



Chapter 6: Heritage Preservation

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6.1 INTRODUCTION

The City of Edina has a wealth of heritage resources including numerous historic buildings and sites worthy of preservation. To protect and enhance these non-renewable community resources, since 1974 the City has developed specific policies and procedures that integrate heritage preservation with other community development planning.

The mission of the City's heritage preservation program is to preserve Edina's heritage resources by protecting historically significant buildings, sites, structures, objects, and districts.

The Heritage Preservation Board (HPB), appointed by the Mayor and City Council, advises the City Council, City Manager and other City boards and commissions on all matters relating to heritage resource preservation, protection, and enhancement in the community. One of the most important products of the City Heritage Preservation Program ("Program") has been the designation of significant properties as Edina Heritage Landmarks; several local properties have also been listed in the National Register of Historic Places. Several important studies of historical and architectural resources have been carried out under the auspices of the Heritage Preservation Board.

The terms *historic property* and *heritage resource* embrace buildings, sites, structures, objects, and districts that are of interest for their association with history, architecture, archaeology, engineering, and culture. The City of Edina is committed to preserving and protecting those properties which possess *historical significance* by being associated with an important historic context and retaining historic integrity of those features necessary to convey their significance.

The purpose of the Comprehensive Heritage Preservation Plan is to help City decision-makers plan for the wise use of Edina's significant heritage resources. Comprehensive plans are useful because they provide a basis for making sound



decisions; they can also lead to increased understanding and awareness of the role heritage preservation plays in the delivery of important City services. Perhaps even more importantly, a plan that is truly comprehensive in scope and integrated with other city planning will provide an efficient and effective means of evaluating the performance of the heritage preservation program.

See Figures 6.1 and 6.2 for maps depicting Designated Landmarks and Eligible Landmarks.

6.2 CURRENT CONDITIONS: HISTORIC CONTEXTS AND INVENTORY

Historic Contexts

It is convenient to think of historic contexts as the cornerstone of the preservation planning process because the concept itself is integral to understanding history. Historic contexts have existed since ancient times to address people's comparative historical interests in old things and to provide discipline for decisions about the importance of those interests. Heritage preservation planning establishes historic contexts and uses them to develop goals and priorities for identifying, evaluating, registering, and treating heritage resources. In 1995, the Edina Heritage Preservation Board completed a Historic Context Study that delineated some of the most important historical, architectural, and cultural patterns and themes that define historical significance for buildings, sites, structures, and districts in the City of Edina. The study also developed goals and priorities for survey work designed to identify and gather information on heritage resources.

For planning purposes, Edina historic contexts are organized in a two-tiered format. Tier 1 historic contexts represent broad, general themes in Edina history and are organized around the concept of historic landscape to denote a holistic or ecosystem approach focused on changing patterns of land use. Conceptually, each landscape represents a different historical environment, part of a 10,000-year succession of Edina cultural landscapes derived from the national landscape. The emphasis is on linking general categories of heritage resources with important broad patterns that reflect the most important forces that change the relationships between people and their surroundings. Consequently, the Tier 1 historic contexts are city-wide in geographic scope.

The Tier 1 historic contexts are:

- The Native American Landscape (10,000 B.C. to A.D. 1851)



- The Agricultural Landscape (1851 to 1959)
- The Suburban Landscape (1887 to 1974)

Tier 2 historic context study units are more narrowly defined, both in terms of their thematic and their geographical focus. As their names indicate, they represent aspects of Edina history that are reflected in the resources found at particular locations. They may be thought of as "sub-historic contexts" and in contrast with the Tier 1 study units there is more emphasis placed on cohesive streetscapes, neighborhoods, and areas that possess an identity of time and place. As planning constructs, the Tier 2 historic contexts are readily adaptable to multiple-property surveys and landmark designations.

The Tier 2 historic contexts are:

- Edina Mills: Agriculture and Rural Life (1857 to 1923)
- The Cahill Settlement: Edina's Irish Heritage (1850's to 1930's)
- Morningside: Edina's Streetcar Suburb (1905 to 1935)
- Country Club: Edina's First Planned Community (1921 to 1950)
- Southdale: Shopping Mall Culture (1955 to 1974)
- Country Clubs and Parks: The Heritage of Recreation, Leisure and Sport (1910 to 1974)
- Minnehaha Creek: From Wilderness Stream to Urban Waterway (10,000 B.C. to A.D. 1974)

These historic context study units are intended to be revised, elaborated on, merged or discarded as new information and interpretations become available.





Inventory

Between 1972 and 2006, the Edina Heritage Resource Survey documented more than 600 heritage resources within the city limits. Intensive surveys have been conducted in the Country Club District and at scattered individual buildings; reconnaissance-level studies have focused on the Morningside and Interlachen Boulevard neighborhoods, and on Minnehaha Creek. Nevertheless, the existing inventory is very much a "work in progress" and the documentation on file does not accurately reflect the full spectrum of heritage resources that are believed to exist. Indeed, there is a critical lack of detailed, accurate information on some types of historic buildings and several older neighborhoods which were excluded from earlier surveys. These information gaps will need to be filled by systematic survey work.

6.3 TRENDS AND CHALLENGES

Heritage is integral to Edina's identity. Heritage preservation has moved from being an interesting avocation for a few to being recognized as an integral component of a city's identity and an anchor and reference point for new development, as well as a foundation for a built landscape that reflects a community's stream of history.

Concerns:

- There is growing public appreciation of the fact that historically significant buildings, sites, structures, objects, and districts have value and should be retained as functional parts of the community in the 21st century.
- Heritage preservation should be viewed as an investment in community development that enhances the community quality of life.
- One of the prerequisites for an effective municipal preservation program is a comprehensive preservation plan.
- Since 1974, the City Council has given the Heritage Preservation Board (HPB) major responsibilities in identifying, registering, and protecting the city's heritage resources.
- City Code §850.20, as amended in 2002, created the Edina Heritage Landmark and Landmark District zoning classifications as the City's official register of significant heritage resources.
- The Edina Historic Context Study was prepared and adopted by the City in 1999; it established thematic study units that provide a



framework for identifying, evaluating, and registering significant heritage resources.

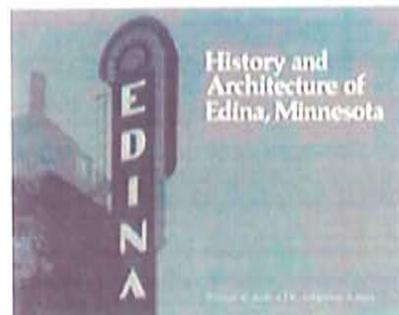
- Basic standards for heritage preservation planning have been established by the U.S. Department of the Interior.

Historic survey and analysis are key to assessing significance.

Communities that desire to protect and preserve their heritage resources need a system to survey and analyze heritage resources in order to assess their historical significance.

Concerns:

- In heritage preservation, surveys are conducted to identify and gather information on heritage resources
- The effectiveness of the heritage landmarks program depends upon the quality and comprehensiveness of the heritage resources survey.
- Heritage resource surveys and their resulting inventories form an important basis for preservation planning decisions.
- Surveys can be conducted at a variety of scales, producing different kinds of information applicable to different needs.
- The usefulness of the survey as a planning tool depends in large part on its overall accuracy and reliability.
- Professional historians, architectural historians, archaeologists, and planners will be responsible for directing the survey effort. Although surveys will be supervised by professionals, there is no reason that volunteers without professional training in the preservation disciplines cannot carry out part of the historical research and field survey work.
- The HPB is authorized to provide continuing oversight of the heritage resource identification and evaluation process.





Defined criteria are needed for evaluation. Heritage resources need to be evaluated to determine whether they meet defined criteria of historical, architectural, archeological, or cultural significance.

Concerns:

- The primary reason to evaluate heritage resources identified by survey is to compile a list of those which are worthy of preservation and will be considered in community planning.
- Only significant properties will qualify for heritage landmark zoning.
- Evaluation of heritage landmark eligibility by the HPB will use established criteria and reference to historic contexts.
- The evaluation process will be balanced and HPB findings of significance will be based solely on historical, architectural, or archaeological merits, without consideration of the economic value of subject properties or how they may be treated in planning.
- Much of the heritage resource inventory data compiled prior to 1999 is incomplete or outdated.

A legal designation process is needed to ensure legal protection.

Significant heritage resources need an explicit legal process to ensure their legal protection.

Concerns:

- The Edina Heritage Landmarks and Landmark Districts were designed to be the local government equivalent of the National Register of Historic Places and provide legal protection for significant heritage resources; in some cases, landmark designation may reinforce a National Register listing.
- Properties are nominated as landmarks or landmark districts by the HPB; the Planning Commission is given an opportunity to comment on all nominations; and only the City Council can rezone a property as a landmark or landmark district.
- Property owner notification and a public hearing on heritage landmark nominations are required by ordinance; due process involves public hearing notification and the opportunity for members of the public to rebut the findings of the HPB.
- Heritage landmark zoning may confer economic benefits or impose constraints on the use of a historic property.



Design review is necessary to gauge adherence to standards. Properties that are zoned Edina Heritage Landmarks or Landmark Districts need a design review system to ensure that changes meet predetermined standards.

Concerns:

- By ordinance, the HPB is responsible for reviewing all applications for city permits for demolition, new construction including detached garages, moving a building, or excavations in relation to properties zoned Edina Heritage Landmarks or Landmark Districts; no city permit can be issued without a Certificate of Appropriateness from the HPB.
- Certificates of Appropriateness are not required for city permits for interior remodeling, or for work which does not require a City permit.
- Design review in a landmark district applies to all properties, including non-historic properties, within the district boundaries.

Public facilities need to enhance, not detract from, heritage resources. Public infrastructure projects may have detrimental impacts to heritage resources. A system needs to be devised to ensure heritage resource protection when public facilities maintenance and construction projects are carried out.

Concerns:

- Heritage resources are vulnerable to decay and destruction caused by city maintenance work and construction projects.
- City staff will be made aware of the location of heritage resources in relation to municipal infrastructure.

A voluntary program is needed to complement the formal design review process. Many proposed alterations to heritage resources do not reach the level of required design review. The City needs to develop a program to encourage voluntary compliance with historic preservation treatment standards.

Concerns:

- The heritage preservation ordinance does not provide for design review of many kinds of activities that may alter the physical appearance of a significant heritage resource.

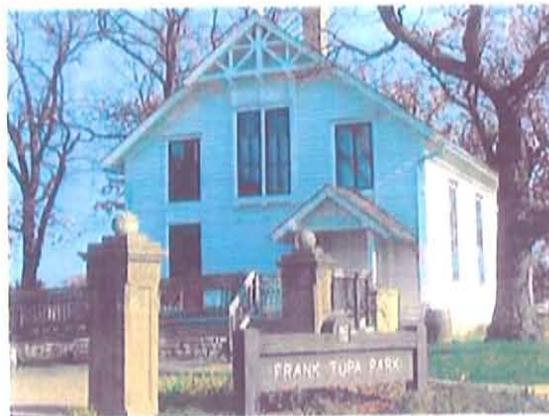


- Community enthusiasm for heritage preservation can manifest itself in highly motivated, voluntary compliance with the highest standards for rehabilitation and restoration.
- Inclusion of a property in a Heritage Landmarks, Landmark District, or National Register district may make it eligible for federal or state incentives, such as investment tax credits and tax deductions for the charitable contribution of easements.
- The City of Edina does not offer financial incentives for the rehabilitation or restoration of an Edina Heritage Landmark/Heritage Preservation Resource or Historic Building.
- The Secretary of the Interior's Standards are broadly applicable to all heritage preservation projects in relation to Edina Heritage Landmarks and Heritage Landmark Districts.

Several City properties and rights-of-way have heritage resources. A program of maintenance, rehabilitation, and restoration should be established to ensure their preservation.

Concerns:

- The city is the owner of a number of significant heritage resources, including but not limited to the Cahill School, the Minnehaha Grange Hall, the Edina Mill site, and the Browndale Bridge.



Heritage resource education can give needed perspective. Residents and property owners need to know their city's history and understand the importance of protecting and preserving its heritage structures and historic landscapes. Many do appreciate the significance of these resources, but others will benefit from education programs and activities.



Concerns:

- The success of heritage preservation depends on developing a broad base of community interest and involvement.
- Public education programs and activities may include but are not limited to lectures and presentations, websites, newspaper and newsletter articles, displays in public areas, walking and driving tours, historical markers, publications, and interpretive programs.
- Edina residents with professional training or an avocational interest in history, architecture, archaeology, sociology, anthropology, geography, and other fields represent an important resource for the City's heritage preservation program.

Local funds can be augmented and leveraged. Cities that want to administer heritage preservation need to embrace resources available from the state and federal governments to augment and leverage their funds.

Concerns:

- The certification of local government preservation programs under the 1980 amendments to the National Historic Preservation Act has made it possible for municipal heritage preservation programs such as Edina's to exercise greater authority in the National preservation program.
- To qualify as a Certified Local Government (CLG) a local government must enforce appropriate state and local preservation laws, establish and maintain a qualified heritage preservation commission, provide for public participation in its activities, and maintain a system for the survey and inventory of heritage resources; Edina became a CLG in 1998.

Participation in the CLG program makes the city eligible for grants-in-aid from the Historic Preservation Fund administered by the National Park Service.

Natural disasters can have major impacts on heritage resources. Heritage resources can be particularly vulnerable to various types of natural disasters. Cities need to be prepared to reach out quickly and assist in disaster response.

Concerns:

- Premature demolition of weakened historic buildings must be avoided.



- Heritage resources can be damaged or destroyed by structural fires, tornadoes, wind storms, thunderstorms, lightning, winter storms, hazardous materials, flooding, and other events.
- Disaster management for heritage resources needs to emphasize preparedness.
- Emergency response procedures need to be developed to give preservationists the tools they need to respond to a disaster.
- The disaster management plan needs to be shared with outside organizations.

6.4 GOALS AND POLICIES: HERITAGE PRESERVATION

The vision for the Program includes the following goals:

1. Ensure that Edina will be a distinctive and recognizable community, committed to preservation of historic buildings and sites that provide physical links to the past and foster a sense of community identity.
2. Preserve historically significant buildings, sites, structures, objects, and districts as functional, useful parts of the modern city so that they will be the focus of important education, edification, recreation, and economic development activities.
3. Provide historic property owners and neighborhood groups with technical assistance and education in historic preservation.
4. Sponsor heritage preservation programs that stress empowerment of individuals and communities through stewardship, advocacy, education, and partnership.

The following benchmarks have been established for the City Heritage Preservation Program. By 2020, the Program will achieve the following:

- a) Fully integrate heritage preservation with other city planning for parks, recreation, community development, public safety, public works, and education.
- b) Identify and evaluate all buildings within the Country Club District more than 50 years old to determine their heritage landmark eligibility.
- c) Survey the Morningside, Browndale Park, West Minneapolis Heights, and Minnehaha Creek neighborhoods, and Southdale Mall to determine the



heritage preservation potential of buildings, sites, structures, objects, and districts.

- d) Re-survey the Edina Country Club District to refine and update the 1980 survey data.
- e) Review and update each Heritage Landmark Plan of Treatment every ten years.
- f) Carry out archaeological surveys of all undeveloped lands within the City limits.
- g) Develop and implement effective, voluntary, non-regulatory approaches to preserving significant heritage resources.
- h) Develop historic property interpretation programs for selected heritage landmarks in partnership with property owners and outside agencies.
- i) Make all pertinent information on preserved heritage landmarks accessible to the general public.
- j) Make local history and heritage preservation a vital part of K-12 school curricula and lifelong learning programs for Edina residents.

Policy 1: Prepare and adopt a Heritage Preservation Plan.

Actions:

- 1. The City will adopt and maintain a Heritage Preservation Plan as part of the City's Comprehensive Plan.
- 2. All preservation program activities will be carried out in a manner consistent with the comprehensive plan.
- 3. The City will use the Heritage Preservation Plan to establish policies, procedures, and plans for managing the preservation, protection, and use of heritage resources.
- 4. The HPB will conduct research to augment, refine, and revise the thematic study units outlined in the 1999 historic context study.
- 5. Heritage preservation planning will be integrated with other city planning for community development.
- 6. The City will provide the HPB with the resources needed to prepare and implement a comprehensive heritage preservation plan.
- 7. Because comprehensive planning is a continuous cycle, the HPB will periodically review and update the Heritage Preservation Plan.



Policy 2: Identify significant heritage resources worthy of consideration in community planning.

Actions:

1. The HPB will carry out a comprehensive survey of heritage resources within the city limits and maintain an inventory of all properties recorded.
2. The City will create heritage resource survey plans that advance the goals and priorities of historic contexts.
3. All the information gathered on each property and area surveyed will be placed in the permanent records of the Heritage Preservation Board.

Policy 3: Evaluate heritage resources to determine whether they meet defined criteria of historical, architectural, archaeological, or cultural significance.

Actions:

1. The HPB will evaluate all properties identified by the ongoing Heritage Resources Survey and issue a finding of significance for those properties that meet defined criteria; some determinations of landmark eligibility may be provisional and it may be necessary for the HPB to conduct additional studies prior to initiating the landmark nomination process.
2. For each property evaluated as eligible for heritage landmark designation the HPB will issue a finding of significance with a report documenting its location, ownership, date of construction, the relevant historic context and property type, and the criteria on which the finding of significance was based.
3. The HPB will maintain an accurate, up-to-date inventory and map depicting the heritage resources evaluated as significant.

Policy 4: Rezone significant heritage resources as Edina Heritage Landmarks or Landmark Districts.

Actions:

1. The HPB will nominate significant historic properties and districts for designation as Heritage Landmarks or Landmark Districts.



2. A landmark nomination study will be completed for each property nominated; the nomination study will locate and identify the subject property, explain how it meets one or more of the landmark eligibility criteria, and make the case for historic significance and integrity.
3. Each landmark nomination study will include a Plan of Treatment that will develop specific approaches to design review and treatment.
4. Except in extraordinary circumstances, the HPB will not nominate a property for landmark designation without the consent of the owner.

Policy 5: Protect heritage landmarks through design review.

Actions:

1. The City will take all necessary steps to ensure that no Significant Heritage Preservation Resource is destroyed or damaged as a result of any project for which a Certificate of Appropriateness has been issued by the HPB.
2. The HPB will work with the Planning Commission to ensure that heritage resources management issues are taken into account in planning for residential, commercial, and industrial development.
3. Every application for a preliminary plat, rezoning, conditional use permit, or variance from the zoning code that may affect an Edina Heritage Landmark or Landmark District will be reviewed by the HPB, which will advise the Planning Commission whether or not the requested action will have an adverse effect on a Significant Heritage Preservation Resource.
4. When demolition or site destruction cannot be avoided, careful consideration will be given to mitigating the loss by moving the affected Edina Heritage Landmark/Heritage Preservation Resource, Landmark District or Historic Building to another location, recording it prior to demolition, or by salvaging architectural elements or archaeological data for reuse or curation.
5. In cases involving permits that are not subject to design, a reasonable effort will be made to preserve and protect important historical, architectural, archaeological, and cultural features.

Policy 6: Carry out public facilities maintenance and construction projects in such a manner that Significant Heritage Preservation Resources are preserved and protected.



Actions:

1. The HPB and its staff will work with the city manager, city engineer, community development director, and others to ensure that Edina Heritage Landmarks/Heritage Preservation Resources/Landmark District or Historic Buildings are taken into account in project planning.
2. The HPB and its staff will help project planners identify the historical, cultural, aesthetic, and visual relationships between heritage landmarks and their surroundings.

Policy 7: Encourage voluntary compliance with historic preservation treatment standards.

Actions:

1. The City will cooperate with property owners in developing plans for their properties, advise them about approaches used in similar preservation projects, and provide technical assistance in historic property rehabilitation and restoration treatments.
2. The HPB and City staff will review voluntary requests for design review of work that would not ordinarily be subject to the heritage preservation ordinance and issue Certificates of Appropriateness for projects that meet preservation treatment standards.
3. The City will consider development of financial incentives for the preservation, rehabilitation, and adaptive use of heritage resources, such as tax incentives, grants, loans, easements, and subsidies.



Policy 8: Preserve Edina Heritage Landmarks/Heritage Preservation Resources, Landmark Districts or Historic Buildings on City property and rights of way.



Actions:

1. The City will develop strategies and establish priorities for the restoration and rehabilitation of City-owned heritage resources.

Policy 9: Provide public education regarding heritage preservation.

Actions:

1. The City will provide the public with information on heritage preservation activities in the city.
2. The HPB will design and maintain a high-quality heritage preservation page on the City's website.
3. The City will develop facilities and programs that interpret heritage resources for the public.
4. The HPB will make a special effort to reach out to and involve the Edina Historical Society, neighborhood groups, and other community organizations with particular interests in historic properties or community development.



Policy 10: Participate in the federal-state-local government heritage preservation partnership.

Actions:

1. The City will continue to participate in the CLG program.
2. The City will cooperate with neighboring cities and other communities in developing their preservation programs.



Policy 11: Be prepared to respond to disasters involving heritage resources.

Actions:

1. Define the City role and responsibilities in disaster preparedness, response, and recovery relative to historic preservation.
2. Perform a risk assessment to identify the types of disasters likely to occur and evaluate the vulnerability of specific heritage resources to disasters.
3. Provide members of the City disaster management team with information on heritage resources and preservation priorities.
4. Encourage owners of historic properties to develop disaster preparedness plans.
5. Establish a disaster response team of experienced preservationists, architects, historians, and planners.

6.5 IMPLEMENTATION

Ongoing

1. Carry out a comprehensive City-wide survey to identify and evaluate the preservation value of historic buildings, structures, sites, objects, and districts.
2. Rezone historically, architecturally, archaeologically, and culturally significant properties as Edina Heritage Landmarks, Landmark Districts, or Heritage Preservation Resources or Historic Buildings.
3. Increase the use of partnerships with other agencies, organizations, and individual property owners to ensure that significant heritage resources are preserved, protected, and used in a manner that is responsive to community values and consistent with appropriate preservation standards.

Short-term

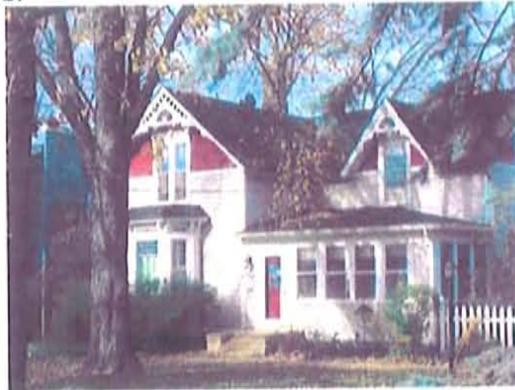
4. Update the information in the Heritage Resources Inventory and convert it to electronic form so that it can be manipulated, used, and retrieved quickly. In addition, the inventory should be made adaptable for Geographic Information System (GIS) users.
5. Redirect the resources of the Heritage Preservation Board toward an increased emphasis on education and technical assistance programs.

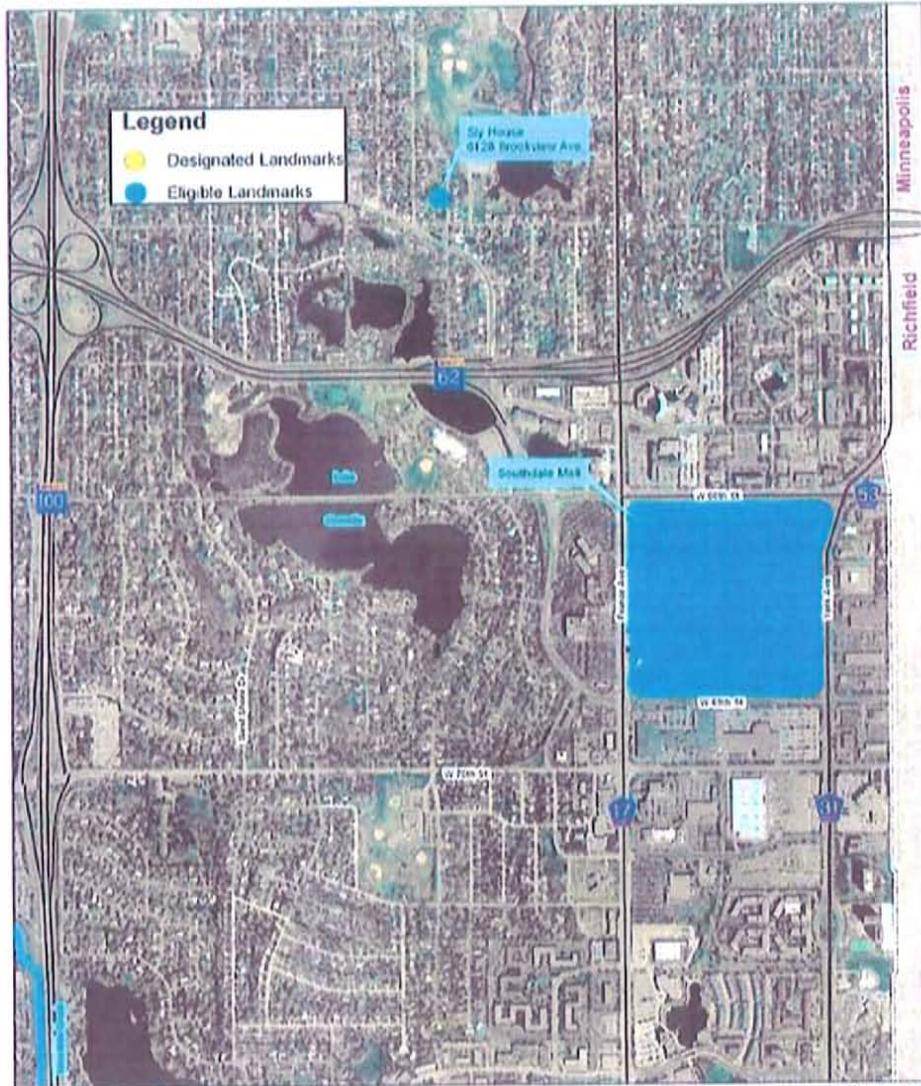


6. Use existing planning tools more effectively and create a better "tool box" to address emerging heritage preservation challenges.
7. Establish and allocate resources to development of a heritage resources disaster management plan.
8. Provide better public access to heritage preservation information through the media, outreach, and the Internet.

Medium-term

9. Consider development of an array of economic incentives for the preservation, rehabilitation, restoration, and reconstruction of significant, privately-owned heritage resources.
10. Initiate innovative demonstration projects and disseminate information on the importance of heritage preservation in developing sustainable neighborhoods.





 **City of Edina**
2008 Comprehensive Plan Update

Figure 6.2
Edina Heritage Landmarks
November 2008