

**CITY OF MINNEAPOLIS
CPED PLANNING DIVISION
HERITAGE PRESERVATION COMMISSION STAFF REPORT**

FILE NAME: 3009 Park Avenue, Pauline Fjelde Residence

DATE OF APPLICATION: December 23, 2008

APPLICANT: Jakris Ltd. (James Schoffman), 651-686-7603

PUBLICATION OF STAFF REPORT: January 6, 2009

DATE OF HEARING: January 13, 2009

APPEAL PERIOD EXPIRATION: January 23, 2009

CATEGORY: Historic Resource

CLASSIFICATION: Demolition of a Historic Resource

STAFF INVESTIGATION AND REPORT: Aaron Hanauer, (612) 673-2494

DATE: January 6, 2009

A. BACKGROUND

On October 8, 2008, One Call Contracting submitted a Wrecking Permit application for 3009 Park Avenue. The house located at 3009 Park Avenue is a 2 ½-story gable-front duplex designed in a vernacular style with stucco clad walls and a composition shingle roof. On November 6, 2008 staff informed the Applicant that 3009 Park Avenue was a historic resource, based upon the home's association with Pauline Fjelde, a prominent artist, Norwegian immigrant, and single woman who was born in 1861 and died in 1923. On November 21, 2008, the owner, James Schoffman, submitted an application for the demolition of a historic resource. He intends to replace the building and garage with grass.

B. DESCRIPTION

The Pauline Fjelde House, located at 3009 Park Avenue, was constructed as a duplex in 1907 for Ms. Fjelde by builder/contractor Olof Eneroth. It was designed by Boehme & Cordella who were also the architects of the Swan Turnblad House (American Swedish Institute), a historic landmark, and Gluek's Restaurant a contributing structure to the North Loop Warehouse Historic District.

This building is a 2 ½-story residence designed in a vernacular style common to this block and the city in general (see Attachment B8.1-B8.4 for images of elevations and Attachment D for oblique aerial). Composition shingles cap a medium-pitch, gable front roof possessing a full pediment and wide eave overhangs. Stucco clads the exterior walls. The window trim and the window openings appear to be unaltered with the exception of the front elevation second floor window that was converted into a door opening which leads to a tiny balcony. However, it appears that most window sashes have been replaced. Visual evidence indicates the original doors leading into the front and rear of the building have also been replaced. The first-floor entryway sits atop a full-width deck constructed atop a high masonry foundation. Three Dish Network television antennae surround a two-story bay projecting out of the south side of the building. A detached garage constructed in 1986 at the rear of the lot is the only other structure onsite.

C. PROPOSED CHANGES

The Applicant is applying for approval to demolish this building. In order for the application to be deemed complete, a site plan was required from the Applicant. The Applicant submitted a site plan indicating that he will replace the building with grass (Attachment B5). The Applicant had indicated earlier that his eventual goal is to use this site to construct a parking lot for patrons of the commercial property immediately to the north at 701 Lake Street East.

701 East Lake Street currently has no off-street parking and was likely built without off-street parking in 1922. Since the building was built prior to the 1963 Zoning Code, which was the first year the zoning code established off-street parking, it possesses grandfathered parking rights. Therefore, if the property wants to maintain being a retail operation it is likely it will not be required to provide off-street parking.

The subject property, 3009 Park Avenue, is currently zoned R2B. The proposed grass yard is a permitted use in this zoning district, however, parking lots are not. To construct a parking lot on this site, the Applicant would have to apply for a Rezoning and Conditional Use Permit and be heard in front of the City Planning Commission. Neither application has been submitted to CPED-Planning.

In addition to the proposed grass yard, the Applicant has verbally indicated his willingness to commemorate the site as the location of Pauline Fjelde's residence by installing a flagpole with the state flag and a plaque explaining the significance of Ms. Fjelde. The Applicant has not indicated whether he would be willing to fly and maintain the original state flag design associated with Ms. Fjelde, but it should be noted that the original flag design was changed for reasons including cost, weight, and durability.

D. NECESSITY OF DEMOLITION

The Minneapolis Code of Ordinances, Title 23, Heritage Preservation, Chapter 599 Heritage Preservation Regulations states that before approving the demolition of a property determined to be an historic resource, the commission shall make findings that the demolition is necessary to correct an unsafe or dangerous condition on the property, or that there are no reasonable alternatives to the demolition. In determining whether reasonable alternatives exist, the commission shall consider, but not be limited to the significance of the property, the integrity of the property and the economic value or usefulness of the existing structure, including its current use, costs of renovation and feasible alternative uses. The commission may delay a final decision for a reasonable period of time to allow parties interested in preserving the historic resource a reasonable opportunity to act to protect it.

D1. UNSAFE OR DANGEROUS CONDITION

The Applicant has not demonstrated that the demolition of 3009 Park Avenue is necessary to correct an unsafe or dangerous condition. No structural analysis was submitted which provides details of the work that is required. The applicant states that the reason for demolition is that, "The structure has been abandoned and the foreclosed property has extensive water damage (see Attachment B3)."

Even though a structural analysis was not submitted, the Applicant did estimate that the rehabilitation cost to bring the property up to code would be between \$375,000 to \$450,000; however, a detailed scope of work was not included to show how these figures were calculated (see Attachment B3). In addition, the applicant provided a cost estimate by Urban Works Architectural Firm. Urban Works estimated the rehabilitation cost to be \$595,000. This estimate is based on general square foot rehabilitation costs (see

Attachment B8). The applicant also submitted images detailing the interior condition of the property that (see Attachment B10-B20).

D2. REASONABLE ALTERNATIVES TO DEMOLITION

The applicant has not demonstrated that rehabilitation is unreasonable.

The applicant alleges that the best use for the building is to be demolished. He cites general cost estimates for rehabilitation but has not estimated expected rental income for the property, which was substantial enough to keep the multi-family residence in use for over one-hundred years. Furthermore, the subject property appears to surpass local and national thresholds for significance and integrity required for designation.

D2a. SIGNIFICANCE

The subject property appears eligible for listing in the National Register of Historic Places and eligible for designation as City of Minneapolis landmark due to its association with the life of a person significant to the city and state's past: Pauline Fjelde (National Register criterion B and local criterion 2).

Pauline Gerhardine Fjelde was born in Aalesund, Norway, in 1861 and immigrated to the United States in 1887. Along with her brother Jacob and sister Thomane, she found great success as an artist in Minneapolis. In 1893, Ms. Fjelde was commissioned with her sister, Thomane, to embroider the first state flag (used from 1893 to 1957). Fjelde's handiwork won her numerous awards and enabled her to support herself through a commercial embroidering enterprise in downtown Minneapolis. Most notably, her work on the state flag won Fjelde and her sister a gold medal at the World's Columbian Exposition of 1893 in Chicago, held to mark the 400th anniversary of Columbus' voyage to America (see Attachment C1 and C6-C7). After living in various rented spaces, this single woman paid \$7500 to construct a duplex at 3009 Park Avenue in 1907. While residing here she began her magnum opus: the lauded Hiawatha tapestry. Woven in the Gobelin method, the 9' x 8.5' tapestry took over a decade to complete (see Attachment C10). The home symbolizes the upward mobility of not only a single woman but also a Norwegian immigrant during a period of time when both demographic groups experienced difficulty establishing themselves.

The building's period of significance is 1907-1918, the time from when Ms. Fjelde had the building constructed until she moved to an existing house at 4715 15th Avenue S.

Of any building left in Minneapolis, this building maintains the strongest association with Pauline Fjelde. The Reeve, Syndicate and Wilmac buildings, where Fjelde's embroidery business was housed for periods of time, are no longer in existence. The Reeve Building's site at 4th Street and Nicollet Avenue has changed radically, most recently with the construction of the Central Library and previously with the construction of a parking garage, parking lot, and a 1965 office building. Fjelde also worked in the Syndicate Building at 6th Street and Nicollet Avenue, but that edifice was destroyed by a fire in 1911. The Wilmac Building at 719 Nicollet Avenue was demolished sometime between 1951 and 1972 when the IDS Center was constructed onsite. Ms. Fjelde was a boarder in various properties until she paid to have 3009 Park Avenue constructed in 1907.

While her final residence prior to her death, 4715 15th Ave, is still in existence, it is not as strongly associated with her. Although she completed the Hiawatha Tapestry in this home, the residence was constructed by a different owner and Fjelde lived in the 15th Avenue house only during the final four years of her life.

Currently only eleven Minneapolis landmarks provide tangible evidence of the influence of historically significant women: the Frank and Karen Brooberg Residence, the Little Sisters of the Poor Home for the Aged, the Maternity Hospital, the Lena O. Smith House, the Woman's Club of Minneapolis, the Handicraft Guild Building, the Franklin Branch Library, the Hosmer Branch Library, the Old East Lake Library, the Linden Hills Branch Library, and the Roosevelt Branch Library. The latter five are associated with librarian Gratia Countryman. While the Handicraft Guild Building is associated with many local artists, Pauline Fjelde was not affiliated with this institution.

The subject property is likely not eligible for listing in the National Register of Historic Places nor eligible for designation as a City of Minneapolis landmark per the following criterion:

Local Criteria 1 and 3, National Register Criterion A: At this time, the property does not appear to be associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history nor is it associated with distinctive elements of city identity. This multi-family residential building's placement immediately south of Lake Street reflects the development pattern associated with this commercial corridor that began in the early 1880s. The smaller lot size, greater density, and provision for rental housing is an element of this portion of Park Avenue that markedly contrasts with the large lots and big, spread out single family residences just north of Lake Street. Nevertheless, this development pattern is not in and of itself historically significant since the pattern represents the basic way development occurs in most communities.

Local Criteria 4 and 6, National Register Criterion C: The property does not embody the distinctive characteristics of an architectural or engineering type or style, or method of construction, nor does the property exemplify works of master builders, engineers, designers, artists, craftsmen or architects. Designed in a vernacular style common throughout the city of Minneapolis and this block of Park Avenue, the structure lacks the architectural details and original features of numerous better remaining examples. Although the renowned architectural firm of Boehme and Cordella designed the home, the property's association with this architectural firm is neither the best example of this firm's work (the Swan Turnblad House is the best residential example) nor the most representative since this design mimics the design of numerous homes on this block and throughout the City of Minneapolis, many of which were built with no architect whatsoever.

Local Criterion 5: The property does not exemplify a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail. The majority of the lot contains impermeable surfaces (a building, a structure, and paved areas). No other vegetation besides grass and weeds exists on the lot.

Local Criterion 7, National Register Criterion D: The property has not yielded, nor is it likely to yield, information important in prehistory or history. Not being located along known indigenous transportation routes or waterways, the site in question contains little potential to yield information important in prehistory. The relative simplicity and commonality of this building's design indicates that the residence contains little potential to yield information important in prehistory.

D2b. INTEGRITY

The National Register traditionally recognizes a property's integrity through seven aspects or qualities: location, design, setting, materials, workmanship, feeling, and association (see attachment F for description of each). The building possesses integrity, as evident in its retention of six of the seven aspects of integrity.

Location: The original Building Permit for this home notes that the building was constructed onsite, indicating the building maintains integrity of location.

Design: Visual evidence and Sanborn Fire Insurance Maps indicate that a full width front porch and small side porch have been removed (see attachments C19-C21). The full-width front porch has been replaced with an open deck, balustrade, and covered entryway that cover an area roughly similar to the original porch. The basic design of the exterior building remains intact, thus the building possesses integrity of design.

Setting: The property's integrity of setting remains intact. The home continues to stand on the border of a residential district and commercial corridor along Lake Street.

Materials: The building does not possess integrity of materials. Building Permit records indicate that the building's original cladding was replaced with stucco in 1946 (see attachment C22-C23). In 1995 the owner replaced the soffit, fascia, and gutters. Numerous windows and doors have been replaced. Reroofings were conducted in 1974 and 1981.

Workmanship: This building was built with few flourishes, but integrity of workmanship is still evident in the existing trim around a set of windows in the pediment of the front elevation.

Feeling: The building's integrity of feeling remains. The subject property continues to serve its original function as a residential property on the border of a residential district and commercial corridor. In addition, the subject property is a similar design, scale, size, and massing as the neighboring properties to the south. Even though the front elevation has been altered, the property's expression of a particular period of time is evident.

Association: The property's integrity of association remains. Even though Fjelde's association with this property exists only in written records and the lot changed owners over thirty times between 1926 and 1995 (see attachment C17 and C18), this property was the property that Ms. Fjelde lived in during her major achievements.

Interior Integrity: Visual evidence indicates extensive deterioration and interior alterations clearly not dating back to the building's period of significance. Indeed, few features inside the building appear old enough to date back to the construction of the building in 1907. The building's interior is not suitable for designation.

D2c. ECONOMIC VALUE OR USEFULNESS OF THE EXISTING STRUCTURE

The City of Minneapolis recognizes that the subject property now consists of four units on this R2B lot. The Applicant submitted an estimate from Urbanworks Architecture LLC that indicates the cost to bring the building up to code is \$594,670 (Attachment B7-B8). The Applicant provides an expected

scope of work and cost estimates; however, the Applicant does not provide detailed figures in deriving these numbers.

Hennepin County Assessor records indicate the value of the building and garage as of January 2, 2007 is \$272,300 and the value of the land is \$116,700. The total value of the property is \$389,000. The Applicant has indicated that he purchased the property in 2008 for \$125,000. No Zoning Code permitted uses exist that authorize the utilization of the building in its current state.

E. PUBLIC COMMENTS

CPED notified property owners within 350 feet of the Demolition of Historic Resource application on December 31, 2008. As of January 6, 2009, there has been one letter submitted in opposition of the demolition (see Appendix G).

F. APPLICABLE POLICIES

The following are policies from The Minneapolis Plan: Minneapolis's Comprehensive Plan, adopted in 1999 that are applicable to this application:

Policy 1.7: "Minneapolis will recognize and celebrate its history." This policy is supported by the following implementation step "encourage new developments to retain historic structures, incorporating them into new development rather than demolishing them."

Policy 4.14: "Minneapolis will maintain the quality and unique character of the city's housing stock, thus maintaining the character of the vast majority of residential blocks in the city." This policy is supported by the following implementation step "encourage adaptive re-use, retrofit and renovation projects that make the city's housing stock competitive on the regional market."

G. APPLICABLE ORDINANCES

Chapter 599. Heritage Preservation Regulation

ARTICLE V. DESIGNATION

599.210. Designation criteria. The following criteria shall be considered in determining whether a property is worthy of designation as a landmark or historic district because of its historical, cultural, architectural, archaeological or engineering significance:

- (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 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.

599.230. Commission decision on nomination. The commission shall review all complete nomination applications. If the commission determines that a nominated property appears to meet at least one of the criteria for designation contained in section 599.210, the commission may direct the planning director to commence a designation study of the property. (2001-Or-029, § 1, 3-2-01)

599.240. Interim protection. (a) Purpose. Interim protection is established to protect a nominated property from destruction or inappropriate alteration during the designation process.

(b) *Effective date.* Interim protection shall be in effect from the date of the commission's decision to commence a designation study of a nominated property until the city council makes a decision regarding the designation of the property, or for twelve (12) months, whichever comes first. Interim protection may be extended for such additional periods as the commission may deem appropriate and necessary to protect the designation process, not exceeding a total additional period of eighteen (18) months. The commission shall hold a public hearing on a proposed extension of interim protection as provided in section 599.170.

(c) *Scope of restrictions.* During the interim protection period, no alteration or minor alteration of a nominated property shall be allowed except where authorized by a certificate of appropriateness or a certificate of no change, as provided in this chapter. (2001-Or-029, § 1, 3-2-01)

ARTICLE VIII. HISTORIC RESOURCES

599.440. Purpose. This article is established to protect historic resources from destruction by providing the planning director with authority to identify historic resources and to review and approve or deny all proposed demolitions of property.

599.450. Identification of historic resources The planning director shall identify properties that are believed to meet at least one of the criteria for designation contained in section 599.210, but that have not been designated. In determining whether a property is an historic resource, the planning director may refer to building permits and other property information regularly maintained by the director of inspections, property inventories prepared by or directed to be prepared by the planning director, observations of the property by the planning director or any other source of information reasonably believed to be relevant to such determination.

599.460. Review of demolition permits. The planning director shall review all applications for a demolition permit to determine whether the affected property is an historic resource. If the planning director determines that the property is not an historic resource, the demolition permit shall be approved. If the planning director determines that the property is an historic resource, the demolition permit shall not be issued without review and approval by the commission following a public hearing as provided in section 599.170.

599.470. Application for demolition of historic resource. An application for demolition of an historic resource shall be filed on a form approved by the planning director and shall be accompanied by all required supporting information, as specified in section 599.160.

599.480. Commission decision. (a) *In general.* If the commission determines that the property is not an historic resource, the commission shall approve the demolition permit. If the commission determines that the property is an historic resource, the commission shall deny the demolition permit and direct the planning director to commence a designation study of the property, as provided in section 599.230, or shall approve the demolition permit as provided in this section.

(b) *Destruction of historic resource.* Before approving the demolition of a property determined to be an historic resource, the commission shall make findings that the demolition is necessary to correct an unsafe or dangerous condition on the property, or that there are no reasonable alternatives to the demolition. In determining whether reasonable alternatives exist, the commission shall consider, but not be limited to, the significance of the property, the integrity of the property and the economic value or usefulness of the existing structure, including its current use, costs of renovation and feasible alternative uses. The commission may delay a final decision for a reasonable period of time to allow parties interested in preserving the historic resource a reasonable opportunity to act to protect it.

(c) *Mitigation plan.* The commission may require a mitigation plan as a condition of any approval for demolition of an historic resource. Such plan may include the documentation of the property by measured drawings, photographic recording, historical research or other means appropriate to the significance of the property. Such plan also may include the salvage and preservation of specified building materials, architectural details, ornaments, fixtures and similar items for use in restoration elsewhere.

The Secretary of the Interior's Standards for Rehabilitation (1990)

Building Site

Recommended:

-Identifying, retaining, and preserving buildings and their features as well as features of the site that are important in defining its overall historic character. Site features can include driveways, walkways, lighting, fencing, signs, benches, fountains, wells, terraces, canal systems, plants and trees, berms, and drainage or irrigation ditches; and archeological features that are important in defining the history of the site.

-Retaining the historic relationship between buildings, landscape features, and open space.

-Providing continued protection of masonry, wood, and architectural metals which comprise building and site features through appropriate surface treatments such as cleaning, rust removal, limited paint removal, and re-application of protective coating systems; and continued protection and maintenance of landscape features, including plant material.

Not Recommended:

-Removing or radically changing buildings and their features or site features which are important in defining the overall historic character of the building site so that, as a result, the character is diminished.

-Removing or relocating historic buildings or landscape features, thus destroying the historic relationship between buildings, landscape features, and open space.

-Removing a historic building in a complex, a building feature, or a site feature which is important in defining the historic character of the site.

H. FINDINGS

1. The subject property is a historic resource.
2. The demolition is not necessary to correct an unsafe or dangerous condition on the property.
3. Rehabilitation is a reasonable alternative to a demolition where long-term use of a property is not specific.
4. The Pauline Fjelde Residence appears eligible for listing in the National Register of Historic Places due its association with the life of a person significant to the City and state's past (Pauline Fjelde) (National Register criterion B). The subject property maintains the strongest association with Pauline Fjelde of any known building left standing in Minneapolis.
5. The Pauline Fjelde Residence appears eligible for designation as City of Minneapolis Landmark due its association with the life of a person significant to the City and state's past (Pauline Fjelde) (local criterion 2). The subject property maintains the strongest association with Pauline Fjelde of any known building left standing in Minneapolis.
6. The building possesses integrity, as evident in its retention of six (location, design, setting, workmanship, feeling, and association) of the seven (location, design, setting, materials, workmanship, feeling, and association) aspects of integrity.
7. The building is currently vacant and has experienced substantial neglect that has led to its deteriorated state.
8. The Applicant submitted an estimate from Urbanworks Architecture LLC that indicates the cost to bring the building up to code is \$594,670 (Attachment B7-B8). The Applicant provides an expected scope of work and cost estimates; however, the Applicant does not provide detailed figures in deriving these numbers.
9. A parking lot is not a feasible use for this property as it is currently zoned. Parking lots are not permitted in the R2B zoning district. The Applicant has not applied for the Rezone and Conditional Use Permit that would be required to install a parking lot on this property. The commercial property to the north has no minimum off-street parking requirement and has survived with no off-street parking since its construction in 1922.
10. The commission may delay a final decision for a reasonable period of time to allow parties interested in preserving the historic resource a reasonable opportunity to act to protect it.

I. STAFF RECOMMENDATION

CPED recommends that the Heritage Preservation Commission **adopt** staff findings and: deny the demolition application of the property at 3009 Park Avenue; establish interim protection; and direct the Planning Director to prepare or cause to be prepared a designation study.

ATTACHMENTS

- A. Vicinity map
- B. Application
- C. Staff Research
- D. Aerial
- E. Resident Research
- F. National Register Bulletin: Integrity
- G. Public Comments