

**CITY OF MINNEAPOLIS
CPED PLANNING DIVISION
HERITAGE PRESERVATION COMMISSION STAFF REPORT**

FILE NAME: Component of the Pacific Development Project—a new parking ramp (Parking Ramp) for approximately 734 vehicles and vehicle access on parts of Lots 1-5, 7 and 8, Block 34, Town of Minneapolis.

DATE OF APPLICATION: Determined to be complete on 10/11/06.

APPLICANT: Walter H. Rockenstein II, attorney for the Developer, Pacific Flats, LLC; Faegre and Benson LLP, 2200 Wells Fargo Center, 90 S. 7th St., Mpls., MN 55402-3901; voice: 612-766-7208, fax: 612-766-1600, email: wrockenstein@faegre.com

DATE OF HEARING: 11/14/06, continued to the 11/28/06 hearing

HPC SITE/DISTRICT: Local district: North Loop Warehouse Local District (established, 9/19/78); National Register of Historic Places District: Minneapolis Warehouse Historic District (established in 1989)

CATEGORY:

- **North Loop Local Warehouse District (a portion of the building will be within the District):**
 1. Linkage of building, structures, lands and space, a majority of which continue to exist in their original location and are distinguished by architectural quality and aesthetic appeal.
 2. Arouses a sense of time (history) and space (attractive special quality)
 - 3a. Contains a concentration of structures of superior workmanship.
 - 3b. Contains a number of structures which display the distinguishing characteristics of an architectural type reflective of a style and method of construction.
 5. Has a sense of visual cohesion expressed through a harmony of related details, architectural or otherwise, based upon elements of quality (aesthetic) as:
 - a. Continuity of architectural factors (style, proportion, color, size, scale and materials);
 - b. Concentration or clustering of structures.
- **National Register of Historic Places Registration Form:** Categories are Event and Architecture/Engineering. Areas of Significance are Architecture, Commerce, and Transportation. Historic Functions are Commerce/Trade, Industry/Processing/Extraction, Manufacturing Facility, Specialty Store, and Warehouse. The area is historically significant as the area of early commercial growth during the development of the City that established Minneapolis as the trade center for the Upper Midwest and includes some of the oldest extant buildings in Minneapolis.

PERIOD OF SIGNIFICANCE: National Register District: 1850-1874, 1875-1899, 1900-1924, 1925-1949.

CLASSIFICATION: Certificate of Appropriateness for New Construction, Sign and Awning (demolition of the Gehl-Dolphin Building at 212-216 2nd Ave. N. is subject of separate application)

STAFF INVESTIGATION AND REPORT: J. Michael Orange (voice: 612-673-2347; facsimile: 673-2728; TDD: 673-2157; e-mail: michael.orange@ci.minneapolis.mn.us)

PRINT DATE: 11/21/06

1.0 PROJECT DESCRIPTION

Attention: If you want help translating this information, call - **Hmong** - Ceeb toom. Yog koj xav tau kev pab txhais cov xov no rau koj dawb, hu 612-673-2800; **Spanish** - Atención. Si desea recibir asistencia gratuita para traducir esta información, llama 612-673-2700; **Somali** - Ogow. Haddii aad dooneyso in lagaa kaalmeeyo tarjamadda macluumaadkani oo lacag la' aan wac 612-673-3500

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1.1 Summary of the entire Pacific Development Project: The following is a summary of the description of the entire Pacific Development Project (PD Project) and its three phases. The applicant submitted seven separate applications to the Minneapolis Heritage Preservation Commission (HPC) listed below. As a part of the staff reports for all seven of these applications is a separately printed collection of attachments that apply to all or most of the Project components. A glance at the list of attachments at the end of this report will aid in locating the appropriate attachment.

There are four contributing historic buildings on the Pacific Block, one of which has already been rehabilitated—the Pacific Flats Building. The developer proposes to rehabilitate two other historic buildings on the block—the Monte Carlo building and the Lowry-Morrison Building. Major modifications and reconstruction are proposed to the fourth historic building on the block—the Northwestern Building. The developer also proposes to demolish noncontributing buildings and replace those sites with new construction. In addition, new construction is also proposed for the existing surface parking lots on the block.

The Project will encompass approximately 595,000 square feet of developed floor space, with an additional area of approximately 258,000 sq. ft. of structured parking. The Project will include approximately 327 condominium units; a ten-story, 133-room hotel (New Hotel); and space devoted to neighborhood retail and destination office tenants. The retail and office uses are expected to include a health and fitness club, at least two restaurants, including the existing Monte Carlo Club, and a medical clinic. The proposed residential component comprises two residential condominium towers—the 18-Story Condo Building on Washington Avenue North, and the 28-Story Condo Building whose major axis parallels 2nd Street N. with an eight-story wing along 2nd Avenue North. Both buildings will have retail uses at the street level.

A structured parking ramp is proposed to be located in the interior of the Pacific Block in the location of an existing alley and existing surface parking lots. A parking ramp located in the interior of the Pacific Block will provide off-street parking for approximately 734 vehicles (Parking Ramp). The Parking Ramp will comprise eight parking levels—three parking levels below grade; an access, parking, and service level at grade; and four structured parking levels above grade (including a mezzanine level). A roof terrace will cover the eighth parking level. There will also be a roof terrace over the portion of the structured parking behind the Monte Carlo Club between the New Hotel and the Pacific Flats Building.

The following describes the components of the PD Project and identifies the applicable HPC applications (identified as PD 1 through 7):

- **PD1—Monte Carlo Pocket Park:** Construct the Monte Carlo Club Pocket Park on the vacant northern portion of the Pacific Flats building parcel at 218-228 Washington Ave. N.

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- **PD2—Lowry-Morrison Rehab:** Rehabilitate the deteriorating Lowry-Morrison Building, a contributing building at 200-204 Washington Ave. N.
- **PD3—Northwestern Building Rehab and Expansion for Hotel:** Rehabilitate and add new construction to adaptively reuse the Northwestern Glass Company Building, a contributing building located at 215-223 2nd St. N, as a boutique hotel.
- **PD4—28-Story Condo:** Demolish the Gehl-Dolphin Building—a non-contributing building located outside of the local district but within the national district at 212-216 2nd Ave. N. and part of 219 2nd St. N.—and construct the 28-Story Condo Building on the site.
- **PD5—Auto Repair Garage Demo:** Demolish the Carriage House Building/Auto Repair Garage, a non-contributing building at 206-208 Washington Ave. N.
- **PD6—18-Story Condo:** Construct the 18-Story Condo Building at 206-214 ½ Washington Ave. N. and the northwesterly half of 216 2nd Ave. N. The project includes the demolition of the Auto Repair Garage (the subject of a separate application, PD5), a non-contributing building at 206-208 Washington Ave. N.
- **PD7—Parking Ramp:** Construct a parking ramp and vehicle access on parts of Lots 1-5, 7 and 8, Block 34, Town of Minneapolis.

The applicant proposes to build the Project in three phases:

Phase 1:

- Construction of the pocket park between the Monte Carlo Club and Pacific Flats Building
- Rehabilitation of the Northwestern Building into the New Hotel
- Construction of the parking and retail bases of the 18-Story Condo Building and of the 28-Story Condo Building
- Interior build-out of the upper two floors of the Pacific Flats Building (not part of this HPC application)

Phase 2:

- Construction of the residential portion of the 18-Story Condo Building (floors six through 18).

Phase 3:

- Rehabilitation of the Lowry-Morrison Building
- Construction of the residential portion of the 28-Story Condo Building (floors five through 28)
- Construction of the second pocket park behind the Lowry-Morrison Building

2.0 CONTEXT

The following primary sources of information were consulted for this report:

- National Register of Historic Places (NRHP) Nomination Form and Registration Form (1989).

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- “Warehouse Area Preservation Study,” Minneapolis Planning Department, January 1978
- “Minneapolis Warehouse Preservation Action Plan,” City of Minneapolis, September 1998.
- Warehouse Historic District Design Guidelines.
- Secretary of the Interior’s Standards for Rehabilitation.
- Environmental Assessment Worksheet for the Pacific Block Development Project, approved by the City of Minneapolis, 9/1/06

2.1 Minneapolis Warehouse National Register District: The Minneapolis Warehouse Historic District, covering 150 buildings, was added to the National Register of Historic Places (NRHP) in 1989 (see Exhibit 2 in Attachment A). The NRHP Nomination Form states the following:

“The District is characterized by its historic 6-8 story warehouses which once formed a thriving and prosperous commercial neighborhood adjacent to the central business district of Minneapolis. Consisting of some 62 structures, covering about 7 square blocks the District is notable for its cohesiveness of architectural styles well as for the extent to which the structures have remained unaltered. Most of the warehouses in the District were built in the Chicago Commercial Style. The exterior facades reflect the structural support system within and the ornamentation is usually minimal. The warehouses are rectangular, built up to the property line, and built of brick and stone. . . .”

“The district is historically significant for its association with the burgeoning railroad transportation network, which in the late nineteenth century, connected Minneapolis with the upper Midwest and the rest of the country. During this period, the area north of Minneapolis’ central business district was established as an area of concentrated warehouse activity for the wholesale storage and shipment related to milling and manufacturing. In addition, the district is architecturally significant for its concentration of commercial warehouse buildings designed by the city’s most prominent architects in styles ranging from late nineteenth century Romanesque to the Chicago Commercial Style of the early twentieth century.”

“The district has more than individually significant buildings. It has contributing buildings that, combined with the individually significant structures, create a landscape of buildings having a common history of age and original use and a common physical appearance of materials, design, siting and mass. These various factors combine to form a cohesive district of similar buildings, many of which are of superior design and appearance.”

The NRHP Registration Form (1989) adds the following information:

“The oldest buildings constructed in the warehouse district were small commercial structures, typically three stories tall. Many were built with

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storefronts on the first floor and hotels or manufacturing space above. As the area developed into the city’s warehouse and wholesale district in the late 1880s, the size of the buildings dramatically increased and was normally 5- to 7 stories with mill or semi-mill construction. After the turn of the century, massive utilitarian structures were built employing reinforced concrete and structural steel. The Warehouse District has retained its original sense of time and place with four steel bridges still in place, many streets paved with bricks ort cobblestones, and with trains passing through daily on original track beds around which the area first developed. Architecturally the buildings include every major architectural style popular during the period of significance including Italianate, Queen Ann and Richardsonian Romanesque to the Classical Revivals and early 20th century Commercial Styles.”

The periods of significance for the District are as follows: 1850-1874, 1875-1899, 1900-1924, and 1925-1949. Washington Avenue North, from First Avenue North to Ninth Avenue North., is the spine of this 30-block district. This National Register district includes the so-called Pacific Block except for two parcels in the block immediately south that are the access to Interstate 394.

The following chart lists the buildings in the block and their status as regards the National Register District and the North Loop Warehouse Local District (refer to section 2.2).

Building	Address	Built	Minneapolis Warehouse Historic District	North Loop Warehouse Local District
The Pacific Building	218-228 Washington Ave. N.	1865-1866	Contributing	Contributing
The Gluek Brewing Company Building, now known as the Monte Carlo	217 3rd Ave. N.	1910	Contributing	Contributing
Northwestern Glass Company Building	219 2nd St. N.	1912	Contributing	Contributing
	215 2nd St. N.	1918 & 1923	Contributing	Contributing
The Lowry Morrison Building	200 Washington	1879	Contributing	Contributing
Carriage House Building, also known as the Auto Repair Garage	206-208 Washington Ave. N.	1875	Noncontributing	Noncontributing
The Gehl-Dolphin Building	212 2nd Avenue N.	1951	Noncontributing	Not in District

2.2 North Loop Warehouse Local District: In 1978, the City established a local preservation district, the North Loop Warehouse Local District under the guidelines of the Minneapolis Heritage Preservation Commission (HPC). (See map, Exhibit 1 in Attachment A.) The Pacific Block is included in the local district except for the site of the Gehl-Dolphin Building and the lot at 212 2nd Avenue North. are excluded from the boundaries. The “Warehouse Area Preservation Study” of 1978 described the

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individually significant buildings and included the following comment on the importance of the local district (p. 4). The language parallels that of the NRHP Nomination text cited above: “An area to be considered for heritage preservation must have more than individually significant buildings. It should have, among other things, connecting tissue to unite and tie the individual buildings together. This Warehouse Area has such connections in abundance. It has contributing buildings that, combined with individually significant buildings create a streetscape of buildings that have a common history in terms of age and original use and that have a common physical appearance in terms of material, design, siting and mass. These various factors combine to form a cohesive district of similar buildings, many of which are of superior design and appearance.”

2.3 Minneapolis Warehouse Preservation Action Plan (adopted by the City Council, 2000): The following excerpt from the plan applies to the project (pp. 1, 10-11):

“A Vision for the Minneapolis Warehouse Historic District: The Minneapolis Warehouse Historic District is one of our nation’s premiere historic warehousing districts. Developed between 1865-1930, the warehouse district contains a diverse and handsome selection of late 19th- and early 20th-century commercial style buildings that reflect significant warehousing, jobbing and commercial activities that made Minneapolis a regional trade center. A large part of the warehouse district’s appeal is its unique historic environment. The district’s renaissance as an arts, cultural and entertainment community in the 1970s continues to draw tenants, residents and visitors to the area. Creating an appropriate balance between old and new structures is encouraged and critical for the economic vitality of the district. The buildings of substantial character create a district that is one of Minneapolis’ competitive advantages. Whenever an historic building is demolished or altered or a new structure is inappropriately designed, the district becomes a lesser place. With care and guidance, the continued development and preservation of the warehouse district as a recreation, entertainment and creative community will enrich the lives of residents and visitors to Minneapolis into the next millennium.

“Physical Environment: Enhance the historic character of the Warehouse District, guide new development and support the unique public realm in the plan area. The historic and cultural resources in the Warehouse District are one of Minneapolis’ greatest assets. The uniqueness that other cities are searching for and trying to create, and that even the core of downtown Minneapolis is trying to enhance, is already in place in the Warehouse District.

“The goal, then, is to ensure the future preservation of this resource by establishing guidelines for sensitive and compatible alterations to the historic resources in the district, guiding new development in the district that is compatible with the historic character of the district, and enhancing streetscapes that foster pedestrian movement, encourage sidewalk cafes, create a safer atmosphere, and benefit continued reinvestment in the area.”

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When the plan was adopted, the following criteria were established for all new development projects in the plan area:

- Encourage high quality design, architectural diversity, and the use of high quality materials that reinforces the historic character and integrity of the Warehouse Historic District and St. Anthony Falls Historic District.
- Maximize pedestrian activity through interactive building design, and enhanced streetscape and parking lot design.
- Provide opportunities for a variety of neighborhood services.
- Encourage a high quality urban environment that clearly establishes the public realm and incorporates gathering spaces.
- Accommodate and provide access to alternative modes of transportation, such as transit stops and bicycle paths.
- Discourage the demolition of historic resources for new construction or surface parking and encourage adaptive reuse.
- Emphasizes consistency with the policies of the City's Comprehensive Plan, including the Downtown 2010 component.
- Initiate the Development Objectives Process to be coordinated by the Planning Department and the Minneapolis Community Development Agency for all developments requesting public assistance or subsidy, including the sales of public land at market rate."

2.4 The Environmental Assessment Worksheet: On June 31, 2006, the City published and distributed a Mandatory Environmental Assessment Worksheet (EAW) for the Pacific Block Development Project according to the Environmental Review Rules of the Minnesota Environmental Quality Board (EQB) under Rule 4410.4300 Subpart 19 Residential Development (it exceeds the 375-unit threshold) and Subpart 31, Historical Places (it includes the demolition of structures within the National Register of Historic Places District). On September 1, 2006, the City concluded that the EAW was adequate and that no Environmental Impact Statement was required. All documents associated with the EAW, including 66 pages of comment letters, are available on the City's web site: (<http://www.ci.minneapolis.mn.us/planning/pacific-block.asp>)

2.5 Archeological and historic resources analysis in the EAW: State rules for preparing an EAW require the applicant to provide the City the data needed for the EAW. As such, Pacific Flats LLC hired the Hess, Roise and Company to prepare the required response to EAW Question 25 that addressed historic resources. The following excerpts from the EAW summarize the findings and conclusions as regards effects on contributing resources:

Minneapolis Warehouse Historic District (National Register): The Minneapolis Warehouse Historic District, covering 150 buildings, was designated in 1989. Washington Avenue North, from 1st to 9th Avenues N., is the spine of this 30-

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block district. This National Register district includes the Pacific Block, as well the adjacent blocks, with the exception of the I-394 access at the southwest corner of Washington and 3rd Avenues North. and the far (1st Avenue North.) side of the block between 2nd Street N. and Washington Avenue North, which contains a printing company and parking lots.

On the Pacific Block, the Carriage House Buildings at 208 Washington Avenue North and the Gehl-Dolphin building at 212 2nd Avenue North are considered noncontributing; the rest of the buildings on the block contribute to the district. See Attachments N: Map of Minneapolis Warehouse Historic District (National Register), B: Project Site, and P: Photos of Present Development of the Pacific Flats Block.

North Loop Warehouse Area (Local District): The City has established a local district, the North Loop Warehouse Area (Local District) in the area under the guidelines of the Minneapolis Heritage Preservation Commission (HPC). The north end of this district is irregular in shape, including most of the buildings southwest of 2nd Street North between the railroad corridor, 2nd Avenue North, and Washington Avenue N. However, on the Pacific Block, the Gehl-Dolphin Building and lot at 212 2nd Avenue North are excluded from the boundaries. The district also includes the southwest half of the block fronting on Washington that is edged by 1st and 2nd Avenues North and 2nd Street North. The district jumps across 3rd Avenue to pick up the Moline, Milburn and Stoddard Company Building (a.k.a. Appliance Parts Building/Traffic Zone) at 250 3rd Avenue North. The rest of the district is mostly contained between 2nd Avenue North, 6th Street North, and 1st Avenue North, including the buildings fronting on the southeast side of 1st Avenue North. The modern building at the southeast corner of 1st Ave North and Washington Avenues is outside the boundaries of the local district. See Attachments O: Map of North Loop Warehouse Area (Local District), B: Project Site, and P: Photos of Present Development of the Pacific Flats Block.

The proposed renovation of the Lowry-Morrison Building, the demolition of back portion of the Northwestern Building, and the construction of new structures in the North Loop Warehouse Area (Local District) will initiate a Heritage Preservation Commission (HPC) review for appropriateness of the proposed renovation, demolition, and new construction. The HPC has adopted district specific guidelines to assist them and proposers in determining the appropriateness of elements of the proposed renovation, demolition, and new construction. The guidelines for the North Loop Warehouse Area (Local District) touch on topics such as masonry repair, storefronts, window replacement, roofing, dropped interior ceilings, removal of historical fabric, health and safety code requirements, building entrances, accent banding, and treatment of side or rear walls. . . .

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The HPC guidelines for the adjacent St. Anthony Falls Historic District limits the height of new buildings to fit within the range of heights for existing buildings, typically 4 to 6 stories high. At this stage in the planning and design process, design details for the 28-Story Condo Building Alternative and the 40-Story Condo Building Alternative project are not known.

(a) 28-Story Condo Building Alternative and Guidelines: Both condominium buildings in the 28-Story Condo Building Alternative will be constructed partly or wholly within the North Loop Warehouse Historic District. The proposed design is not within conformance of the adopted Warehouse Historic District Guidelines. All rehabilitation and infill construction will require approvals by the HPC.

(b) 40 Story Condo Building Alternative And Guidelines: In this 40-story Condo Building Alternative, the 40-Story part of the Condo Building will be constructed entirely on the lot on where the Gehl-Dolphin Building is located. That lot is not within the North Loop Warehouse Area (Local District) though it is within the national district. All rehabilitation and infill construction will require approvals by the HPC. After a report by CPED-Planning staff and hearing from the public, the HPC will determine the appropriateness of the design of all the elements of either alternative in the North Loop Warehouse Area (Local District). The decision of the HPC can be appealed to the City Council.

- 3.3 Alley vacation:** The Parking Ramp Project will necessitate the vacation of the mid-block, east-west alley. Like the subject block, the blocks in the area that have retained their historic buildings have also retained their historic alleys. These alleys date to the periods of significance for the historic district and they help define the historic fabric of the district by limiting and delineating building footprints. By bisecting the block, alleys create smaller building sites and in turn smaller building footprints. Elimination of alleys has a clear impact on building height, bulk and scale, and ultimately the form and character of the city. Historically, alleys and streets in the warehouse District area established the functional grid of the area. Like streets, alleys provided important pragmatic and aesthetic functions, ranging from service corridors (for services like gas, electric, water, sewer, and communication lines); to alternative transportation routes (truck loading/unloading, trash collection, and serve as a secondary vehicular circulation system); to visual relief from imposing street walls. Alleys provided private access to buildings, secondary storefront space, and great opportunities to expose the back-of-house uses that are often hidden from public view. In short, the Warehouse Preservation District is more than a collection of individual buildings, it is a total environment; and the streets, sidewalks, loading docks, and alleys are an important component of the District's historic fabric. Attachment G includes pictures of the subject alley and of other nearby alleys within the historic district.

4.0 PROPOSED CHANGES

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The following is a summary of the information submitted by the applicant, which is available in Attachment 1:

An eight-level parking ramp will be constructed in the center of the Pacific Block and will provide approximately 734 parking spaces for all parts of the Project. It will include three parking levels below grade; an access, parking, and loading level at-grade(street level); and four parking levels above grade (including a mezzanine level). A roof terrace will cover the eighth parking level, will be at the same elevation as the fifth levels of the 18 and 28-Story Condo Buildings, and will connect to both. (See Attachment E: Project Plans.)

The Parking Ramp will be constructed of pre-cast concrete floor slabs with poured concrete columns and beams. The below grade Parking Ramp levels will extend under the 18 and 28-Story Condo Buildings to provide private parking for the New Hotel and condominium residents. The below grade levels will be access card controlled. The at-grade(street) level and the next two levels will open for public parking to serve the commercial and office tenants of the Project. The top two parking levels will serve the residential units and will be access card controlled. (See Attachment E: Project Plans.)

The rooftop or ninth level of the Parking Ramp will be a landscaped roof terrace accessible from the fifth floors of both the 18-Story and 28-Story Condo Buildings. Current plan calls for 50% of this roof terrace to be publicly accessible from the elevators in the 18-Story Condo Building, privately owned, and managed for public and private use. The other 50% will be used by both condominium residents and patrons of the fitness center on the fifth floor of the 18-Story Condo Building.

The Parking Ramp will be masked by the perimeter buildings except at two points. First, in the 28-Story Condo building, two parking levels extend into the eight-story wing along 2nd Avenue N. These levels are above the first, mezzanine, and second level commercial and retail space in the four-story base of the eight-story wing. The retail base of the 28-Story Condo Building will have punched windows with a rectilinear form and vertical orientation. Pairs of windows will be separated by masonry piers. Windows will be double hung and the frames and mullions will have a black powder coat finish. The facade of the parking levels will continue the same pattern of openings as the windows on the rest of the retail base; however, instead of glass, the openings will be screened with grilles. The grilles will have a black finish and will be appropriately arranged so as to provide adequate ventilation and daylight into the ramp levels while screening views of the interior space from the street. The grillwork will follow a horizontal banding pattern (Attachment D includes a picture of the grille).

Second, the Parking Ramp will be visible behind the Monte Carlo Club in the space between the New Hotel on the north and the Pacific Flats and 18-Story Condo Buildings on the south. Immediately behind the Monte Carlo Club, the Parking Ramp will be on the street level only with a landscaped roof terrace above. Back 90 feet from the rear of the Monte Carlo Club, the Parking Ramp will rise three more levels to a four-story height. The roof of the Parking Ramp will be a landscaped roof terrace. This facade of the parking Ramp will continue the treatment

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that faces 2nd Avenue N., that is, punched pairs of windows separated by masonry piers with grilles instead of glass.

Vehicle access to the Pacific Block will occur at three points (refer to Sheet A101 in Attachment E):

- **3rd Ave. N access (west):** A one-lane, entry-only access into the Parking Ramp will be located on 3rd Avenue N. just north of the Monte Carlo Club primarily to serve that restaurant, the New Hotel, and service vehicles. A single on-way lane will curve north from this entrance to provide a drop-off and valet driveway in front of the New Hotel. This lane will exit back onto 3rd Avenue N.
- **2nd St. N. (north):** A two-lane, full entry and exit access will be located on 2nd Street N. along the east side of the Northwestern Building and within the base of the 28-Story Condo Building.
- **2nd Ave. N. (east):** The other two-lane, full entry and exit access will be provided on 2nd Avenue N. just north of pocket park that adjoins the back of the Lowry-Morrison Building and within the base of the 28-Story Condo Building.

Loading functions for all Project buildings will occur on the at-grade (street) level of the Parking Ramp and internal to it. Loading for the New Hotel will be located in the bay to be removed from the east side of the Northwestern Building. Above this first level of the Ramp, the removed bay creates the light court for the Hotel guest rooms.

5.0 GUIDELINE CITATIONS

5.1 Chapter 599, Heritage Preservation Regulations, Article VI: Certificate of Appropriateness

599.310. Purpose. Certificates of appropriateness are established to protect landmarks, historic districts and nominated properties under interim protection by providing the commission with authority to review and approve or deny all proposed alterations to a landmark, property in an historic district or nominated property under interim protection.

599.350. Required findings for certificate of appropriateness. (a) *In general.* Before approving a certificate of appropriateness, the commission shall make findings that the alteration will not materially impair the integrity of the landmark, historic district or nominated property under interim protection and is consistent with the applicable design guidelines adopted by the commission, or if design guidelines have not been adopted, is consistent with the recommendations contained in The Secretary of the Interior's Standards for Rehabilitation, except as otherwise provided in this section.

599.360. Certificate of appropriateness conditions and guarantees. (a) *In general.* Following commission approval of an application, the applicant shall receive a signed certificate of appropriateness and approved plans stamped by the planning director. The applicant shall produce such certificate of appropriateness and plans to the

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inspections department before a building permit or demolition permit may be issued. The signed certificate of appropriateness and stamped plans shall be available for inspection on the construction site together with any inspections department permit.

(b) *Mitigation plan.* The commission may require a mitigation plan as a condition of any approval for demolition or relocation of a landmark, property in an historic district or nominated property under interim protection. Such plan may include the documentation of the property by measured drawings, photographic recording, historical research or other means appropriate to the significance of the property. Such plan also may include the salvage and preservation of specified building materials, architectural details, ornaments, fixtures and similar items for use in restoration elsewhere.

(c) *Additional conditions and guarantees.* The commission may impose such conditions on any certificate of appropriateness and require such guarantees as it deems reasonable and necessary to protect the public interest and to ensure compliance with the standards and purposes of this chapter.

5.2 Warehouse Historic District Design Guidelines for Infill Construction:

1. Decision intent.
 - A. The intent of these guidelines is for infill construction which characterizes a masonry loading bearing building and not a contemporary curtain wall structure. The existing warehouse buildings followed early commercial ideas for tall buildings which emulate the classic column with a defined base, shaft, and capital. Creative design concepts are not discouraged.
2. Building massing (General foot printing and shape).
 - A. Building outline.
 - a. New construction shall be built out to the property line on street frontage.
 - b. Corner lots: The building shall be built out to both property lines on street frontage.
 - c. Buildings which do not require a footprint as large as the site may utilize courtyards or atrium on the interior of the lot.
 - B. Building shape.
 - a. The building shall be rectangular in shape and volume. Step backs at the upper floors on street facades will not be allowed.
 - C. Building height.
 - a. Minimum height: 2 stories.
 - b. Maximum height: 10 stories.
 - c. A story shall be defined as follows:
 - (1) First story: 14-18'0" floor to floor.
 - (2) 2-10 story: 10-12'0" floor to floor.Deviation in story height will not allow additional stories.
3. Street facade.
 - A. Building material.

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- a. Primary facing material shall be dark brown or red unglazed brick.
 - b. Corner buildings shall have dark brown or red unglazed brick on both facades.
 - c. The brick shall be modular in size (3 courses per 8”).
 - B. Criteria for storefront option.
 - a. The first story storefront shall be divided into bays by masonry piers which correspond with window openings above.
 - b. Storefront design shall be complimentary to existing buildings.
 - C. Windows.
 - a. Windows shall be a series of rectilinear openings separated by masonry piers. Window openings shall not exceed a single structural bay in width. These may be single or pairs of windows separated by masonry piers.
 - b. Continuous horizontal or vertical bands of windows will not be permitted.
 - c. Window height shall be three times its width as applied to a single window unit.
 - d. Window frames shall have a paint finish.
 - e. Window glass shall be clear.
 - f. Windows shall be true single- or double-hung. (Operable windows are not required.)
 - g. Windows will be set back from the brick face a minimum of one brick width.
 - D. Building entrances.
 - a. Building entrances shall be incorporated into storefronts or may be a special design feature such as Butler Square.
 - F. Accent banding.
 - a. The brick facade shall be articulated by horizontal accent bands of brick detail, stone, terra cotta pre-cast, cast iron, exposed steel, pressed metal, or other suitable materials.
- 4. Side or rear walls.
 - A. Building materials: Light common brick shall be the primary facing materials. (Simple unembellished designs will be encouraged.)
 - a. Window openings
 - (1) Window openings shall be of a punched nature.
 - (2) Window design shall be the same as 2-C.
 - (3) Windows within interior court and not visible from the street have no restrictions.
 - b. Interior court yards not viewed from the street will not have design restrictions.
- 5. Elevators.
 - A. Exterior glass enclosed elevators or other high tech design elements will not be permitted.
- 6. Roofs.
 - A. The roof shall be flat with parapet walls.

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- B. Roof top mechanical equipment shall be set back from front exterior walls a minimum of one structural bay.
- C. Penthouses and stair towers will be set back one structural bay from a street facade.

5.3 U.S. Department of the Interior, National Park Service, National Register Criteria:

National Register criteria define, for the nation as a whole, the scope and nature of historic and archeological properties that are to be considered eligible for listing in the National Register of Historic Places.

Criteria for Evaluation: The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and:

- a. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- b. That are associated with the lives of persons significant in our past; or
- c. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- d. That have yielded, or may be likely to yield, information important in prehistory or history.

Criteria Considerations: Ordinary cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a. A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- b. A building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- c. A birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building directly associated with his productive life; or
- d. A cemetery that derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- e. A reconstructed building, when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

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- f. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance; or
- g. A property achieving significance within the past 50 years if it is of exceptional importance.

5.4 National Park Service, Secretary of the Interior Standards: The Standards address rehabilitation of and additions to buildings that are listed or eligible for listing on the National Register and to new buildings located within historic districts. The following are selected Standards applicable to the Parking Ramp Project:

District/Neighborhood

Recommended:

- Identifying, retaining, and preserving buildings, and streetscape, and landscape features which are important in defining the overall historic character of the district or neighborhood. Such features can include streets, alleys, paving, walkways, street lights, signs, benches, parks and gardens, and trees.
- Retaining the historic relationship between buildings, and streetscape and landscape features such as a town square comprised of row houses and stores surrounding a communal park or open space.
- Designing required new parking so that it is as unobtrusive as possible, i.e., on side streets or at the rear of buildings. “Shared” parking should also be planned so that several businesses’ can utilize one parking area as opposed to introducing random, multiple lots.
- Designing and constructing new additions to historic buildings when required by the new use. New work should be compatible with the historic character of the district or neighborhood in terms of size, scale, design, material, color, and texture.

Not Recommended:

- Removing or radically changing those features of the district or neighborhood which are important in defining the overall historic character so that, as a result, the character is diminished.
- Destroying streetscape and landscape features by widening existing streets, changing paving material, or introducing inappropriately located new streets or parking lots.
- Removing or relocating historic buildings, or features of the streetscape and landscape, thus destroying the historic relationship between buildings, features and open space.
- Introducing a new building, streetscape or landscape feature that is out of scale or otherwise inappropriate to the setting’s historic character, e.g., replacing picket fencing with chain link fencing.
- Introducing new construction into historic districts that is visually incompatible or that destroys historic relationships within the district or neighborhood.

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6.0 FINDINGS

- 1. Historic designation:** The Pacific Development Project (PD Project), including the subject application, is located within the North Loop Warehouse Local District (established in 1978) and the Minneapolis Warehouse Historic District (National Register of Historic Places District established in 1989).
- 2. The Pacific Development Project application:** The Pacific Flats LLC is applying for a Certificate of Appropriateness for New Construction for a new parking ramp (Parking Ramp) for approximately 734 vehicles and vehicle access on parts of Lots 1-5, 7 and 8, Block 34, Town of Minneapolis.
- 3. National District:** The proposed parking structure is physically integrated with the proposed building base and tower for the 28 story condominium project. (The application for the proposed building base and tower is under separate application, #4, even though the construction is integrated within the parking structure proposal in this application, #7). The proposed building and parking structure are fully within the national register Minneapolis Warehouse Historic District.
- 4. Local District:** The proposed parking structure is physically integrated with the proposed building base and tower for the 28 story condominium project. (The application for the proposed building base and tower is under separate application, #4, even though the construction is integrated within the parking structure proposal in this application, #7). The proposed parking structure stretches across property that is both within and outside of the locally-designated North Loop Warehouse Local District. The north end of the proposed building and parking ramp is outside of the locally-designated North Loop Warehouse Local District. The south end of the proposed building and parking ramp is within the locally-designated North Loop Warehouse Local District.
- 5. Construction integration and impact:** The NRHP Nomination Form states that, “the district has more than individually significant buildings. It has contributing buildings that, combined with the individually significant structures, create a landscape of buildings having a common history of age and original use and a common physical appearance of materials, design, siting and mass. These various factors combine to form a cohesive district of similar buildings, many of which are of superior design and appearance.” While the provision of off-street structured parking is not prohibited, the particular design scheme proposed for the parking ramp will undermine the collection of buildings within both the local and national districts, thereby weakening the overall character of both the local and national districts.
- 6. Parking ramp:** The proposed parking ramp is inconsistent with the Secretary’s Standard that recommends new parking be as unobtrusive as possible. It is also inconsistent with the Standard that discourages new construction that is visually incompatible and that “destroys historic relationships within the district or neighborhood.”

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- 7. Parking ramp and street facades:** The proposed parking ramp will be physically integrated with new construction of the proposed condominium tower bases. The ground floor plan of for this structure appropriately indicates that the parking ramp would be lined on the street side by active uses. However, the floor plans for several upper floors on the base buildings indicate that the parking structure would stretch out to the perimeter of the block (on floors three and four) on the east side of the block along Second Avenue North. With this in mind, the parking structure would undermine the cohesion of the overall district as recognized in the NRHP Nomination.
- 8. Parking ramp louvers:** The elevations for the Second Avenue North side of the new tower are illustrative rather than detailed, but they indicate that the east facade of the new construction along Second Avenue North would include large metal vent louvers. With this in mind, intrusion of the parking structure into the street façade along Second Avenue North would undermine the cohesion of the overall district as recognized in the NRHP Nomination.
- 9. Proposed construction within the alley:** The project as proposed would necessitate the vacation of the mid-block, east-west alley in this block. This alley dates to the periods of significance for the historic district and it helps define the historic fabric of the district by limiting and delineating building footprints, and by contributing to the overall feeling and character of the district. The Secretary of Interior Standards recommend “Retaining, and preserving buildings, and streetscape, and landscape features which are important in defining the overall historic character of the district or neighborhood,” and “Retaining the historic relationship between buildings, and streetscape and landscape features.” The Standards recommend against, “destroying the historic relationship between buildings, features and open space.” The construction of this building and the associated parking ramp – which are proposed to be physically integrated - will have a negative effect on the overall historic character of the district.
- 10. Significance of the alley:** Design alternatives should be considered for how off-street, structured parking could be redesigned to avoid the need to vacate the alley. Historically, alleys and streets in the Warehouse District area established the functional grid of the area. Like streets, alleys provided important pragmatic and aesthetic functions, ranging from service corridors (for services like gas, electric, water, sewer, and communication lines); to alternative transportation routes (truck loading/unloading, trash collection, and serve as a secondary vehicular circulation system); to visual relief from imposing street walls. Alleys provided private access to buildings, secondary storefront space, and great opportunities to expose the back-of-house uses that are often hidden from public view. Like the subject block, the blocks in the area that have retained their historic buildings have also retained their historic alleys. These alleys date to the periods of significance for the historic district and they help define the historic fabric of the district by limiting and delineating building footprints. By bisecting the block, alleys create smaller building sites and in turn smaller building footprints. As noted in the NRHP Nomination, the Warehouse Preservation District is more than a collection of individual buildings, it is a total environment and the streets, sidewalks, loading docks, and alleys are an important component of the District’s historic

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fabric. Elimination of the alley in this block would have a negative impact on building height, bulk and scale, and ultimately the form and character of the both the local and national districts.

7.0 STAFF RECOMMENDATION

The Community Planning and Economic Development Department—Planning Division recommends that the Minneapolis Heritage Preservation Commission **adopt** the above findings and **deny** the Certificate of Appropriateness for New Construction for the Parking Ramp Project, which is a component of the Pacific Development Project, to be constructed for approximately 734 vehicles and vehicle access on parts of Lots 1-5, 7 and 8, Block 34, Town of Minneapolis.

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Attachments Common to all Pacific Development Applications (Printed separately)

- Attachment A.** General Description of the Pacific Development. Includes the following:
- Exhibit 1: Map of North Loop Warehouse Local District
 - Exhibit 2: Map of Minneapolis Warehouse National Register District
 - Exhibit 3: Schematic of Bridge Blocks
 - Exhibit 4: Existing Conditions
 - Exhibit 5: Nearby Building Heights
 - Exhibit 6: Project Perspectives
- Attachment B.** HPC application identification map
- Attachment C.** Buildings and addresses in area
- Attachment D.** Window dimensions and materials list
- Attachment E.** Pacific Development Project plans
- Attachment F.** Property owner sheets on the historic buildings and Sanborn maps of the site, 1912 and 1951
- Attachment G.** Photos of the area
- Attachment H.** Photos of affected elevations
- Attachment I.** Shadow analysis
- Attachment J.** EAW comment letter from the Minnesota Historical Society
- Attachment K.** Letter from the North Loop Neighborhood Association

Attachments Specific to Subject Application and Included Herein:

1. Applicant's application for the Certificate of Appropriateness: Description of subject project
2. Applicant's application for the Certificate of Appropriateness: Description of subject project consistency with HPC Guidelines