

Agenda
Heritage Preservation Commission
City Of Edina, Minnesota
Community Room, Edina City Hall

Tuesday, September 13, 2022
7:00 PM

- I. Call To Order
- II. Roll Call
- III. Approval Of Meeting Agenda
- IV. Approval Of Meeting Minutes
 - A. August 11, 2022 Heritage Preservation Commission minutes
- V. Special Recognitions And Presentations
 - A. Welcome Student Commissioners Maheshwari and Varadhan
- VI. Community Comment

During "Community Comment," the Board/Commission will invite residents to share relevant issues or concerns. Individuals must limit their comments to three minutes. The Chair may limit the number of speakers on the same issue in the interest of time and topic. Generally speaking, items that are elsewhere on tonight's agenda may not be addressed during Community Comment. Individuals should not expect the Chair or Board/Commission Members to respond to their comments tonight. Instead, the Board/Commission might refer the matter to staff for consideration at a future meeting.

- VII. Reports/Recommendations
 - A. Wooddale Bridge-Sec. 106 Review
 - B. 2023 Work Plan HPC
- VIII. Chair And Member Comments
- IX. Staff Comments
- X. Adjournment

The City of Edina wants all residents to be comfortable being part of the public process. If you need assistance in the way of hearing amplification, an interpreter, large-print documents or something else, please call 952-927-8861 72 hours in advance of the meeting.



CITY OF EDINA

4801 West 50th Street

Edina, MN 55424

www.edinamn.gov

Date: September 13, 2022

Agenda Item #: IV.A.

To: Heritage Preservation Commission

Item Type:

Minutes

From: Emily Bodeker, Assistant City Planner

Item Activity:

Subject: August 11, 2022 Heritage Preservation Commission minutes

Action

ACTION REQUESTED:

Approve the August 11, 2022 Heritage Preservation Commission minutes as presented.

INTRODUCTION:

ATTACHMENTS:

August 11, 2022 Minutes



Minutes
City of Edina, Minnesota
Heritage Preservation Commission
Thursday, August 11, 2022

I. Call to Order

Chair Schilling called the meeting to order at 6:03 p.m.

II. Roll Call

Answering roll call were Chair Schilling, Commissioners Everson, Hassenstab, Pollock, Lonnquist, Cundy (arrived at 6:50 p.m.), and student member Maheshwari.

Staff present: HPC Staff Liaison Emily Bodeker, Preservation Consultant Robert Vogel, Building Official David Fisher, and Community Engagement Manager MJ Lamon (virtual)

III. Approval of Meeting Agenda

Motion made by Commissioner Hassenstab, seconded by Commissioner Everson, to approve the meeting agenda, moving the Century Homes work plan update to after VIA. All voted aye. The motion carried.

IV. Approval of Meeting Minutes

Motion made by Commissioner Pollock, seconded by Commissioner Lonnquist, to approve the July 12, 2022, meeting minutes. All voted aye. The motion carried.

V. Community Comment: None

VI. Reports/Recommendations

A. COA H-22-5 4505 Drexel Ave- Front Door Overhang (continued from July 12)

Staff Liaison Bodeker refreshed members on the Front Door Overhang that was shown to the Commission in July.

The Commission discussed the approval of the continued certificate of appropriateness request from the applicant.

Motion made by Commissioner Lonnquist, seconded by Commissioner Hassenstab, to approve the COA as submitted. All voted aye. The motion carried.

B. Century Homes Work Plan Update

Commissioners Lonnquist and Hassenstab and Student Commissioner Maheshwari discussed the opportunity statement and updated the group on the Century Homes workplan. Commissioners asked questions relating to what the application fee covers and grant money. The commission was encouraged to look at the HouseNovel website before the next meeting.

C. Update to COA H-21-6 4633 Arden Avenue- Update to building materials, addition of new second floor window, and changes to the front dormer (continued from July 12)

Staff Liaison Bodeker gave an overview of property and discussed the proposed application. The applicant was in attendance and showed the Commissioners and Staff the options for the building materials:

- Option #1- Tundra Brick
- Option #2- Modular Winter Mist
- Option #3- Welshire Tumbled Brick with painted finish

The Commission discussed the property and asked questions of the applicant relating to brick corbels, insulation options, material and size of dormers, and alterations to the approved COA.

Motion made by Commissioner Lonnquist to approve the amended plans as submitted with confirmation that the bay window is built rounded as it is today, approving options 2 & 3 of the full brick building materials. The motion received no second. The motion failed.

Motion made by Commissioner Hassenstab to deny the amended COA and enforce the original COA as approved with Chicago Brick, denying all three building material options. The motion received no second. The motion failed.

Motion made by Commissioner Pollock, seconded by Commissioner Hassenstab, to deny the proposed COA changes and approving option 2, Modular winter mist full brick as the approved building material. Commissioners Everson, Lonnquist, Pollock, Hassenstab, and Schilling voted aye. Commissioner Cundy voted nay. The motion carried.

D. Advisory Communication: Subcommittee Recommendations

Commissioner Lonnquist outlined the goals and recommendations from the subcommittee staff. Commissioner Lonnquist proposed that the subcommittee put together a working draft to be presented at the September meeting.

Motion made by Commissioner Cundy, seconded by Commissioner Everson, to approve the advisory communication. All voted aye. The motion carried.

E. 2023 Work Plan Brainstorm

The Commission discussed the 2023 Work Plan proposal. Preservation Consultant Robert Vogel recommended to utilize the City's existing list of contributing vs. noncontributing properties for public education purposes.

VII. Chair and Member Comments:

Commissioner Hassenstab recognized Student Commissioner Maheshwari for the great work he has done.

Commissioner Cundy requested there be more discrepancy on a threshold for changes relating to approved COA's.

VIII. Staff Comments: None

IX. Adjournment

Motion made by Commissioner Pollock, seconded by Commissioner Hassenstab, to adjourn the meeting at 9:09 p.m. All voted aye. The motion carried.

Respectfully submitted,
Emily Bodeker



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Date: September 13, 2022

Agenda Item #: V.A.

To: Heritage Preservation Commission

Item Type:

Other

From: Emily Bodeker, Assistant City Planner

Item Activity:

Subject: Welcome Student Commissioners Maheshwari and
Varadhan

Information

ACTION REQUESTED:

Welcome back student Commissioner Ashwin Maheshwari and welcome new student commissioner Sanjana Varadhan.

INTRODUCTION:



CITY OF EDINA

4801 West 50th Street

Edina, MN 55424

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Date: September 13, 2022

Agenda Item #: VII.A.

To: Heritage Preservation Commission

Item Type:

Other

From: Emily Bodeker, Assistant City Planner

Item Activity:

Subject: Wooddale Bridge-Sec. 106 Review

Action

ACTION REQUESTED:

Move to initiate the involvement of the Edina HPC in the Section 106 Review Process for the Wooddale Avenue Bridge.

INTRODUCTION:

ATTACHMENTS:

Wooddale Ave Bridge Report

Citizens Guide Sec 106 Review

Consultant Vogel Memo



**Bridge No. 90646 (Wooddale Avenue Bridge)
over Minnehaha Creek,
Edina, Hennepin County, Minnesota:
Information for Section 106 Consultation
(SAP 120-150-011)**

Prepared by

**Charlene Roise
Hess, Roise and Company
100 North First Street
Minneapolis, Minnesota 55419**

January 2022

Prepared for

**Mark Maves
Short Elliott Hendrickson
and
Chad Millner and Andrew Scipioni
Engineering Department
City of Edina**

Introduction

Bridge No. 90646, also known as the Wooddale Avenue Bridge, spans Minnehaha Creek in Edina, an early suburb of Minneapolis. The 21-foot-long bridge, built in 1937, was a product of a depression-era federal relief program. The construction crew used readily available Platteville limestone for the headwalls and for retaining walls along the creekbank. The multiplate, corrugated-metal arch structure features a single, 18-foot span. The bridge was listed in the National Register in 2016 for its significance in the areas of Politics/Government (Criterion A) and Engineering (Criterion C) with a period of significance of 1937. It is also an Edina Heritage Landmark.¹



Over time, both the stone headwalls and retaining walls and the corrugated-metal arch have deteriorated. Platteville limestone is a relatively weak building material. Moisture penetrates the masonry units, where freeze-thaw cycles cause strata to separate and spall, a problem further exacerbated by other causes. In the case of Bridge No. 90646, salt used to treat ice on the road has sprayed up on the barrier, accelerating the decay. In addition, the height of the barriers does not meet current standards and the deck can hold only a 31-foot-wide roadway and a narrow sidewalk, inadequate to safely accommodate pedestrians and bicyclists. The metal arch has decayed from rust, a condition that is challenging to analyze and repair, and the concrete footings have been undermined by scour.

To address these issues, the City of Edina is proposing to replace Bridge No. 90646. Because the project needs a permit from the Saint Paul District, U.S. Army Corps of Engineers (Corps), this project must be reviewed under Section 106 of the National Historic Preservation Act. The following report provides information to facilitate the Section 106 review of the proposed undertaking.

This is the second Section 106 review involving the bridge. The first was in 2015, triggered by another permit application submitted by the City of Edina to the Corps. That project proposed to repair channel walls adjacent to the bridge that were damaged by flooding in 2014. A letter from the Corps to Sarah Beimers at the State Historic Preservation Office stated: “Corps staff has considered effects to archaeological resources and has determined there is a very low probability of impacts to significant archaeological resources.” Based on this conclusion and on additional information about the high degree of ground disturbance around the bridge site, the city assumes that no additional archaeological evaluation is needed.²

¹ Kelli Andre Kellerhals and Gregory R. Mathis, “Bridge No. 90646,” National Register of Historic Places Registration Form, 2014, prepared by The 106 Group.

² Tamara Cameron to Sarah Beimers, letter, August 14, 2015, at Engineering Department, Edina City Hall. (hereafter ED-ECH).

Edina Context

When Euro-American explorers first came to this area, it “was part of the tribal estate of the Mdewakanton Dakota, one of the most important native groups in Minnesota, who by circa 1800 had established several important villages along the lower Minnesota River.” The Dakota hunted, fished, foraged, and farmed throughout the region, including the area now known as Edina, but subsequent development erased most traces of this activity.³

As Euro-American settlers began arriving in the mid-nineteenth century, a fledgling community grew in the vicinity of what is now the intersection of Fiftieth Street and Wooddale Avenue. Anchored by Waterville Mills, established in 1857 on Minnehaha Creek west of Wooddale, this enclave was the second largest of three villages in Richfield Township, which was platted by government surveyors in the early 1850s. The largest village, Richfield Mills, was also along Minnehaha Creek, downstream on Lyndale Avenue. Although Richfield Mills became part of Minneapolis as that city grew, “its influence on the early settlement patterns of the area is not to be ignored,” historians William Scott and Jeffrey Hess observed. “As the commercial and administrative center of the township, it undoubtedly stimulated the growth of neighboring sections, including the area that was to become eastern Edina.” On the other end of the spectrum was Cahill Settlement, the smallest and most rural of the communities. Centered at Cahill Road and West Seventieth Street, this hamlet was populated predominantly by Irish-Catholic immigrants.⁴

Most settlers drawn to Waterville Mills, on the other hand, were Protestant and traced their roots to England, Scotland, and the East Coast. This trend was reinforced in 1869 when a Scotsman bought the mill and changed its name to Edina Mills in honor of his motherland’s capital city, Edinburgh. One of the only bridges across Minnehaha Creek was by the mill, which further stimulated interest in the area. By the 1870s, it claimed a general store, post office, Episcopal mission (Trinity Church), school, and a smattering of houses, including an elaborate brick mansion erected by George Baird in 1886. A hall was built southeast of the intersection of Fiftieth and Wooddale in 1879 to hold the expanding activities of the local Grange chapter, established by area farm families several years earlier. This cluster of buildings had become a well-established community center by the time the Village of Edina was incorporated in 1888, although the area remained primarily agricultural.⁵

³ Robert C. Vogel, “Edina Historic Contexts,” 1999, 13, prepared by Robert C. Vogel & Associates for the City of Edina Heritage Preservation Board.

⁴ William A. Scott and Jeffrey A. Hess, *History and Architecture of Edina, Minnesota* (n.p.: City of Edina, 1981), 5-6; Paul D. Hesterman, *From Settlement to Suburb: The History of Edina, Minnesota* (Edina: Burgess Publishing, 1988), 9.

⁵ “Rural Edina: The First Seventy-five Years,” February 12, 1976, 7, 9-10, unattributed mimeograph in Hess Roise collections; Scott and Hess, *History and Architecture of Edina*, 6-8, 34-35; Hesterman, *From Settlement to Suburb*, 10-11, 14-15; Vogel, “Edina Historic Contexts,” 18-20, 33-35. The Baird House at 4400 West Fiftieth Street is listed in the National Register and locally designated. According to “Rural Edina,” millstones salvaged from the Edina mill “can be seen at various locations in the village,” including one that “is embedded in the floor of the narthex of St. Stephens Episcopal Church.”

By the early twentieth century, farming was on the decline as new residences filled former fields. A sign of change was the composition of the membership of the Grange, which initially allowed only full-time farmers to join. The organization gradually transformed into more of a social club, reflecting the evolving community. “Of 140 dated Grange membership applications between 1920 and 1937, only two of the applicants were farmers,” historian Paul Hesterman reported.⁶

Growth intensified in the early twentieth century, particularly after developer Samuel Thorpe purchased a farm of about three hundred acres extending east from Arden Avenue and south from Forty-fourth Street to Fiftieth Street and Minnehaha Creek in 1922. Laying out a plat with about 550 building lots, he “model[ed] his venture on J. C. Nichols’s Country Club District in Kansas City, Missouri,” historians William Scott and Jeffrey Hess wrote. “Thorpe landscaped his development with contoured streets, shade trees, parks, and an eighteen-hole golf course. He set rigid building restrictions regarding minimum valuation, construction siting, architectural style, and property maintenance,” as well as prohibitive racial covenants. Lots went on sale in 1924 and within six years the district had 269 houses. “This district was crucial in changing Edina from a rural community to a suburb,” Hesterman asserted.⁷

Minnesota golf historian Rick Shefchik explained that “Thorpe was promoting family living, golf, and convenience as all part of the same experience.” The site chosen for the country club and golf course was south of Minnehaha Creek, with Wooddale Avenue as its eastern border. The golf course’s first nine holes were ready by summer 1923 and the final nine opened the following year. The clubhouse, originally oriented to Fiftieth Street, became a social center and was quickly rebuilt after a fire in 1929.⁸

The original Country Club District was just the beginning of Thorpe’s vision. He obtained control of large blocks of land around the district for subsequent developments and envisioned a community center at the nexus of these holdings, where the Grange Hall was located. There was a precedent for this idea—the Grange Hall had functioned as the office for the village government and a community gathering space for decades. In January 1931, Thorpe Brothers submitted the concept to the Village of Edina’s Zoning Commission at a meeting held at the Grange Hall, but the proposal was not universally embraced. “There is considerable opposition” to this location, the *Edina Crier* reported, because many felt “that this property should be reserved for Park purposes—a continuation of the plan which Minneapolis has inaugurated for the preservation of both banks of Minnehaha Creek.” By April, the village had held a special election to authorize the council to establish a zoning ordinance, the first in the state. The ordinance called for the civic center to be located at the southwest corner of the intersection.⁹

Yet another corner was endorsed in a 1933 report of the Country Club Association’s Projects, Planning and Development Committee. It recommended that a park and civic center be

⁶ Hesterman, *From Settlement to Suburb*, 40.

⁷ The original section of the Country Club District was listed in the National Register in 1980. Sources: Scott and Hess, *History and Architecture of Edina*, 13-14; Hesterman, *From Settlement to Suburb*, 58; Vogel, “Edina Historic Contexts,” 44-46.

⁸ Rick Shefchik, *From Fields to Fairways: Classic Golf Clubs of Minnesota* (Minneapolis: University of Minnesota Press, 2012), 248-249.

⁹ “Zoning Commission Discusses Fiftieth Street,” *Edina Crier*, January 1931, 7; “A Short History of the Zoning Ordinance,” *Edina Crier*, April 1931, 1.

developed on Block 18, a large parcel at the northwest corner of Fiftieth Street and Wooddale Avenue. This was part of Edina's initial planning for a park system, with the assistance of a survey prepared by the Minneapolis Park Board. Of particular interest was "the beautification of Minnehaha Creek with parks along the banks."¹⁰

As it turned out, none of these locations was to hold the civic center. It was established several blocks to the west, near the golf course's northwest corner, where the Grange Hall was moved in 1935. The building remained the center of government until the village built a new hall in 1942. The hall's former site was soon transformed by construction of Saint Stephen the Martyr Episcopal Church, completed in 1939 as the new home for a congregation established early in 1937.¹¹

Between Saint Stephen's and the country club was the Wooddale Avenue Bridge over Minnehaha Creek, a critical link in the developing community. No road was shown south of Fiftieth Street in this location in a 1913 Hennepin County atlas. An article in the *Edina Crier* in 1937, though, claimed that the crossing had been served by a bridge that had "floated down from Old Fiftieth street [by the Edina mill] with an ice jam some forty years ago" (in 1906), which took out both the bridge and the mill dam. The dam was replaced by a concrete structure and a new bridge was built by the mill, but the old bridge did not go to waste. The millwright, who also served as the village street commissioner at the time, "needed a bridge to provide easy access to his mill" from the southeast and "set the runaway bridge on the half-section line, which is now the center line of Wooddale avenue." County records suggest there was an earlier bridge at this crossing that was washed out by the 1906 flood.¹²

By the 1930s, the aging bridge at Wooddale Avenue was in need of replacement. Thanks to depression-era relief programs, over half of the \$3,500 cost of a new bridge was provided by Works Progress Administration labor. The remainder was split by the village and Hennepin County. Plans for the new structure, Bridge No. 281, were prepared by the county and dated April 1937. They called for a 40'-long, corrugated-steel arch bridge with a 28'-4"-wide roadway edged on both sides by 4'-wide sidewalks and 2'-wide stone railing posts. Single 6" by 6" timber guard rails ran between the posts. The plans proposed sheathing the posts and headwalls with an estimated 124 cubic yards of uncoursed, irregularly finished stone, giving the bridge a "rustic character" that would "blend with the wooded background of the surrounding area," the *Edina Crier* observed.¹³

At the same time, though, Saint Stephen's was planning a limestone ashlar facade for its English Gothic edifice just northeast of the bridge. Within a short time, the bridge material had changed to limestone ashlar "to harmonize with the new edifice of St. Stephen's Episcopal church soon to

¹⁰ "Report of the Projects, Planning and Development Committee, Country Club Association, April 11, 1933," *Edina Crier*, May 1933, 5-8.

¹¹ "Edina," *Select Twin Citian*, October 1962, 43; "Rural Edina: The First Seventy-five Years," 10.

¹² "Runaway Bridge to Be Replaced," *Edina Crier*, May 1937, 3, 6; "Havoc Wrought by Breaking of Old Dam at Edina Mills," *Minneapolis Tribune*, June 3, 1906; "Board of County Commissioners," *Minneapolis Tribune*, January 24, 1907; *1913 Hennepin Co Atlas* (Minneapolis: Hennepin County, 1913), Village of Edina sheet, at John R. Borchart Library, University of Minnesota, Minneapolis; Edina subject files, Hess, Roise and Company, Minneapolis.

¹³ "Runaway Bridge to Be Replaced"; copies of original plans for bridge at ED-ECH.

be built nearby.” Ben Moore, who headed the church’s building committee, was also the village recorder, a highly visible and influential position. By July, the bridge foundations were in place and segments of the corrugated-steel arch were being installed.¹⁴

Saint Stephen’s and the new Wooddale Avenue Bridge reflected a new wave of Edina’s development to the south. In September 1936, the *Edina Crier* ran a lengthy article about the “Wooddale Section,” an expansion of the Country Club District. Samuel Thorpe had acquired a forty-acre tract east of Wooddale Avenue between Fiftieth and Fifty-second Streets “years ago.” A recent survey had produced a plat with twenty-six lots on about thirteen acres edged by Minnehaha Creek to the north and east. The plat was “approved and accepted” by Edina’s village council in November.¹⁵

As with Thorpe’s original district, utilities and streets (Wooddale Lane and Wooddale Court [now Wooddale Glen]) were installed by the developer prior to selling the lots and were initially maintained by the Country Club District Service Corporation. “Restrictions to be established will be of the same general character as those applicable in the present Country Club District,” the *Edina Crier* reported, “with such modifications as experience has shown to be desirable. Minimum size of houses will probably be regulated by square feet of floor area rather than cost.” Trees on the heavily wooded land would be preserved when possible. “In all probability the idea of a uniform set-back from the street will be abandoned in favor of the idea of locating each house with some regard to trees, outlook and the contour of the site, as well as with due regard to the effect on adjoining property and the appearance of the whole district when developed.” In contrast to the formal layout of the original Country Club District, the Wooddale Section would be more informal “to appeal to those who like the rustic sylvan effect of artistic custom-planned homes, built apparently carelessly, but actually very carefully and thoughtfully.” By August 1937, the paper counted “six houses . . . finished or . . . being built” in the Wooddale Section.¹⁶

At the end of 1938, Thorpe Brothers moved its tract office from West Forty-ninth Street (now Country Club Road) to a more visible location, the northeast corner of Fiftieth Street and Wooddale Avenue. The following year, a zoning controversy erupted when a developer proposed to erect an apartment building at the intersection’s southwest corner. After consulting with George Harold and Herman Olson, planners from Saint Paul and Minneapolis, the village council amended the zoning ordinance to allow construction of only one- and two-family residences on either corner. The site of the tract office was platted as Edina Court soon thereafter and was filled with single-family houses in the following decade.¹⁷

While Edina gained a number of new structures in addition to Saint Stephen’s and the Wooddale Avenue Bridge during the Great Depression, construction virtually stopped during World War II. This period was “a time of consolidation,” Hesterman wrote, when “the qualitative changes of the 1920s were assimilated and new institutions securing a new sense of community were formed

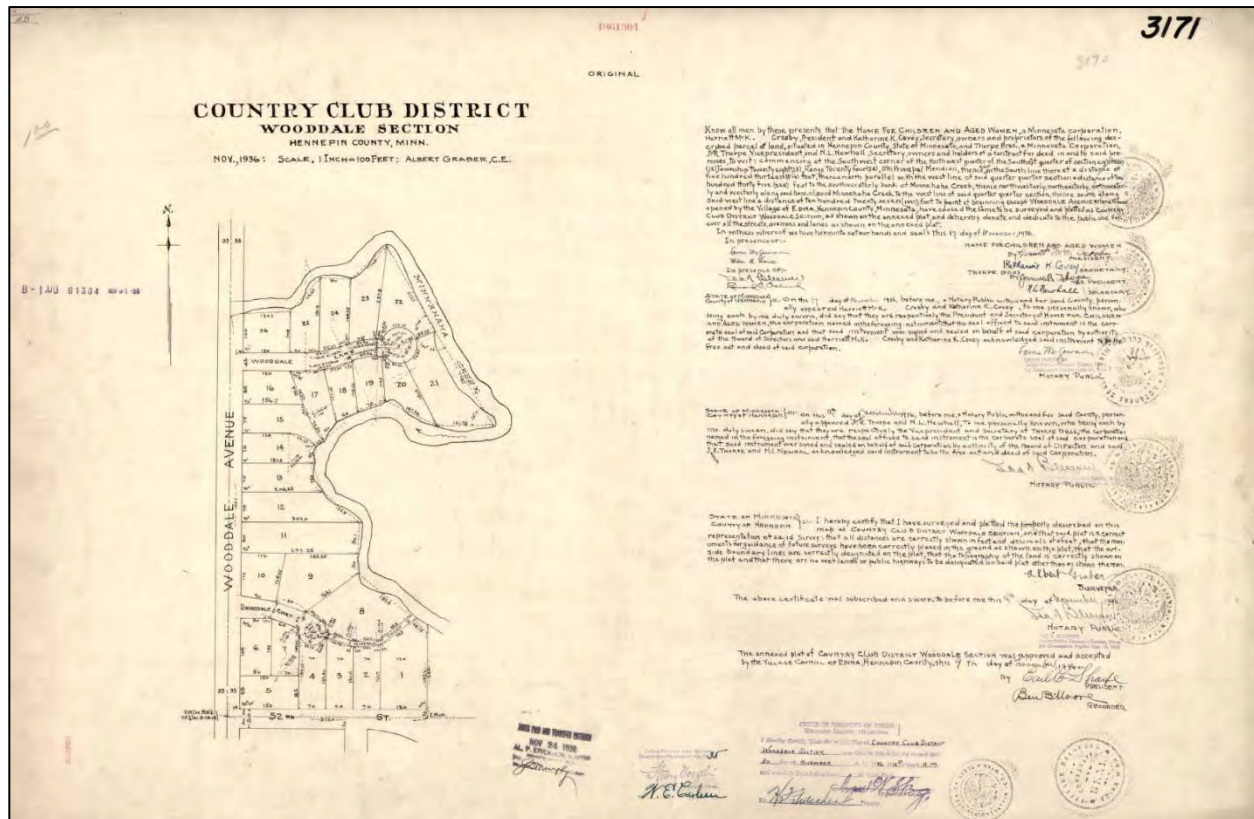
¹⁴ “Limestone Face for New Bridge,” *Edina Crier*, July 1937, 9.

¹⁵ “Announce ‘Wooddale Section’ Layout,” *Edina Crier*, September 1936, 9.

¹⁶ “Announce ‘Wooddale Section’ Layout”; “Plat for Country Club District-Wooddale Section,” 1936, at ED-ECH; “Urban Edina Builds 125 Homes; Six new ‘Sections’ Adjoin District,” *Edina Crier* August 1937, 1, 7.

¹⁷ “Firm to Move Tract Office,” *Edina Crier*, November 1938, 17; “Council Zones Darr Property for One, Two Family Houses,” *Edina Crier*, September 1939, 1.

and tested.” Another development boom would arrive in the post-World War II years, filling in formerly rural areas with residential subdivisions.¹⁸



Plat of Wooddale Section of Country Club District, 1936. (Hennepin County Library)

¹⁸ Hesterman, *From Settlement to Suburb*, 73.

Area of Potential Effect

The section discusses the rationale for the boundaries of the Area of Potential Effect (APE), illustrated below, and assesses the properties in the APE.



The area surrounding Bridge No. 90646 is heavily wooded. To the northeast is the sprawling complex of Saint Stephen's church, a visual barrier. It largely blocks the bridge from view from the property across Fiftieth Street east of Wooddale Avenue, where Edina Court was developed in the 1950s. Edina Court lots are also wooded, especially at the intersection. As a result, the areas north and east of Saint Stephen's were excluded from the APE.



Top: Looking northeast from the bridge; Saint Stephen's blocks the view to Fiftieth Street. Bottom: Edina Court with Fiftieth Street in the foreground and Wooddale Avenue to left, looking northwest.

Wooddale Park and Utley Park have a visual connection to bridge to the northwest. These properties are included in the APE.



Top: Looking north on Wooddale Avenue towards Fiftieth Street from the bridge. Utley Park and Wooddale Park are west (left) of Wooddale Avenue.

Bottom: Looking east towards the bridge from Utley Park.

The area southwest of the bridge is occupied by the Edina Country Club. Although trees and topography limit the visual connection between these properties, the country club, including the entire golf course, is included in the APE.



Top: Looking north on Wooddale Avenue with an entrance to the country club on the left and the bridge in the background.

Bottom: Looking northeast towards the bridge from in front of the country club clubhouse. The bridge is in the background near the center of the photograph.

To the southeast is the Wooddale Section of the Country Club District, developed in the late 1930s and early 1940s. Houses along Minnehaha Creek on the north side of Wooddale Lane, as well as 5105 Wooddale Avenue, are included in the APE. The house south of 5105 Wooddale Avenue, 5107 Wooddale Avenue, was built in 2010, replacing a house dating from around the time the Wooddale Section was platted. Views of the bridge from that property are very limited and the bridge's visibility becomes even more limited from properties further to the south. This justifies stopping the APE on the east side of the street at 5105 Wooddale Avenue.



Top: Looking north on Wooddale Avenue at its intersection with Wooddale Lane. The east railing of the bridge is visible on the far left.

Bottom: Looking east on Wooddale Lane from Wooddale Avenue.

The APE includes the following properties:

<i>Address</i>	<i>Current name (historic)</i>	<i>Inventory #</i>	<i>Status</i>
Wooddale Ave. over Minnehaha Creek	Bridge No. 90646 (Bridge No. 281; Wooddale Avenue Bridge)	HE-EDC-0633	Listed in NRHP
4439 W. 50 th Street	Saint Stephen the Martyr Episcopal Church	HE-EDC-0578	Previously inventoried, not assessed
4500 W. 50 th Street	Wooddale Park (Woodlawn School)	HE-EDC-0555	Previously inventoried; demolished
4521 W. 50 th Street	Utle Park	HE-EDC-0668	Not previously inventoried
5100 Wooddale Ave.	Edina Country Club (Thorpe Country Club)	HE-EDC-0662	Not previously inventoried
5105 Wooddale Ave.	House	HE-EDC-0663	Not previously inventoried
5009 Wooddale Lane	House	HE-EDC-0664	Not previously inventoried
5011 Wooddale Lane	House	HE-EDC-0665	Not previously inventoried
5013 Wooddale Lane	House	HE-EDC-0666	Not previously inventoried
5015 Wooddale Lane	Blackbourn House	HE-EDC-0579	Previously inventoried, not assessed
5029 Wooddale Lane	House	HE-EDC-0667	Not previously inventoried

Bridge No. 90646/Wooddale Avenue Bridge (HE-EDC-0633) over Minnehaha Creek

The structure was listed in the National Register in 2016 and became an Edina Heritage Landmark the following year. Built in 1937, its history is well-documented in the National Register nomination. As the verbal boundary description explains, the nominated property comprises only the bridge: “A rectangle measuring 21.0 feet long by 40.4 feet wide with a center axis that coincides with the centerline of the bridge, whose corners encompass the edges of the bridge’s abutments and with a perimeter that encompasses the entire bridge.” The nomination was completed May 2, 2014, and does not mention the damage from flooding that year. In the analysis of integrity, the nomination notes “some minor deterioration, including rusting of the bolt connections on the steel arch, spalling and expansion of the Platteville limestone, and deterioration of portions of the parapet walls.” All in all, the integrity of the bridge was found to be “excellent.” There is little discussion of the immediate setting except for an observation that “at this location the creek is narrow and rocky, and has sloped banks which are covered with dense growth of small trees and shrubs.”¹⁹

¹⁹ Kellerhals and Mathis, “Bridge No. 90646.”

The stone channel walls adjacent to the bridge also likely date from the 1930s. They have deteriorated over time despite the city’s maintenance efforts. An inspection report in 1980, for example, noted a “washout” along the northwest retaining wall. Also, “drainage should be to the south catch basins; at the present time water flows over curb and down bank.” The problems had been addressed by the following year, but in 1987 the upstream retaining walls needed repair again. There were also issues with the railings/headwalls and metal arch. The 1994 report mentioned “scaling” of the “limestone guard rail.” Surface rust and “freckled rust” was “prevalent” on the metal arch by 1996 and the northeast and northwest wingwalls were being undermined. By 1998, scour along the north abutment was causing settlement of the pavement in the roadway’s southbound lane. Engineers recommended countering this erosion by placing riprap at the wingwalls. A few years later, they recommended reconstructing the northwest retaining wall and placing riprap along the bridge footings. By 2004, erosion at the northeast slope required “corrective action.” The general condition of the bridge was rated “fair-good” by the 2006 report, which also noted that “the structure has been reclassified as a culvert,” apparently because of its 18-foot span length. (Bridges are now defined as having spans of 20 feet or more; shorter spans are considered culverts.) Photographs accompanying the 2008 report documented “masonry railing components . . . crumbling throughout.” They also showed an insulated utility pipe that crossed the creek below the deck, piercing the metal arch. The pipe was apparently removed by the following year and the holes in the arch patched. The 2010 report noted scour undermining the wingwalls and the north footing.²⁰

Flooding in 2014 produced more dramatic changes, causing large sections of two of the channel walls to collapse. The city engineer prepared plans for repairing the damage in 2015 in consultation with the Corps of Engineers and the State Historic Preservation Office. Implementation was anticipated for spring 2016 subject to the availability of funding, but flooding that year resulted in further deterioration. By 2020, riprap had replaced the northeast wingwall and engineers recommended the same approach for the southwest wingwall, which had collapsed.²¹

In the meantime, the headwalls/railings also continued to deteriorate, a process exemplified by the bridge’s “WPA 1937” plaque. It was in place when the National Register nomination was prepared, but the stone framing it decayed rapidly thereafter. At some point, the surrounding stone and mortar disintegrated and the plaque fell onto the sidewalk. A neighbor salvaged the plaque and gave it to the city. It is currently stored at city hall.²²

Photographs illustrating conditions over time are on the following pages. The photographer of the images from 2005 is unknown. Photographs dating from 2013 are from LHB and Mead and Hunt. Both the 2005 and 2013 photographs are available from Edina’s Engineering Department. Photographs taken in 2021-2022 are by the author.

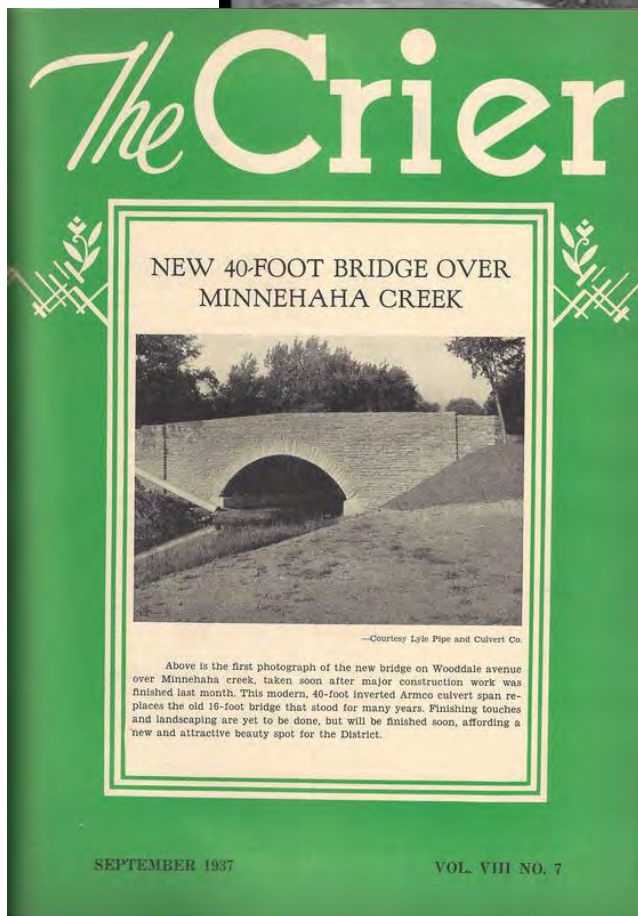
²⁰ Kellerhals and Mathis, “Bridge No. 90646”; Inspection reports for Bridge No. 90646, at ED-ECH.

²¹ Hans Erickson, TKDA, to Melissa Jenny, Saint Paul District, U.S. Army Corps of Engineers, memorandum, September 29, 2015, at ED-ECH.

²² Kellerhals and Mathis, “Bridge No. 90646,” 7-5, Photo 9.



Above: Looking northwest at the new bridge in 1937. (Minnesota Historical Society)



Left: The new bridge was featured on the cover of the *Edina Crier* in September 1937.



Photographs of the east headwall and creek walls taken in 2005 (top) and August 2021 (bottom). Looking southwest.



The top photograph is from a 2006 bridge inspection report prepared by TKDA for the Edina City Engineer, March 21, 2007, 11 (at ED-ECH). It appears to be of the west headwall, looking east, and shows the stone detail around opening with the drainage pipe. A similar detail was used at other corners including the northeast (bottom), photographed in 2013.



The southeast corner of the bridge including the stone detail around the pipe, looking south. The images are from 2013 (top) and 2021 (bottom).



Detail of the east limestone headwall and metal arch, looking southwest (top). Looking west beneath the bridge. Circular areas where a pipe once penetrated the arch are visible in the background. Both photographs are from 2021.



The south foundation looking southwest (top) and a detail of the east end of the north foundation looking northwest (bottom) in 2021.



The south approach looking north in 2021 (top) and the roadway side of the east railing looking southeast in 2013 (bottom).



The southeast end of the railing with the “WPA 1937” plaque in 2005 (top) and 2013 (bottom).



The plaque was in place in 2013 (top) but the stone around it was decaying. By 2021, the plaque had fallen out (bottom).



The roadway side of the west railing in 2005 looking southwest (top), and in 2013 looking northwest (bottom).



The south end of the west railing, looking north (left), and the west railing/headwall, looking north-northeast (below), both showing 2013 conditions.





The west railing/headwall looking east-southeast in 2021.

Saint Stephen the Martyr Episcopal Church, 4429-4441 50th Street West (HE-EDC-0578)

This English Gothic church occupies a site bounded by Fiftieth Street to the north, Wooddale Avenue to the west, Minnehaha Creek to the south, and residences to the east. The facade is clad in rough-faced limestone ashlar laid in random rangework. The main entry faces west. Steps lead to a pair of wood doors recessed in a smooth-faced limestone, compound Gothic arch. A substantial, buttressed tower rises above, holding a Gothic-arch, stained-glass window with stone tracery directly over the door.

The building's long axis parallels Fiftieth Street. The steep, slate-sheathed, gable roof over the nave is flanked by lower, shed-roofed, aisle bays, which display a series of lancet-shaped stained-glass windows with smooth-faced limestone surrounds. The roof's elevation drops where a transept crosses at the nave's east end. On the north facade west of the transept, an open, gable-roofed, porch has ornamental timber posts and trim supported by a stone base. Enclosed links connect the church with a single-story parish house to the east and a gable-roofed chapel to the south. Like the nave, the buildings are clad in limestone and take advantage of the site's slope to introduce openings on lower levels.

The church was built by an Episcopalian congregation. This religion came to the area in 1872 when Episcopalians established a mission church, Trinity, near what is now the northwest corner of Fiftieth Street and France Avenue. In 1925, it was moved north to clear a site for a new building. Trinity Chapel continues to stand at 4924 France Avenue, although it has been altered repeatedly to serve various uses.²³

Many decades later, another congregation adopted the name Saint Stephen the Martyr and erected the church at the corner of Wooddale Avenue and Fiftieth Street. Saint Stephen, an early convert to Christianity, became a deacon and was stoned to death in 36 CE for defending his faith. Considered the first Christian martyr, he is the patron saint of deacons and, somewhat ironically, stonemasons. The congregation formed in spring 1937 and by June had acquired the former Grange Hall site. It quickly raised money for the project, estimated to cost \$35,000, by promoting the building "as a boon to the community, as well as to the spiritual lives of its members," according to Hesterman. "The arguments they used show how spiritual and social values intertwined with economic considerations in the lifestyle Edinans were working to create."²⁴

The congregation hired local architect Louis Bersbach to draw up plans for the church. A rendering of the edifice was featured on the cover of the *Edina Crier* in July.²⁵ The newspaper reported in August that excavation would be starting "immediately" although the fundraising

²³ Setter, Leach and Lindstrom and Jeffrey A. Hess, "Survey: Historic Buildings of Edina, Minnesota," July 6, 1979, 54, prepared for the Edina Heritage Preservation Board. The SHPO inventory number for Trinity Chapel is HE-EDC-0581.

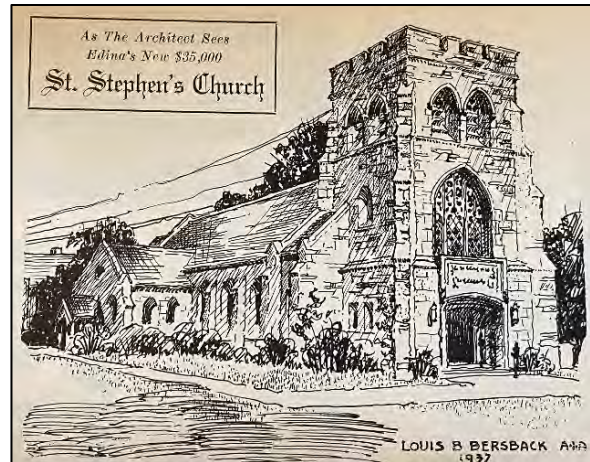
²⁴ "St. Stephen, Christian Martyr," *Encyclopedia Britannica*, accessed January 18, 2022, <https://www.britannica.com/biography/Saint-Stephen>; Hesterman, *From Settlement to Suburb*, 86; "Episcopalians to Build New Church," *Edina Crier*, June 1937, 1; "Progress of St. Stephen's Building Direct to Be Reported at Dinner September 22," *Edina Crier*, September 1937, 1.

²⁵ "Hope Digging May Start in August," *Edina Crier*, July 1937, 5.

campaign had not yet met its goal. The excavation contractor, J. A. Danens and Sons, anticipated removing around 3,000 cubic yards of dirt from the site. An article in September said construction should start the following month and finishing the “Sunday school unit” was a priority. Photographs of work in progress were published in the December *Edina Crier*.²⁶

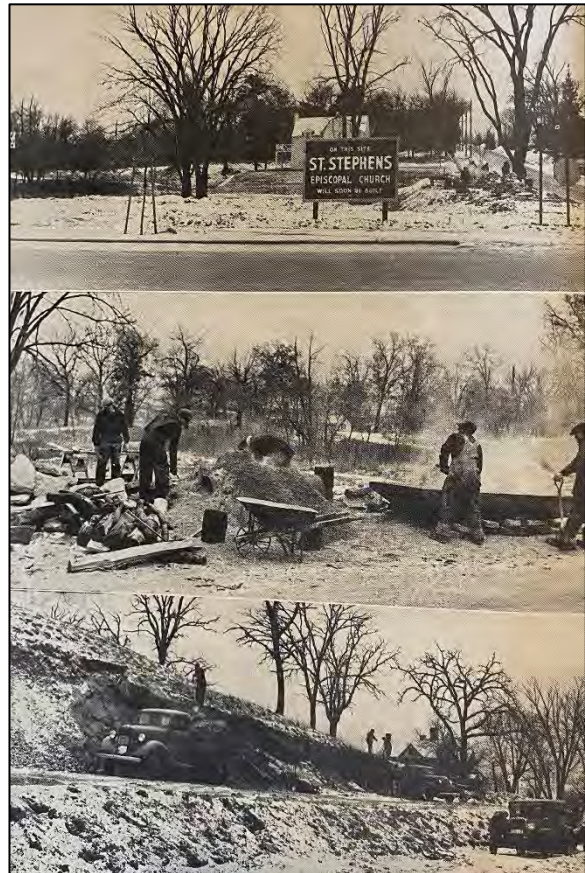
The design for the church, though, was apparently not finalized. In early 1938, the congregation hired Boston architects Cram and Ferguson “to pass on the church plans.” The *Edina Crier* reported that the firm had “planned and supervised the building of some of the largest and most outstanding church edifices of this country and abroad and are considered deans of church architects.” The newspaper explained that the “building is planned to allow for future expansion and at the same time provide a complete practical working unit. A fireproof stone structure, it will provide a beautiful English Gothic church nave with adequate facilities for present needs and yet readily adaptable to future growth.” The March issue said plans were awaiting “final approval” from Cram and Ferguson, which apparently was received that month. By April, “final detailed plans are being rushed by Architect Louis Bersbach preparatory to putting the building plans out for contractor’s bids.”²⁷

A photograph of the groundbreaking ceremony on July 25, 1938, appeared on the cover of the *Edina Crier* the following month. It depicted Ben Moore, chair of the building committee and the village recorder, holding a shovel and talking with the rector, Elliott Marston, while others looked on. Although the congregation hoped its new home would be ready for services by



Above: Bersbach’s rendering on the cover of the *Edina Crier*, July 1937.

Below: Photographs of the excavation underway, *Edina Crier*, December 1937.



²⁶ “To Start Digging for New Church,” *Edina Crier*, August 1937, 1, 6; “Progress of St. Stephen’s,” 1, 5; “Work Progressing on St. Stephen’s Church” (photographs), December 1937, 10.

²⁷ “Boston Architects Study New St. Stephen’s Plans,” *Edina Crier*, February 1938, 1; “Cover Carries St. Stephen’s Chancel,” *Edina Crier*, March 1938, 1; “View of Approved St. Stephen’s along Fiftieth Street,” *Edina Crier*, April 1938, 15.

Christmas 1938, it was finally completed and dedicated in March 1939. The total cost of the project was around \$70,000.²⁸

The congregation and architects of the original structure were correct in anticipating that the building would be expanded. A single-story frame and stone parish house measuring 80 feet wide and 121 feet long was added east of the original building in 1951 at an estimated cost of \$146,000. An extension of the original building's front (west) facade in 1955 created a new entry with a tower rising above it. A permit pulled by Watson Construction Company in June of that year gave the dimensions of the new "entrance and auditorium" as 39 feet wide by 36 feet deep. The construction contract was valued at \$90,000. The extension directly south of the church was constructed in 1967 to hold a chapel, classrooms, and an activity room. Plans for the project were prepared by the local architectural firm Raugland, Entrekin, Domholt, and King.²⁹

Changes were also made to the interior from time to time. A 1993 project involved remodeling offices, converting a stage area to a choir room, and combining classrooms to create a children's chapel. The church's kitchen was renovated the following year. Mechanical and fire protection systems were upgraded as necessary, and air-conditioning was installed.³⁰

Most plans for renovations in recent years were prepared by Miller Dunwiddie Architects, which specializes in projects involving historic properties. They developed a three-phase comprehensive preservation plan in 1999 that included improving accessibility among its goals. The first phase replaced the HVAC system in the church and parish house and remodeled offices in the parish houses. The second addressed exterior maintenance. The third, which was not implemented for financial reasons, proposed a new two-story structure between the church and chapel.³¹



Top: This photograph was taken March 14, 1939, around the time Saint Stephen's opened. (Minnesota Historical Society)
Bottom: The front (west) facade was extended with completion of the tower in 1955. (1956; Norton and Peel, photographer; Minnesota Historical Society)

²⁸ "Progress of St. Stephen's Building"; "New Episcopal Edifice Is Dedicated," *Edina Crier*, April 1939, 7.

²⁹ Saint Stephen's Church building records, at ED-ECH.

³⁰ Saint Stephen's Church building records, at ED-ECH.

³¹ Saint Stephen's Church building records, at ED-ECH.



Left: The south facade of Saint Stephen's before construction of the chapel and other additions. (Bruce Sifford Studio, photographer; Minnesota Historical Society)
 Right: The same perspective today.

The 1979 architectural survey of Edina recommended Saint Stephen's designation as a local landmark for its significance "as an especially faithful interpretation of an English country church." A historian is in the process of preparing a National Register nomination for the property. This appears justified under Criterion C for the building's architectural significance and perhaps under Criterion A for its role in social history, although further research would be needed to make that determination. Because the property is significant for its architecture, not religious aspects, it meets Criteria Consideration A. Although the complex has received a number of additions over time, it retains very good integrity. Most of the additions appear to be significant in their own right and all respect the character of the original structure.³²

Site of Wooddale School (now Wooddale Park), 4500 West Fiftieth Street (HE-EDC-0555)

Wooddale School opened its doors at the northwest corner of Fiftieth Street and Wooddale Avenue in 1926 and remained part of the Edina school system until 1980. Elevated on a high basement, the two-story brick structure received a rear addition in 1936. Designed by the architectural firm Sund and Dunham, the school displayed the Spanish Colonial style. "The main entrance is recessed behind a stone-arch arcade supported by stone columns," Scott and Hess wrote. "Above is a curvilinear parapet centered over the



Wooddale Park, 2021, looking northwest from the intersection of Wooddale Avenue (right) and Fiftieth Street.

³² Setter, Leach and Lindstrom and Hess, "Survey: Historic Buildings of Edina," 49, 72.



Left: Wooddale School around 1940. (Lee Brothers, photographer; Minnesota Historical Society)
 Right: The site (Block 18) in 1941. (*Sanborn Fire Insurance Map from Minneapolis, Minnesota* (New York: Sanborn Map Company, 1941), vol. 6A, plate 718; at Library of Congress, www.loc.gov)

second-story windows. The windows are set in a panel embellished with twisted columns, finials, and a broken pediment.” Closed as a school in 1980, the building was vacant when Scott and Hess published their architectural history a year later. Although they identified the school as “an important architectural and historical adjunct of the Country Club District” that “merits continued preservation,” the school was demolished in 1985 and the site is now Wooddale Park.³³

Utley Park, 4521 West Fiftieth Street (HE-EDC-0668)

Wooddale Avenue forms the eastern boundary of this six-acre park, which has a memorial to Edina veterans at its east end. The memorial started in 1955 as a flagpole on a stone base and was greatly expanded in 2015 with granite pavers, bronze and polished granite plaques, additional flagpoles, benches, and extensive landscaping. The park’s northern edge is delineated by Fiftieth Street, which provides access to a large, asphalt-paved parking lot near the center of the park. A park maintenance building with public restrooms is adjacent to the parking lot to the east, and picnic grounds and a small, modern gazebo are between the parking lot and the memorial. Two tennis courts and a basketball court are west of the parking lot. Trees are scattered across the moved lawn that covers much of the park. A dense concentration of trees lines Minnehaha Creek, which edges the park to the south and west. The Edina Country Club is beyond the creek.

“The family household of Edina pioneer miller and Founding Father Andrew Craik had once stood on this spot,” according to a local historian. By the 1930s, it was known as the Darr property and a water tower was its main feature. The tower was apparently erected by the Country Club District Service Company, created by Samuel Thorpe to obtain and operate a water and sewer system for the community he developed. The company initially obtained water from the City of Minneapolis, but the supply became strained by the early 1930s as both communities

³³ Scott and Hess, *History and Architecture of Edina*, 61-62; Hesterman, *From Settlement to Suburb*, 55, 58, 64.

grew. The problem was somewhat ameliorated in 1936 when the company drilled artesian wells. This was perhaps when the water tower was installed on the future park site. It appears in the background of a 1937 photograph of the newly erected Wooddale Avenue Bridge and on a Sanborn map updated to 1951. The date it was removed is not known.³⁴

By 1966, Edina's "park system had evolved into a source of civic pride, growing from one park with 2.5 usable acres in 1955 to 22 parks and 425 improved acres." Utley appears to have the honor of being that first park. Its creation was serendipitous. In 1939, a developer proposed an apartment building and stores on the site, which was strongly opposed by Country Club residents. The village council defeated the plan by rezoning the parcel, as well as property on the northeast corner of the intersection, for one- and two-family residential use.³⁵

This was part of a larger plan to make Fiftieth Street from France Avenue to Highway 100 "one of the most beautiful streets to be found anywhere," a "miniature Pennsylvania avenue," according to a lead story in the September 1939 issue of the *Edina Crier*. "In order to solve a lot of problems all at once, among them the problem of 'what to do' about the controversial issue of the Darr Property, the village council sometime back commissioned Mr. A. R. Nichols of the well-known planning firm of Morrell and Nichols to draft some preliminary plans." He proposed retaining the existing 40-foot width of the roadway but expanding the right of way west of Halifax Avenue. This 100- to 120-foot corridor would hold "planting easements" with "evergreens, shrubbery, trees, flowers—even gardens and retaining walls."³⁶

The plan called for the Darr property to be "divided into five lots approximately 80 feet wide and 200 feet deep, with a 'screen' of beauty" separating the lots from Fiftieth Street. This concept was not implemented, though, and the property's fate remained in limbo until the village bought the site for a public park. After World War II, a group of citizens sought to establish a veterans' memorial on the land "but the noble endeavor clashed with post-war development urgencies," a local historian explained. Nothing happened until 1955 when Edina's American Legion Post No. 471 installed a memorial flagpole "dedicated to the men and women who honorably served their country in times of war and peace."³⁷

It is not clear when the park was named in honor of Harold C. Utley, who had served on the Edina Village Council and was a director of the Edina Civic Improvement Association. This perhaps occurred after he died in 1963. At that time, he was living at 4604 Browndale Avenue, a few blocks north of the park. In addition his work as an accountant at Ernst and Ernst, where he

³⁴ Hesterman, *From Settlement to Suburb*, 59, 78-80, 92; Marshall Schwartz, "Edina Veterans Memorial, A Lasting Tribute," 2015/2017, 4, prepared as part of the Edina, Minnesota Veterans Memorial Project, Edina Historical Society.

³⁵ Hesterman, *From Settlement to Suburb*, 82, 92-93; "Council to Act on Re-zoning Problem," *Edina Crier*, August 1939, 1; "Council Zones Darr Property for One, Two Family Houses"; Schwartz, "Edina Veterans Memorial, A Lasting Tribute," 3.

³⁶ "Edina Plans 'Little' Pennsylvania Avenue," *Edina Crier*, August 1939, 1, 4.

³⁷ Hesterman, *From Settlement to Suburb*, 82, 92-93; Schwartz, "Edina Veterans Memorial, A Lasting Tribute," 3. The dedication quote is taken from a bronze plaque at the flagpole's base.



The 1955 memorial flagpole (top) and 2015 memorial (bottom) in 2021.

had become a partner by the time of his retirement in 1960, Utley belonged to the Minikahda Club, the American Legion, and a number of other organizations.³⁸

Over time, the park was improved with a single-story brick maintenance/restroom building, two tennis courts, a full basketball court, picnic benches, a small wood gazebo, and a parking lot. The east end underwent a major change through the efforts of a committee created in 2010 to develop a memorial to the city's war veterans. The next year the committee hired landscape architects at Short Elliott Hendrickson (SEH) to prepare a design. A newspaper reported in November 2011 that "the memorial will be a 'V' shaped granite plaza—for 'victory'—that widens to a black granite wall topped by a bronze eagle landing on a wreath. The wall, which will have a shelf for bouquets and other memorials, will bear the names of thirty-two Edina residents who died in conflicts dating back to the Civil War. The edge of the plaza will feature three flag poles and benches backed by plantings of ornamental

grasses." (The memorial ultimately featured the names of thirty-four community residents who died during World War I and later conflicts.) The city would contribute up to \$30,000 towards the project's estimated budget of \$400,000, with donations and grants covering the rest. Planners hoped to have the memorial completed by July 4, 2012, but fundraising was slow as the country struggled to recover from a recession. A groundbreaking ceremony for the project was held in September 2014 and the completed project was dedicated on Memorial Day 2015.³⁹

The significance of Utley Park has not been previously assessed. The park's function as a memorial to local veterans was first realized in a modest way in 1955, years after the initial concept was proposed, by the installation of a flagpole. The intent was more fully implemented by the 2015 memorial, which dominates the eastern end of the park. To the west, the park is an agglomeration of elements—a picnic area, restroom/maintenance building, parking lot, and sports courts—dating from different eras. Like Wooddale Park across Fiftieth Street, the park's design is utilitarian, responding to the needs and desires of local residents. It does not appear to meet any of the National Register criteria for significance. Even if it did, the prominent 2015 memorial, which is too new to be considered a contributing feature under National Register guidelines, would compromise the park's historic integrity.

³⁸ "Harold C. Utley" (obituary), *Minneapolis Star Tribune*, November 23, 1963.

³⁹ Mary Jane Smetanka, "Edina Veterans Memorial Plans Proceed," *Minneapolis Star Tribune*, February 9, 2011; Mary Jane Smetanka, "Edina's Veterans Memorial Approved," *Minneapolis Star Tribune*, November 23, 2011; Schwartz, "Edina Veterans Memorial," 4-6, 96.

Edina County Club, 5100 Wooddale Drive (HE-EDC-0662)

Developer S. S. Thorpe Sr. purchased a large parcel in the semi-rural village of Edina in the early 1920s for an upscale residential subdivision, the Country Club District. He dedicated a large plat of farmland southwest of Fiftieth Street and Wooddale Avenue for the subdivision's namesake facility, originally called the Thorpe Country Club. The golf course would not be the first in Edina—some members of Minneapolis's Bryn Mawr Golf Club split off and founded the Interlachen Country Club in 1909, purchasing three farms in western Edina to establish a course the following year. Interlachen, though, "had little early effect on the village" of Edina, according to Hesterman. Thorpe's club "was designed as a civic center for the new residents" of the Country Club District—"a bond holding them together."⁴⁰

A 1922 promotional brochure stated that the facility "covers one hundred and twenty acres of rich gently rolling land. . . . A picturesque and interesting 6,350 yard course [was] originally planned by Mr. Tom Bendalow [*sic*] [with] the engineering by Mr. Paul L. Mueller." Other sources, though, assert that the course's initial nine holes were laid out by a local golfer, James A. Hunter, and ready for the 1923 season. The next year, the course was modified and enlarged to eighteen holes by Tom Bendelow, a prominent pioneering golf course architect. In any event, Bendelow was primarily responsible for the ultimate design of the original eighteen-hole course. After becoming a skilled golfer as young man in Scotland, he arrived in New York in 1892 and soon made a career in emerging golf industry. In 1895, he set up courses in the area to promote golf on behalf of sporting goods producer A. G. Spalding and Brothers. Three years later, he was hired by New York City's Parks Department to redesign, reconstruct, and direct operations at one of the nation's first public golf courses, Van Cortlandt. His next move was to Chicago, where he managed Spalding's golf department and set up or improved more than five hundred courses around the country.⁴¹

He left Spalding in 1920 to become chief designer for American Park Builders, established by Myron West in 1912. The firm specialized in city planning and landscape architecture, "designing comprehensive city plans, subdivisions, country clubs and golf courses, city park systems, and even cemeteries throughout the United States and Canada," according to historian Carolyn Bennett. "Golf courses were of particular interest to Myron West. . . . [He] developed a 'turn-key' operation that enabled a community to organize itself and to establish a stand-alone park or to choose a park design that would include a golf course and accompanying club house." It was during his time at American Park Builders that Bendelow "undertook some of his biggest if not most notable design efforts," according to a biographer. "Among his many designs were Lakewood County Club in Colorado; Dubsdread Golf Course in Orlando, Florida; Evansville Municipal in Indiana; City Park Municipal in Baton Rouge, Louisiana; and the three courses at Medinah Country Club in Illinois, which may be some of his finest design work." Bendelow's

⁴⁰ Paul Foss, *Edina Country Club, 1924-1981* (n.p.: Edina Country Club, [1981]), n.p.; Hesterman, *From Settlement to Suburb*, 61; Shefchik, *From Fields to Fairways*, 67.

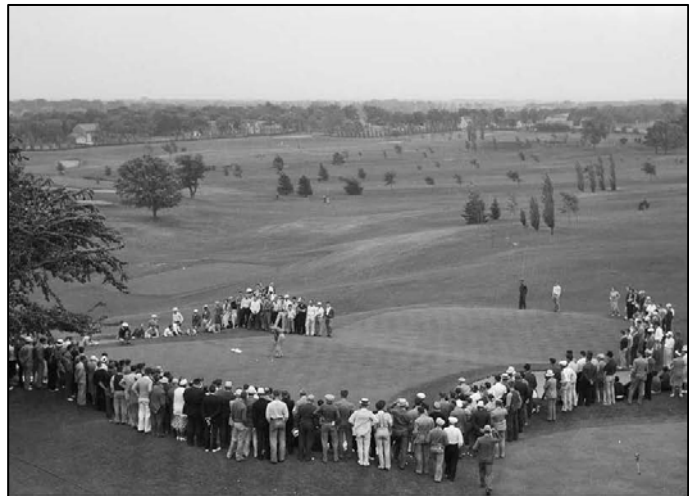
⁴¹ Foss, *Edina Country Club, 1924-1981*, n.p.; Hesterman, *From Settlement to Suburb*, 60; Shefchik, *From Fields to Fairways*, 248; Stuart Bendelow, "Bendelow, Tom," in *Shaping the American Landscape*, ed. Charles A. Birnbaum and Stephanie S. Foell (Charlottesville and London: University of Virginia Press, 2009), 20-22.

courses in Baton Rouge and Denver, both named City Park Golf Course, are listed in the National Register. The Edina Country Club course dates from this period.⁴²

A history of the Edina club notes the layout was “a businessman’s golf course” because most of the holes were oriented north-south, with only a few aligned east-west. “This enables after-working-hours golfers to avoid driving into the late afternoon setting sun,” and “when wives of members play their golf in the mornings, they also receive the benefit of Hunter’s planning, with a bare minimum of holes playing into the bright morning sun.”⁴³

According to a 1922 promotional brochure, “The putting greens are of genuine Creeping Bent Grass, planted from stolons or runners by the new vegetative method of planting,” and “there are over 750 large oak trees on the course.” The club history, though, reported that in 1931, “the golf course was practically barren of trees with only a few Lombardy poplars breaking the view to every hole from the clubhouse.”⁴⁴

The clubhouse, built at an estimated cost of \$60,000, opened in summer 1924. Located at the north end of the course along Fiftieth Street, it was described in a Thorpe Brothers brochure that year: “From the entrance on Fiftieth Street a stairway leads to the main floor. On the right is the lounge with its large fireplace, and screened porch. On the left is the dining room and grill room. . . . There is a roomy porch overlooking the course across the entire front of the main building.” The building’s amenities were not enjoyed for long; it was destroyed by fire in 1929. A replacement was soon erected in the same location.⁴⁵



Above: The course had few trees in this 1937 view. (Shefchik, *From Fields to Fairways*, 252)

Below: An aerial view of the course’s layout in 2022. (<https://gis.hennepin.us/Property/Map/Default.aspx>)



⁴² Bendelow, “Bendelow, Tom,” 20-22; Lillie Petit Gallagher, “Myron Howard West, Founder, American Park Builders, Inc.,” in *Vineyard* 6, no. 1 (2005): 5; Carolyn Bennett, “Historic City Park and Golf Course, Baton Rouge, Louisiana,” in *Vineyard* 6, no. 1 (2005): 4-6.

⁴³ Foss, *Edina Country Club, 1924-1981*, n.p.; Hesterman, *From Settlement to Suburb*, 60; Shefchik, *From Fields to Fairways*, 248.

⁴⁴ Foss, *Edina Country Club, 1924-1981*, n.p.; Shefchik, *From Fields to Fairways*, 249-250.

⁴⁵ Hesterman, *From Settlement to Suburb*, 60; Shefchik, *From Fields to Fairways*, 248-249.

The golf program began to mature with the arrival of the club's fourth head professional, Arnold Chester, in 1931. After beginning his career in his native Canada, Chester came to the Twin Cities in 1926 to assist Minneapolis Golf Club pro Ernest Penford. He would remain at the Edina course for thirty-one years. In 1941, he also became the club's general manager. Two years after Chester moved to the Edina club, it hosted the Minnesota State Open, the first of many local tournaments that would use the links. Its first national tournament, the Women's Trans-Mississippi in 1939, was won by Patty Berg from the nearby Interlachen club.⁴⁶

It was early in Chester's tenure that the club undertook "the first of what would be a nearly endless series of course renovations," according to Shefchik. The changes to Bedelow's design were based on recommendations from prominent golf course architect A. W. Tillinghast in 1936.⁴⁷

The club faced a major challenge shortly after World War II as a result of the baby boom. When Edina needed a site for a new school for junior high and high school students, the school board announced its intent to take nearly thirty-one acres of the course by eminent domain. This would have reduced the course from eighteen to twelve holes. A group of club members mounted a vigorous and successful campaign to defeat the referendum required for the project to proceed. During the process, the group discovered Thorpe wanted to sell the facility. By 1946, they had made a deal with Thorpe and formed the Edina Holding Company to buy and manage the property.⁴⁸

One of the company's first actions was to hire architects McEnary and Kraft to design new tennis courts and a swimming pool, which required relocating the eighteenth green and tenth tee. When the company paid off its mortgage on the property in 1952, members began making plans for a new clubhouse. The 1929 structure was aging and had not been winterized until the early 1940s. Increasing traffic on Fiftieth Street was making the existing location less desirable, and the situation was likely to get worse. The Minnesota Highway Department was considering widening the road from two to four lanes. The department was also working to upgrade Highway 100 on the club's west side, making that area less attractive. A site along Wooddale Avenue, just south of Minnehaha Creek, seemed a good alternative, but the club did not own it. Chester had dissuaded a previous owner from building a house there and purchased the land himself, leasing it to the club in 1947 for a driving range. He agreed to sell the property to the club for the new clubhouse.⁴⁹

In the process of building the new clubhouse, which opened in 1959, "the club ran afoul of the Edina City Council after dumping construction rubble onto the banks of Minnehaha Creek," according to Shefchik. While the club felt entitled to do this as the owner of the creek's south bank, the debris was an eyesore from Edina's Utley Park on the north bank. To make amends and provide a visual barrier between the club and the park, "the club planted three thousand evergreens and three thousand bushes and shrubs along its side of the creek, obtained at no cost from the Minnesota Department of Agriculture." A club history credited Paul Foss as the

⁴⁶ Shefchik, *From Fields to Fairways*, 249-251; Foss, *Edina Country Club, 1924-1981*, n.p.

⁴⁷ Shefchik, *From Fields to Fairways*, 251.

⁴⁸ Foss, *Edina Country Club, 1924-1981*, n.p.; Shefchik, *From Fields to Fairways*, 251-252.

⁴⁹ Foss, *Edina Country Club, 1924-1981*, 12-13, 23; Shefchik, *From Fields to Fairways*, 252.

“designe[r] and . . . overseer for the beautification and tree-planting program” around the clubhouse and the adjacent parking lot, “including the hill down to Minnehaha Creek and the planting of the 76 Hopa Crab trees above the creek from Fiftieth Street to Wooddale Avenue.”⁵⁰

During the same period, Edina announced plans to widen Wooddale Avenue south of Fiftieth Street, proposing a ten-foot easement along the east side of the club’s property. This was resisted by the club because this area held “one of the most beautiful of flowering hedges running . . . from the Minnehaha Creek bridge to Fifty-fourth Street,” according to a club history. Negotiations with the village resulted in a reduction of the easement to seven feet with no parking allowed along the west side of Wooddale. The village planted a new hedge along the property, but it was not a flowering species, and the club subsequently installed a fence just west of the hedge.⁵¹

The change in the clubhouse location “necessitated a rerouting of the golf course,” Shefchik explained. “A new eighteenth hole—which used to be the fourth hole—was moved to the west; a new driving range was created between holes 10 and 18; and the sixth and ninth tees were moved back to the site of the old clubhouse. The eighth hole was lengthened by moving the green to the site of the old pool. An Olympic-sized pool with an L-shape for diving was built next to the clubhouse in 1960.” The club gained a new pool in 2003. The clubhouse was also modified repeatedly, including the addition of a dining room in 2006. Tennis courts, service buildings, parking lots, and other facilities were added, remodeled, and moved over the years.⁵²

In the meantime, alterations to the golf course continued, sometimes brought on by the forces of nature. The club’s history reported, for example, that a storm “blew over forty-eight of the older and larger trees on the golf course” in 1951. More often, though, human intervention periodically transformed the course. By 1981, the “sequence of holes” had been switched “nine different times” since the 1920s. As the club prepared to host the Trans-Mississippi Tournament in 1966, it “filled in the pond on the tenth hole and reversed the nines.” It recreated the pond in 1971, then removed it again in 1993. It added a pond to the seventeenth hole in 1968, a lake to the Par 3 course in 1971, a pond between the thirteenth and fourteen holes in 1977, and a pond at the third tee in 1977. Other more substantial renovations occurred in 1987, 1993, and 1996-1997. In the early 2000s, the club hired pro golfer and course designer Tom Lehman “to rebuild the course with an eye toward restoring it—as much as possible—to the quality of the Tom Bendelow original.” Lehman described the much-remodeled course as having “totally lost its personality. . . . It looked like a course that had been built in the ’70s and ’80s rather than the ’20s.” He added: “The biggest issue was they relocated the clubhouse. . . . From a flow standpoint, moving the clubhouse created problems.” Also, “over the course of time, trees were planted, and you have a tree hanging over the fairway 180 years out. You have to go around or over, which created an uncomfortable shot. What we tried to do was take the corridors that were there, take out the trees, slide fairways one way or the other and get rid of the alleyways.”⁵³

⁵⁰ Shefchik, *From Fields to Fairways*, 252-253; Foss, *Edina Country Club, 1924-1981*, n.p.

⁵¹ Foss, *Edina Country Club, 1924-1981*, 14-15, 29.

⁵² Hesterman, *From Settlement to Suburb*, 69; Shefchik, *From Fields to Fairways*, 250-254; Foss, *Edina Country Club, 1924-1981*, 31, 35.

⁵³ Foss, *Edina Country Club, 1924-1981*, n.p., 25; Shefchik, *From Fields to Fairways*, 253-255 .

Based on this documentation of alterations, the National Register eligibility of the golf course does not appear to merit additional evaluation. The integrity of the Bendelow design has been compromised, and restoring the design would be virtually impossible without demolishing the current clubhouse. Also due to the alterations documented in the illustrations below, the clubhouse does not appear to qualify in its own right.



Left: The east facade of the clubhouse as it looked when it opened in 1959 (top) through at least 1981, when the club's history included this rendering (center).

By 2021, the hipped roofs and rustic stained shingles, emblematic of the 1950s, had been replaced by a conservative design featuring flat roofs with balustraded parapets (left).

Above: The 1981 history included a photograph of "the sundeck overlooking the ninth green" (top). That facade has a completely different appearance in 2022.

House, 5105 Wooddale Avenue (HE-EDC-0663)

When built in 1942, this two-story house had a brick facade. The front (west) entry with a simple Classical Revival surround was centered between two narrow windows in a two-story, gabled bay, with a window above the door on the second story. To the north, a one-and-one-half-story extension held the door for a double garage, approached by a straight driveway from Wooddale Avenue to the west.

At some point the exterior was extensively remodeled. The front bay now has a hipped roof and is clad in stone, and the other walls are stuccoed. The door surround features plain pilasters with recessed panels. A large, hip-roofed hood supported with square columns covers a stone stoop, which is approached by a curved driveway that connects with the driveway that remains in the original alignment. The side-gable roof over the house's main section has been replaced by a tall, pyramidal-hipped roof with a brick chimney at its apex.⁵⁴



Top: Original appearance of 5105 Wooddale Avenue.
(Edina Tax Assessor Records, EHS)
Bottom: The property in 2021.

These major alterations, which apparently occurred in the twenty-first century, have damaged the historic integrity of this property, making it ineligible for the National Register.

⁵⁴ “5107 Wooddale Avenue,” Edina Tax Assessor Records, at Edina Historical Society (hereafter, EHS). The address now associated with this property is 5105 Wooddale Avenue.

House, 5009 Wooddale Lane (HE-EDC-0664)

Three second-story wall dormers rise through the front (south) eave of this side-gabled house at the northeast corner of Wooddale Lane and Wooddale Avenue. Four globe lights are installed beneath the second story, which is sheathed in wide-lap siding and projects slightly beyond the painted-brick first story. Two of the lights flank the front door, which is centered in the facade and has a Colonial Revival surround. A window with shutters is on each side of the door. The building's sides are clad with the same siding used on the second story of the front facade. An exterior brick chimney rises above the roof ridge on the east side, passing through a screened porch. The roof of the porch serves as a patio with a spindle railing. A number of additions have been made to the rear of the house. The door of a double garage on the west side of the house is reached from Wooddale Avenue by a concrete driveway just south of Bridge No. 90646. From the driveway south to the corner of Wooddale Lane, a planting bed fills the area between the Wooddale Avenue sidewalk and a wood fence a few feet to the east.

Tax assessor records at the Edina Historical Society indicate that this house was built in 1937 and its first owner was Harry Schoening. An unspecified addition dates from 1950 and other modifications have been made since that time.⁵⁵ While the front of the house retains its integrity, additions clearly visible from Wooddale Avenue and Wooddale Lane have greatly enlarged the building's volume. This diminishes the integrity of its design, which is typical for the period, and the property does not claim any known historical significance or an association with a significant person. It does not appear to meet any National Register criteria for designation.



5009 Wooddale Lane
(2022)

⁵⁵ "5009 Wooddale Lane," Edina Tax Assessor Records, at EHS.

House, 5011 Wooddale Lane (HE-EDC-0665)

This two-story, end-gable house has a single-car garage tucked into the west end of its primary south facade, next to the front entry. Another single-car garage is in a single-story extension to the west. A similar extension to the east is enclosed and holds a bay window. The flat roofs of both single-story sections are edged by low, wood-picket railings. The house is clad in multicolor brick. A bay window projects from the first floor east of the entry. Four second-story windows on the front facade are ornamented by shutters.

Tax assessor records at the Edina Historical Society indicate that this house was built in 1941. An unspecified addition dates from 1958. A patio/deck was added in 1982 and two bay windows were installed in 1989. The single-story bay to the east was once a screen porch.⁵⁶ The house's design is typical for the period, and the property does not claim any known historical significance or an association with a significant person. It does not appear to meet any National Register criteria for designation.



5011 Wooddale Lane
(2022)

⁵⁶ “5011 Wooddale Lane,” Edina Tax Assessor Records, at EHS.

House, 5013 Wooddale Lane

The front (south) facade of this one-and-one-half-story house is veneered in various shades of light-colored, random-rangework stone. Siding on the sides appears to be metal. A double-car garage is tucked into the west end of the front facade, next to the front entry. A broad bay window is east of the front door. Three gable-roofed dormers are on the gable roof's steep south slope. The roof and the front facade step back slightly at the house's east end.

Building records at the Edina Historical Society indicate that this house was built in 1939 and that the second floor received an addition in 1989. This was apparently when the second story was extended to the west over the westernmost garage stall, which was originally only a single story with a flat roof ringed by a wood-spindle rail. A deck was installed in 1995 and an unspecified addition was made in 1996.⁵⁷ The house's design was typical for the period. The property does not claim any known historical significance or an association with a significant person. It does not appear to meet any National Register criteria for designation.



Left: 1989 photograph of 5013 Wooddale Lane.
(Edina Tax Assessor Records, EHS)

Below: The property in 2022.



⁵⁷ "5013 Wooddale Lane," Edina Tax Assessor Records, at EHS.

Blackbourn House, 5015 Wooddale Lane (HE-EDC-0579)

The property is on the north side of a turnaround at the east end of Wooddale Lane. The large lot is situated at a sharp curve in Minnehaha Creek, which edges it to the north and east. The front of the house is oriented to the south and consists of four sections: the main residential block; a small, low wing on the east end that is set back from the front of the main block; a garage to the west; and a recessed link between the garage and main block. A 1979 architectural survey described the house as exemplifying “Cape Cod cottage design. From the front, it appears as a low, one-story cottage with a large, grey shingled roof dominated by a massive white brick chimney. Small, shuttered windows contain diamond-shaped panes. The front facade is white brick but the side and rear walls are white clapboard. A garage wing flanks the house. Seen from the street side, the house looks deceptively small; because it is built on a sloping lot, the rear elevation consists of three levels.” The garage originally had two stalls; a single stall was added to the west in 1979. The dovecote was retained on the ridge of the garage roof. A deck has been installed on the east end of the house.⁵⁸

The history of this building is well-documented. It was included in a historic building survey of Edina completed in 1979 for the Edina Heritage Preservation Board by the architectural firm Setter, Leach and Lindstrom and historical consultant Jeffery A. Hess.⁵⁹

The house was one of four resulting from a *Life* magazine initiative during the Great Depression. The magazine retained eight leading architects to prepare house designs for four families around the country including the Albert R. Blackbourn family, residents of South Minneapolis at the time. In 1938, the Blackbourns were given two options for the design of a house on a large, creek-side lot on Wooddale Lane. One was by Frank Lloyd Wright and the other by prominent Boston architect Royal Barry Wills. Although the Blackbourns visited Wright at Taliesin in Wisconsin and were impressed by his hospitality and creativity, they concluded that his design for the Edina house was too radically modern and expensive. Instead, they selected Wills’s more traditional plan. Known for drawing inspiration from early East Coast houses, Wills used the Cape Cod style as the basis for the Edina commission. When construction was completed, the house was open for several weeks for public viewing. An announcement about the tours the *Edina Crier* included advertisements for many of the firms involved in the project including builder H. R. Burton, excavator J. A. Danens and Son, landscaper L. G. Loftus Company, and the Twin City Tile and Marble Company.⁶⁰

The library and archives of Historic New England in Boston hold the extensive Royal Barry Wills Associates Collection (106 boxes and 180 flat file drawers), with most materials dating from the 1920s through 1980. A biographical/historical essay in the finding aid explains that Wills’s main interest “lay in residential architecture, with the goal of providing well-designed, well-constructed, and affordable suburban houses for middle- and upper-middle class

⁵⁸ Setter, Leach and Lindstrom and Hess, “Survey: Historic Buildings of Edina,” 32; “5015 Wooddale Lane,” Edina Tax Assessor Records, at EHS.

⁵⁹ Setter, Leach and Lindstrom and Hess, “Survey: Historic Buildings of Edina,” 32.

⁶⁰ Setter, Leach and Lindstrom and Hess, “Survey: Historic Buildings of Edina,” 32; “Building Started on Life’s Model Home Designed for Blackbourns,” *Edina Crier*, January 1939, 2; “Open for Inspection Daily to July 2nd!” *Edina Crier*, June 1939, 12-13.

Americans.” After founding his own firm in 1925, he “began to design houses in a variety of styles, but gradually his focus turned to the traditional New England Cape Cod-style house and this cemented his reputation.” By the next decade, he was gaining widespread recognition for his work, particularly after receiving “a gold medal from President Herbert Hoover for his 1932 winning entry in the Better Homes in American Small House competition,” the first of many national awards. The finding-aid essay mentions the *Life* magazine competition and the Blackbourn family’s selection of the design by Wills rather than the one by Frank Lloyd Wright.⁶¹

Wills’s firm also prepared plans for the Mrs. R. E. Boutell House in Excelsior in 1937 (Job No. 534) and did two projects for the John W. Janson House in Saint Paul, one in 1962 (Job No. 1891) and the other in 1969 (Job No. 2193). While a query in the SHPO database identified the M. H. Boutell House at 1123 Mount Curve in Minneapolis (HE-MPC6495), the database did not contained entries for properties associated with Mrs. R. E. Boutell in Excelsior or John W. Janson in Saint Paul. Determining whether these properties are extant is beyond the scope of this project, especially given the Blackbourn house’s unique history and its influence as a result of local and national press coverage.⁶²

The 1979 survey of historic buildings in Edina concluded that the property was significant as “the work of one of the most respected architects of the mid-20th century. The Blackbourns, in choosing Wills’ design over that of Frank Lloyd Wright, reflected the tastes of their times.” The study recommended that the property receive local landmark designation.⁶³

Likewise, the property appears to qualify for the National Register under Criterion C for its architectural significance as a classic example of a Neo-Traditional house by Wills, a leading proponent of this style. While not Wills’s only commission in Minnesota, it was the most visible because of its association with the *Life* magazine project. The addition of the single-car garage does not greatly affect the integrity of the design. It is compatible with the original double-car garage but, by having its own door, is differentiated. Original windows appear to have been replaced, but the new units are similar to the original. Three skylights have been inserted in the front slope of the roof and windows have been added on the west facade, which was perhaps slightly lengthened and has a deck addition. These changes do not substantial diminish the integrity of the house’s original design, which remains very good.

⁶¹ “AR029—Royal Barry Wills Associates Collection, 1925-2013 (bulk 1920s-1980): Finding Aid,” November 2019, 3, Historic New England Library and Archives, accessed January 13, 2022, <https://www.historicnewengland.org/explore/library-archives/royal-barry-wills/>

⁶² The Historic New England archives for the Blackbourn, Boutell, and Janson jobs should be consulted if a National Register nomination is prepared for the Blackbourn House. Source: “AR029—Royal Barry Wills Associates Collection, 1925-2013,” 32, 77, 88.

⁶³ Setter, Leach and Lindstrom and Hess, “Survey: Historic Buildings of Edina,” 32.

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Left: It is unclear if the Blackbourns occupied the house. It was open for public tours until July 2, 1939, and in August the *Edina Crier* ran a full-page advertisement offering the property for sale.

Below: The property in 2022.



House, 5029 Wooddale Lane (HE-EDC-0667)

Situated at the southeast corner of Wooddale Lane and Wooddale Avenue, this house is clad in variegated brick and stands two stories tall with a one-and-one-half-story double garage extending to the west. A small, gabled, single-story entrance bay projects from the west end of the house's front (south) facade, with a bay window to the east. Two second-floor windows rise into the roofline as gabled dormers. A single-story porch was once attached to the house's east wall. It was apparently enclosed in 1976 and replaced in 1980 by a large, two-story, cross-gabled addition that projects in front of the plane of the original front facade. Probably at the same time, the garage was widened to hold a second stall.⁶⁴

Built in 1941, this house was expanded substantially in 1980 at an expense of around \$80,000. This major modification has damaged the integrity of the house's original design, making it ineligible for the National Register.⁶⁵



Left: 5029 Wooddale Lane as it appeared before alterations. (Edina Tax Assessor Records, EHS)

Below: The property in 2022.



⁶⁴ "5029 Wooddale Lane," Edina Tax Assessor Records, at EHS.

⁶⁵ "5029 Wooddale Lane," Edina Tax Assessor Records, at EHS.

Conclusion

The following table summarizes the conclusions in this section about the National Register eligibility of properties in the APE.

<i>Address</i>	<i>Current name (historic)</i>	<i>Inventory #</i>	<i>NRHP Status/ Recommendation</i>
Wooddale Ave. over Minnehaha Creek	Bridge No. 90646 (Bridge No. 281; Wooddale Avenue Bridge)	HE-EDC-0633	Listed (Criteria A and C)
4439 W. 50 th Street	Saint Stephen the Martyr Episcopal Church	HE-EDC-0578	Eligible (Criterion C, possibly Criterion A; Criteria Consideration A)
4500 W. 50 th Street	Wooddale Park (Woodlawn School)	HE-EDC-0555	Demolished; not eligible
4521 W. 50 th Street	Utley Park	HE-EDC-0668	Not eligible
5100 Wooddale Ave.	Edina Country Club (Thorpe Country Club)	HE-EDC-0662	Not eligible
5105 Wooddale Ave.	House	HE-EDC-0663	Not eligible
5009 Wooddale Lane	House	HE-EDC-0664	Not eligible
5011 Wooddale Lane	House	HE-EDC-0665	Not eligible
5013 Wooddale Lane	House	HE-EDC-0666	Not eligible
5015 Wooddale Lane	Blackbourn House	HE-EDC-0579	Eligible (Criterion C)
5029 Wooddale Lane	House	HE-EDC-0667	Not eligible

Analysis

The Minnesota Department of Transportation’s Cultural Resources Unit (MnDOT CRU) has extensive experience identifying and maintaining historic bridges. A decade ago, it commissioned a study by consulting engineers and historians that analyzed about 140 historic bridges owned by other agencies. Bridge No. 90646 was included in the study. Findings on the bridge were provided in a report dated June 2014, which concluded the bridge qualified for the National Register under Criterion A for its association with the WPA and under Criterion C for its engineering. The report identified two character-defining features: 1. “Design and construction of a multi plate arch,” and 2. “Overall WPA Rustic Style design aesthetic as represented through use of a randomly coursed limestone, masonry parapet/railing with stone cap, curved limestone wingwalls, and limestone arch ring. This feature includes the concrete plaque identifying the bridge as ‘WPA 1937.’”⁶⁶

The report considered the bridge “in fair condition” and “adequately serv[ing] its purpose of carrying vehicular and pedestrian traffic.” The bridge description, based on a site visit in July 2013, provided additional details. “Remnants of smaller curved stone masonry walls were noted off each end of the existing wingwalls. These walls are somewhat intact on the east side but are missing nearly entirely on the west side. There are also small stone masonry walls present along the stream channel that abut each of the bridge wingwalls.” The report added: “The condition of the existing stone masonry railings is fair to poor. The relatively soft limestone has weathered and deteriorated with nearly all stones cracked, and widespread areas of mortar deterioration, especially on the roadside face of the railings. Crumbled stone and mortar has collected at the base of the railings. The solid limestone slab railing caps are nearly 100 percent deteriorated.” The stone below the railing “is in markedly better condition than the railing stones,” but “widespread deterioration of the mortar was noted. Many areas of the mortar on the headwalls were cracked and de-bonded from the stone.” The galvanized-steel arches “are in good condition overall,” but “active corrosion was noted at and near the connection of the arch to the concrete abutments with the most severe being at the southeast corner.” Some scouring of the footings was apparent, but inspection of the substructure was limited by high water.⁶⁷

The report concluded, “With proper maintenance, stabilization and preservation activities, it is believed Bridge 90646 could continue to serve in its present capacity for twenty years or longer.” The report did, though, recommend an extensive rehabilitation, particularly for the bridge railings, calling for removing and replacing them “down to the arch crown elevation” with new masonry units. It noted that the headwalls and wingwalls should be repointed and masonry units replaced as needed. “When either the roadway and sidewalk need to be replaced, or the arch begins to show signs of corrosion,” the report “recommended that the sidewalk and bituminous surface be removed and replaced and at the same time, remove the earth fill above the steel multi

⁶⁶ LHB and Mead and Hunt, “Bridge Number 90646,” Minnesota Department of Transportation Local Historic Bridge Report, June 2014, 1, II-6 – II-7, at Minnesota Department of Transportation website, accessed August 2021, <https://www.dot.state.mn.us/historicbridges/90646.html>.

⁶⁷ LHB and Mead and Hunt, “Bridge Number 90646,” 1, IV-9 – IV-10. Photograph 8 on page IV-14 is labeled “corrosion in southeast corner” but appears to be the southwest corner based the orientation of the photograph (arch to left, vegetation to right) and on Photograph 12 of the southwest corner (page IV-16).

plate arch and inspect steel surfaces for corrosion.” After any corrosion was addressed, clean aggregate, a drainage system, and perhaps a waterproofing membrane should be installed. The bridge foundation should be underpinned at locations impacted by scour. All in all, the cost of the activities recommended to maintain, stabilize, and preserve the bridge totaled over \$600,000 in 2013 dollars. The report also suggested reconstructing the “severely deteriorated” masonry channel walls. The recommendations were based on the Secretary of the Interior’s Standards for the Treatment of Historic Properties (Standards) and additional guidance specifically developed for bridges by the Virginia Transportation Research Council.⁶⁸

The Secretary’s Standards were also the basis for a treatment plan adopted by the Edina Heritage Board when the local landmark designation was approved. These guidelines prioritize preserving the bridge in place and in its current use; preserving and repairing original materials when possible; and making needed modifications with materials and design similar to and compatible with the original. The tenth and final guideline states that if the bridge “can no longer be preserved in place for reasons of public safety” and cannot be preserved by relocation, “the effects of demolition may be mitigated by historical and engineering documentation” following the standards of the Historic American Engineering Record, commonly known by its acronym HAER.⁶⁹

The Edina Engineering Department has considered the recommendations of the MnDOT report and the Heritage Board preservation plan and understands the significance of Bridge No. 90646. After evaluating alternatives, it plans to replace the bridge, an adverse effect to a historic resource. The department will undertake consultation with the Corps, SHPO, HPC, MnDOT CRU, and other interested parties to discuss ways to avoid, minimize, or mitigate the adverse effect.

⁶⁸ LHB and Mead and Hunt, “Bridge Number 90646,” 1, IV-18 – IV-20.

⁶⁹ “Wooddale Bridge—Plan of Treatment,” adopted by the Edina Heritage Board, n.d., at ED-ECH.

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EHS Edina Historical Society

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Minnesota Digital Library. <https://collection.mndigital.org/>

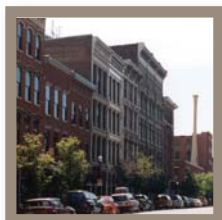
Minnesota Historical Society, Saint Paul. Photographs.

Protecting Historic Properties

ADVISORY COUNCIL ON HISTORIC PRESERVATION

Protecting Historic Properties:

A CITIZEN'S GUIDE TO SECTION 106 REVIEW



WWW.ACHP.GOV

Preserving America's Heritage

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COVER PHOTOS:

Clockwise, from top left: Historic Downtown Louisville, Kentucky; Section 106 consultation at Medicine Lake, California; bighorn sheep petroglyph in Nine Mile Canyon, Utah (photo courtesy Jerry D. Spangler); Worthington Farm, Monocacy Battlefield National Historic Landmark, Maryland (photo courtesy Maryland State Highway Administration).

About the ACHP

The mission of the Advisory Council on Historic Preservation (ACHP) is to promote the preservation, enhancement, and productive use of the nation's historic resources and advise the President and Congress on national historic preservation policy.

The ACHP, an independent federal agency, also provides a forum for influencing federal activities, programs, and policies that affect historic properties. In addition, the ACHP has a key role in carrying out the Preserve America program.

The 23-member council is supported by a professional staff in Washington, D.C. For more information contact:

Advisory Council on Historic Preservation
1100 Pennsylvania Avenue, NW, Suite 803
Washington, D.C. 20004
(202) 606-8503
www.achp.gov

Introduction

Proud of your heritage? Value the places that reflect your community's history? You should know about Section 106 review, an important tool you can use to influence federal decisions regarding historic properties. By law, you have a voice when a project involving federal action, approval, or funding may affect properties that qualify for the National Register of Historic Places, the nation's official list of historic properties.

This guide from the Advisory Council on Historic Preservation (ACHP), the agency charged with historic preservation leadership within federal government, explains how your voice can be heard.

Each year, the federal government is involved with many projects that affect historic properties. For example, the Federal Highway Administration works with states on road improvements, the Department of Housing and Urban Development grants funds to cities to rebuild communities, and the General Services Administration builds and leases federal office space.

Agencies like the Forest Service, the National Park Service, the Bureau of Land Management, the Department of Veterans Affairs, and the Department of Defense make decisions daily

about the management of federal buildings, parks, forests, and lands. These decisions may affect historic properties, including those that are of traditional religious and cultural significance to federally recognized Indian tribes and Native Hawaiian organizations.

Projects with less obvious federal involvement can also have repercussions on historic properties. For example, the construction of a boat dock or a housing development that affects wetlands may also impact fragile archaeological sites and require a U.S. Army Corps of Engineers permit. Likewise, the construction of a cellular tower may require a license from the Federal Communications Commission and might compromise historic or culturally significant landscapes or properties valued by Indian tribes or Native Hawaiian organizations for traditional religious and cultural practices.

These and other projects with federal involvement can harm historic properties. The Section 106 review process gives you the opportunity to alert the federal government to the historic properties you value and influence decisions about projects that affect them.

Public Involvement Matters



Dust from vehicles may affect historic sites in Nine Mile Canyon, Utah. (photo courtesy Jerry D. Spangler; Colorado Plateau Archaeological Alliance)

What is Section 106 Review?

In the National Historic Preservation Act of 1966 (NHPA), Congress established a comprehensive program to preserve the historical and cultural foundations of the nation as a living part of community life. Section 106 of the NHPA is crucial to that program because it requires consideration of historic preservation in the multitude of projects with federal involvement that take place across the nation every day.

Section 106 requires federal agencies to consider the effects of projects they carry out, approve, or fund on historic properties. Additionally, federal agencies must provide the ACHP an opportunity to comment on such projects prior to the agency's decision on them.

Section 106 review encourages, but does not mandate, preservation. Sometimes there is no way for a needed project to proceed without harming historic properties. Section 106 review does ensure that preservation values are factored into federal agency planning and decisions. Because of Section 106, federal agencies must assume responsibility for the consequences of the projects they carry out, approve, or fund on historic properties and be publicly accountable for their decisions.

Conservation



The National Soldiers Monument (1877) at Dayton (Ohio) National Cemetery was cleaned and conserved in 2009 as part of a program funded by the American Recovery and Reinvestment Act. (photo courtesy Department of Veterans Affairs)

Understanding Section 106 Review

Regulations issued by the ACHP spell out the Section 106 review process, specifying actions federal agencies must take to meet their legal obligations. The regulations are published in the Code of Federal Regulations at 36 CFR Part 800, "Protection of Historic Properties," and can be found on the ACHP's Web site at www.achp.gov.

Federal agencies are responsible for initiating Section 106 review, most of which takes place between the agency and state and tribal or Native Hawaiian organization officials. Appointed by the governor, the State Historic Preservation Officer (SHPO) coordinates the state's historic preservation program and consults with agencies during Section 106 review.

Agencies also consult with officials of federally recognized Indian tribes when the projects have the potential to affect historic properties on tribal lands or historic properties of significance to such tribes located off tribal lands. Some tribes have officially designated Tribal Historic Preservation Officers (THPOs), while others designate representatives to consult with agencies as needed. In Hawaii, agencies consult with Native Hawaiian organizations (NHOs) when historic properties of religious and cultural significance to them may be affected.

To successfully complete Section 106 review, federal agencies must do the following:

- ▶ gather information to decide which properties in the area that may be affected by the project are listed, or are eligible for listing, in the National Register of Historic Places (referred to as "historic properties");
- ▶ determine how those historic properties might be affected;
- ▶ explore measures to avoid or reduce harm ("adverse effect") to historic properties; and
- ▶ reach agreement with the SHPO/THPO (and the ACHP in some cases) on such measures to resolve any adverse effects or, failing that, obtain advisory comments from the ACHP, which are sent to the head of the agency.

What are Historic Properties?

In the Section 106 process, a historic property is a prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the National Register of Historic Places. This term includes artifacts, records, and remains that are related to and located within these National Register properties. The term also includes properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization, so long as that property also meets the criteria for listing in the National Register.

The National Register of Historic Places

The National Register of Historic Places is the nation's official list of properties recognized for their significance in American history, architecture, archaeology, engineering, and culture. It is administered by the National Park Service, which is part of the Department of the Interior. The Secretary of the Interior has established the criteria for evaluating the eligibility of properties for the National Register. In short, the property must be significant, be of a certain age, and have integrity:

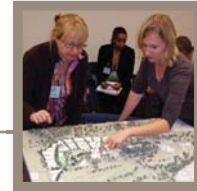
- ▶ **Significance.** Is the property associated with events, activities, or developments that were important in the past? With the lives of people who were historically important? With distinctive architectural history, landscape history, or engineering achievements? Does it have the potential to yield important information through archaeological investigation about our past?
- ▶ **Age and Integrity.** Is the property old enough to be considered historic (generally at least 50 years old) and does it still look much the way it did in the past?

During a Section 106 review, the federal agency evaluates properties against the National Register criteria and seeks the consensus of the SHPO/THPO/tribe regarding eligibility. A historic property need not be formally listed in the National Register in order to be considered under the Section 106 process. Simply coming to a consensus determination that a property is eligible for listing is adequate to move forward with Section 106 review. (For more information, visit the National Register Web site at www.cr.nps.gov/nr).

When historic properties may be harmed, Section 106 review usually ends with a legally binding agreement that establishes how the federal agency will avoid, minimize, or mitigate the adverse effects. In the very few cases where this does not occur,

the ACHP issues advisory comments to the head of the agency who must then consider these comments in making a final decision about whether the project will proceed.

Section 106 reviews ensure federal agencies fully consider historic preservation issues and the views of the public during project planning. Section 106 reviews do not mandate the approval or denial of projects.



SECTION 106: WHAT IS AN ADVERSE EFFECT?

If a project may alter characteristics that qualify a specific property for inclusion in the National Register in a manner that would diminish the integrity of the property, that project is considered to have an adverse effect. Integrity is the ability of a property to convey its significance, based on its location, design, setting, materials, workmanship, feeling, and association.

Adverse effects can be direct or indirect and include the following:

- ▶ physical destruction or damage
- ▶ alteration inconsistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties
- ▶ relocation of the property
- ▶ change in the character of the property's use or setting
- ▶ introduction of incompatible visual, atmospheric, or audible elements
- ▶ neglect and deterioration
- ▶ transfer, lease, or sale of a historic property out of federal control without adequate preservation restrictions

Determining Federal Involvement

If you are concerned about a proposed project and wondering whether Section 106 applies, you should first determine whether the federal government is involved. Will a federal agency fund or carry out the project? Is a federal permit, license, or approval needed? Section 106 applies only if a federal agency is carrying out the project, approving it, or funding it, so confirming federal involvement is critical.

Historic



Falls of Clyde, in Honolulu, Hawaii, is the last surviving iron-hulled, four-masted full rigged ship, and the only remaining sail-driven oil tanker. (photo courtesy Bishop Museum Maritime Center)



IS THERE FEDERAL INVOLVEMENT? CONSIDER THE POSSIBILITIES:

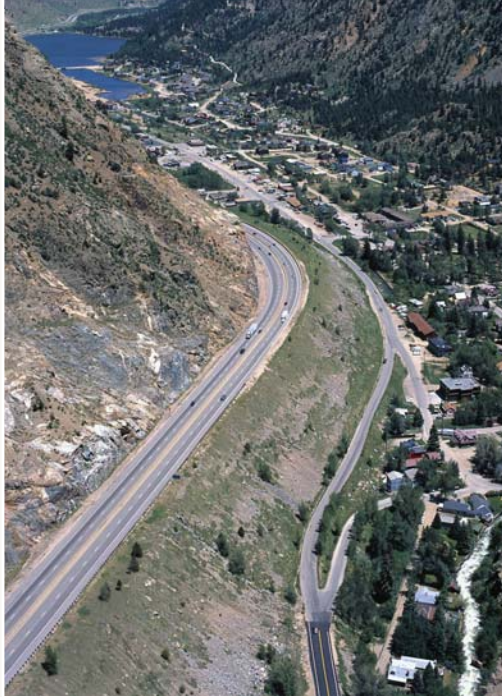
Is a federally owned or federally controlled property involved, such as a military base, park, forest, office building, post office, or courthouse? Is the agency proposing a project on its land, or would it have to provide a right-of-way or other approval to a private company for a project such as a pipeline or mine?

Is the project receiving federal funds, grants, or loans? If it is a transportation project, frequent sources of funds are the Federal Highway Administration, the Federal Transit Administration, and the Federal Railroad Administration. Many local government projects receive funds from the Department of Housing and Urban Development. The Federal Emergency Management Agency provides funds for disaster relief.

Does the project require a federal permit, license, or other approval? Often housing developments impact wetlands, so a U.S. Army Corps of Engineers permit may be required. Airport projects frequently require approvals from the Federal Aviation Administration.

Many communications activities, including cellular tower construction, are licensed by the Federal Communications Commission. Hydropower and pipeline development requires approval from the Federal Energy Regulatory Commission. Creation of new bank branches must be approved by the Federal Deposit Insurance Corporation.

Federal Funds



Interstate 70 at the Georgetown-Silver Plume National Historic Landmark, Colorado (photo courtesy J.F. Sato & Associates)

Sometimes federal involvement is obvious. Often, involvement is not immediately apparent. If you have a question, contact the project sponsor to obtain additional information and to inquire about federal involvement. All federal agencies have Web sites. Many list regional or local contacts and information on major projects. The SHPO/THPO/tribe, state or local planning commissions, or statewide historic preservation organizations may also have project information.

Once you have identified the responsible federal agency, write to the agency to request a project description and inquire about the status of project planning. Ask how the agency plans to comply with Section 106, and voice your concerns. Keep the SHPO/THPO/tribe advised of your interest and contacts with the federal agency.

MONITORING FEDERAL ACTIONS

The sooner you learn about proposed projects with federal involvement, the greater your chance of influencing the outcome of Section 106 review.

Learn more about the history of your neighborhood, city, or state. Join a local or statewide preservation, historical, or archaeological organization. These organizations are often the ones first contacted by federal agencies when projects commence.

If there is a clearinghouse that distributes information about local, state, tribal, and federal projects, make sure you or your organization is on its mailing list.

Make the SHPO/THPO/tribe aware of your interest.

Become more involved in state and local decision making. Ask about the applicability of Section 106 to projects under state, tribal, or local review. Does your state, tribe, or community have preservation laws in place? If so, become knowledgeable about and active in the implementation of these laws.

Review the local newspaper for notices about projects being reviewed under other federal statutes, especially the National Environmental Policy Act (NEPA). Under NEPA, a federal agency must determine if its proposed major actions will significantly impact the environment. Usually, if an agency is preparing an Environmental Impact Statement under NEPA, it must also complete a Section 106 review for the project.



Working with Federal Agencies

Throughout the Section 106 review process, federal agencies must consider the views of the public. This is particularly important when an agency is trying to identify historic properties that might be affected by a project and is considering ways to avoid, minimize, or mitigate harm to them.

Agencies must give the public a chance to learn about the project and provide their views. How agencies publicize projects depends on the nature and complexity of the particular project and the agency's public involvement procedures.

Public meetings are often noted in local newspapers and on television and radio. A daily government publication, the *Federal Register* (available at many public libraries and online at www.gpoaccess.gov/fr/index.html), has notices concerning projects, including those being reviewed under NEPA. Federal agencies often use NEPA for purposes of public outreach under Section 106 review.

Federal agencies also frequently contact local museums and historical societies directly to learn about historic properties and community concerns. In addition, organizations like the National Trust for Historic Preservation (NTHP) are actively engaged in a number of Section 106 consultations on projects around the country. The NTHP is a private, non-profit membership organization dedicated to saving historic places and revitalizing America's communities. Organizations

like the NTHP and your state and local historical societies and preservation interest groups can be valuable sources of information. Let them know of your interest.

When the agency provides you with information, let the agency know if you disagree with its findings regarding what properties are eligible for the National Register of Historic Places or how the proposed project may affect them. Tell the agency—in writing—about any important properties that you think have been overlooked or incorrectly evaluated. Be sure to provide documentation to support your views.

When the federal agency releases information about project alternatives under consideration, make it aware of the options you believe would be most beneficial. To support alternatives that would preserve historic properties, be prepared to discuss costs and how well your preferred alternatives would meet project needs. Sharing success stories about the treatment or reuse of similar resources can also be helpful.

Applicants for federal assistance or permits, and their consultants, often undertake research and analyses on behalf of a federal agency. Be prepared to make your interests and views known to them, as well. But remember the federal agency is ultimately responsible for completing Section 106 review, so make sure you also convey your concerns directly to it.

Learn About the Project



Hangar I, a historic dirigible hangar at Moffett Field at NASA Ames Research Center; California

Influencing Project Outcomes

In addition to seeking the views of the public, federal agencies must actively consult with certain organizations and individuals during review. This interactive consultation is at the heart of Section 106 review.

Consultation does not mandate a specific outcome. Rather, it is the process of seeking, discussing, and considering the views of consulting parties about how project effects on historic properties should be handled.

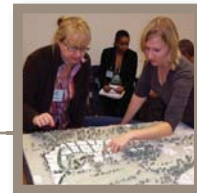
To influence project outcomes, you may work through the consulting parties, particularly those who represent your interests. For instance, if you live within the local jurisdiction where a project is taking place, make sure to express your views on historic preservation issues to the local government officials who participate in consultation.

Speak Up



Residents in the Lower Mid-City Historic District in New Orleans express their opinions about the proposed acquisition and demolition of their properties for the planned new Department of Veterans Affairs and Louisiana State University medical centers which would replace the facilities damaged as a result of Hurricane Katrina.

You or your organization may want to take a more active role in Section 106 review, especially if you have a legal or economic interest in the project or the affected properties. You might also have an interest in the effects of the project as an individual, a business owner, or a member of a neighborhood association, preservation group, or other organization. Under these circumstances, you or your organization may write to the federal agency asking to become a consulting party.



WHO ARE CONSULTING PARTIES?

The following parties are entitled to participate as consulting parties during Section 106 review:

- ▶ Advisory Council on Historic Preservation;
- ▶ State Historic Preservation Officers;
- ▶ Federally recognized Indian tribes/THPOs;
- ▶ Native Hawaiian organizations;
- ▶ Local governments; and
- ▶ Applicants for federal assistance, permits, licenses, and other approvals.

Other individuals and organizations with a demonstrated interest in the project may participate in Section 106 review as consulting parties "due to the nature of their legal or economic relation to the undertaking or affected properties, or their concern with the undertaking's effects on historic properties." Their participation is subject to approval by the responsible federal agency.

When requesting consulting party status, explain in a letter to the federal agency why you believe your participation would be important to successful resolution. Since the SHPO/THPO or tribe will assist the federal agency in deciding who will participate in the consultation, be sure to provide the SHPO/THPO or tribe with a copy of your letter. Make sure to emphasize your relationship with the project and demonstrate how your connection will inform the agency's decision making.

If you are denied consulting party status, you may ask the ACHP to review the denial and make recommendations to the federal agency regarding your participation. However, the federal agency makes the ultimate decision on the matter.

Consulting party status entitles you to share your views, receive and review pertinent information, offer ideas, and consider possible solutions together with the federal agency and other consulting parties. It is up to you to decide how actively you want to participate in consultation.

Get Involved



Section 106 consultation with an Indian tribe

MAKING THE MOST OF CONSULTATION

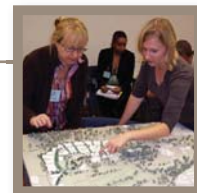
Consultation will vary depending on the federal agency's planning process and the nature of the project and its effects.

Often consultation involves participants with a wide variety of concerns and goals. While the focus of some may be preservation, the focus of others may be time, cost, and the purpose to be served by the project.

Effective consultation occurs when you:

- ▶ keep an open mind;
- ▶ state your interests clearly;
- ▶ acknowledge that others have legitimate interests, and seek to understand and accommodate them;
- ▶ consider a wide range of options;
- ▶ identify shared goals and seek options that allow mutual gain; and
- ▶ bring forward solutions that meet the agency's needs.

Creative ideas about alternatives—not complaints—are the hallmarks of effective consultation.



How the ACHP Can Help

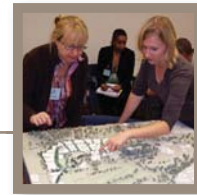
Under Section 106 review, most harmful effects are addressed successfully by the federal agency and the consulting parties without participation by the ACHP. So, your first points of contact should always be the federal agency and/or the SHPO/THPO.

When there is significant public controversy, or if the project will have substantial effects on important historic properties, the ACHP may elect to participate directly in the consultation. The ACHP may also get involved if important policy questions are raised, procedural problems arise, or if there are issues of concern to Indian tribes or Native Hawaiian organizations.

Whether or not the ACHP becomes involved in consultation, you may contact the ACHP to express your views or to request guidance, advice, or technical assistance. Regardless of the

scale of the project or the magnitude of its effects, the ACHP is available to assist with dispute resolution and advise on the Section 106 review process.

If you cannot resolve disagreements with the federal agency regarding which historic properties are affected by a project or how they will be impacted, contact the ACHP. The ACHP may then advise the federal agency to reconsider its findings.



CONTACTING THE ACHP: A CHECKLIST

When you contact the ACHP, try to have the following information available:

- ▶ the name of the responsible federal agency and how it is involved;
- ▶ a description of the project;
- ▶ the historic properties involved; and
- ▶ a clear statement of your concerns about the project and its effect on historic properties.

If you suspect federal involvement but have been unable to verify it, or if you believe the federal agency or one of the other participants in review has not fulfilled its responsibilities under the Section 106 regulations, you can ask the ACHP to investigate. In either case, be as specific as possible.

Collecting Comments



A panel of ACHP members listen to comments during a public meeting.

When Agencies Don't Follow the Rules

A federal agency must conclude Section 106 review before making a decision to approve a project, or fund or issue a permit that may affect a historic property. Agencies should not make obligations or take other actions that would preclude consideration of the full range of alternatives to avoid or minimize harm to historic properties before Section 106 review is complete.

If the agency acts without properly completing Section 106 review, the ACHP can issue a finding that the agency has prevented meaningful review of the project. This means that, in the ACHP's opinion, the agency has failed to comply with Section 106 and therefore has not met the requirements of federal law.

A vigilant public helps ensure federal agencies comply fully with Section 106. In response to requests, the ACHP can investigate questionable actions and advise agencies to take corrective action. As a last resort, preservation groups or individuals can litigate in order to enforce Section 106.

If you are involved in a project and it seems to be getting off track, contact the agency to voice your concern. Call the SHPO or THPO to make sure they understand the issue. Call the ACHP if you feel your concerns have not been heard.

Following Through

Stay Informed



Milton Madison Bridge over the Ohio River between Kentucky and Indiana (photo courtesy Wilbur Smith Associates/Michael Baker Engineers)

After agreements are signed, the public may still play a role in the Section 106 process by keeping abreast of the agreements that were signed and making sure they are properly carried out. The public may also request status reports from the agency.

Designed to accommodate project needs and historic values, Section 106 review relies on strong public participation. Section 106 review provides the public with an opportunity to influence how projects with federal involvement affect historic properties. By keeping informed of federal involvement, participating in consultation, and knowing when and whom to ask for help, you can play an active role in deciding the future of historic properties in your community.

Section 106 review gives you a chance to weigh in when projects with federal involvement may affect historic properties you care about. Seize that chance, and make a difference!

Contact Information

Advisory Council on Historic Preservation

Office of Federal Agency Programs
1100 Pennsylvania Avenue, NW, Suite 803
Washington, D.C. 20004
Phone: (202) 606-8503
Fax: (202) 606-8647
E-mail: achp@achp.gov
Web site: www.achp.gov

The ACHP's Web site includes more information about working with Section 106 and contact information for federal agencies, SHPOs, and THPOs.

National Association of Tribal Historic Preservation Officers

P.O. Box 19189
Washington, D.C. 20036-9189
Phone: (202) 628-8476
Fax: (202) 628-2241
E-mail: info@nathpo.org
Web site: www.nathpo.org

National Conference of State Historic Preservation Officers

444 North Capitol Street, NW, Suite 342
Washington, D.C. 20001
Phone: (202) 624-5465
Fax: (202) 624-5419
Web site: www.ncshpo.org
For the SHPO in your state, see www.ncshpo.org/find/index.htm

National Park Service

Heritage Preservation Services
1849 C Street, NW (2255)
Washington, D.C. 20240
E-mail: NPS_HPS-info@nps.gov
Web site: www.nps.gov/history/hps

National Register of Historic Places
1201 Eye Street, NW (2280)
Washington, D.C. 20005
Phone: (202) 354-2211
Fax: (202) 371-6447
E-mail: nr_info@nps.gov
Web site: www.nps.gov/history/nr

National Trust for Historic Preservation

1785 Massachusetts Avenue, NW
Washington, D.C. 20036-2117
Phone: (800) 944-6847 or (202) 588-6000
Fax: (202) 588-6038
Web site: www.preservationnation.org

The National Trust has regional offices in San Francisco, Denver, Fort Worth, Chicago, Boston, and Charleston, as well as field offices in Philadelphia and Washington, D.C.

Office of Hawaiian Affairs

711 Kapi`olani Boulevard, Suite 500
Honolulu, HI 96813
Phone: (808) 594-1835
Fax: (808) 594-1865
E-mail: info@oha.org
Web site: www.oha.org

Beneath the Surface



Ohio Department of Transportation workers made an unanticipated archaeological discovery while working just north of Chillicothe along state Route 104. It is a remnant of an Ohio & Erie Canal viaduct. (photo courtesy Bruce W. Aument, Staff Archaeologist, ODOT/Office of Environmental Services)

TO LEARN MORE

For detailed information about the ACHP, Section 106 review process, and our other activities, visit us at www.achp.gov or contact us at:

Advisory Council on Historic Preservation
1100 Pennsylvania Avenue, NW, Suite 803
Washington, D.C. 20004
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Preserving America's Heritage



Printed on paper made with an average of 100% recycled fiber and an average of 60% post-consumer waste

MEMORANDUM

TO: Emily Bodeker, Assistant City Planner
FROM: Robert Vogel, Preservation Planning Consultant
DATE: September 7, 2022
SUBJECT: Role of the HPC in the Section 106 Process

Because it is listed in the National Register of Historic Places, the historic Wooddale Avenue Bridge over Minnehaha Creek is subject to an interagency regulatory program commonly known as the “Section 106 review process” (named for Section 106 of the National Historic Preservation Act of 1966, as amended). Section 106 requires federal government agencies to consider the effects of their projects, including those they license or assist, on properties listed in or eligible for the National Register. The regulations provide for consultation among the responsible government agencies, the State Historic Preservation Officer (SHPO) and other interested parties, with the goal of reaching consensus on ways to avoid or reduce adverse effects on historic resources. The Section 106 review process typically generates a body of written information (correspondence and technical reports) dealing with the identification of historic resources, evaluation of their historical significance, and assessment of potential project effects, culminating in a memorandum of agreement that stipulates a specific plan of treatment for dealing with the historic resource management issues identified during the consultation process.

Section 106 review of the Wooddale Bridge project is being implemented by the city engineer, in consultation with the Minnesota SHPO (and possibly other interested parties). The HPC has important responsibilities with regard to Section 106 review, although its participation in this project has been limited to a single commission meeting in 2021; presumably, the HPC will be afforded an opportunity to comment on the results of the Section 106 review process at its regular meeting in October. Therefore, I recommend that the members of the HPC be provided with copies of the informational publication, “Protecting Historic Properties: A Citizen’s Guide to Section 106 Review,” which contains an excellent overview of the Section 106 process, including definitions of important terms that may not be familiar to some commissioners. HPC members may also wish to consult the Heritage Preservation section of the City of Edina Comprehensive Plan, which contains the city’s program goals and policies relating to design review and compliance, including a statement of “guiding principles” for heritage preservation planning which are applicable to the Section 106 process.



CITY OF EDINA

4801 West 50th Street

Edina, MN 55424

www.edinamn.gov

Date: September 13, 2022

Agenda Item #: VII.B.

To: Heritage Preservation Commission

Item Type:

From: Emily Bodeker, Assistant City Planner

Item Activity:

Subject: 2023 Work Plan HPC

Action

ACTION REQUESTED:

Approve the draft 2023 Work Plan.

INTRODUCTION:

Work plans are due to be submitted to Administration by Friday, September 23rd. Commission chairs will present work plans to City Council Thursday, October 6th. Ultimately work plans will be approved by city council in December.

ATTACHMENTS:

Draft HPC Work Plan 2023



Commission: Heritage Preservation Commission

2023 Annual Work Plan Proposal-SEPTEMBER DRAFT

Initiative # 1	Initiative Type <input type="checkbox"/> Project <input checked="" type="checkbox"/> Ongoing / Annual <input type="checkbox"/> Event Council Charge <input type="checkbox"/> 1 (Study & Report) <input type="checkbox"/> 2 (Review & Comment) <input type="checkbox"/> 3 (Review & Recommend) <input checked="" type="checkbox"/> 4 (Review & Decide)		
Initiative Title <i>Review Certificates of Appropriateness applications</i>	Deliverable COAs	Leads N/A All Commission	Target Completion Date Ongoing
Budget Required: (Completed by staff) Are there funds available for this project? If there are not funds available, explain the impact of Council approving this initiative. No additional funds required. Preservation Consultant funding comes from the Planning Department budget.			
Staff Support Required (Completed by staff): How many hours of support by the staff liaison? Communications / marketing support? Pre-Application meeting with staff liaison and application review time/report from Staff Liaison, Consultant Vogel and Building Official Fisher if necessary. Staff time is dependent on how many applications/preapplication meeting requests are received.			
Liaison Comments: Processing COAs is an ongoing item.			
City Manager Comments:			
Progress Q1:			
Progress Q2:			
Progress Q3:			
Progress Q4:			

Initiative # 2	Initiative Type <input type="checkbox"/> Project <input checked="" type="checkbox"/> Ongoing / Annual <input type="checkbox"/> Event Council Charge <input type="checkbox"/> 1 (Study & Report) <input type="checkbox"/> 2 (Review & Comment) <input type="checkbox"/> 3 (Review & Recommend) <input checked="" type="checkbox"/> 4 (Review & Decide)		
Initiative Title Recruit nominees and award and promote the 2023 Heritage Preservation Award during Preservation Month in May	Deliverable Award the 2023 Heritage Award	Leads Sub-Committee	Target Completion Date May
Budget Required: (Completed by staff) Are there funds available for this project? If there are not funds available, explain the impact of Council approving this initiative. No additional funds required. Money for plaque comes from the Planning budget.			
Staff Support Required (Completed by staff): How many hours of support by the staff liaison? Communications / marketing support? Public outreach: make the online nomination form live on the website, press release, social media posts. Article on winner after award is given.			
Liaison Comments: The HPC will continue to award the Heritage Preservation Award during Preservation Month.			
City Manager Comments:			
Progress Q1:			
Progress Q2:			
Progress Q3:			
Progress Q4:			

Initiative # 3	Initiative Type <input type="checkbox"/> Project <input checked="" type="checkbox"/> Ongoing / Annual <input type="checkbox"/> Event Council Charge <input type="checkbox"/> 1 (Study & Report) <input type="checkbox"/> 2 (Review & Comment) <input checked="" type="checkbox"/> 3 (Review & Recommend) <input type="checkbox"/> 4 (Review & Decide)					
Initiative Title <i>Based on owner interest, nominate eligible properties as Edina Heritage Landmarks and add additional properties to the eligible property list.</i>		Deliverable <ul style="list-style-type: none"> • Add to eligible property list • Designate additional Edina Heritage Landmark properties 	<table border="1"> <tr> <td>Leads N/A</td> <td rowspan="2">Target Completion Date Ongoing</td> </tr> <tr> <td>All Commission</td> </tr> </table>	Leads N/A	Target Completion Date Ongoing	All Commission
Leads N/A	Target Completion Date Ongoing					
All Commission						
Budget Required: (Completed by staff) Are there funds available for this project? If there are not funds available, explain the impact of Council approving this initiative. No additional funds required. Consultant fees come from Planning Department budget.						
Staff Support Required (Completed by staff): How many hours of support by the staff liaison? Communications / marketing support? Public Outreach/Social Media posts if additional properties are designated as Edina Heritage Landmarks. Creation of new webpage if new landmark property is designated.						
Liaison Comments: This item is ongoing and continues based on owner interest.						
City Manager Comments:						
Progress Q1:						
Progress Q2:						
Progress Q3:						
Progress Q4:						

Initiative # 4	Initiative Type <input checked="" type="checkbox"/> Project <input type="checkbox"/> Ongoing / Annual <input type="checkbox"/> Event Council Charge <input type="checkbox"/> 1 (Study & Report) <input type="checkbox"/> 2 (Review & Comment) <input type="checkbox"/> 3 (Review & Recommend) <input checked="" type="checkbox"/> 4 (Review & Decide)		
Initiative Title Create a decision tree schematic explaining what work in the Country Club District triggers a COA for use educating the HPC and homeowners.	Deliverable Decision tree schematic explaining process. Visual can be used in public education.	Leads N/A Sub-Committee	Target Completion Date By end of 2023
Budget Required: (Completed by staff) Are there funds available for this project? If there are not funds available, explain the impact of Council approving this initiative.			
Staff Support Required (Completed by staff): How many hours of support by the staff liaison? Communications / marketing support? Graphic design to help with decision tree schematic design and add it to the city's website.			
Liaison Comments: Staff is supportive of this initiative.			
City Manager Comments:			
Progress Q1:			
Progress Q2:			
Progress Q3:			
Progress Q4:			

Initiative # 5	Initiative Type <input checked="" type="checkbox"/> Project <input type="checkbox"/> Ongoing / Annual <input type="checkbox"/> Event Council Charge <input type="checkbox"/> 1 (Study & Report) <input type="checkbox"/> 2 (Review & Comment) <input type="checkbox"/> 3 (Review & Recommend) <input type="checkbox"/> 4 (Review & Decide)						
Initiative Title <i>Utilize the city's existing list of contributing and non-contributing resources in the Country Club District as an education tool.</i> <i>Improve decision-making using a review of homes in the Country Club District built during 1924-1944 that are no longer contributing heritage resources due to excessive or inappropriate changes.</i>		Deliverable An education resource for current and future commissioners.	<table border="1"> <tr> <td>Leads</td> <td>Target Completion Date</td> </tr> <tr> <td>Sub-Committee</td> <td>By end of 2023</td> </tr> </table>	Leads	Target Completion Date	Sub-Committee	By end of 2023
Leads	Target Completion Date						
Sub-Committee	By end of 2023						
Budget Required: (Completed by staff) Are there funds available for this project? If there are not funds available, explain the impact of Council approving this initiative. Additional funds are not available. All time spent on the education piece would need to come out of the consultant time already budgeted for.							
Staff Support Required (Completed by staff): How many hours of support by the staff liaison? Communications / marketing support? Coordination between consultant and staff.							
Liaison Comments: Staff is supportive of this initiative.							
City Manager Comments:							
Progress Q1:							
Progress Q2:							
Progress Q3:							
Progress Q4:							

Initiative # 6	Initiative Type <input checked="" type="checkbox"/> Project <input type="checkbox"/> Ongoing / Annual <input type="checkbox"/> Event Council Charge <input type="checkbox"/> 1 (Study & Report) <input checked="" type="checkbox"/> 2 (Review & Comment) <input type="checkbox"/> 3 (Review & Recommend) <input type="checkbox"/> 4 (Review & Decide)						
Initiative Title <i>Review and comment on potential code changes, changes to the country club plan of treatment and potential escrow fee.</i>		Deliverable Comments on code drafts, plan of treatment changes and potential escrow fee	<table border="1"> <tr> <td>Leads N/A</td> <td>Target Completion Date</td> </tr> <tr> <td>All Commission</td> <td>By end of 2023</td> </tr> </table>	Leads N/A	Target Completion Date	All Commission	By end of 2023
Leads N/A	Target Completion Date						
All Commission	By end of 2023						
Budget Required: (Completed by staff) Are there funds available for this project? If there are not funds available, explain the impact of Council approving this initiative. No additional funding required.							
Staff Support Required (Completed by staff): How many hours of support by the staff liaison? Communications / marketing support? Planning staff will draft code and potential plan of treatment changes.							
Liaison Comments: Staff is supportive of this initiative.							
City Manager Comments:							
Progress Q1:							
Progress Q2:							
Progress Q3:							
Progress Q4:							

Initiative # 7	Initiative Type <input checked="" type="checkbox"/> Project <input type="checkbox"/> Ongoing / Annual <input type="checkbox"/> Event Council Charge <input type="checkbox"/> 1 (Study & Report) <input type="checkbox"/> 2 (Review & Comment) <input checked="" type="checkbox"/> 3 (Review & Recommend) <input type="checkbox"/> 4 (Review & Decide)		
Initiative Title Prepare all elements needed for a successful Century Homes program to launch in January 2024.		Deliverable Webpage text and design, application materials, community outreach flier, project management guidelines.	Leads Subcommittee
Target Completion Date By end of 2023			
Budget Required: (Completed by staff) Are there funds available for this project? If there are not funds available, explain the impact of Council approving this initiative. Ongoing? There are not funds available for this project.			
Staff Support Required (Completed by staff): How many hours of support by the staff liaison? Communications / marketing support?			
Liaison Comments: Staff is supportive of this initiative.			
City Manager Comments:			
Progress Q1:			
Progress Q2:			
Progress Q3:			
Progress Q4:			

Parking Lot: (These items have been considered by the BC, but not proposed as part of this year's work plan. If the BC decides they would like to work on them in the current year, it would need to be approved by Council.)
-2022 archeology work plan items