave S connects directly with Godfrey Parkway Trail which is part of the grand rounds. This segment also leads to the network of pedestrian and bicycle paths within the park that provide access to Minnehaha Falls and its other natural and historical features. In the past, the poor condition of this segment of 46th Ave S has directly resulted in bicycle crashes. The sidewalks are also in poor condition, and do not adequately serve park users with disabilities. The project will rebuild this entire segment of street and sidewalk and add dedicated bicycle lanes. This will enhance the experience for park users entering through this corridor. The constructed elements are expected to last many decades, and will thereby ensure the continued integrity of the historic district.

3. The alteration is consistent with the applicable design guidelines adopted by the commission.

There are no specifically adopted design guidelines associated with the Minnehaha Historic District identified under its historic designation. However, the project will be consistent with applicable aspects of the Minneapolis Design Guidelines for Streets and Sidewalks. Chapter 5 of this document gives design guidance for the design of streets such as lane widths, turning radii, and design speeds. Policies 10.0.1 – 10.0.4 describe the principals and purpose for the sidewalk design guidelines, and their relationship to accessibility and pedestrian oriented street design. This chapter also gives guidance for proper dimensioning and uses of the pedestrian zone within multiple land use contexts. Minimum widths for sidewalk, boulevard, and lot frontage are given for local residential streets, which is applicable to the project segment along 46th Ave S. Similarly, Chapter 11 of this

document provides minimum bicycle lane widths in various contexts, and gives guidance for proper signage and street markings. The project design is consistent with these design guidelines and policies as outline in the Minneapolis Comprehensive Plan.

4. The alteration is consistent with the applicable recommendations contained in The Secretary of the Interior's Standards for the Treatment of Historic Properties.

This project would comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties. "Rehabilitation" in this respect, is an applicable treatment under the following conditions: *"When repair and replacement of deteriorated features are necessary, when alterations or additions to the property are planned for a new or continued use...Rehabilitation may be considered as a treatment"*. This project would therefore comply with the following standards for Rehabilitation: Standard 1, Standard 2, Standard 3, Standard 9 and Standard 10.

- Standard 4 does not apply because no existing alterations to the street have been deemed historically significant in their own right.
- Standard 5 does not apply because the materials and techniques of the existing street surface are not identified as an example of craftsmanship in the historical designation.
- Standard 6 does not apply because the street segment is not identified as a specific historical feature in the designation.
- Standard 7 does not apply because no historic materials are being treated
- Standard 8 does not apply because no archeological resources are being affected

5. The alteration is consistent with the spirit and intent of the preservation ordinance, the applicable policies of the comprehensive plan, and the applicable preservation policies in small area plans adopted by the city council.

The project would comply with Policy 8.1 of the City's comprehensive plan, which states that the City will "Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture". It is also consistent with implementation step 8.1.1, which states: "Protect historic resources from modifications that are not sensitive to their historic significance." This project will not impact historic resources or districts in a manner that is not sensitive to their historic significance.

The project is also consistent with the spirit and intent of Title 23, Article VI of the city code which regulates the process for Certificates of Appropriateness, and the required findings outlined in this application. Further, the project is consistent with the multi-modal transportation policies found within the Minneapolis Comprehensive Plan. These include policies 2.1, 2.2, 2.3, 2.4, 2.5, 2.6.6, and 2.8.7.



Summary:

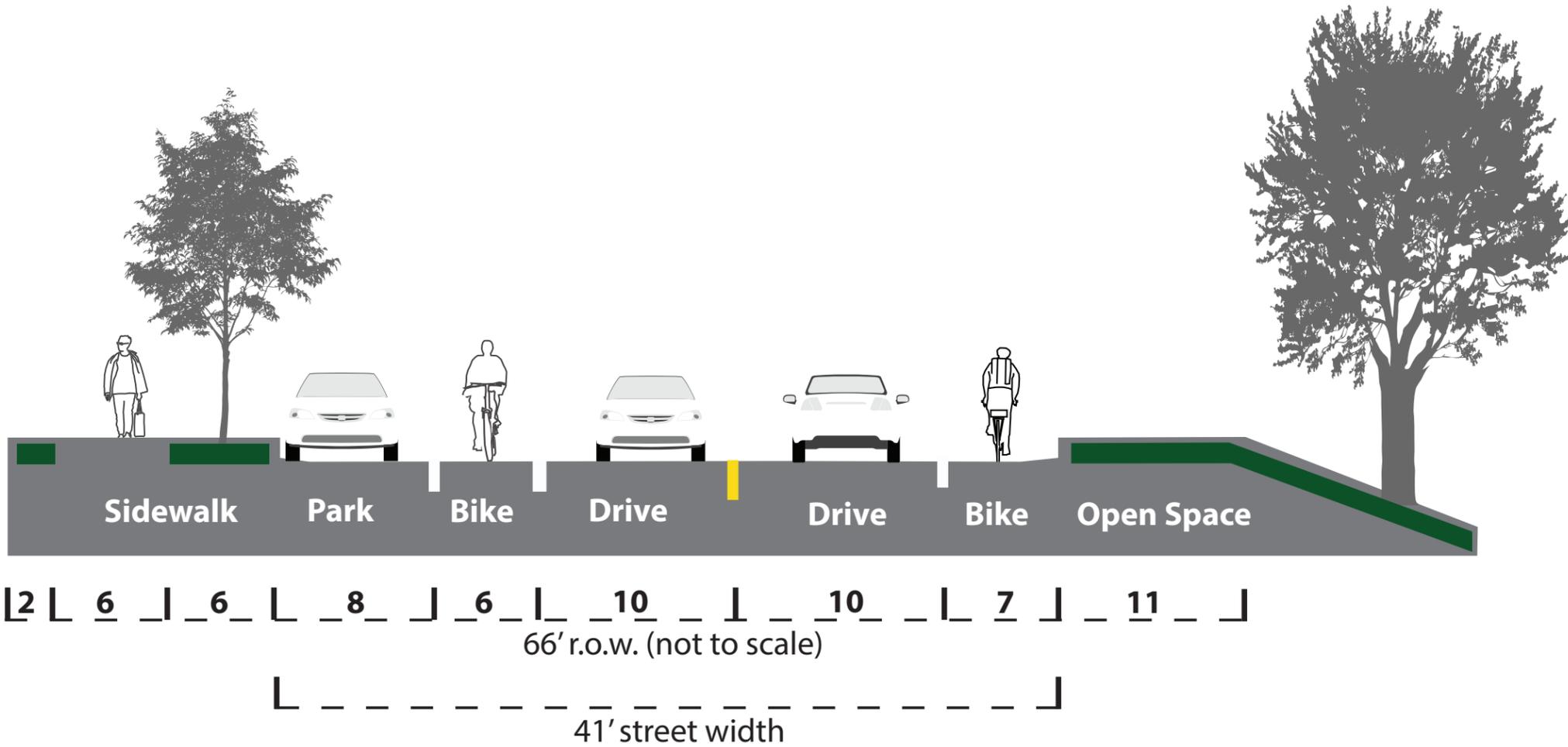
- Complete reconstruction of a 1 block segment of 46th Ave S (anticipated 2017 construction)
- Existing street is in disrepair; portions of the curbs and street surface have significantly deteriorated
- 46th Ave S and 46th St E are in the City's Bike Master Plan as future bikeways; this one block segment of 46th Ave S is a major gap in the network. Bike lanes in this segment would connect directly to a regional trail (Godfrey Parkway Trail - part of Grand Rounds)
- Parking removed on one side to accommodate bike lanes
- Existing mature oak trees will be preserved

Left: Condition of existing curbs and street surface

46th Ave S (Godfrey Pkwy - 46th St E)

30% Sample Section

March 22nd, 2016



Above: Project Context

Existing bike/pedestrian path

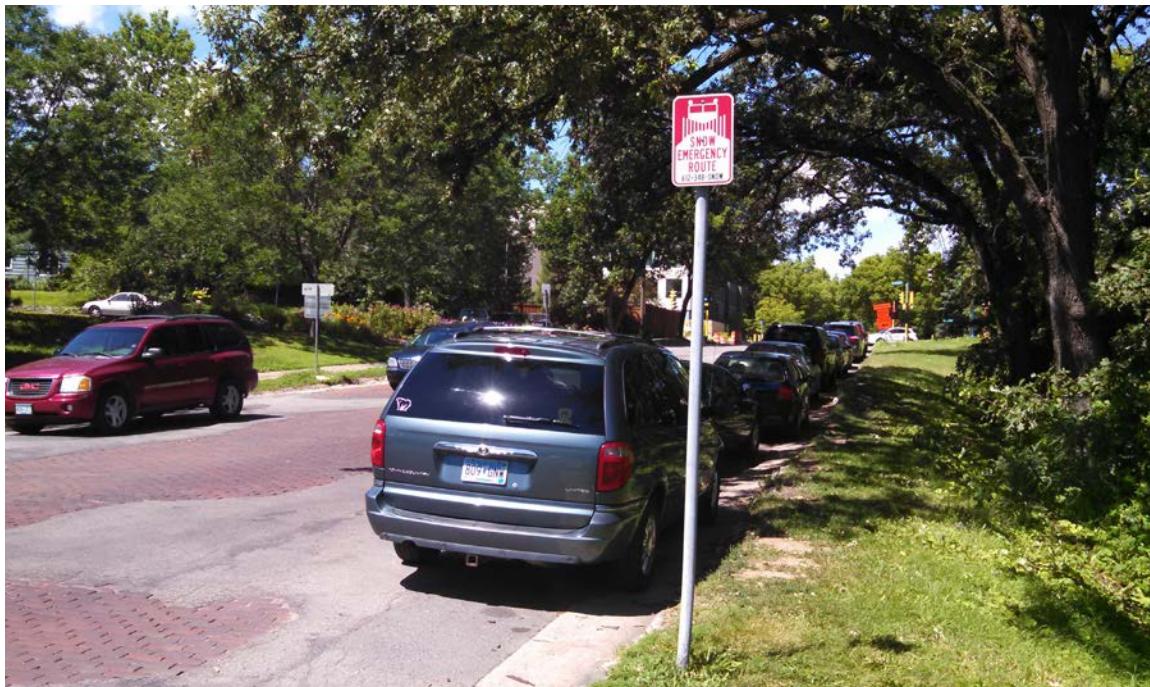
Looking south: showing deteriorated street surface, curb & sidewalk



Looking south: showing concrete section which is outside of historic district



Looking north: showing deteriorated street surface.
Also showing mature trees which are to be preserved with project



LONGFELLOW

COMMUNITY COUNCIL

March 11th, 2016

Andrew Johnson, City of Minneapolis
Forrest Hardy, City of Minneapolis
Minneapolis Heritage Preservation Commission

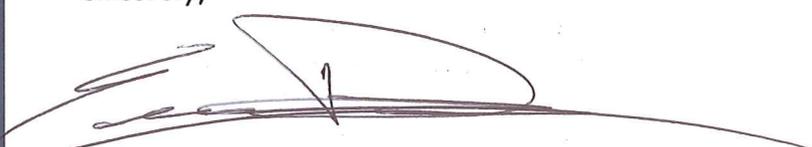
Re: 46th Avenue South Reconstruction

I am writing on behalf of the Longfellow Community Council (LCC) to express support for the complete reconstruction of the one block segment of 46th Avenue South between the Godfrey Parkway and 46th Street East. Minneapolis Public Works Representatives Forrest Hardy and Adam Hayow attended LCC's March 8th Neighborhood Development and Transportation committee (NDTC) meeting and presented plans for the reconstruction. The NDTC agreed to support the project and has asked for the following additions:

- Coordination between the City of Minneapolis and Hennepin County on the reconstruction of the Godfrey Bridge. The community would like the slip turn eliminated on the North East corner as this is a critical intersection for bicycle and pedestrian safety.
- Preservation of the historic pavers, ideally to be repurposed near the street, possibly as public art or a walkway.
- Efforts made to collect storm water during reconstruction as this small stretch is a critical watershed area within yards of the Mississippi River and Minnehaha Creek.

Please contact Joe Sturm in the LCC Office with any questions or concerns: Joe@longfellow.org and 612-722-4529 (ext. 13).

Sincerely,


Eric Day
Board President
Longfellow Community Council

From: [Joe Sturm](#)
To: [Hardy, Forrest N.](#)
Cc: [Hayow, Adam](#); [Johnson, Andrew](#); [Murphy, Suzanne](#)
Subject: Re: 46th Ave S reconstruction Update - Heritage Preservation Review
Date: Monday, May 23, 2016 4:46:12 PM
Attachments: [7CCEF7EB-6EEF-4E5C-A646-CAAF52185540\[49\].png](#)

Thanks for the update Forrest. Glad to hear things are moving along.

Joe Sturm
Housing and Environment Coordinator

LONGFELLOW
COMMUNITY COUNCIL
2727 26th Avenue South
Minneapolis, MN 55406
612.722.4529

From: "Hardy, Forrest N." <Forrest.Hardy@minneapolismn.gov>
Date: Monday, May 23, 2016 at 4:31 PM
To: Joe Sturm <joe@longfellow.org>
Cc: "Hayow, Adam" <Adam.Hayow@minneapolismn.gov>, "Johnson, Andrew" <Andrew.Johnson@minneapolismn.gov>, "Murphy, Suzanne" <Suzanne.Murphy@minneapolismn.gov>
Subject: 46th Ave S reconstruction Update - Heritage Preservation Review

Joe,

As you know, Public Works is planning to reconstruct 46th Avenue South from Godfrey Parkway to 46th Street East in 2017. Public Works staff presented preliminary layouts to the Longfellow Community Council (LCC) on January 26, 2016 and again March 08, 2016. This project will be reviewed by City CPED staff for historical appropriateness due to its location in the Minnehaha historic district. After City staff review, the project will be brought before the Minneapolis Heritage Preservation Commission. This will likely be in late June or July of this year. This message will be included in the Certificate of Appropriateness application as an official notification to the neighborhood and City Council Office. Please share this updated project information with the neighborhood group.

At the two meeting with LCC, Public Works staff described that the project will involve full reconstruction of the roadway, including curbs and sidewalk. They also provided a preliminary project layout to the group for comment. The attached 30% layout was approved by City Council on April 15th, 2016. It incorporates much of the feedback we received from the two meetings with LCC. The project will also involve removing the brick paver street surface and updating this to a newer standard material such as bituminous or concrete. To my knowledge, our design team has not yet determined whether or not the pavers can be salvaged for use on a street project.

Please let me know if you receive any comments regarding the update as described above.