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

Date: January 20, 2011

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

Referral to: Zoning & Planning Committee

Subject:

Name of Appellant: N/A
Name of Original Applicant: *Charlene Roise of Hess, Roise and Company, on behalf of North Loop Historical Partners, LLC*
Property Address: 607 Washington Avenue North
Ward #: 5, adjacent to Ward 7

At their January 4, 2011 meeting, the Heritage Preservation Commission voted to recommend approval of historic variances to the Zoning and Planning Committee to allow a drive aisle width that does not comply with the Zoning Ordinance and not having active uses located along a portion of the Seventh Avenue North facade between the street and a proposed parking area on first floor of the building.

Recommendation:

The Heritage Preservation Commission unanimously voted to recommend approval of historic variances for: 1) Drive aisle width that does not comply with the Zoning Ordinance, and 2) Not having active uses located along a portion of the Seventh Avenue North façade between the street and a proposed parking area on first floor of the building with the following conditions:

1. The loading and unloading area, pedestrian access, and dog wash areas along the Seventh Avenue North facade shall be clearly delineated from parking areas through bollards, curb stops, or other fixed features that are reviewed and approved by staff.
2. All workmanship must be conducted in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties.*
3. Final plans, elevations, details, material selections, and finish samples must be submitted to CPED-Planning Staff for final review and approval prior to any permits being issued.
4. By ordinance, approvals are valid for a period of one year from the date of the decisions unless required permits are obtained and the action approval is substantially begun and proceeds in a continuous basis toward completion. Upon

written request and for good cause, the planning director may grant up to a one year extension if the request is made in writing no later than January 4, 2012.

5. 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.

Previous Directives: N/A

Prepared by: Brian Schaffer, Senior City Planner, (612) 673-2670 Approved by: Jack Byers, Planning Manager, (612) 673-2634 Presenters in Committee: Brian Schaffer, Senior City Planner, (612) 673-2670

Financial Impact *(delete all lines not applicable to your request)*

- No financial impact

Community Impact

- Neighborhood Notification: The North Loop Neighborhood Association was notified of this application by letter, mailed on December 21, 2010
- City Goals: See staff report
- Comprehensive Plan: See staff report
- Zoning Code: See staff report
- End of 60-120-day decision period: N/A

Background/Supporting Information

In addition to the historic variance application, the Applicant applied for a Certificate of Appropriateness application to allow for the rehabilitation of the buildings located at 607 Washington Avenue North. The Heritage Preservation Commission unanimously voted to approve the Certificate of Appropriateness application with the following conditions:

1. The Applicant shall submit a detailed plan for brick cleaning and paint removal to CPED staff for approval. CPED shall be consulted, along with SHPO, on testing of the proposed method.
2. The brick repointing shall follow methods in compliance with the Secretary of the Interior Standards for Rehabilitation.
3. The proposed replacement bricks shall match the material, color, profile, dimension and texture of the existing surrounding brick.
4. Section details for all openings with new interior storm windows shall be provided to and approved by staff.
5. The window configuration identified in Drawing A501-1 for the Sixth Avenue North facade of the 1910 Warehouse is approved. The proposed design of the windows is approved.
6. The Applicant shall submit a detailed plan for how the ghost signs will be preserved and protected during the installation of new window openings and windows to CPED staff for review and approval.
7. The interior volume of space within the integrated rear loading dock shall be retained and not divided by walls.
8. The alteration to allow for a new ramp on the south side of the Seventh Avenue North loading dock is approved. The stair and ramp alterations on the north (Washington Avenue North) side of the Seventh Avenue North loading dock are not

approved. The stair and ramp alterations to north and south sides of the Sixth Avenue North loading dock are not approved.

9. The material for the proposed rooftop addition and exit stair shall be in a color more similar to the color of the existing penthouse brick. The Applicant shall submit a material and color sample to staff for review and approval.
10. All workmanship must be completed in conformance with the Secretary of Interior Standards, see: http://www.nps.gov/history/hps/tps/standguide/
11. The Applicant shall obtain all other necessary City approvals prior to the commencement of work.
12. Final plans, elevations, details, material selections, and finish samples must be submitted to CPED-Planning Staff for final review and approval prior to any permits being issued.
13. By ordinance, approvals are valid for a period of one year from the date of the decisions unless required permits are obtained and the action approval is substantially begun and proceeds in a continuous basis toward completion. Upon written request and for good cause, the planning director may grant up to a one year extension if the request is made in writing no later than January 4, 2012.
14. 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.

Attachments

A. Heritage Preservation Commission Actions
B. January 4, 2011 Historic Variance Staff Report and Attachments

Department of Community Planning and Economic Development
Planning Division

Historic Variance
BZH-26744

Date: December 28, 2010

Proposal: Historic Variances for a drive aisle width that does not comply with the Zoning Ordinance and not having active uses located along a portion of the Seventh Avenue North facade between the street and a proposed parking area on first floor of the building

Applicant: Charlene Roise of Hess, Roise and Company ,on behalf of North Loop Historical Partners, LLC

Address of Property: 607 Washington Avenue North

Project Name: Holden Building Rehabilitation

Contact Person and Phone: Charlene Roise of Hess, Roise and Company
612.338.1987

Planning Staff and Phone: Brian Schaffer, 612.673.2670

Date Application Deemed Complete: December 14, 2010

Publication Date: December 28, 2010

Public Hearing: January 4, 2011

Appeal Period Expiration: January 14, 2011

Ward: Ward 5 (Adjacent to Ward 7)

Neighborhood Organization: North Loop Neighborhood Association

Concurrent Review: None

Attachments: Attachment A: Materials submitted by CPED staff – page 29

1. Map of District
2. Map of Subject Site

Attachment B Materials submitted by Applicant

1. Application for Drive Aisle Variance
2. Application for Active Uses Variance

3. Site Plan – Drawing A010
4. Basement Floor Plan – Drawing A100
5. First Floor Plan – Drawing A101
6. Washington Avenue North Elevation – Drawing A500
7. Seventh Avenue North Elevation – Drawing A503

Holden Building : 607 Washington Avenue North. 1986

Holden Building : 607 Washington Avenue North. 2009

CLASSIFICATION:	
Local Historic District	Minneapolis Warehouse Historic District
Period of Significance	1865-1930
Criteria of significance	Industry/Commerce, Architecture/Engineering, Social History
Date of local designation	2009
Applicable Design Guidelines	Minneapolis Warehouse Historic District Design Guidelines

PROPERTY INFORMATION	
Current name	Holden Building
Historic Name	Parlin and Orendorff Plow Company Warehouse
Current Address	607 Washington Avenue North
Original Construction Date	1910, 1926
Original Contractor	
Original Architect	Bertrand and Chamberlain
Historic Use	Warehouse
Current Use	Vacant
Proposed Use	Commercial/Residential

BACKGROUND:

The Parlin and Orendorff Plow Company Warehouse, commonly known as the Holden Building, is located at 607 Washington Avenue North. This seven story warehouse building was designed by Bertrand and Chamberlain and constructed in 1910. The first story of this large symmetrical warehouse building consists of brick that appears to be painted in a cream color while the remaining six floors are of a deep wine-red color brick. The building is distinguished by a refined panelization of its facade with four giant raised brick panels separating the window bays on the third through sixth floors. Eight smaller panels define the seventh floor. Craftsman details consisting of geometric bands of ornamentation occur on the upper story and the cornice terminates in a graceful curve. The large window openings on the first floor have been infilled with concrete block although two octagonal Doric columns which once flanked the original entry are still intact. Building permit records also indicate the second through fourth floor windows have been replaced, however the openings appear intact. This structure represents the most monumental design of the numerous buildings by Bertrand and Chamberlain in the warehouse district. The building contains an exterior loading dock along Seventh Avenue North. The building is a contributing resource to the Minneapolis Warehouse Historic District.

In 1926, a one-story addition or annex was constructed on the east side of the building along Washington Avenue North. The building permit states that it was a service building for trucks. The facade of the one-story building appears to be painted in the same cream color as the first floor of the 1910 building. The one story building has an adjacent elevated loading dock along Sixth Avenue North with a series of roll-up overhead doors in the Sixth Avenue North facade of the building. The building is a contributing resource to the Minneapolis Warehouse Historic District. Together the 1910 warehouse and the 1926 annex building fill the block face along Washington Avenue North between Sixth and Seventh Avenues North.

The rear of the 1910 and 1926 buildings abuts a Great Northern rail spur. The corridor is a contributing resource to the Minneapolis Warehouse Historic District and significant as it shaped the development patterns and design of the buildings within the Warehouse District. The rear of the 1910 warehouse has an integrated rail car loading facility that tied into the rail spur behind the building. This integrated rail car loading facility is a key character defining feature to the building and the district, as a whole.

SUMMARY OF APPLICANT'S PROPOSAL:

The Applicant is proposing to rehabilitate the 1910 warehouse building and the 1926 addition. The first story of the 1910 building will contain commercial tenant spaces along Washington Avenue North and Seventh Avenue North. The first floor and basement level of the building will also contain 86 parking spaces. The upper stories will contain 120 apartment units. The 1926 addition will be used for commercial tenant space.

The proposed parking area is the subject of two historic variance requests.

1. Reduce the two-way parking drive aisle from 22 feet to 15 feet 4 inches
2. Allow for not having active uses located along a portion of the Seventh Avenue North facade between the street and a proposed parking area on first floor of the building.

This proposal also requires Site Plan Review by the City Planning Commission and a Certificate of Appropriateness from the Heritage Preservation Commission.

ANALYSIS:

The proposed parking area is in the interior of the building on the first and second floors. There are 55 proposed parking spaces in the basement and 30 proposed parking spaces on the first floor of the building. The Zoning Code requires two-way parking drive aisles to be 22 feet wide. The Applicant is proposing to configure a two-way drive aisle in between the existing structural columns. The column layout leaves the drive aisles ranging between 15 feet 4 inches and 16 feet in width. There is an enumerated variance within the Zoning Ordinance to allow for the reduction in the width of parking drive aisles.

Section 599.460(5) of the Zoning Ordinance discusses parking garages and requires that “the ground floor of principal and accessory parking garages shall have commercial, residential, office, or hotel uses located between the parking garage and any public sidewalk except where frontage is needed to provide vehicular and pedestrian access to the facility.” The proposed configuration of the first floor of the building results in three parking spaces that directly abut the building wall of the building adjacent to the public sidewalk, or in this case the adjacent loading dock located in the public right-of-way. This configuration does not comply with the Zoning Ordinance. This section of the Zoning Ordinance cannot be varied through the City’s enumerated variances.

PUBLIC COMMENT:

As of the publication date of the staff report no additional correspondence has been received regarding this project.

FINDINGS REQUIRED FOR A HISTORIC VARIANCE:

Before recommending approval of a Historic Variance, the commission shall make the following findings

A. The variance is compatible with the preservation of the property and with other properties in the area

1. *Variance to reduce the two-way parking drive aisle from 22 feet to 15 feet 4 inches.*

   The proposed parking drive aisle width ranges from feet 15 feet 4 inches to 16 feet in width. This width is determined by the existing structural column placement. The building was created as a warehouse to hold plow equipment. It was constructed of reinforced concrete and was likely designed to carry a substantially heavier load than the proposed mixed use residential uses.

   The spacing of the columns would allow for a one-way drive aisle width that would comply with the Zoning Ordinance standards. The Applicant has indicated that efforts to develop one-way parking drive aisles would severely decrease the number of available parking spaces due to the limited footprint of the building.

   The proposed variance is compatible with the preservation of the building and the rest of the buildings in the historic district. The building was designed as a warehouse for plow equipment. The rehabilitation of the building for a residential and commercial development is an example of adaptive reuse that is consistent with the rehabilitation of adjacent warehouse buildings. The proposed configuration of the building does not require significant alterations to the building and takes advantage of the existing design of the building.

   The building encompasses the entire block, which leaves no additional room for parking. While the Zoning Ordinance does not require parking it is reasonable to expect that some parking would be demanded by residential tenants of the building.

2. *Variance to allow for not having active uses located along a portion of the Seventh Avenue North facade between the street and a proposed parking area on first floor of the building.*

   The proposed configuration of the first floor results in three parking spaces being located adjacent to the exterior of the building and does not comply with the Zoning Ordinance. The original configuration of the building had a showroom located along Washington Avenue North with warehousing uses extending backward into the building along the Seventh Avenue North. This use pattern is evident in the design of the Seventh Avenue North facade of the building. There is a storefront adjacent to Washington Avenue North facade, then a series of

three transom windows, followed by a series of loading doors that access the loading dock adjacent to the building. The Applicant is proposing to convert one of the loading bay openings into a storefront for a commercial tenant space, retain a loading dock door for moving and loading purposes, and convert the other loading door bay into another access point to tenants of the building.

The proposed parking configuration does not require the building to change its fenestration pattern and access patterns; it facilitates a new commercial space along Seventh Avenue North, and ultimately allows for the rehabilitation of the building. The variance is compatible with the preservation of this building and the adjacent contributing resources of the loading docks, Washington Avenue North, Seventh Avenue North and the historic access and development patterns of the Warehouse District.

B. The variance is necessary to alleviate undue hardship due to special conditions or circumstances unique to the property and not created by the applicant.

1. *Variance to reduce the two-way parking drive aisle from 22 feet to 15 feet 4 inches.*

   The existing design of the structural columns was not created by the Applicant. The spacing of the structural columns creates an undue hardship in providing adequate parking for the building. The proposed parking drive aisle width ranges from feet 15 feet 4 inches to 16 feet in width. This width is determined by the existing structural column placement. The building was created as a warehouse to hold plow equipment. It was constructed of reinforced concrete and was likely designed to carry a substantially heavier load than the proposed mixed use residential uses.

2. *Variance to allow for not having active uses located along a portion of the Seventh Avenue North facade between the street and a proposed parking area on first floor of the building.*

   The original configuration of the building had a showroom located along Washington Avenue North with warehousing uses extending backward into the building along the Seventh Avenue North. This use pattern is evident in the design of the Seventh Avenue North facade of the building. In addition to the three parking spaces that are the subject of this variance request the same space will also be used as access for loading and unloading during tenant moving, a dog wash and pedestrian access to the building. On their own, these three uses would likely meet the intent of the Zoning Code as it is providing vehicular and pedestrian access to the building. However, the immediate adjacency of the three parking spaces creates the need for the variance.

While the configuration of the building, its lack of available parking space, and its exterior facade design along Seventh Avenue North, the parking requirements of one of the project's major financers- U.S. Department of Housing and Urban Development (HUD), and the immediately adjacent loading dock are all unique conditions. The proposed configuration of locating three parking spaces along the Seventh Avenue North facade is created by need for parking spaces which is within the Applicant's control. The variance could be avoided with the removal of these parking spaces. Given the unique circumstances staff does believe the proposed configuration (with the loading area, pedestrian access, and dog wash located between the Seventh Avenue North facade and the proposed parking area) is in-keeping with the intent of the Zoning Ordinance, City of Minneapolis Policy and the preservation of the building.

A. STAFF RECOMMENDATION:

Staff recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** Historic Variances for the proposed work subject to the following conditions:

1. The loading and unloading area, pedestrian access, and dog wash areas along the Seventh Avenue North facade shall be clearly delineated from parking areas through bollards, curb stops, or other fixed features that are reviewed and approved by staff.
2. All workmanship must be conducted in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties.*
3. Final plans, elevations, details, material selections, and finish samples must be submitted to CPED-Planning Staff for final review and approval prior to any permits being issued.
4. By ordinance, approvals are valid for a period of one year from the date of the decisions unless required permits are obtained and the action approval is substantially begun and proceeds in a continuous basis toward completion. Upon written request and for good cause, the planning director may grant up to a one year extension if the request is made in writing no later than January 4, 2012.
5. 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.