

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

FILE NAME: 428 1st Street North, also known as 420 1st Street North

DATE OF APPLICATION: September 8, 2008

APPLICANTS: BDC Management Co. , 612-371-0766

PUBLICATION DATE: October 22, 2008

DATE OF HEARING: October 28, 2008

END OF APPEAL PERIOD: November 7, 2008

HPC SITE/DISTRICT: 428 1st Street North, St. Anthony Falls Historic District, Subdistrict North First Street Warehouses

CATEGORY: Contributing

CLASSIFICATION: Certificate of Appropriateness for trash enclosure

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

A. SITE DESCRIPTION & BACKGROUND:

The subject property is located in the local St. Anthony Falls Historic District, Subdistrict North First Street Warehouses which is also in the National Register St. Anthony Falls Historic District. In addition, the property is in the National Register Minneapolis Warehouse Historic District. The building was originally built as a farm implement warehouse in 1896 and was converted to pasta manufacturing by the Creamette Company in 1916.

The building is also known as the Champion Building or the Creamette Company and was designed by architecture firm of Long and Kees. The building has elements of Richardsonian style with an arched entrance, rough cut stone string courses that separate floors and arched windows at the fourth floor.

B. PROPOSED CHANGES:

The proposed changes include the installation of a trash enclosure in the rear of the building. The property owners were cited by Zoning Inspection staff for noncompliance with zoning code regulations requiring outdoor storage of trash containers to be enclosed with fencing. The intent of this section of the zoning code is to limit visual impact of outdoor trash containers.

The portion of the building where the trash is current stored in the rear of the building. There is access to the building from this area. Currently, the trash containers have two cement block walls on the east and west side which do provide some enclosure of the trash, however, the portion that faces the alley is open. There are two large dumpsters and six smaller trash enclosures in this area.

The proposed enclosure will be two fence-like enclosures. One enclosure will house a large dumpster and the other will contain the other dumpster and smaller trash enclosures. The enclosures are split for access to the door. The proposed fencing will be a solid cedar plank with dimensions of 1 ft by 6 ft. with an overall height is 6 ft. 6 in. ___(see pages 14 and 15).

C. GUIDELINE CITATIONS:

There are local guidelines for the St. Anthony Falls Historic District, including the subdistrict in which the building is located. While included in this report, the district guidelines do not specifically address this type of work. The Secretary of the Interior's Standards for Rehabilitation for building site and historic district are used to evaluate the proposed trash containers new construction.

ST. ANTHONY FALLS HISTORIC DISTRICT GUIDELINES

Minneapolis Heritage Preservation Commission (June 1980)

An addition to "District Guidelines for Utilization" (adopted April 18, 1978)

Preamble

The St. Anthony Falls Historic District is a varied area that includes structures of historical significance (e.g. mills), some that are architecturally distinguished (e.g. Our Lady of Lourdes), buildings that contribute to the historicity of the district (e.g. Salisbury Mattress Co., now Main Place), some non-contributive buildings (e.g. Post Office Parking Ramp), and also a great deal of open space. Traditional, uniform regulations are not adequate because of this variety. Instead, the HPC has divided the district into sub-areas that contain structures with common features and that share common concerns.

Purpose

The purpose of the Heritage Preservation Commission in following these regulations for permit review is to provide architectural control and maintenance of the St. Anthony Falls Historic District by promulgating regulations governing construction and rehabilitation for the preservation, protection and perpetuation of the St. Anthony Falls Historic District designated by the State of Minnesota.

These regulations apply to any and all new construction and rehabilitation of existing buildings and structures within the St. Anthony Falls Historic District.

The furthermore are intended to:

- 1) preserve the memory of past events
- 2) encourage sympathetic new development
- 3) encourage and enable access to the river
- 4) foster along the riverfront and adjacent areas a viable community geared to the pedestrian.

General Regulations

Infill construction shall be visually compatible with historic structures within the sub-area with regard to siting, height, proportions of facade, walls of continuity, rhythm of projections, directional emphasis, materials, nature of openings, texture, roof shapes, details, and color.

The Heritage Preservation Commission shall review all permit requests according to the standards established in the regulations. Variances to these regulations will be granted only in cases where an applicant clearly demonstrates that an alternative design is a superior and compatible solution.

A. North First Street Warehouses

This area extends along North First Street from Third Avenue North to Eighth Avenue North

1. **Siting:** New buildings shall be constructed with principal facades in the same plan as the facades of adjacent buildings. Structures shall extend the full width of the lot. New construction shall continue the visual wall formed by the existing buildings.
2. **Height:** New buildings shall be four to six stories high.
3. **Rhythm of Projections:** There shall be no major projections on the principal facades.
4. **Directional Emphasis:** New buildings shall have a generally vertical emphasis, at least above the first floor.
5. **Materials:** New buildings shall be constructed of brick or shall have a brick veneer.
6. **Nature of Openings:** Openings should appear in a consistent and repeated pattern across the principal facades. Window openings should be approximately 1-1/2 to 2-1/2 times as tall as they are wide. Doors and windows should be set toward the front of the openings but should not be flush with the masonry surface.
7. **Roof Shapes:** New buildings should have flat or nearly flat roofs.
8. **Details:** New buildings should have some emphasis given to the upper termination of the building. Surface treatment should divide the building into vertical bays. Where other surface treatment is used, it should reflect details from other buildings in the area.
9. **Color:** The primary surfaces of new buildings should be deep red, brown, or buff. Trim should be subdued earth tones or flat black.

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

Building Site

Recommended:

Identifying, retaining, and preserving buildings and their features as well as features of the site that are important in defining its overall historic character. Site features can include driveways, walkways, lighting, fencing, signs, benches, fountains, wells, terraces, canal systems, plants and trees, berms, and drainage or irrigation ditches; and archeological features that are important in defining the history of the site.

Retaining the historic relationship between buildings, landscape features, and open space.

Protecting and maintaining buildings and the site by providing proper drainage to assure that water does not erode foundation wall; drain toward the building; nor erode the historic landscape.

Minimizing disturbance of terrain around buildings or elsewhere on the site, thus reducing the possibility of destroying unknown archeological materials.

Surveying areas where major terrain alteration is likely to impact important archeological sites.

Protecting, e.g. preserving in place known archeological material whenever possible.

Planning and carrying out any necessary investigation using professional archeologists and modern archeological methods when preservation in place is not feasible.

Protecting the building and other features of the site against arson and vandalism before rehabilitation work begins, i.e., erecting protective fencing and installing alarm systems that are keyed into local protection agencies.

Providing continued protection of masonry, wood, and architectural metals which comprise building and site features through appropriate surface treatments such as cleaning, rust removal, limited paint removal, and re-application of protective coating systems; and continued protection and maintenance of landscape features, including plant material.

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

Repairing features of buildings and the site by reinforcing the historic materials. Repair will also generally include replacement in kind - with a compatible substitute material - of those extensively deteriorated or missing parts of features where there are surviving prototypes such as fencing and paving.

Replacing in kind an entire feature of the building or site that is too deteriorated to repair-if the overall form and detailing are still evident-using the physical evidence to guide the new work. This could include an entrance or porch, walkway, or fountain. 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 a building or site when the historic feature is completely missing, such as an outbuilding, terrace, or driveway. It may be based on historical, pictorial, and physical documentation; or be a new design that is compatible with the historic character of the building and site.

Alterations/Additions for the New Use

Designing new onsite parking, loading docks, or ramps when required by the new use so that they are as unobtrusive as possible and assure the preservation of character-defining features of the site.

Designing new exterior additions to historic buildings or adjacent new construction which is compatible with the historic character of the site and which preserve the historic relationship between a building or buildings, landscape features, and open space.

Removing nonsignificant buildings, additions, or site features which detract from the historic character of the site.

Not Recommended:

Removing or radically changing buildings and their features or site features which are important in defining the overall historic character of the building site so that , as a result, the character is diminished.

Removing or relocating historic buildings or landscape features, thus destroying the historic relationship between buildings, landscape features, and open space.

Removing or relocating historic buildings on a site or in a complex of related historic structures - such as a mill complex or farm - thus diminishing the historic character of the site or complex.

Moving buildings onto the site, thus creating a false historical appearance.

Lowering the grade level adjacent to a building to permit development of a formerly below-grade area such as a basement in a manner that would drastically change the historic relationship of the building to its site.

Failing to maintain site drainage so that buildings and site features are damaged or destroyed; or, alternatively, changing the site grading so that water no longer drains properly.

Introducing heavy machinery or equipment into areas where their presence may disturb archeological materials.

Failing to survey the building site prior to the beginning of rehabilitation project work so that, as a result, important archeological material is destroyed.

Leaving known archeological material unprotected and subject to vandalism, looting, and destruction by natural elements such as erosion.

Permitting unqualified project personnel to perform data recovery so that improper methodology results in the loss of important archeological material.

Permitting buildings and site features to remain unprotected so that plant materials, fencing, walkways, archeological features, etc. are damaged or destroyed.

Stripping features from buildings and the site such as wood siding, iron fencing, masonry balustrades; or removing or destroying landscape features, including plant material.

Failing to provide adequate protection of materials on a cyclical basis so that deterioration of building and site features results.

Failing to undertake adequate measures to assure the preservation of building and site features.

Replacing an entire feature of the building or site such as a fence, walkway, or driveway 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 or site feature or that is physically or chemically incompatible.

Removing a feature of the building or site 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 or site feature that is out of scale or otherwise inappropriate.

Introducing a new landscape feature or plant material that is visually incompatible with the site or that destroys site patterns or vistas.

Alterations/Additions for the New Use

Placing parking facilities directly adjacent to historic buildings where automobiles may cause damage to the buildings or landscape features or be intrusive to the building site.

Introducing new construction onto the building site which is visually incompatible in terms of size, scale, design, materials, color and texture or which destroys historic relationships on the site.

Removing a historic building in a complex, a building feature, or a site feature which is important in defining the historic character of the site.

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.

D. ANALYSIS OF PROPOSED CHANGES

The proposed changes will not be detrimental to the historic district because they are consistent with the local guidelines as well as the Standards that call for alterations to be constructed as to preserve features that are important in defining the overall historic character of the district or neighborhood. The impact of the trash enclosure on the district is minimized because the proposed trash enclosure is not attached to the building and does not alter the structure. The trash enclosure is on a secondary, rear building wall which limits the visual impact of the outdoor storage of the trash containers. It is small in height and size compared to the surrounding buildings. The material (brown, cedar wood) of the fencing is compatible with Subdistrict building material and color as well.

E. FINDINGS:

1. The property located at 428 1st Street North is located in the local St. Anthony Falls Historic District, Subdistrict North First Street Warehouses, the National Register St. Anthony Falls Historic District, and the National Register Minneapolis Warehouse Historic District.
2. The property was cited for noncompliance with Zoning Code regulations to enclosure outdoor storage of trash containers.
3. The proposed work includes a cedar fencing that will enclose outdoor storage of trash containers at the rear of the building.
4. The proposed changes will not be detrimental to the historic district because they are consistent with the local guidelines as well as the Standards that call for alterations to be constructed as to preserve features that are important in defining the overall historic character of the district or neighborhood which include the location, scale, materials, and color of the trash enclosure.

F. STAFF RECOMMENDATION:

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

1. Final drawings including plans, elevations and details shall be reviewed and approved by CPED-Planning staff.