Certificate of Appropriateness BZH-27416

Date: September 11, 2012

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

**Applicant:** Kelly Doran, Doran Companies

Address of Property: 413-425 Main Street Southeast

Project Name: Mill and Main

Contact Person and Phone: Kelly Doran, (952) 288-2002

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

**Date Application** 

**Deemed Complete:** August 17, 2012

Publication Date: September 4, 2012

Public Hearing: September 11, 2012

**Appeal Period Expiration:** September 21, 2012

Ward: 3

Neighborhood Organization: Marcy Holmes Neighborhood Association

#### **Concurrent Review:**

1. The proposed development will require land use approvals approved by the City Planning Commission

Attachments: Attachment A: Materials submitted by CPED staff –

- Context Map
- Saint Anthony Falls Historic District map
- Aerials
- Images

Attachment B: Materials submitted by Applicant –

- Application
- City council and neighborhood correspondence and letter of support
- Plan set 11x17 (color renderings)
- Plan set 18x24 (larger font)

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

PROPERTY	
INFORMATION	
Current name	413-425 Main Street Southeast
Historic Name	Warehouse III and Manildra Hydroprocessing Building
Current Address	413-425 Main Street Southeast
Historic Address	413-425 Main Street Southeast
Original	N/A
Construction Date	
Original Contractor	N/A
Original Architect	N/A
Historic Use	Industrial
Current Use	Vacant
Proposed Use	Residential

**BACKGROUND:** The subject properties, 413-425 Main Street Southeast, are located within the Saint Anthony Falls Historic District and are part of the Pillsbury-A Mill Complex. The A-Mill Complex is one of three national historic landmarks in the City of Minneapolis. The proposed project is located on the site of the Research and Development Annex, also known as Warehouse III, and the Manildra Hydroprocessing Building. Both buildings are non-contributing and were approved for demolition by the Heritage Preservation Commission (HPC) on March 20, 2012.

**SUMMARY OF APPLICANT'S PROPOSAL:** The applicant, Doran Companies, is proposing a new, seven-story, 190-unit apartment building that will extend along Main Street Southeast between Fifth Avenue Southeast and the Red Tile Elevator. The proposed building design is similar to the Mill and Main Phase I building. Phase I, located at 501 Main Street Southeast, is

a seven-story, 190-unit apartment building built in a U-shape. Like Phase I, Phase II is proposed to be differentiated by the use of varying materials to create the appearance of separate building envelopes. Phase I was approved by the HPC at the December 13, 2011 meeting and is currently under construction.

**Building Details:** The lowest two levels of Mill and Main Phase II are proposed to consist of parking and liner apartments along Main Street Southeast. Floors three through seven contain residential units. Many of the apartment units would have balconies; some partially recessed while others extending completely from the outer wall. The units are proposed to have exposed louvers on the outside wall of many individual apartment units. The enclosed parking is accessed along 5<sup>th</sup> Avenue Southeast and Prince Street.

Envelope 1, located on Main Street Southeast and 5th Avenue Southeast, has a plum colored brick veneer with dark metal panels in the partially recessed balconies. The windows and window/door combinations in the outer bays extend the distance of the rough opening. The windows in the middle openings are shorter and flanked by a metal pane on the side and bottom.

Envelope 2 consists of a two-story, stone veneer platform along Main Street Southeast. The platform section is setback five feet from Envelope 1 and 3 along Main Street. A terrace, that includes an outdoor pool, is proposed to be located above the platform. Setback behind the terrace 68 feet, the building rises five additional stories. The five-story portion of the building consists of a buff colored vertical metal pane on four floors and a dark bronze hardiboard on the top floor. The buff colored metal panels and dark bronze hardiboard treatments are also present along the Prince Street elevation.

Envelope 3 is proposed to extend five feet forward compared to the adjacent envelopes along Main Street Southeast. This section is built with a buff colored brick and contains the primary building entrance. The buff colored brick exterior is continued on to the Prince Street elevation. At the top of the building a wall sign is proposed for the parapet that reads 'mill & main". A projecting sign is also proposed to be located between the second and third floors (see sign details section below for more details).

Envelope 4 is located adjacent to the Red Tile Elevator. The exterior treatment of this envelope is seen on Main Street Southeast, 4<sup>th</sup> Avenue, and Prince Street. It is proposed to have a two-story grey masonry base along Main Street Southeast. The lower floors of 4<sup>th</sup> Avenue and Prince Street would be constructed with precast concrete panels and white cast stone. The metal panel/insulated precast concrete base would be two stories along 4th Avenue; it would reduce to one story along Prince Street due to the grade change. Plum brick would be the exterior material on the upper floors. Windows on floors three through seven are proposed to be horizontally oriented with eight lights. Unlike the other building envelopes, the window frames are proposed to be white. The other openings would consist of patio doors flanked by narrow sidelight windows. The patio doors would lead to projecting balconies.

Envelope 5 is located on the Prince Street and 5<sup>th</sup> Avenue Southeast elevations. The primary exterior material is buff colored brick. A dark fiber cement panel is proposed for the top floor and for two bays of windows along both Prince Street and 4<sup>th</sup> Avenue Southeast.

**Sign Details:** The applicant is proposing two signs for Mill and Main Phase II. Both signs would be located on the Main Street Southeast elevation on Envelope 3.

At the top of the building a wall sign is proposed to be located on the parapet that reads 'mill & main". The wall sign is seven feet tall, located 85 feet above grade, and is 152 square feet in size (90 square feet of letter and logo area). The second sign is a 38 square foot projecting sign. It is proposed to be located 32 feet above grade. Both signs would be internally and externally illuminated; 'mill' would be internally illuminated and 'main' would be externally illuminated.

**Setting Details:** The footprint of the proposed building is in compliance with the joint site plan for the overall Pillsbury-A Mill Complex that was approved by the HPC at their August 7, 2012, meeting. The project site includes retaining the two Great Northern Railway Spur corridors serving the Pillsbury A-Mill, a mid-block spur corridor, and a Main Street Southeast spur corridor. Both are contributing resources to the Saint Anthony Falls Historic District and the Pillsbury A Mill Complex.

The building footprint is stepped in slightly to respond to the mid-block and Main Street portions of the Great Northern Rail Spur Corridor. The proposed project includes interpretation of the rail lines within the Great Northern Rail Spur Corridor to match the treatment proposed by Dominium and approved by the HPC and CPC for use on the rest of the Rail Corridor in the Pillsbury A-Mill Complex.

The project also includes the completion of the Fourth Avenue connection through the Pillsbury A Mill Complex. It extends between the Red Tile Elevator and the proposed Mill & Main Phase II site. The tiered connection includes three interpretive pedestals for the three phases/eras of the Pillsbury A Mill Complex. An accessible ramp runs along the edge of Mill & Main Phase II. Birch trees and buffalo grass are proposed to be planted on the west side of the staircase. The pavers used within the staircase are consistent with those used along the rail corridors. Street tree plantings along Main Street Southeast and 5<sup>th</sup> Avenue Southeast are proposed to be clustered in an irregular pattern.

#### **PUBLIC COMMENT:**

Public hearing notices for this Certificate of Appropriateness application were mailed on or about August 21, 2012. As of September 4, 2012, one letter has been submitted. On June 25, 2012, the Marcy Holmes Neighborhood Association Board of Directors and Land Use Committee wrote a letter stating they support the Phase II concept.

### **CETIFICATE OF APPROPRIATENESS**: Certificate of Appropriateness for 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.

As conditioned, the proposed project is compatible with the criteria of significance and period of significance for which the historic district was designated. The St. Anthony Falls Historic District is significant in part for the 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). When looking across the river from downtown or from the Stone Arch Bridge, the Pillsbury A Mill Complex provides one of the most distinctive views and built landscapes in the City of Minneapolis.

The positive aspects of the Mill and Main project include its overall height, which does not overpower the historic A-Mill buildings, the building placement, which helps retain a strong street presence and retains the rail corridor, as well as complimentary design features such as building materials, fenestration, and canopies.

However, the singular height of the proposed building at seven stories for an entire block is not consistent with the variety of building heights within the A-Mill complex along Main Street Southeast. This is compounded by the fact that the Mill and Main Phase I building which is also seven stories and occupies an entire block is located immediately adjacent to the proposed building. The different heights of the A-Mill Complex and other historic buildings illustrate the varying needs and functions of the buildings and the growth of the complex and area over time.

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

As conditioned, the proposed apartment building is compatible with and supports the criteria of significance and period of significance for which the historic district was designated. The Saint Anthony Falls Historic District and the A-Mill Complex specifically is significant for its architecture, commerce/industry, and transportation. The A-Mill Complex buildings were instrumental in making Minneapolis the flour capital of the world.

The proposed building respects the A-Mill Complex in overall height; however, the uniform height for an entire block along Main Street Southeast is not compatible with the historic

structures. The different heights of the A-Mill Complex and other historic buildings illustrate the varying needs of the buildings and the growth of the complex and area over time. Even though the varied material choices for the new structure help reduce the building's wide span, the singular height of seven stories for an entire block (378 linear feet) detracts from the A-Mill Complex. This is compounded by the fact that the Mill and Main Phase I building which is also seven stories and occupies an entire block is located immediately adjacent to the proposed building.

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

As conditioned, the proposed project will be compatible with and will ensure continued integrity of the historic district. If the building envelope heights vary it will assist with the efforts to break up the building into unique sections.

(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 currently adopted Saint Anthony Falls Historic District guidelines are from 1980. The applicable sections are the general guidelines and those in Section H, East Bank Milling. There are nine areas in which the project was analyzed: Siting, height, rhythm of projections, directional emphasis, materials, nature of openings, roof shapes, details, and color. The 2003 HPC Guidelines were used to analyze the proposed wall and projecting sign.

The 1980 Saint Anthony Falls Historic District guidelines are in the process of being updated. After an 18-month process, updated guidelines are expected to be adopted by the HPC at their September 24, 2012, meeting. For this review, staff outlines the updated guidelines that the project meets and those guidelines that reinforce CPED's recommended conditions of approval. The 2012 Saint Anthony Falls Historic District guidelines divide the district into character areas. The subject properties are located in the Water Power Character Area.

### 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 applicant's proposal is in compliance with the guideline for the siting of the building and is consistent with the joint site plan for the overall Pillsbury-A Mill Complex that was approved by the Heritage Preservation Commission on August 7, 2012. The applicant's proposal will preserve the historic rail corridors along Main Street Southeast and Prince Street. The building will be located a minimum of three feet from the rail lines. The proposed placement of the building in relationship to the rail lines will allow someone to

visualize a train that could provide service to the former buildings on the site and the Pillsbury A Mill Complex.

The proposal is supported by the 2012 Saint Anthony Falls Historic District guidelines:

### Building Placement and Orientation

- 9.1 Maintain the alignment of building fronts along the street.
- 9.2 Respect alignment patterns associated with historic infrastructure.
  - Locate a new building to retain historic rail corridors.

#### Site and Landscape Design

10.2 In the East Side Area, buildings should orient toward the rail lines and the street grid.

### 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 overall height of the building does not take away from the area and is in compliance with the guideline that new buildings not be higher than the existing silo-mills in the area. The new construction as proposed rises to 78 feet, which is lower than the Pillsbury A Mill Building (107 feet) and the Red Tile Elevator which reaches 189 feet in height.

However, the non-variation of height in the new construction is inconsistent with the district and is visually incompatible with the adjacent historic structures. A characteristic of the Pillsbury A Mill buildings are the varied heights.

Pillsbury A Mill buildings	Height
Warehouse 2	50 feet
Machine House	57 feet
Pillsbury A Mill Building	107 feet
White Grain Elevators	138 feet
Red Tile Elevator and head house	189 feet

The proposed building retains the seven story (77'-8") height along the entire stretch of Main Street Southeast (378 linear feet), which does not sufficiently break up the massing of the large structure. It is realized that Building Envelope 3 has a five foot high parapet; however, this is only a foot deep and will not read as an actual story.

The Pillsbury A Mill District is experienced close by and from a distance. The varied use of materials along Main Street Southeast will assist in breaking up the building when viewing it close up. However, the proposed uniform height for an entire block will detract from the A-Mill Complex skyline when viewing the complex from Downtown and the Stone Arch Bridge.

Mill and Main Phase I also maintained a height of seven stories for the entire structure (370 linear feet). The combination of the two buildings next to each other maintaining a seven story height will detract from the historic district that has buildings of varying heights.

CPED recommends that the height of the building be lowered one floor on the outer portions of the building (red brick envelopes) and that all stories be true stories. This will assist with the building relating better to the historic A-Mill Complex in terms of height, width, and massing. In addition, it will provide height variation and relief between the Phase I, seven story building and the A-Mill Complex.

The proposal and recommended conditions of approval are supported by the 2012 Saint Anthony Falls Historic District guidelines:

Building Mass, Scale, and Height

- 9.8 Maintain the traditional size of buildings as perceived at the street level.
  - The height of a new building should be within the height range established in the context, especially at the street frontage.
- 9.9 The overall height of a new building shall be compatible with the Character Area.
- 9.11 Provide variation in building height in a large development.
  - In order to reduce the perceived mass of a larger building, divide it into subordinate modules that reflect traditional building sizes in the context. Too much variation in building height is inappropriate.
- 9.12 Maintain the scale of traditional façade widths in the context.
  - Where a building must exceed this width, use a subtle change in design features
    to suggest traditional building widths. Changes in materials, window design,
    facade height or decorative details are examples of techniques that may be used.
  - Where these articulation techniques are used they shall be expressed consistently throughout the structure, such that the composition appears as several building modules. However, too much variation, which results in an overly busy design, is inappropriate.

### 4c. 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

As conditioned, the proposal would be in compliance with the Saint Anthony Falls Historic District guidelines in terms of rhythm of projections.

Balconies and canopies are proposed to project from the exterior building wall along Main Street Southeast. Fully projecting balconies are proposed in Envelope 2 and Envelope 4, which is located next to Warehouse 1 and the Red Tile Elevator. These balconies extend five feet from the building wall. The balconies in the southeast section of the building (Envelope 1), are mainly recessed, projecting less than two feet from the outer wall. Canopies are proposed over the main entrance and on the stone portion of the building.

The location of fully projecting balconies right next to the A-Mill buildings is not consistent with the Saint Anthony Falls Historic District Guidelines or compatible with the national

historic landmark. Balconies were not a part of most historic building types in the Saint Anthony Falls Historic District. Although there are some examples, they generally were unusual, and served as accents. In addition, the proposed balconies of Envelope 4 are not subordinate to the overall historic context of the building and the traditional character of the block is not maintained. The projecting balconies on Envelope 2 are subordinate with the large setback from Main Street Southeast (approximately 70 feet).

The proposed contemporary canopies, however, are compatible with the building and compliment the canopies on the historic buildings.

CPED recommends that the Envelope 4 have balconies partially recessed (at the location of the proposed projecting balconies) similar to Envelope 1 and that the balconies not be allowed to project more than two feet from the outer wall. This will allow for the building to have shadow lines and depth, the balconies to remain subordinate to the overall historic context, and to reinforce the concept of a simple rectangular form.

The proposal and recommended conditions of approval are supported by the 2012 Saint Anthony Falls Historic District guidelines:

#### Balconies and Roof Decks

7.10 On a new building, locate balconies such that the traditional character of the block, as perceived at the street level, is maintained.

- When a building wall is positioned near the sidewalk edge, locating a balcony at the third floor or above is preferred.
- Consider providing a balcony that is inset instead of one that projects from the front facade. This can reinforce the concept of a simple rectangular form.

#### Canopies and Awnings

9.27 A canopy/awning should be in character with the building.

- Mount a canopy/awning to accentuate character defining features.
- A canopy/awning should remain a subordinate feature on the building.

### 4d. 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.

As conditioned, the proposed infill construction is visually compatible with nearby historic resources in regards to directional emphasis.

Currently, the building has a strong horizontal emphasis. Mill and Main Phase II maintains a seven story height for an entire block (378 linear feet). The applicant's proposal to break up the building into five distinct sections and to primarily use vertically oriented windows assists in reducing the horizontal orientation when viewed close by. However, the strong horizontal emphasis will be apparent when viewing the Mill and Main Phase II building from Downtown or the Stone Arch Bridge.

CPED recommends that the height of the building be lowered one floor on the outer portions of the building (red brick envelopes) and that all stories be true stories. This will assist with the building in not having a monolithic shape, especially when viewed from a distance.

The proposal and recommended conditions of approval are supported by the 2012 Saint Anthony Falls Historic District guidelines:

### Building Mass, Scale, and Height

- 9.11 Provide variation in building height in a large development.
  - Vary the height of building modules in a large structure, and include portions
    that are similar in height to historic structures in the context. However, avoid
    excessive modulation of a building mass, when that would be out of character
    with simpler historic building forms in the area. Too much variation in building
    massing is inappropriate.
- 9.12 Maintain the scale of traditional façade widths in the context.
  - Where a building must exceed this width, use a subtle change in design features to suggest traditional building widths. Changes in materials, window design, facade height or decorative details are examples of techniques that may be used.
  - Where these articulation techniques are used they shall be expressed consistently throughout the structure, such that the composition appears as several building modules. However, too much variation, which results in an overly busy design, is inappropriate.
- 9.13 block-long building façade is inappropriate.
  - However, a block-long building width will be considered if the façade reads as separate building modules. The following should be considered in the design, to divide the composition in sub-components such that it reads as several discrete modules that are consistent with traditional building widths in the context:
  - Provide a variation in building heights among the modules.
  - Change window design and architectural details in the modules.
  - Change materials in the modules (See also the building materials section.)

#### Windows

9.25 Arrange windows to reflect the traditional rhythm and general alignment of windows in the area.

#### 4e. 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.

As conditioned, the project's materials are compatible with the historic district. The project proposes to use complimentary brick and stone that respects the neighboring historic masonry buildings on all elevations. The primary exterior material on the recessed portion along Main Street Southeast would be a buff colored, metal panel that is ribbed vertically.

Although this is not called out as an acceptable material in the current guidelines, its industrial appearance and texture will not detract from the neighboring historic structures. In addition, the building envelopes' use of one primary material compliments the neighboring historic buildings.

There are two building materials that CPED feels that do not meet the historic district guidelines for materials and are not visually compatible with the surrounding area.

- 1. Exposed HVAC units on the outer walls: The applicant is proposing exposed HVAC units on the building's outer walls. Openings for exposed HVAC units on the outer wall are not visually compatible or consistent with the historic structures within the sub-area. Historically, building openings on the exterior walls were for windows and doors. The additional opening on the outer wall for mechanical equipment detracts from the building as a whole, especially directly next to the Pillsbury A Mill Complex historic buildings. Apartment buildings are able to provide heating, ventilation, and air conditioning in different ways including a centralized rooftop system that would not require additional openings for the individual HVAC units, a split system that only requires an approximately 6 inch by 6 inch hole on the outer wall for each unit, or placement of the ventilation system on the interior wall of balconies, as is proposed with some of the apartment units. CPED recommends that HVAC units not be located on the outer walls of Envelope 4 facing Main Street Southeast and the elevation facing the A-Mill building. This will allow for the closest section of the new building to compliment the neighboring historic building.
- 2. Windows: Similar to Phase I, the applicant is proposing fiberglass windows. The windows are proposed to be white and dark brown. The windows within the A-Mill Complex are primarily dark frames. The use of white frames do not reflect the range finish employed traditionally in the district, nor contribute to the visual continuity of the specific context. CPED recommends that all window frames be a dark brown or black to compliment the historic buildings. In addition, CPED recommends that the windows of the new building be true divided lights or have a interstitial spacer to compliment the historic windows that have true divided lights.

The proposal and recommended conditions of approval are supported by the 2012 Saint Anthony Falls Historic District guidelines:

#### Materials

9.20 Building materials shall be similar in scale, color, texture and finish to those seen historically in the context.

- Masonry (i.e., brick and stone) that has a modular dimension similar to those used traditionally is appropriate.
- Facade that faces a public street should have one principal material, excluding door and window openings, and may have one to two additional materials for trim and details. Permitted materials include, but are not limited to, brick, stone, terracotta, painted metal, exposed metal, poured concrete and precast concrete.

9.21 Contemporary materials that are similar in character to traditional ones will be considered.

- Generally, one primary material should be used for a building with one or two accent materials. Accent materials should be used with restraint.
- A second material may be used on side or rear walls in a context in which such a

tradition is demonstrated historically. It is inappropriate in the Water power Area. 9.22 Use high quality, durable materials.

- Materials should be proven to be durable in the local Minneapolis climate.
- The material should maintain an intended finish over time, or acquire a patina, which is understood to be a likely outcome.
- Materials at the ground level should withstand ongoing contact with the public, sustaining impacts without compromising the appearance.

### **Building Equipment**

- 7.6 Minimize the visual impacts of building equipment as seen from the public way.
  - Screen building equipment from view.
  - Do not locate equipment on a primary facade. Primary wall penetrations for HVAC equipment are not permitted.

#### Windows

- 9.25 Vertically proportioned, single or sets of windows, "punched" into a more solid wall surface, and evenly spaced along upper floors.
- 9.26 Use durable window materials.
  - Inappropriate window treatments include faux balconies and snap-in mullions.

### 4f. 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.

Mill and Main Phase II is consistent with the guidelines that the windows are in a repeated pattern across the principal façade.

The applicant has proposed windows that are vertically oriented with the use of mullions; most windows meet the 2 ½ to 3 times as tall as they are wide requirement. Furthermore, the doors and windows on the principal facades within the masonry and stone are recessed. The windows in the metal panel and hardiboard portions of the building are flush with the exterior wall to reduce the possibility of water infiltration.

Along Main Street Southeast, the primary entrance is within the buff colored brick portion of the building and faces the street. The main entrance is clearly defined and accentuated by the additional glazing surrounding the doors. The primary entrance is identifiable and is in character with the building and its context.

1. The north elevation (along the rail corridor) is void of windows on the first floor. However, the applicant addressed the lack of windows by proposing dark bronze, ribbed metal panels about the same size as the window openings for a majority of the floor. Some of the metal panels are vertically aligned with the windows above and some are slightly offset. CPED recommends that all of the metal panels be vertically aligned with the windows above.

The proposal and recommended conditions of approval are supported by the following updated Saint Anthony Falls Historic District guidelines:

### Primary Entrances

- 9.18 Locate a primary building entrance to face the street.
  - Position a primary entrance to be at the street level in an urban setting.
- 9.19 Design a building entrance to appear similar in character to those used traditionally.
  - Clearly define the primary entrance.
  - Use a contemporary interpretation of a traditional building entry, which is similar in scale and overall character to those seen historically.

#### Windows

- 9.23 Provide a high level of ground floor transparency on a building in an area traditionally defined by commercial storefronts.
  - Where a storefront is not feasible, incorporate a high level of transparency in ground floor office, lobby or residential uses while providing sufficient privacy for occupants.
- 9.25 Arrange windows to reflect the traditional rhythm and general alignment of windows in the area.
  - Use appropriate window rhythms and alignments, such as:
    - Vertically proportioned, single or sets of windows, "punched" into a more solid wall surface, and evenly spaced along upper floors
    - Window sills or headers that align
    - Rows of windows or storefront systems of similar dimensions, aligned horizontally along a wall surface
    - Creative interpretations of traditional window arrangement relationships are encouraged.

### 4g. 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 Historic District guidelines and the East Bank Mills sub district guidelines for roofs. The proposed new construction contains a flat roof.

The proposal and recommended conditions of approval are supported by the 2012 Saint Anthony Falls Historic District guidelines:

#### Building and Roof Form

- 9.16: Use simple, rectangular roof forms in commercial, warehouse and industrial contexts.
  - Flat roofs are appropriate on the majority of the buildings in the district.
- 9.17 Design a roof to be similar in form to those used traditionally in the Character Area.

#### 4h. 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.

The Mill and Main Phase II is in compliance with the Saint Anthony Falls Historic District and East Bank Mills sub district guidelines in regards to the emphasis given to the upper termination of the building. New construction should appear as a product of its own time while also being compatible with the historically significant resources of the area. The A-Mill historic buildings have a simple upper termination and the applicant is proposing that the upper floor of Mill and Main Phase II also be simple and straightforward.

The proposal is supported by the 2012 Saint Anthony Falls Historic District guidelines: *Architectural Character and Detail* 

- 9.4Design a new building to reflect its time while respecting key features of its context.
- In those character areas with a high concentration of historic structures, relating to the context is especially important.

#### 4i. 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.

As conditioned, Mill and Main Phase II is in compliance with the district color requirements. The primary surfaces of the new building will be plum and buff. The secondary materials of the building, metal and hardiboard, will be a grey/silver and black. These colors are consistent with exterior building materials of other buildings.

However, the white window frames proposed in Envelope 4 are not appropriate for the district. Historically, window frames in the A-Mill Complex and the industrial buildings of the district have been dark colors. White window frames will draw too much attention to the new building. CPED recommends that all window frames be a dark brown or black to compliment the historic buildings.

The proposal is supported by the 2012 Saint Anthony Falls Historic District guidelines: *Materials* 

9.20 Building materials shall be similar in scale, color, texture and finish to those seen historically in the context.

### 4j. Signs

The HPC adopted guidelines for signs and awnings in June 2003. The purpose of the guidelines is to allow for effective signage that is appropriate to the character of the city's

historic districts and preserves the integrity of historic structures. The HPC will consider special situations including building condition, building orientation, historic precedence, and exceptional design proposals for signs that are not in compliance with the guidelines.

The applicant is proposing a wall sign and a projecting sign on the Main Street Southeast elevation. The HPC guidelines allow for two signs on the same elevation as is proposed. However, the proposed signs do not comply with the guidelines for height above grade, size, and illumination.

Walls signs for buildings within historic districts are allowed to have a maximum height of 14 feet, be a maximum of 32 square feet in size, and be two feet in height. The proposed wall sign has a maximum height of 85 feet, it is 152 square feet in size (the lettering and logo is 90 square feet in size), and is seven feet tall.

#### Wall sign

Guideline	Guidelines	Proposed
Maximum height (measured from grade)	14 ft.	85 ft.
Size	32 sq. ft.	152 sq. ft.
Sign dimensional height	2 ft.	7 ft.

The 'mill' portion would be internally illuminated and the 'main' portion would be externally illuminated. Internal and external illumination is allowed by the HPC guidelines, however, the guidelines allow for only one illuminated sign.

Projecting signs for buildings within historic districts are allowed to have a maximum height of 14 feet and be a maximum of 12 square feet. The proposed projecting sign is 32 feet above grade and is 38 square feet in size.

#### Projecting sign

Guideline	Guidelines	Proposed
Maximum height (measured from grade)	14 ft.	32 ft.
Size	12 sq. ft.	38 sq. ft.

The 'mill' portion would be internally illuminated and the 'main' portion would be externally illuminated on both sides. Internal and external illumination are allowed by the HPC guidelines, however, the guidelines allow for only one illuminated sign.

The projecting sign is appropriate for the new apartment building and the Saint Anthony Falls Historic District given the proposed location and size. The projecting sign is located a sufficient distance away from the historic Pillsbury A-Mill Warehouse I and the Red Tile Elevator (180 linear feet). In addition, the sign will not be taller than the nearby historic structures (32 feet in height). Furthermore, it will have minimal visibility when viewing the A-Mill Complex from Downtown and the Stone Arch Bridge.

The wall sign, however, is not appropriate for the Saint Anthony Falls Historic District given its proposed location and its size. The proposed wall sign would be located 85 feet above grade and be 152 square feet in size (90 square feet of letter and logo area). The sign

would draw attention away from the nearby Pillsbury A-Mill sign which is one of the most iconic signs of Minneapolis and the adjacent historic buildings.

CPED recommends that the wall sign not be approved as part of Mill and Main Phase II,

(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.

For setting, The Secretary of the Interior Standards for Preservation recommends the following for setting: "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."

As conditioned, the applicant's proposal will not materially impair the significance and integrity of the historic district. The proposed construction will assist in rehabilitating the historic Pillsbury A-Mill buildings and preserve the setting of the Great Northern Railway corridor, which is an important historic landscape 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's proposal as conditioned is consistent with applicable policies of the comprehensive plan including the following:

- Promote quality design in new development as well as building orientation, scale, massing (Land Use Implementation Step: 1.2.1);
- Grow by increasing the supply of housing (Housing Policy 3.1);
- Support housing density in locations that are well connected by transit, and are close to commercial, cultural, and natural amenities (Housing Policy 3.2);
- Increase housing that is affordable for moderate income households (Housing Policy 3.3);
- Foster complete communities by preserving and increasing high quality housing opportunities suitable for all ages and household types (Housing Policy 3.6);
- Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture (Heritage Preservation Policy 8.1):
- Require new construction in historic districts to be compatible with the historic fabric (Heritage Preservation Implementation Step 8.1.2);
- Encourage new developments to retain historic resources, including landscapes, incorporating them into new development rather than removal (Heritage Preservation Policy 8.5):

- Recognize and preserve the important influence of landscape on the cultural identity of Minneapolis (Heritage Preservation Implementation Step 8.1.3);
- Identify and protect important historic and cultural landscapes (Heritage Preservation Implementation Step 8.5.1);
- Preserve neighborhood character by preserving the quality of the built environment (Heritage Preservation Policy 8.8);
- Support the development of multi-family residential dwellings of appropriate form and scale (Urban Design Policy 10.5).

#### **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 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.

As conditioned, the proposal will preserve the historic character of the district by having a complimentary building added to the historic district and preserving the Great Northern Railway corridor landscape.

(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.

The proposed project does not involve the destruction of a landmark or property within a historic district.

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 applicant has demonstrated adequate consideration for the statement of significance in the original nomination upon which the historic district was based (1971 National Register of Historic Places Nomination of the St. Anthony Falls Historic District). They have also shown consideration of the 1992 update to the historic district.

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

The proposal will require land use approvals. Land use applications have not been submitted at this time.

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 applicant states that they are following the Rehabilitation Standards and Guidelines.

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.

As conditioned, the proposed new construction design and placement will be compatible with the Saint Anthony Falls Historic District. The conditions of approval will also help protect the Great Northern Railway corridor, which is an important landscape feature of the historic district and for the City of Minneapolis. Furthermore, the conditions of approval will assist in the new construction better relating to its immediate surroundings in terms of attention to detail.

(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.

Granting the certificate of appropriateness application with conditions will be keeping with the spirit and intent of the ordinance and will not negatively alter the essential character of the historic district. As conditioned, the proposed construction design will relate to and complement the nearby historic buildings. In addition, the placement of the proposed building will help

protect the Great Northern Railway corridor, which is an important landscape feature of the Saint Anthony Falls Historic District and for the City of Minneapolis.

(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.

Granting the certificate of appropriateness with the conditions of approval listed below will not be injurious to the significance and integrity of other resources in the historic district. As conditioned, the building relates to the Pillsbury A-Mill Complex and protects the Great Northern Railway Corridor.

#### STAFF RECOMMENDATION

The Department of Community Planning and Economic Development - Planning Division recommends that the Heritage Preservation Commission adopt staff findings and **approve** the Certificate of Appropriateness for the new construction at 501 Main Street Southeast with the following conditions:

- 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 the oneyear anniversary date of approvals;
- 2. By ordinance, all approvals granted in this Certificate of Appropriateness shall remain in effect as long as all of the conditions and guarantees of such approvals are observed. Failure to comply with such conditions and guarantees shall constitute a violation of this Certificate of Appropriateness and may result in termination of the approval;
- 3. 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;
- 4. Exposed HVAC/louvers are allowed on the outside walls with the exception of Envelope 4 facing Main Street Southeast and the elevation facing the A-Mill building (plan west elevation).
- 5. The proposed 'mill & main' wall sign is not approved;
- 6. Balconies in Envelope 4 shall be partially recessed and shall not extend more than two feet from the outer wall:
- 7. All window frames shall be dark bronze or black; white window and door frames are not approved:
- 8. All windows shall be true divided lights or have an interstitial spacer; snap-in mullions are not approved;
- 9. The height of the building shall be one story lower on the outer envelopes (red brick envelopes) and all stories be true stories.
- 10. The metal panels on the first floor of the north elevation shall be vertically aligned with the windows above.