



**Request for City Council Committee Action from the Department of Community Planning & Economic Development – Planning Division**

**Date:** May 6, 2010

**To:** Council Member Gary Schiff, Chair, Zoning and Planning Committee  
Members of the Committee

**Referral to:** Zoning and Planning Committee

**Subject:** Jack Boarman, on behalf of the property owner, Second Street Holding, is appealing the decision made by the Heritage Preservation Commission (HPC) approving a Certificate of Appropriateness application with conditions to allow for the demolition of the Union Railway Storage Company Building at 520.5 2<sup>nd</sup> Street Southeast, a contributing structure to the Saint Anthony Falls Historic District, and for the proposed construction of a new apartment building located at 518, 520, and 520.5 2<sup>nd</sup> Street Southeast (BZH 26309).

**Recommendation:** The HPC at their April 6 meeting adopted the staff recommendation and approved a Certificate of Appropriateness with conditions to allow for the demolition of the Union Railway Storage Company Building at 520.5 2<sup>nd</sup> Street Southeast, a contributing structure to the Saint Anthony Falls Historic District, and for the proposed construction of a new apartment building located at 518, 520, and 520.5 2<sup>nd</sup> Street Southeast (BZH 26309). The HPC, after opening up the public hearing and hearing no objections to the conditions of approval, unanimously approved the Certificate of Appropriateness application with conditions as part of the consent agenda.

**Previous Directives:** N/A

**Prepared or Submitted by:** Aaron Hanauer, Senior Planner, 612-673-2494

**Approved by:** Jack Byers, Planning Supervisor, 612-673-2634

**Presenters in Committee:** Aaron Hanauer, Senior Planner

**Financial Impact (Check those that apply)**

- No financial impact (If checked, go directly to Background/Supporting Information).
- Action requires an appropriation increase to the \_\_\_\_\_ Capital Budget or \_\_\_\_\_ Operating Budget.
- Action provides increased revenue for appropriation increase.
- Action requires use of contingency or reserves.
- Business Plan: \_\_\_\_\_ Action is within the plan. \_\_\_\_\_ Action requires a change to plan.
- Other financial impact (Explain):
- Request provided to department's finance contact when provided to the Committee Coordinator.

**Community Impact (use any categories that apply)**

**Ward:** 3

**Neighborhood Notification:** The Marcy Holmes Neighborhood Association was notified of this application by letter, mailed on April 19, 2010

**City Goals:** See staff report.

**Comprehensive Plan:** See staff report.

**Zoning Code:** See staff report.

**Living Wage/Job Linkage:** Not applicable.

**Other:** Not applicable.

***Background/Supporting Information Attached:***

Jack Boarman, on behalf of the property owner Second Street Holdings, is appealing the decision made by the Heritage Preservation Commission (HPC) at their April 6, 2010 meeting approving with conditions a Certificate of Appropriateness application to allow for the demolition of the Union Railway Storage Company Building at 520.5 2<sup>nd</sup> Street Southeast, a contributing structure to the Saint Anthony Falls Historic District, and for the proposed construction of a new apartment building located at 518, 520, and 520.5 2<sup>nd</sup> Street Southeast (BZH 26309). The applicant submitted their appeal application with reason for appeal on April 13, 2010 (see Appendix A: appeal application).

***Supporting Material***

Appendix A: Appeal Application

Appendix B: Heritage Preservation Commission Hearing Testimony and Actions

Appendix C: Staff Report and Staff Report Appendices

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**Certificate of Appropriateness**  
BZH-26309

**Date:** April 6, 2010

**Proposal:** Certificate of Appropriateness for New Construction.

**Applicant:** Jack Boarman, on behalf of Second Street Holdings, LLC

**Address of Property:** 518, 520, and 520-½ 2<sup>nd</sup> Street SE (Union Railway Storage Company)

**Project Name:** 520 2<sup>nd</sup> Street Southeast

**Contact Person and Phone:** Jack Boarman, (612) 767-4000

**Planning Staff and Phone:** Aaron Hanauer, 612-673-2494

**Date Application Deemed Complete:** March 12, 2010

**Publication Date:** March 30, 2010

**Public Hearing:** April 6, 2010

**Appeal Period Expiration:** April 16, 2010

**Ward:** 3

**Neighborhood Organization:** Marcy Holmes Neighborhood Association

**Concurrent Review:** N/A

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**Attachments:**

Attachment A: Materials submitted by CPED staff –

- A1-A5: Maps of Subject Property
- A6-A9: Saint Anthony Falls Historic District Design Guidelines
- A10-A11.5: Aerials
- A12-A15: 520-½ 2<sup>nd</sup> Street Southeast Images
- A16-A17: Great Northern Railway Corridor Images
- A18-A28: 2004 Structural Reports for 520-½ 2<sup>nd</sup> Street SE
- A29-A36: Summary of Previous Applications and Actions from HPC and Z&P
- A37-A38: Buildings With and Without Recessed Window Openings
- A39-A39.1: Flour Sack Flats II Image and Elevation
- A40-A41: Comparison of Existing, Proposed and Recommended Height and Location

Attachment B: Materials submitted by Applicant –

- B1-B9: Certificate of Appropriateness Application
- B10: Notification letter to Neighborhood organization
- B11- Notification letter to Council Member
- B12-B19: Property Owner Communication with the City of Minneapolis
- B20-B26: Maps, Aerials, and Photographs of Subject Property
- B27: Survey
- B28-B29: Existing Site Plan and Proposed Site Plan
- B30-B41: Plan Set
- B42-B64: Product Information
- B65-B70: South Stair Trellis
- B71: Window Schedule

Attachment C: Public Comments

- C1-C2: Public Comments

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Near the corner of 6<sup>th</sup> Avenue Southeast and 2<sup>nd</sup> Street Southeast, Circa 1952 (Subject property circled)



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**Subject Property (Circled), Present Day (Looking West)  
Photo submitted by Applicant**



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<b>CLASSIFICATION:</b>	
Local Historic District	Saint Anthony Falls Historic District
Period of Significance	1858-1940
Criteria of significance	Architecture and Social Significance
Date of local designation	1971
Applicable Design Guidelines	- Saint Anthony Falls Historic District Guidelines - Secretary of Interior Standards for Treatment of Historic Properties

<b>PROPERTY INFORMATION</b>	
Current name	520-½ 2 <sup>nd</sup> Street Southeast
Historic Name	The Union Railway Storage Company Building (520-½ 2 <sup>nd</sup> Street Southeast)
Current Address	518, 520, and 520-½ 2 <sup>nd</sup> Street Southeast
Historic Address	508-520 2 <sup>nd</sup> Street Southeast
Original Construction Date	1892
Original Contractor	Unknown
Original Architect	Unknown
Historic Use	Industrial
Current Use	Vacant
Proposed Use	Residential

**BACKGROUND:**

**Subject Properties (518, 520, 520-½ 2<sup>nd</sup> Street)**

Three parcels make up the site of the proposed development: 518 2<sup>nd</sup> Street Southeast (f/k/a 110 5<sup>th</sup> Avenue Southeast), 520 2<sup>nd</sup> Street Southeast, and 520-½ 2<sup>nd</sup> Street Southeast. These parcels are located within the local and national Saint Anthony Falls Historic Districts, and within the East Bank Milling area sub district (Appendix A3).

The southern portion of the subject properties (and all the parcels on 2<sup>nd</sup> Street Southeast between 6<sup>th</sup> and 5<sup>th</sup> Avenue) contains four sets of tracks of the Great Northern Railway which spur into the Pillsbury “A” Mill complex (Appendix B27 and B28). The “A” Mill is one of three national historic landmarks in Minneapolis. This spur was part of a greater network of railroad lines which included the line over the Stone Arch Bridge, that were a part of the industrial infrastructure on which the milling industries once depended. Some tracks and open corridors still exist as they do behind the proposed development.

**518 2<sup>nd</sup> Street Southeast (f/k/a 110 5<sup>th</sup> Avenue Southeast)**

The parcel at 518 2<sup>nd</sup> Street SE is vacant. The building that was located on this parcel was a small portion of the Soap Factory art gallery (Appendix A16). The one-story concrete block building measured 30 feet by 24 feet. It was constructed in 1938. The building was demolished in 2005 (as part of a previously approved plan for new construction).

**520 2<sup>nd</sup> Street Southeast**

The parcel at 520 2<sup>nd</sup> Street SE is vacant. The building that was located on this parcel was a two-story, red brick building constructed in 1945 for the Minneapolis Equipment Company. The building was demolished in 2005 (as part of a previously approved plan for new construction).

**520-½ 2<sup>nd</sup> Street Southeast**

The building at 520-½ 2<sup>nd</sup> Street Southeast (Union Railway Storage Company Building) is a contributing building to the Saint Anthony Falls Historic District (see Appendix A12-A14 for images). It is one-story, red brick building constructed in 1892. The existing building was an addition to the Union Railway Storage Company complex which began operation on this block in approximately 1883. The elevation of the building facing Second Street has non-original windows with brick infill. The central garage door and a window have been filled with brick (compare A12 and A15). The building elevation facing the river and railroad tracks retains its original integrity. The elevation facing the tracks is raised to accommodate load transfers from trains and has a large garage door. The location of the building was chosen for its proximity to the railroad and the design reflects the industrial use of the historical period.

**Adjacent properties/surrounding area**

6<sup>th</sup> Avenue is the eastern extent of the Saint Anthony Falls Historic District (Appendix A2). Since the opening of the Stone Arch Bridge for pedestrian traffic in the early 1990s, 6<sup>th</sup> Avenue Southeast has become a thoroughfare for pedestrian traffic (Appendix A11). The corner of 2<sup>nd</sup>

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Street Southeast and 6<sup>th</sup> Avenue is a gateway to the Saint Anthony Falls Historic District that offers great views of the Pillsbury A Mill complex (Appendix A17.5). The rail corridor which is between 2<sup>nd</sup> Street Southeast and Main Street also offers great views of the Pillsbury A Mill complex (Appendix A16.5-A17).

**W.D. Forbes Company Building**

The W.D. Forbes Company Building is located on the southeast corner of 2<sup>nd</sup> Street and 6<sup>th</sup> Avenue (129 6<sup>th</sup> Avenue Southeast). The building is a two-story, 20-foot high, painted white brick building. It is currently operated by the W.D. Forbes Company. This building's was constructed in 1884 for the Shepard Manufacturing Company which manufactured broom handles. A rear addition was added after 1947. This building is contributing to the district.

**Soap Factory Building**

The Soap Factory Art Gallery Building is at the northwest corner of the block (110 5<sup>th</sup> Avenue SE). The building is three stories and 30 feet in height (40 feet to the top of the chimney). The Soap Factory building was constructed of brick in 1883 for the Union Railway Storage Company. Additions were added in 1892 and 1938. The Soap Factory is a contributing building to the district.

**Flour Sack Flats**

Flour Sack Flats is located on the northeast corner of 2<sup>nd</sup> Street and 6<sup>th</sup> Avenue (113 6<sup>th</sup> Avenue). The building was approved by the City Council in 2005. The development is a five story building with the top story stepped back a structural bay (see Appendix A39 for image and A39.1 for south elevation).

***Summary of Applicant's Proposal***

The proposed development is a seven-story (with one floor below ground) apartment building with 91 units. From 2<sup>nd</sup> Street Southeast, the building would measure 76 feet to the top of the building and 85 feet to the top of the elevator penthouse. The floor below ground and the first two first floors above ground are primarily dedicated to parking. Floors three through seven are designed for residential units. The building extends to 105 feet in width at its widest point. The depth for most of the building is 151 feet. The Applicant has proposed a staircase on the south elevation that extends an additional 5.25 feet to the south (Appendix B30 and B65-B70). The footprint is approximately 13,962 feet. At the third floor, the building steps in 10 feet 5 inches on the east and west elevations and steps in 8 feet on the south elevation (Appendix B30). As part of the proposed construction, the Applicant is applying for demolition approvals for the building at 520-1/2 2<sup>nd</sup> Street Southeast (see Finding 7 for a review of the proposed demolition).

The Applicant shows that the parcel is 165 feet deep. The proposed new construction would be 151 feet in depth (156.25 feet with the staircase) compared to the 137 feet in depth of the existing building (Appendix B27-B29).

For the general description of the project the Applicant states that, "The building is deeply responsive to its context. In its use of material [brick and composite concrete and fiber panels], and interpretation of the areas cultural, historical, and physical environment, the project recognizes local precedent while at the same time it ultimately changes this context. The building fundamentally accepts the highly restrictive covenants of the district's ordinance but

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reinterprets and re-orders them to create a uniquely iconic and contextual structure within the waterfront district. The design for 520 2<sup>nd</sup> Street responds to the proposed East Bank Mills Complex, the historic East Bank Milling structures, and the evolving character of 2<sup>nd</sup> Street SE. the new building will be constructed in accordance with HPC guidelines for this area of the Saint Anthony Falls Historic District (Appendix B2 and B3).”

**PUBLIC COMMENT:**

Public hearing notices for this Certificate of Appropriateness application were mailed on or about March 16, 2010. As of March 30, 2010, one letter was received from the Marcy Holmes Neighborhood Association (Appendix C1-C2). The Mary Holmes Board of Directors adopted the Neighborhood’s Land Use Committee recommendation to withhold support for the development.

**CETIFICATE OF APPROPRIATENESS:** Certificate of Appropriateness for demolition of a contributing building to the Saint Anthony Falls Historic District and new construction.

***Findings as required by the Minneapolis Preservation Code:***

*The Planning Division of the Minneapolis Community Planning and Economic Development Department has analyzed the application based on the findings required by the Minneapolis Preservation Ordinance. Before approving a certificate of appropriateness, and based upon the evidence presented in each application submitted, the commission shall make findings based upon, but not limited to, the following:*

**(1) The alteration is compatible with and continues to support the criteria of significance and period of significance for which the landmark or historic district was designated.**

The St. Anthony Falls Historic District is significant for the falls and the water body that was the lifeblood of Minneapolis in the 19<sup>th</sup> century. In addition, the district is significant in that it still retains important mill and industrial buildings from the 19<sup>th</sup> century and early 20<sup>th</sup> century which propelled Minneapolis to become the largest city in Minnesota (the period of significance is from 1858-1940). The most imposing of the structures within the district is the Pillsbury A Mill which is one of three national historic landmarks in Minneapolis. When looking across the river from downtown or from the Stone Arch Bridge, the Pillsbury A Mill Complex provides one of the most distinctive built landscape views in the City of Minneapolis (Appendix A17.6).

The proposed new construction has made efforts to be compatible with the criteria of significance and period of significance for which the historic district was designated; however, the project in its entirety does not meet this required finding. The proposed plans, if constructed, would have an adverse impact on an important 19<sup>th</sup> century cultural landscape (the Great Northern Railway corridor), overwhelm the neighboring buildings, which are contributing buildings to the district, and substantially alter the views of the East Bank Milling sub district.

**(2) The alteration is compatible with and supports the interior and/or exterior designation in which the property was designated.**

The St. Anthony Falls Historic District is significant for the development of industries surrounding the water power generated by St. Anthony Falls. The East Bank Mills area bound by 3<sup>rd</sup> Avenue Southeast on the west, 6<sup>th</sup> Avenue Southeast on the east, 2<sup>nd</sup> Street Southeast on the north, and Main Street Southeast on the south, contains a quality collection of industrial buildings associated with the exterior designation of the district, including the building at 520-1/2 2<sup>nd</sup> Street Southeast. In addition, this area contains an important cultural landscape in the Great Northern Railway that leads to the Pillsbury A Mill complex.

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The proposed new construction contains elements that are compatible with the exterior designation for which the property was designated and help relate to the neighboring properties. For instance, the main brick façade components of the principal elevation align with the adjacent buildings to form a visual wall along 2<sup>nd</sup> Street Southeast (Appendix B37). In addition, the major brick portion of the north façade is proposed to be extended 16 feet further to the west which helps strengthen the street wall along 2<sup>nd</sup> Street SE. Furthermore, the proposed color scheme, in particular the black color of the non-brick material, helps highlight the brick construction which compliments the adjacent, brick industrial buildings.

However, the proposal falls short in being completely compatible with the district and its immediate surrounding area in at least three ways. First, one of the most important elements of the Saint Anthony Falls Historic District is the Pillsbury A Mill complex located to the west of the subject properties. The Pillsbury A Mill buildings and the subject properties are unified by having the Great Northern Railway corridor adjacent to the buildings. The rail corridor is a contributing feature to the Saint Anthony Falls Historic District that helps illustrate the historic functions within the district and of the Pillsbury A Mill itself (Appendix A5 and B27). The proposed plans to construct into this rail corridor would adversely impact the relationship the subject properties have with the adjacent properties, and the Pillsbury A Mill complex (Appendix A41). All of these buildings were built to accommodate for the railroad. Viewing the A Mill complex from this railroad corridor can take one back to the 19<sup>th</sup> and early 20<sup>th</sup> centuries during the hey day of the flour mills (Appendix A16.5-A17).

Second, the proposed height and massing of the building is not compatible with its immediate surroundings. The building is proposed to be 76 feet in height (85 feet to the top of the elevator penthouse). This height would overwhelm the adjacent and nearby contributing buildings along 2<sup>nd</sup> Street Southeast. The massing is also not compatible with the immediate surroundings. The rectilinear box shape of the building is larger in square footage, depth, and height compared to the immediate area's contributing and noncontributing properties.

Third, greater attention to detail would help the building relate to the historic district surroundings. The proposed construction relies heavily on cement fiber board construction and window openings that are flush with the building wall. Having the windows flush with the building wall for a majority of the east, west, and south elevations would create a flat building wall that does not relate well to the other buildings in the district that have recessed window openings. Recessed window opening would provide more visual interest. In addition, having window openings in the parking garage that are comparable to the other window openings in size and appearance would help the building relate to the neighboring buildings, instead of having blank walls with the proposed glass block.

**(3) The alteration is compatible with and will ensure continued integrity of the landmark or historic district for which the district was designated.**

The proposed new construction will not ensure continued integrity of the historic district. The proposed new construction would adversely impact the rail corridor located at the southern end of the subject properties. This rail corridor is an important cultural landscape for the Saint Anthony Falls Historic District and the City of Minneapolis. The rail corridor unifies the buildings of the district, and provides a view when looking west towards the Pillsbury A Mill complex that can transport someone to the district's period of significance. (Appendix A16.5). This rail corridor also helps reveal aspects of the city's development in the 19<sup>th</sup> century in that it connects one of the city's most important flour mills to its main transportation outlet, the Great Northern Railroad.

**(4) The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the applicable design guidelines adopted by the commission.**

The relevant design guidelines for this project are the Saint Anthony Falls Historic District Guidelines, adopted by the Heritage Preservation Commission in 1980. The applicable sections of these guidelines are in the general guidelines and in Section H, East Bank Milling. There are nine sections in which the project was analyzed for Finding 4: siting, height, proportions of facade, rhythm of projections, directional emphasis, materials, nature of openings, roof shapes, details, and color.

**4a. Siting:**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to siting.*
- *Sub district H: New buildings shall be constructed with principal elevations in line with the facades of existing buildings. New construction shall continue to form a visual wall along the street.*

The siting of the proposed building along 2<sup>nd</sup> Street Southeast is in compliance with the general and Section H guideline for siting. The proposed building, with the exception of the main entrance, is proposed to be located along the front property line, which relates well to the buildings to the east and west.

However, the siting of the proposed building along the southern elevation is not in compliance with either the district's general guideline or the East Bank Mill sub district guideline for siting. The proposal is to extend the building wall 14 feet beyond existing rear building wall and to add a staircase and trellis that is approximately 5.25 feet beyond the proposed southern building wall (Appendix B29). The siting of the building 14 feet beyond the current location would adversely impact the railroad corridor cultural landscape, which is a contributing feature to the Saint Anthony Falls Historic District and the City of Minneapolis. As part of the Environmental Assessment Worksheet for the Pillsbury "A" Mills, the State Historic Preservation Office stated that, "Although not specifically documented in the district nomination or in the individual nomination, these tracks should

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be considered historic resources, contributing to the understanding of the historic functions within the district and of the ["A"] mill itself."

**4b. Height**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to height.*
- *Sub district H: New buildings to be no higher than that of existing silo-mills in the area.*

The proposed new construction is in compliance with the Sub district H Guideline for height. The new construction as proposed rises to 86 feet, which is shorter than the Red Tile Mill's which reaches 189 feet in height (Appendix B22).

However, the proposed new construction is not in compliance with the Saint Anthony Falls Historic District general guideline for height, which states that infill construction shall be visually compatible within the sub-area with regards to height. The development is proposed to be 76 feet to the top of the 7<sup>th</sup> floor (85 feet to the top of the elevator penthouse). The height of the W.D. Forbes building to the west is approximately 20 feet (measured from 2<sup>nd</sup> Street Southeast), and the height of the Soap Factory Building is 30 feet to the top of the building (40 feet to the top of the smokestack). Even though the design proposal does take steps to reduce the impact of the greater height through its use of varying construction materials, a 76-foot high building will tower over the neighboring contributing structures in the East Bank Mill subarea. However, a building with a maximum height of 56 feet would not dwarf the remaining historic structures or compete with the historic viewscape of the St. Anthony Falls Historic District and the East Mills Sub District (see Appendix A40-A41 for visual). In addition, a 56-foot high building would compliment the new construction at 521 2<sup>nd</sup> Street Southeast in that it would be at the same height above sea level (876 feet), and be in compliance with the zoning district height requirement for the subject parcel (see Appendix A39 and A39.1 for image and elevation of new construction).

**4c. Proportions of the façade**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to proportions of the façade.*
- *Sub district H: None*

The proposed new construction is not in compliance with the general guideline that the proportions of the façade shall be visually compatible with the subarea. Overall, the proposed building's massing overwhelms the buildings on the block (Appendix A40-A41). Even though the width of the proposed construction is compatible with the nearby buildings along 2<sup>nd</sup> Street Southeast, the proposed height (76 feet) and depth (151 feet) of the new construction is not compatible. Currently, the height of the nearest contributing buildings along 2<sup>nd</sup> Street Southeast range from the 20-foot high WD Fobes Building to the 50-foot high Warehouse #2. As for the depth of the buildings, the buildings along the same block face as the subject property are not greater than 137 feet in depth (Appendix A40-A41).

#### **4d. Rhythm of projections**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to rhythm of projections*
- *Sub district H: There shall be no major projections on the principal façade*

For the north elevation, the proposed infill construction is in compliance with the Saint Anthony Falls general guideline and Sub district H (East Bank Mill) guideline for rhythm of projection. The Applicant has proposed a design on the north elevation that contain two building planes. The outer plane, which is proposed to be built of a buff colored brick, is a majority of the front façade. The outer plane projects four feet beyond the inner plane. The inner plane is proposed to be constructed of black masonry panels. The CPED-Preservation and Design Team does not consider the outer plane a major projection. In addition, the applicant's choice of masonry for the outer plane compliments the neighboring buildings masonry construction.

The proposed infill construction is not in compliance with the rhythm of projection for the south elevation. The proposed new construction's building wall would project 14 feet beyond the neighboring properties, In addition, the Applicant is proposing a stairwell that would extend an additional 5.25 feet beyond the proposed southern building wall. This extension beyond the current building wall would not be visually compatible with the neighboring properties and would adversely impact a contributing feature of the Saint Anthony Falls Historic District, The Great Northern Railway corridor.

#### **4e. Directional emphasis**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to directional emphasis*
- *Sub district H: The existing buildings have both vertical window bays and horizontal belt courses, resulting in a non-directional emphasis. Therefore, new construction also shall have no strong directional emphasis.*

The proposed infill construction is in compliance with the both the Saint Anthony Falls general guideline and the East Bank Mill sub district guidelines in regards to the directional emphasis. Overall, the building does not have a strong horizontal or vertical emphasis. The proposed building's fenestration and openings are vertical in nature, which meets the guideline of the East Bank Mills sub district. Even though the proposed infill construction does not contain a horizontal belt course, the combination of the building's width (105 feet) being greater than the proposed height (75 feet to the top of the 7<sup>th</sup> floor, 84 feet to the top of the elevator penthouse) gives the building a horizontal orientation.

#### **4f. Materials**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to materials*
- *Sub district H: The exterior surface of new buildings shall be constructed of brick, stone or concrete.*

On the north elevation, the proposed infill construction is in compliance with the Saint Anthony Falls Historic District and East Bank Mills sub district guidelines in regards to

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materials. The north elevation, along 2<sup>nd</sup> Street Southeast, provides a quality mix of brick and fiber cement board siding. The outer planes of the principal elevation have a brick veneer, while the recessed plane contains the fiber board cement. The elevator penthouse wrapped with a black matte finish fiber cement boards also is in compliance with the guidelines.

As for the south, west and east elevations, the first two stories are built with a brick veneer, while floors three through seven contain only black fiber board cement siding. The fiber board siding is proposed to be a combination of glossy and matte (product samples will be provided at the public hearing). Although, the black color may draw less attention than a different color, the vast amount of the hardiboard creates a monolithic building plane that does not compliment the neighboring buildings or the buildings within the subarea. If there was a greater mix of material, more architectural detail, reduced height, and/or reduced depth, it would reduce the amount of fiber board cement panels for the building.

The proposed windows for the building, with the exception of the windows within the parking garage, meet the Saint Anthony Falls District Guidelines for materials. The non-parking garage windows are aluminum with a kynar painted black finish (Appendix B9). The proposed windows for the parking garage, however, are proposed to be glass block windows that are 8" wide by 2 feet high. This type of window is not consistent with the district's general guidelines of having compatible windows that are larger in size, and incorporated into the building to allow for light and air. The proposed glass block windows for the east, west, and south elevations, would create large blank walls that would detract from the district.

#### **4g. Nature of openings**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to windows*
- *Sub district H: Openings should appear in a consistent and repeated pattern across the principal facades. Window openings should be approximately 2-1/2 to 3 times as tall as they are wide. Doors and windows should be set toward the front of the openings but should not be flush with the masonry surface. "Storefront" construction may be used on the first floor.*

The proposed windows partially meet the Saint Anthony Falls Historic District guidelines and guidelines for the East Bank Mills sub district. The two specific places the windows do not meet the guidelines are as follows:

- The window openings in the cement board portions are not in a consistent pattern;
- The window openings in the cement board portions are practically flush with the building wall.

The following is an assessment of the windows in regards to consistent and repeated pattern fenestration, dimensions, and window placement.

#### **Consistent and Repeated Pattern Fenestration**

The window openings in the brick portions of the building meet the Saint Anthony Falls Historic District general guideline and the East Bank Mill sub district guideline in that

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they appear in a consistent and repeated pattern across the principal façade. These window openings are evenly spaced apart, approximately 7.5 feet, and in a straightforward and consistent pattern (Appendix B37). The proposed sawtooth window opening pattern in the cement board portions, however, is neither in a consistent pattern nor keeping with the character of the district. The windows on alternating floors do have a similar pattern for a portion of the floor; however, the window pattern is not consistent throughout the floor (e.g. floors three and six on the east elevation, Appendix B38).

**Dimensions:**

The window openings in all of the building meet the requirement of being approximately 2.5 to 3 times as tall as they are wide. The windows in the larger brick portions of the main facade are approximately 3 feet wide by 7 feet high (2.3 times tall as they are wide). The windows in the cement board portions are approximately 3 feet wide by 9 feet high (3 times tall as they are wide). The windows in the smaller masonry portion of the main façade are approximately 2'6" wide by 5'4" tall (2.1 times tall as they are wide). The glass block windows, are also three times as high as they are wide.

**Window placement**

The windows in the masonry construction meet the location placement for window opening. The windows within the masonry openings are recessed three inches into the opening (Appendix B41). However, the windows within the cement board openings do not meet the guideline. The windows are only set in a 1/2 an inch, from the outside edge of the cement siding. This will appear flush with the building wall (see Appendix B41 for details and A37 for an example of similar design). If these windows were recessed to an equal or close to equivalent distance as the windows proposed within the masonry openings, it would break up the monotony of the black wall, and add an element of visual interest with shadow lines (see Appendix A38 for an example).

**4h. Roof Shape**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to roof shape*
- *Sub district H: New buildings should have flat or nearly flat roofs.*

The proposed construction is in compliance with the Saint Anthony Falls guidelines and the East Bank Mills sub district guidelines for roofs. The proposed new construction contains a flat roof.

**4i. Details**

- *General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to details*
- *Sub district H: New buildings should have some emphasis given to the upper termination of the building. Where other surface treatment is used, it should reflect details from other buildings.*

For the north elevation, the proposed new construction is in compliance with the Saint Anthony Falls Historic District and East Bank Mills sub district guideline in regards to detail. The front elevation does a good job in regards to having a visual interesting elevation, with

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a combination of materials that blends in well with the neighboring properties. In addition the large masonry plane assists in providing an emphasis to the upper termination of the building.

However, the east, west, and south elevations are not in compliance with the Saint Anthony Falls Historic District guideline for details nor with the East Bank Mills sub district guideline for materials. The east, west, and south elevations heavily rely on hardiboard siding and windows that are proposed to be flush with the wall openings. The combination of these proposed elements creates elevations that do not compliment nor dialogue with the contributing buildings in the subarea or the district. If the amount of hardiboard was reduced by having a greater mix of material, more architectural detail, reduced height, and/or reduced depth, it would add more visual interest to the building.

#### **4j. Color**

- General: Infill construction shall be visually compatible with historic structures within the sub-area with regards to color
- Sub district H: The primary surfaces of new buildings should be deep red or buff, similar to the existing unpainted buildings. Trim should be subdued earth tones or flat black.

The proposed new construction is partially in compliance with the guidelines in regards to color. The north elevation and the first two floors of the east, west, and south elevations use a buff colored brick.

However, the Applicant's proposed heavy reliance on matte and shine black cement board siding is not compatible or consistent with the guidelines in regards to color. If the amount of hardiboard was reduced by having a building that has a greater mix of material, more architectural detail, reduced height, and/or reduced depth, it would add more visual interest to the building.

In summary, the proposal meets and/or partially meets most of the guidelines. However, there are important design elements that need to be addressed in order for the proposed infill construction to be in compliance with the Saint Anthony Falls Historic District Guidelines and East Bank Mills sub district. They are as follows:

- Reduce building depth to 137 feet from the front property line, which would retain the Great Northern Railway corridor.
- Reduce height to 56 feet to better blend in with the surrounding contributing and noncontributing buildings (56 feet in height would also be in compliance with the zoning code).
- Include windows that are recessed a minimum of three inches in the fiber cement board portions of the building to provide greater texture to the east, west, and south elevations.
- Include window openings in the parking garage that are compatible with the neighboring buildings.
- Reduce dependence on the cement board siding. This could be accomplished in a variety of ways including having a greater mix of complimentary exterior materials such as brick, more architectural detail, reduced height, and/or reduced depth.

**(5) The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the recommendations contained in The Secretary of the Interior's Standards for the Treatment of Historic Properties.**

The infill construction proposal does not intend to preserve, rehabilitate, restore, or reconstruct a historic building. The Applicant has the ability to preserve the setting of the Great Northern Railway corridor, which is an important historic landscape setting, however has chosen not to propose this for the application. For settings, The Secretary of the Interior Standards for Preservation recommends: "Identifying retaining, and preserving building and landscape features which are important in defining the historic character of the setting. Such features can include roads and streets, furnishings such as lights or benches, vegetation, gardens and yards, adjacent open space such as fields, parks, commons or woodlands, and important views or visual relationships." The proposed construction within the railroad corridor would not be in compliance with the Secretary of Interior Standards for Setting.

**(6) The certificate of appropriateness conforms to all applicable regulations of this preservation ordinance and is consistent with the applicable policies of the comprehensive plan and applicable preservation policies in small area plans adopted by the city council.**

The Applicant provides their analysis on how the proposal is consistent with the applicable policies of the comprehensive plan (Appendix B7 and B8). CPED-Preservation and Design staff agrees that the proposed infill construction project is in line with the listed policies with the exception of Policy 1.2.1. "Promote quality design in new development, as well as building orientation, scale, massing, buffering, and setbacks that are appropriate with the context of the surrounding area." An infill building that was a maximum of 56 feet in height (rather than the proposed 76 feet in height to the top of the 7<sup>th</sup> floor) and 137 feet in depth (rather than the proposed 151 feet in depth) would better relate to its immediate surroundings in terms of scale and height (see Appendix A40-A41f).

CPED also believes that the proposed construction project is not in compliance with Policy 8.1 and 8.5 of the Comprehensive Plan:

- Policy 8.1 of the Comprehensive Plan: "Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture."
- Policy 8.5: Recognize and preserve the important influence of landscape on the cultural identity of Minneapolis.

The proposed construction would have an adverse impact on the Great Northern Railway corridor, by building 19.25 feet into the corridor. This corridor is a character defining feature of the Saint Anthony Falls Historic District and an important cultural landscape for the City of Minneapolis.

### Small Area Plan

The subject properties are located in the Marcy Holmes Neighborhood. On December 29, 2003, The Master Plan for the Marcy Holmes Neighborhood was approved by the City Council. The Applicant provides their assessment of the proposal as it relates to the Marcy Holmes plan (Appendix B8). The Marcy Holmes Plan provides two objectives in regards to preservation: 1. Avoid the loss of historic structures 2. Preserve the historic character of the area The Marcy Holmes Plan also provides the following guidance in regards to landscapes:

*“Preserving such landscapes as Dinkytown, the Mississippi River area and the fraternity and sorority areas in the neighborhood.*

CPED does not believe the current proposal preserves the historic character of the district for two main reasons. First, the height of the proposal will dwarf the smaller, contributing industrial buildings on the same block. Second, the proposal does not preserve the Great Northern Railway corridor landscape located just to the south of the existing building. This landscape is an important element of the Saint Anthony Falls Historic District.

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

At the August 10, 2004 HPC public hearing, the property owner brought forward a proposal that included the demolition of the three buildings at 518, 520, and 520-½ 2nd Street Southeast and a new construction proposal for these site (see Appendix A16 for images of the former buildings at 518 and 520 2nd Street Southeast). Staff recommended denial of the demolition of the three buildings based on the fact that the buildings were in character with the industrial buildings of the block and the Applicant did not provide analysis of how the buildings were in an unsafe or dangerous condition, and/or unusable. For the public hearing, the Applicant did provide four reports: a preliminary condition survey, existing condition report, structural report, and an adaptive reuse report for 520-½ 2nd Street and the other buildings that were located adjacent at 520 and 518 2nd Street (Appendix A18-A28). All of these reports discuss the compromised structural system of 520-½ 2nd Street Southeast At the August 10, 2004 Heritage Preservation Commission meeting, the Commission approved the demolition permits for all there buildings (see Appendix A29 for more details).

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For this application, CPED evaluated the 2004 reports and the Applicant's updated information on the building to see if findings could again be made that warranted the demolition of 520-½ 2<sup>nd</sup> Street Southeast.

**Correct unsafe or dangerous condition**

The 2004 structural assessments provide details on the poor condition of 520-½ 2<sup>nd</sup> Street Southeast in at least three important areas: exterior walls, foundation, and the timber frame.

- **Exterior walls:** The BKV memo states that, "The south facing exterior wall at some time in the past began to bow out significantly. A series of tiebacks and cables were added to prevent the wall from collapsing. It is estimated that this repair was completed in the 1960's. Removal of this tieback system would probably result in significant structural collapse (Appendix A20)." This memo also states that, "The exterior brick walls of the south, east, and west side of the building would need to be torn down and reconstructed and that there is extensive cracking of the exterior brick masonry walls," and "Existing original brick arches over window and door openings have actually flattened out over time indicating complete failure of these structural elements (Appendix A20)." The GME Consultants report added to the exterior wall assessment. GME states that "The efflorescence process is extremely advanced on the interior of the entire wall and that there is little integrity left of the mortar. In addition (Appendix A26)."
- **Foundation:** The Borson Construction memo reports that the "The limestone foundation walls are crumbling in the basement and numerous post pad foundations are sinking. In our opinion, it is unlikely that the stone and brick structure could be leveled and straightened to create a safe condition for conversion. Therefore, the only option is to attempt to stabilize the existing foundation by injection grouting or geo-piers, adding additional diagonal bracing, and then repairing, tuckpointing, or replacing the exiting brick walls above once the foundation movement is stopped (Appendix B20)."
- **Timber Frame:** The BKV and the GME consultant memos report that the wood columns are out of plumb. Also, there is evidence of significant rot at the base of several of the wood columns. Several basement columns have slipped or shifter off of their base pedestals further indication of building movement and settlement (Appendix A21). GME Consultants also state that, "The general stability and integrity of the entire structural system is in question; cables are being used in several locations to resist racking of the building, and lateral movement of the masonry walls (Appendix A23)."

In 2004, BKV stated that "In our opinion these buildings are not in immediate danger of collapse, however, before they could be reused or redeveloped for either commercial or residential use they would need to be substantially repaired. The repairs required for [520-½ 2<sup>nd</sup> Street Southeast] would require significant portions of the building to be entirely demolished and then rebuilt from the foundation up (Appendix A21 and A22). In the current application, the Applicant states that, "The building conditions in 2004 remain, if not magnified in the state of decay. Major sections of the roof are collapsing and the entire exterior envelope is separating from the foundation (Appendix B2)." CPED believes given the information provided in the 2004 reports, the lack of structural improvements since that

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time, and the Applicant's update of the buildings that the buildings are probably still not in an immediate danger of collapse, however, that the building are in an unsafe and dangerous condition for reuse.

### **Significance of the Property**

The Union Railway Storage Company Building is a contributing building to the Saint Anthony Falls Historic District. The Union Railway Storage Company began operation on this block in approximately 1883. The building at 520-½ 2<sup>nd</sup> Street Southeast was constructed in 1892. The location of this building was chosen for its proximity to the railroad and the design reflects the industrial use of the historical period. The design and the location reflect the early era of the historic district. The building characterizes the early industrial uses along the riverfront and contributes to the story and historic building fabric of the St. Anthony Falls Historic District. In addition to being a contributing building to the Saint Anthony Falls Historic District, the building at 520-½ 2<sup>nd</sup> Street Southeast contributes to the historic viewscape of Second Street SE which maintains one and two-story masonry buildings aligned against the sidewalk edge. The Union Railway Storage Company Building also assists in retaining the southern building wall along 2<sup>nd</sup> Street Southeast between 5<sup>th</sup> and 6<sup>th</sup> Avenues.

### **Integrity of the Property**

The National Register and the City of Minneapolis recognizes a property's integrity through seven aspects or qualities: location, design, setting, materials, workmanship, feeling, and association. The building, overall, with the alterations to the north and east elevation does not retain all aspects of integrity, however, the south elevation, which is a character defining feature, and primary elevation does retain its integrity. The following is an assessment of the seven aspects of integrity.

*Location:* Sanborn maps indicated that this building was constructed onsite, indicating the building maintains integrity of location.

*Design:* Visual evidence and Sanborn Fire Insurance Maps indicate that the building has retained the similar dimensions since the ending of the Saint Anthony Falls period of significance in 1940.

*Setting:* The property's integrity of setting remains intact. The building continues to stand near by the buildings that were built for industrial use and the southern portion of the lot still retains the train tracks that serviced the building.

*Materials:* Overall, the building does not retain its integrity of materials. The building's 2<sup>nd</sup> Street façade has had the windows replaced and window openings filled with brick (Appendix A12). However, the south elevation does possess the retention of the original masonry and the rail tracks that served the building (Appendix A14).

*Workmanship:* Overall, the building does not retain its integrity of workmanship. However, the south elevation retains the physical evidence of the crafts of its industrial and rail use.

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*Feeling:* Overall, the building does not retain its integrity of feeling. However, the south elevation is still able to evoke the historic sense of the industrial nature of this block and the Saint Anthony Falls Historic District. The railroad corridor is an important element that helps convey the feeling of the past for this building and the district.

*Association:* The property's integrity of association remains. The railroad tracks and rear elevation help retain the association to a 19<sup>th</sup> century industrial building.

### **Economic Value/Usefulness of the Existing Structure**

The economic value of the subject property appears to be minimal given the estimated rehabilitation costs. Hennepin County Tax Records show that the current building has an estimated market value of \$178,100 in 2009. The Borson Construction memo provides cost estimates for rehabilitation. In 2004, Borson provided a rehabilitation cost estimate between \$800,000 and \$1 million dollars (Appendix A24). Borson also provided a cost estimate to complete a reuse of the building. Borson estimated that the cost of construction of ten units utilizing a bare loft design would be in the \$250,000 to \$275,000 range per unit. In addition to these costs, there would be additional cost for hazardous waste removal, and research and design. Borson also estimates that the rehabilitation cost estimates would be similar for other uses, outside of residential (Appendix A24).

***Before approving a certificate of appropriateness, and based upon the evidence presented in each application submitted, the commission shall make findings that alterations are proposed in a manner that demonstrates that the applicant has made adequate consideration of the following documents and regulations:***

**(8) Adequate consideration of the description and statement of significance in the original nomination upon which designation of the landmark or historic district was based.**

The Saint Anthony Falls Historic District, in particular this section of the East Bank Mills sub district is significant in part in that it still retains the look and feel that it possessed in the 19<sup>th</sup> and early 20<sup>th</sup> centuries because it retains the industrial buildings and landscape. The East Bank Mill area contains both the modest one-to-four story industrial and warehouse buildings in addition to the imposing Pillsbury A Mill complex.

The East Bank Mills area at or near the proposed development site is a special place for at least four additional reasons. First, the intersection of 6<sup>th</sup> Avenue Southeast and 2<sup>nd</sup> Street Southeast is a gateway to the Saint Anthony Falls Historic District, which provides a view of the modest 19<sup>th</sup> century industrial buildings as well as views of the Pillsbury A Mill complex. Second, 6<sup>th</sup> Avenue Southeast is a thoroughfare for pedestrians that travel to and from the Stone Arch Bridge. Third, the subject properties are a highly visible area with great visibility from the downtown side of the river, the Stone Arch Bridge and Interstate 35W. Fourth, the subject properties contain an important industrial landscape with the Great Northern Railway corridor.

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The proposed project has made efforts to be compatible with its immediate surroundings, in particular with the masonry details of the 2<sup>nd</sup> Street elevation that help compliment the historic buildings on the east and west of the building as well as the noncontributing building at 521 2<sup>nd</sup> Street Southeast. However, the proposed building would require a minimum of five alterations to be compatible with the district. The alterations are as follows:

1. Retention of the rail corridor along the south elevation: The rail corridor is a character defining feature of the Saint Anthony Falls Historic District.
2. Reduction in height: the proposed height would dwarf the neighboring industrial buildings. A building that was 56 feet in height would not draw great attention to the building or overwhelm the adjacent buildings.
3. Reduction in massing: the retention of the rail corridor and the reduction in height would help reduce the massing of the building.
4. Improved use of materials: the reduction in height and depth would reduce the overall reliance on hardiboard siding.
5. Greater attention of details, in particular the window openings: The proposed window openings in the hardiboard portions of the building would be flush with the building wall. This creates a monotonous building wall for large portions of the buildings. Recessed window openings would help dialogue with the contributing and noncontributing buildings of the district and provide greater visual interest to the building. In addition, the slim glass block window openings in the 1<sup>st</sup> and 2<sup>nd</sup> floors of the building create blank walls that are not appropriate or typical for the district.

**(9) Where applicable, Adequate consideration of Title 20 of the Minneapolis Code of Ordinances, Zoning Code, Chapter 530, Site Plan Review.**

In addition, to the Certificate of Appropriateness, the proposal will require land use approvals. The Applicant has applied for four land use applications. They are as follows:

- Conditional use permit for 91 units,
- Conditional use permit to increase height to 7 stories,
- Variance of lot area per dwelling unit,
- Variance of side yard setbacks for patio encroachments,
- Site plan review for a 91-unit residential building.

***Before approving a certificate of appropriateness that involves alterations to a property within an historic district, the commission shall make findings based upon, but not limited to, the following:***

**(10) The typology of treatments delineated in the Secretary of the Interior's Standards for the Treatment of Historic Properties and the associated guidelines for preserving, rehabilitating, reconstructing, and restoring historic buildings.**

The proposal does not intend to preserve, rehabilitate, restore, or reconstruct a historic building. The Applicant, however, does have the ability to preserve an important historic landscape setting, that being the Great Northern Railway corridor to the south of the building. The preservation of this rail corridor, will help in preserving the view corridor of the

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railline and the viewshed to the Pillsbury A Mill Building complex, which are both important aspects of the Saint Anthony Falls Historic Districts.

***Before approving a certificate of appropriateness that involves alterations to a property within an historic district, the commission shall make findings based upon, but not limited to, the following:***

- (11) The alteration is compatible with and will ensure continued significance and integrity of all contributing properties in the historic district based on the period of significance for which the district was designated.***

The proposed new construction has the opportunity to be compatible with the Saint Anthony Falls Historic District, however as currently proposed it is not. As proposed the construction is not in character with its surroundings in terms of scale, size, and massing compared with its immediate surroundings. In addition, the proposed new construction will adversely impact the Great Northern Railway corridor, which is an important landscape of the historic district and for the City of Minneapolis. Furthermore, there is an opportunity for the new construction to better relate to its immediate surroundings in terms of attention to detail. The proposed flush windows for the east, west, and south elevations would create monotonous blank walls. The proposed glass block windows also create blank walls that do not relate well to its immediate surroundings.

- (12) Granting the certificate of appropriateness will be in keeping with the spirit and intent of the ordinance and will not negatively alter the essential character of the historic district.***

The proposed new construction has the opportunity to be complimentary to the historic district, however as currently proposed it is not. The new construction is not in character with its surroundings in that it terms of scale, size, and massing compared with its immediate surroundings. In addition, the proposed new construction will adversely impact the Great Northern Railway corridor, which is an important landscape of the Saint Anthony Falls Historic District and for the City of Minneapolis. Furthermore, there is an opportunity for the new construction to better relate to its immediate surroundings in terms of attention to detail. The proposed flush windows for the east, west, and south elevations would create monotonous blank walls that do not relate well to its surroundings. The proposed glass block windows also create blank walls that do not relate well to its immediate surroundings.

- (13) The certificate of appropriateness will not be injurious to the significance and integrity of other resources in the historic district and will not impede the normal and orderly preservation of surrounding resources as allowed by regulations in the preservation ordinance.***

The proposed new construction has the opportunity to be complimentary to the historic district, however as currently proposed it is not. The new construction is not in character with its surroundings in that it terms of scale, size, and massing compared with its immediate surroundings. In addition, the proposed new construction will adversely impact the Great Northern Railway corridor, which is an important landscape of the Saint Anthony

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Falls Historic District and for the City of Minneapolis. Furthermore, there is an opportunity for the new construction to better relate to its immediate surroundings in terms of attention to detail. The proposed flush windows for the east, west, and south elevations would create monotonous blank walls that do not relate well to its surroundings. The proposed glass block windows also create blank walls that do not relate well to its immediate surroundings. If these items are addressed the new development would better relate to the historic district and assist in the preservation of the surrounding resources.

### STAFF RECOMMENDATION

CPED-Planning staff recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** the Certificate of Appropriateness for the demolition of the Union Railway Storage Company Building at 520-½ 2<sup>nd</sup> Street SE, a contributing structure to the St. Anthony Falls Historic District, and for the proposed construction of a new apartment building to be located at 518, 520, and 520-½ 2<sup>nd</sup> Street SE with the following conditions:

1. As mitigation for the demolition of the Union Railway Storage Company building, a photographic recordation of the property shall be prepared and submitted to staff that is in accordance with the guidelines of the Minnesota Historic Property Record. The recordation shall include all interior and exterior spaces and site design;
2. No wrecking permit shall be approved until land use and heritage preservation approvals are obtained and final plans submitted.
3. The maximum height of the proposed development is 56 feet.
4. The building shall not extend beyond the rear building wall of the adjacent properties in order to preserve the Great Northern Railway corridor;
5. Windows in the cement board siding openings and parking garage portions of the building shall be recessed a minimum of three inches;
6. The window openings throughout the building shall have a *consistent and repeated pattern*;
7. Window openings in the garage portion of the new construction shall be comparable to the other window openings in size and direction; Glass block windows are not approved.
8. Applicant shall monitor the stability of the surrounding historic buildings during the demolition/construction phase.
9. All glass must be clear, non-tinted, non-reflective glass. One coat of Low-E glazing is permitted on the interior surface of the windows.
10. CPED-Planning reviews and approves final site plan, floor plans, and elevations.
11. The Certificate of Appropriateness approval shall expire if it is not acted upon within one year of approval, unless extended by the Planning Director in writing prior to one-year anniversary date of approvals.

**Appendix B: Heritage Preservation Commission Hearing Testimony and Actions**

**Minneapolis Heritage Preservation Commission**

**April 6, 2010, Room 317 City Hall**

**Staff: Aaron Hanauer**

**Planning Supervisor: Jack Byers**

**ITEM SUMMARY**

**Address:** 518, 520, and 520 ½ 2<sup>nd</sup> Street SE – St. Anthony Falls Historic District, Ward 3  
**Description:** Certificate of Appropriateness for the proposed demolition of the Union Railway Storage Company Building at 520 ½ 2<sup>nd</sup> Street SE, a contributing structure to the St. Anthony Falls Historic District, and for the proposed construction of a new apartment building located at 518, 520, and 520 ½ 2<sup>nd</sup> Street SE.  
**Action:** Approved on Consent

**TRANSCRIPTION**

**Meeting Called to Order: 4:30 pm**

**Chair Larsen (approximately 4:41 pm):** Item number 7. 518, 520, and 520 ½ Second Street Southeast, Union Railway Storage Company Building, St. Anthony Falls Historic District, Ward 3. This is for a Certificate of Appropriateness for the proposed demolition of the Union Railway Storage Company Building at 520 ½ Second Street SE, a contributing structure to the St. Anthony Falls Historic District and for the proposed construction of a new apartment building to be located at 518, 520, and 520 ½ Second Street SE, also known I think as Flour Sack Flats. This is the staff recommendation to adopt staff findings, approve the Certificate of Appropriateness for the demolition of the Union Railway Storage Company Building at 520 ½ Second Street SE, a contributing structure to the St. Anthony Falls Historic District and for the proposed construction of the new apartment building to be located at 518, 520, and 520 ½ Second Street SE with the following conditions:

1. As mitigation for the demolition of the Union Railway Storage Company building, a photographic recordation of the property shall be prepared and submitted to staff that is in accordance with the guidelines of the Minnesota Historic Property Record. The recordation shall include all interior and exterior spaces and site design;
2. No wrecking permit shall be approved until land use and heritage preservation approvals are obtained and final plans submitted.
3. The maximum height of the proposed development is 56 feet.
4. The building shall not extend beyond the rear building wall of the adjacent properties in order to preserve the Great Northern Railway corridor;

5. Windows in the cement board siding openings and parking garage portions of the building shall be recessed a minimum of three inches;
6. The window openings throughout the building shall have a consistent and repeated pattern;
7. Window openings in the garage portion of the new construction shall be comparable to the other window openings in size and direction; Glass block windows are not approved.
8. Applicant shall monitor the stability of the surrounding historic buildings during the demolition/construction phase.
9. All glass must be clear, non-tinted, non-reflective glass. One coat of Low-E glazing is permitted on the interior surface of the windows.
10. CPED-Planning reviews and approves final site plan, floor plans, and elevations.
11. The Certificate of Appropriateness approval shall expire if it is not acted upon within one year of approval, unless extended by the Planning Director in writing prior to one-year anniversary date of approvals.

That is the motion. We'll open up the public hearing. Is there anybody who wishes to speak in opposition to the staff recommendation for item number seven? Seeing none, we'll close ...

**Audience:** How many stories is 56 feet in height?

**Chair Larsen:** Five ... five? Five stories. Ok, seeing none, we'll close the public hearing. We'll call the roll.

**Clerk:** Commissioner Elliott?

**Commissioner Elliott:** Abstain.

**Clerk:** Harrison?

**Commissioner Harrison:** Abstain.

**Clerk:** Anderson?

**Commissioner Anderson:** Aye.

**Clerk:** Lemmon? Oh, sorry, Lackovic?

**Commissioner Lackovic:** Aye.

**Clerk:** Larsen?

**Chair Larsen:** Aye.

**Clerk:** Kelley?

**Commissioner Kelley:** Aye.

**Clerk:** Morse-Kahn?

**Commissioner Morse-Kahn:** Aye.

**Clerk:** Mack?

**Commissioner Mack:** Aye.

**Clerk:** Crippen?

**Commissioner Crippen:** Aye.

**Chair Larsen (approximately 4:45 pm):** Ok, that motion carries.

**(approximately 6:26 p.m.)**

**Chair Larsen:** Alright, we'll move on to our next public hearing item which is item number 8.

**(unidentified gentleman):** Mr. Chair, President, forgive me for the interruption.

**Chair Larsen:** Yes?

**(unidentified gentleman):** We were scheduled for Item 7 and did not realize staff had recommended it for consent and was wondering if the commission would consider reconsideration so that we may present our objections to the staff proposal. We were out in the hallway and have been here since five after five and didn't realize that staff had moved Item 7 to consent. Would the Commission consider reconsideration so we can present our case, otherwise we have to go to appeal.

**Chair Larsen:** I am sorry, but we have made the decision and it stands final.

**(unidentified gentleman):** Ok, thank you.