

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

FILE NAME: 401 8th Avenue Southeast, Andrew Riverside Presbyterian Church site

DATE OF APPLICATION: January 21, 2008

APPLICANTS: Commonbond Communities, Elizabeth Flannery/UrbanWorks Architecture

PUBLICATION DATE: March 19, 2008

DATE OF HEARING: March 25, 2008

END OF APPEAL PERIOD: April 4, 2008

HPC SITE/DISTRICT: Fifth Street Southeast Historic District

CATEGORY: non-contributing

CLASSIFICATION: Certificate of Appropriateness for new construction of a multi-use development

STAFF INVESTIGATION AND REPORT: Molly McCartney, (612) 673-5811

A. SITE DESCRIPTION & BACKGROUND:

The property located at 401 8th Avenue Southeast is the former site of Andrews Riverside Presbyterian Church. Designed by architect Charles S. Sedwick as a replica of St. Giles in Edinburgh, Scotland, the church had a limestone-clad, Gothic Revival style edifice, complete with a crenellated tower, turret, and stone finials. Built 1890, with an 1899 addition containing a Sunday school, a grand hall, and a bowling alley, the church was a contributing property to the Fifth Street Southeast Historic District.

On August 11, 2002, a section of the north wall of the 1899 addition collapsed. The church was vacated and the congregation later applied for a COA to demolish the entire structure. On May 21, 2003, the HPC approved the demolition of the 1899 addition, but not the original 1890 church. The congregation subsequently appealed this decision to the city council and was granted approval for the complete demolition of the entire building. The site is now a vacant lot.

The HPC has denied two COAs for new buildings at the subject site. At a public hearing on December 13, 2005, the HPC reviewed a request by the applicant to construct a five-story, 52 ft.-56 ft. tall, L-shaped, mixed use building containing 38 residential units, 4,500 sq. ft. of first floor space for the church and 38 underground parking spaces. After reviewing the staff report and all public testimony, the HPC adopted staff findings and denied the COA. At a public hearing on June 27, 2006, notwithstanding the staff recommendation, the HPC denied a COA for a four-story, 52 ft. tall, L-shaped mixed use building. The proposal included 38 residential units, 5,000 sq. ft. of first floor space for a church and 38 underground parking spaces. At this meeting, the HPC made a motion recommending the Planning Director examine whether or not this site should be removed from the Fifth Street Southeast Historic District. Since the denials, the congregation appeared at the HPC for an informational item on January 30, 2007 to discuss appropriate design and future actions toward the site.

The Fifth Street Southeast Historic District is primarily a residential district, with most of the contributing resources being homes built in the late 19th century. Architectural styles varies, but there are excellent examples of the Italianate Revival, Greek Revival and Richardsonian Romanesque styles.

There is a combination of large and small homes built in the district, along with three institutional buildings, Andrew Presbyterian Church (nonextant), the First Congregational Church at 500 8th Avenue SE and the an apartment building at 414 7th Avenue Southeast. These institutional buildings are the least representative resources in the district.

The subject site is located at the perimeter of the historic district and only one property line of the subject site is adjacent to other sites in the district. The adjacent single-family and two-family dwellings to the north are considered contributing structures to the district. These houses are generally two and one-half story structures with driveways from the front. These houses have lap siding, which is a common material in the district as well as stucco and brick.

One of the obstacles to reviewing a new building at the subject site is that the historic district guidelines focus mainly on residential structures and do not have specific guidelines for the institutional or commercial structures and even less for new construction. However, the Guidelines encourage new construction to be of contemporary design that is compatible with the nature of the preservation area, while respecting the architectural and historic value of buildings on adjacent sites or in the immediate vicinity. The Secretary of Interior's Standards for Rehabilitation also call for new construction to be compatible with the historic character of the district or neighborhood in terms of size, scale, design, material, color, and texture.

B. PROPOSED CHANGES & ANALYSIS:

The applicants are proposing a new four-story mixed use structure that will contain 39 dwelling units, 5,400 sq. ft. of first floor space for the church and 33 underground parking spaces. The Andrew Riverside Presbyterian Church congregation will relocate back to the site and the dwelling units will be managed by CommonBond Communities as a senior living facility. This development will also receive land use review by the Planning staff and City Planning Commission.

The new construction is an L-shaped building, running 129 ft. along 4th Street SE and 160 ft. along 8th Avenue SE. The building is set back 9 ft. from the property lines along 4th and 8th. A driveway off 8th Avenue SE will leads to the proposed underground parking in the rear of the building. Due to the L-shape of the building, the building has a strong street presence and the rear portion of the site is open. Landscaping is proposed for the front setback areas of the building as well as a rear garden. The setbacks of the building are consistent with the Fifth Street Southeast Historic District Guidelines (or "Guidelines") that call for building to be constructed at legal setbacks; in this case Chapter 530, Site Plan Review of the zoning code would call for 8 ft. setbacks. However, the Secretary of Interior Standards for Rehabilitation (or "Standards") calls for retaining the historic relationship between buildings and landscapes. In this case, the original church was setback from the streets and not located near the front property lines.

The proposed building is four stories in height which taper down to two and one-half stories on the north side of the building, closest to the adjacent contributing residential structures. The primary roof line is a shallow hip roof, with secondary hip roof lines on the tapered north side of the building as well as a dormer on the 4th Street SE façade, and two crenellated towers on the 8th Avenue SE façade. The reduction in roof height adjacent to the residential structures is consistent with the Guidelines that call for the height of new construction to take into consideration the adjacent and nearby structures. The scale of the building is larger than many of the contributing structures in the district; however, the proposed structure is consistent with the Guidelines that call for new construction to be consistent with

the existing pattern in the neighborhood. The Marcy Holmes neighborhood, and not just the historic district, is also known for commercial and institutional structures at key intersections, like the subject site. Directly across the street to the east (but outside of the district) is a block of two-story commercial building that house a small grocery store and other retail uses. Further away, there are commercial uses along University, such as Santana Foods and Restaurant Alma. The proposed building is at an appropriate scale, especially given the previous church's size.

While the building has a strong street presence along 4th Street SE and 8th Avenue SE, there are architectural details, like projections and recesses along both facades of the building. The 8th Avenue SE façade has window bay projections and window patterns similar to the residential structures to the north – a three sash window pattern is divided by a single sash window on all four floors of the building. There are five major building projections which correspond with interior unit design. This façade also includes two sets of double door entrances – one for the senior living facility and one into the church. This façade also has the driveway which is covered by a single floor or living space. This façade also has two crenellated towers or dormers, one located at the corner and another just north of the corner. These towers have a cornice line with a rectangular pattern, which is suggestive of the original church's Gothic Revival style. Features of the Gothic Revival style include pinnacles, strong vertical lines, and carved stone ornaments. The 4th Street SE façade also has projections and recesses, yet this façade has a different pattern than the 8th Avenue SE façade.

The 4th Street SE façade pattern of projections and recesses has less variation than the 8th Avenue SE façade. There are three major projections which relates to the interior design of the church's main assembly area. At the corner, the projection also corresponds with the corner tower and contains an entrance for the church. The major projection on this façade corresponds with the church's assembly space and with a window pattern of sash windows. This window pattern of two-three-three-two windows is repeated on the first floor with larger storefront type windows. This projection terminates at an open gable dormer, a feature not found on the other façade. This main projection has a Greek Revival style, with vertical columns and a shallow open dormer. The last projection of the 4th Street SE façade contains another entrance for the church and windows.

The building materials differentiate between the church and the residential uses. The material of the structure is proposed to vary from floor to floor and from the two uses. The first floor around the church space will have a buff colored cast stone that will extend to the sills of the second story windows. On the second and third floor above the cast stone will be a cream-colored, fiber cement panel system, and on the fourth floor, a taupe-colored 6 in. fiber cement lap siding. Cast stone will continue around the bottom of the first floor window sills around the residential use. Above the cast stone on the first floor and third floor is the proposed fiber cement panel, and on the second and fourth floor the 6 in. fiber cement lap siding. The towers on the 8th Avenue SE façade are proposed to be the cement panels. The roof material is dark brown-grey asphalt. The materials are consistent with the Guidelines that call for materials to be compatible with existing materials in the district.

The applicant is proposing mainly one-over-one double-hung windows, with some fixed storefront windows on the first floor. The proposed windows on the first floor are aluminum and while the windows on the floors above are proposed to be white fiberglass materials. The Guidelines call for wood or aluminum. The proposed doors are metal and glass doors. There are also mechanical equipment proposed that include individual unit for each dwelling unit. These will be located in the building projection as to minimize the visual impact.

The proposed structure meets the Secretary of Interior's Standards that call for new construction in a historic district to be designed compatible with the historic character of the district or neighborhood in terms of size, scale, design, material, color, and texture. The proposed project is in scale with institutional and commercial uses in the district, the material and color is consistent with the district, and the design of the building does not detract from the district. While some of the design of the building has Gothic Revival details, like the crenellated towers, the main projection on the 4th Street SE façade does not appear to have the strong vertical lines that the 8th Avenue SE façade has. However, there is an ecclesiastic design to the main projection and open gable dormer on the 4th Street SE façade, but it appears to be a more Greek Revival style with the strong column detail and open gable. While these styles are not commonly found in the district, the previous church was Gothic Revival and a more appropriate design would be consistent with that structure.

C. GUIDELINE CITATIONS:

Fifth Street Southeast Historic District Guidelines Minneapolis Heritage Preservation Commission

The Fifth Street S.E. and Washburn-Fair Oaks Preservation Districts contain a concentration of structures, lands, and space which is distinguished by past historical and cultural events, by architecture quality and by aesthetic appeal. The areas were designated for heritage preservation by City Council on July 30, 1976.

In an area designated for heritage preservation, the Heritage Preservation Commission reviews requests for city permits that would change or significantly alter the nature of a preservation district. Before approving permit requests the Heritage Preservation Commission must consider certain aspects for each type of permit requested.

Alteration or addition to an existing building " will not materially impair the architectural or historic value of the building." Written findings shall consider existing appearance (building height, width, depth, and other dimensions, roof style, type of building materials, ornamentation, paving setback, and color). 34.070 (1)

Demolition of a building

Before the demolition of a building, findings must be made regarding: (1) the architectural and historic merit of the building; (2) the effect of the building's demolition on surrounding buildings' (3) the effect of any new construction to the rest of building (in partial demolition) and to surrounding building; (4) the possible economic value or usefulness of building (as it now exists or if altered or modified) compared to the value or usefulness of proposed structure. 34.070 (2)

New building

Proposed new buildings shall not "materially impair the architectural or historic value of buildings on adjacent sites or in the immediate vicinity within the preservation district. 34.070 (3)

The HPC wishes to encourage contemporary design that is compatible with the nature of the preservation area.

Design Considerations (for additions, alterations, and new construction)

1. Dimensions of height, width, and depth of additions and new construction shall take into consideration the directionality of adjacent and nearby structures.
2. Scale of additions, alterations, and new construction shall be consistent with the existing pattern in the neighborhood.
3. Setbacks - Background: The distance a building is set back from the front lot line varies greatly in Washburn-Fair Oaks from rowhouses built up to the sidewalk to greater than average setbacks.

New buildings and additions to existing buildings shall be constructed at the legal setbacks for both front and side yards.

4. Spacing between buildings shall be consistent with existing codes.
5. Building plan - there is no uniform plan for the buildings in either district, so this area is open for discussion.
6. Materials - generally new materials shall be compatible with the existing.
 - a. Brick. New brick should match existing brick in terms of brick size, texture, and color as well as the existing mortar color, bonding pattern, and the width and type of joint.
 - b. Stone. Where stone exists it should be retained, but in additions or auxiliary buildings alternate materials will be considered that would provide a harmonious appearance, especially in terms of color.
 - c. Clapboard. New clapboard to an existing clapboard structure should match the directionality and dimensions of the original siding. Where a synthetic or aluminum siding is used, it should match direction, dimensions, and texture of original covering. Details such as corner pilasters, sunbursts, etc. should not be covered and, if removed, should be replaced.
 - d. Stucco. If stucco is in good condition or if it is the original material, it should be maintained. However, if the original material was clapboard, restoration to this material is encouraged (but not demanded).
 - e. General facade guideline. Avoid fake brick or stone, asphalt or asbestos siding.
 - f. Windows. If existing windows need to be replaced, use wooden, a suitable colored or anodized metal or other materials that blend with and not detract from the building.

It is recognized that cost may encourage the use of bare aluminum windows. In such cases the use of enamel paint to minimize the shiny quality of aluminum is suggested.

7. Roof design. The original roof design should be maintained, but the insertion of dormers may be allowed depending on the building's design and the location of the proposed dormer.

Where unusual roof styles exist they should be retained, but the roofs of additions should be a complementary type. For example, a gambrel roofed house may have a gabled roof addition.

8. Projections.

- a. Porches and porticoes. Open porches and porticoes should remain open. Architectural details such as columns, moldings, cornice projects should be retained on open and closed porches and porticoes.
- b. Entryways, doorways. Moldings and other details should be retained or original design replaced.

9. Facade design. The fenestration, doorway openings, and ornamentation if intrinsic to the building design should be retained or replaced to evoke the original.

If the facade of a building has been altered to the point where restoration rather than renovation is necessary to evoke original design, renovation is preferred.

Secretary of the Interior's Standards for Rehabilitation (1990)

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.

Protecting and maintaining the historic masonry, wood, and architectural metals which comprise building and streetscape features, through appropriate surface treatments such as cleaning, rust removal, limited paint removal, and reapplication of protective coating systems; and protecting and maintaining landscape features, including plant material.

Protecting buildings, paving, iron fencing, etc. against arson and vandalism before rehabilitation work begins by erecting protective fencing and installing alarm systems that are keyed into local protection agencies.

Evaluating the overall condition of building, streetscape and landscape materials to determine whether more than protection and maintenance are required, that is, if repairs to features will be necessary.

Repairing features of the building, streetscape, or landscape by reinforcing the historic materials. Repair will also generally include the replacement in kind - or with a compatible substitute material - of those extensively deteriorated or missing parts of features when there are surviving prototypes such as porch balustrades, paving materials, or streetlight standards.

Replacing in kind an entire feature of the building, streetscape, or landscape that is too deteriorated to repair - when the overall form and detailing are still evident - using the physical evidence to guide the new work. This could include a storefront, a walkway, or a garden. If using the same kind of material is not technically or economically feasible, then a compatible substitute material may be considered.

Design for Missing Historic Features

Designing and constructing a new feature of the building streetscape, or landscape when the historic feature is completely missing, such as row house steps, a porch, streetlight, or terrace. It may be a restoration based on historical, pictorial, and physical documentation; or be a new design that is compatible with the historic character of the district or neighborhood.

Alterations/Additions for the New Use

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 business' 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.

Removing nonsignificant buildings, additions, or streetscape and landscape features which detract from the historic character of the district or the neighborhood.

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.

Failing to provide adequate protection of materials on a cyclical basis so that deterioration of building, streetscape, and landscape feature results.

Permitting buildings to remain unprotected so that windows are broken; and interior features are damaged.

Stripping features from buildings or the streetscape such as wood siding, iron fencing, or terra cotta balusters; or removing or destroying landscape features, including plant material.

Failing to undertake adequate measures to assure the preservation of building, streetscape, and landscape features.

Replacing an entire feature of the building, streetscape, or landscape such as a porch, walkway, or streetlight, when repair of materials and limited replacement of deteriorated or missing parts are appropriate.

Using a substitute material for the replacement part that does not convey the visual appearance of the surviving parts of the building, streetscape, or landscape feature or that is physically or chemically incompatible.

Removing a feature of the building, streetscape, or landscape that is unrepairable and not replacing it; or replacing it with a new feature that does not convey the same visual appearance.

Design for Missing Historic Features

Creating a false historical appearance because the replaced feature is based on insufficient historical, pictorial and physical documentation.

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.

Alterations/Additions for the New Use

Placing parking facilities directly adjacent to historic buildings which cause the removal of historic plantings, relocation of paths and walkways, or blocking of alleys.

Introducing new construction into historic districts that is visually incompatible or that destroys historic relationships within the district or neighborhood.

Removing a historic building, building feature, or landscape or streetscape feature that is important in defining the overall historic character of the district or the neighborhood.

Master Plan for the Marcy Holmes Neighborhood Adopted by the City Council 2004 Chapter 9. Historic Preservation

Historic Properties

Objective: Avoid the loss of historic properties.

Policies:

1. Encourage strong compliance with HPC permit guidelines in the Street Anthony Falls and Fifth Street Historic Districts and individually designated properties in the neighborhood and the Ard Godfrey House just outside the neighborhood.
2. The neighborhood supports preservation designation studies for the following properties or areas:
 - A. The Frey house (mansion) at 1206 5th Street SE that is part of the Heart of the Earth School
 - B. The Joseph Avery Wright house at 1126 5th Street SE
 - C. The John S. Lane house near at 625 8th Avenue SE
 - D. The Southeast Community Library building at the corner of 13th Street and 4th Avenue
 - E. The old Pillsbury Library building at 100 University Avenue SE
 - F. Dinkytown
 - G. Steel Structures Building
 - H. Ninth Street industrial buildings
 - I. Star Machine – 6th Street and Second Avenue
3. The issue of historic preservation designation for the fraternity and sorority houses in the neighborhood should be more widely discussed.

Historical Character

Objective: Preserve the historical character of the area. The neighborhood is defined by narrow, tree-lined streets, large older houses, mostly low rise apartment buildings, fraternities and sororities, Dinkytown, the Mississippi River and adjacent riverbanks, and industries.

Policies:

1. Preserve such landscapes as Dinkytown, the Mississippi River area and the fraternity and sorority areas in the neighborhood.
2. Preserve the old Pillsbury library, now an art gallery, at Central Avenue and University Avenue and the newer Southeast Community library buildings.
3. Devise programs to encourage rehabilitation and conversion of multi-family dwellings to their original single-family home use in the single-family core of the neighborhood.
4. Provide information to property owners and renters about the historic character of the area and increase the general awareness and sensitivity about the historic nature of the buildings.
5. Develop grant or loan programs for property owners to repair their buildings.
6. Provide more accessible property information, including historic preservation regulations, to prospective buyers and property owners. Try to include preservation information on the Planning Department's web site.
7. There should be some flexibility with codes -- other than life safety codes -- when applied to older buildings. Codes are rigidly enforced when permits are sought. Remodeling requires updating to current code requirements. This can be very costly and discourage updating.
8. Simplify the City's permit system so that it is not so confusing and complicated and encourages reinvestment.
9. Enforce this plan's design guidelines for new developments.

D. FINDINGS:

1. 401 8th Avenue Southeast is a non-contributing site in the Fifth Street Southeast Historic District, a locally designated historic district.
2. A contributing building, Andrew Riverside Presbyterian Church, was damaged and demolished in 2003. The City Council approved the demolition of the entire church.
3. The site has received two prior denials for a Certificate of Appropriateness for new construction.
4. The applicants are proposing a new four-story mixed use structure that will contain 39 dwelling units, 5,400 sq. ft. of first floor space for the church and 33 underground parking spaces.
5. The setbacks of the building are consistent with the Fifth Street Southeast Historic Guidelines (or “Guidelines”) that call for building to be constructed at legal setbacks. However, the Secretary of Interior Standards for Rehabilitation (or “Standards”) calls for retaining the historic relationship between buildings and landscapes. In this case, the original church was setback from the streets and not located near the front property lines.
6. The reduction in roof height adjacent to the residential structures to the north is consistent with the Guidelines that call for the height of new construction to take into consideration the adjacent and nearby structures.
7. The scale of the building is larger than many of the contributing structures in the district, however, the proposed structure is consistent with the Guidelines that call for new construction to be consistent with the existing pattern in the **neighborhood**. The neighborhood, and not just the district, is also known for commercial and institutional structures at key intersections, like the subject site. The proposed building is at an appropriate scale, especially given the previous church’s size.
8. The materials are consistent with the Guidelines that call for materials to be compatible with existing materials in the district. The use of different material for each use differentiates between the church and the residential uses.
9. The proposed structure appears to meet the Standards that call for new construction in a historic district to be designed compatible with the historic character of the district or neighborhood in terms of size, scale, design, material, color, and texture and well as the Guidelines that encourage contemporary design that is compatible with the nature of the preservation area.
10. While some of the design of the building has Gothic Revival details, like the crenellated towers, the main projection on the 4th Street SE façade appears to be a more Greek Revival style with the strong column detail and open gable. While these styles are not commonly found in the district, the previous church was Gothic Revival and a more appropriate design would be consistent with that structure.

E. STAFF RECOMMENDATION:

Staff recommends that the HPC adopt staff findings and **approve** a Certificate of Appropriateness for signage, subject to the following conditions:

1. That the main projection on the 4th Street Southeast façade terminates with a flat roof, or cornice line, or other feature in keeping with the Gothic Revival detailing found on other portions of the building for review by CPED-Planning staff, and
2. Final drawings including plans, elevations and details shall be reviewed and approved by CPED-Planning staff.