

Department of Community Planning and Economic Development  
Planning Division

**Certificate of Appropriateness**  
BZH-26277

**Date:** June 22, 2010

**Proposal:** Request for COA to complete window replacement

**Applicant:** Renewal by Anderson, Bryan Horton (651) 264-4088

**Address of Property:** 2107 Milwaukee Avenue

**Project Name:** 2107 Milwaukee Avenue Window Replacement Project

**Contact Person and Phone:** Aaron Hanauer, (612) 673-2494

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

**Date Application Deemed Complete:** May 18, 2010

**Publication Date:** June 15, 2010

**Public Hearing:** June 22, 2010

**Appeal Period Expiration:** July 2, 2010

**Ward:** 2

**Neighborhood Organization:** East Phillips

**Attachments:**

Attachment A: Materials submitted by CPED staff – (A1-A6)

- A1: Location map/star map; District map
- A2: Neighborhood Context Map
- A3: Window profile comparison
- A4-A6: Milwaukee Avenue Historic District Guidelines

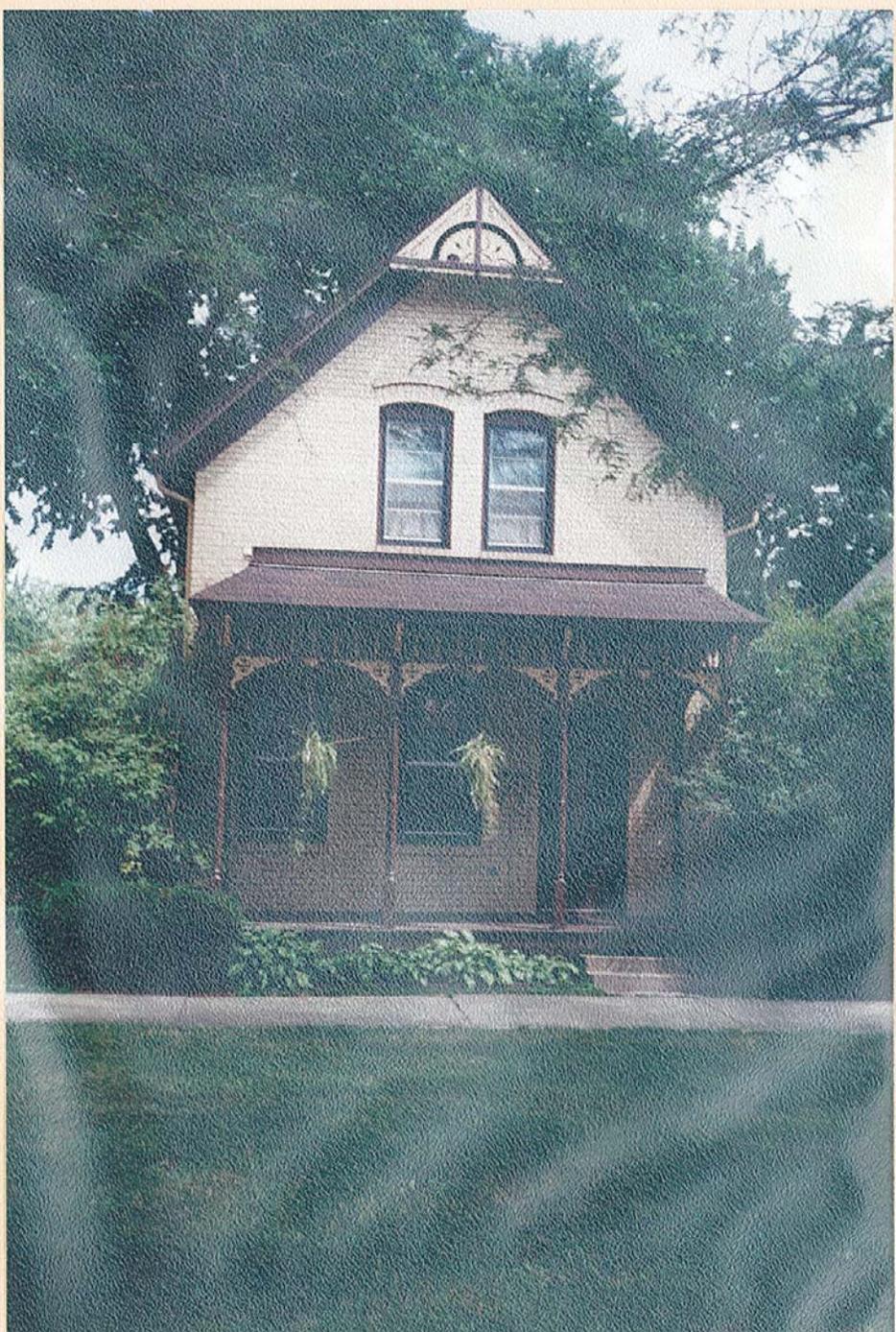
Attachment B: Materials submitted by Applicant – (B1-B31)

- B1-B2: Notification letter to Council Member and Neighborhood organization
- B3-B4.3: Application form submitted: May 7, 2010
- B5-B31: Architectural drawings, house images, and specifications

Materials submitted by interested parties – (B22)

- B22: Letter submitted by the Milwaukee Avenue Homeowners Association

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**2107 Milwaukee Avenue:** 1996, Source: Minneapolis Planning Department

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**2107 Milwaukee Avenue:** 2009, Source: Renewal By Anderson

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<b>CLASSIFICATION:</b>	
Local Historic District	Milwaukee Avenue Historic District, contributing resource
Period of Significance	1884-1904
Criteria of significance	The Milwaukee Avenue Historic District is locally significant as the earliest “planned workers’ community” in Minneapolis.
Date of local designation	1975
Applicable Design Guidelines	<i>The Secretary of the Interior’s Standards for Treatment of Historic Properties</i>  Milwaukee Avenue Historic District Design Guidelines (Adopted November 14, 1975, Revised March 26, 1976)

<b>PROPERTY INFORMATION</b>	
Current name	Cowden Residence
Historic Name	worker housing
Current Address	2107 Milwaukee Avenue
Historic Address	2107 Milwaukee Avenue
Original Construction Date	1885
Original Contractor	William Ragan
Original Architect	none
Historic Use	Residence
Current Use	Residence
Proposed Use	Residence

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**BACKGROUND:**

The subject property is a 1½-story residence designed in a vernacular manner. It is located midblock between Franklin Avenue and 22<sup>nd</sup> Street East and is a contributing building to the Milwaukee Avenue Historic District.

The Milwaukee Avenue Historic District is a contiguous two-block development of 19th century homes constructed for working class families. Originally platted as an alley, real estate agent William Ragan developed it as a street for speculative purposes in 1883. Building clusters of modest homes on small narrow lots was a method often employed for housing lower class residents in the industrial period. Milwaukee Avenue is the earliest planned workers' community in Minneapolis. Most of the original residents of Milwaukee Avenue were Scandinavian immigrants.

Representing vernacular architecture popular in the later 19th century, houses along Milwaukee Avenue were generally constructed of brick veneer on timber frame between 1884 and 1890. The houses share common architectural treatments such as uniform roof slopes, uniform separation on lots, modified flat arch windows and open front porches.

The Applicant is proposing to replace four, non-original windows within the existing openings on the front elevation. The Applicant states that all interior and exterior trim will remain the same as well as the window operation. The Applicant states that the windows will have a composite exterior consisting of wood and polyvinyl chloride (PVC). The patented composite material is known as Fibrex (Attachment B4.1). The Applicant also states that the "proposed replacement windows will be painted black in accordance with keeping with the existing aesthetics." In addition, the proposed windows are custom-made and will be measured to a 1/16<sup>th</sup> of an inch to the opening (Attachment B4).

**SUMMARY OF APPLICANT'S PROPOSAL:**

The Applicant's proposal includes removing the existing sash and jamb liners for the windows on the front elevation. The Applicant is proposing to install a new insert frame and sash within the existing window frame. The replacement frame sash combination is similar to the existing window in terms of material (wood), color, vertical orientation, and recession. However, the insert frame and replacement sash will have a combined width of 2 ½ inches, compared to the 1 ½ inch width of the existing sash (Attachment A3).

**PUBLIC COMMENT:**

The Milwaukee Avenue Homeowners Association (MAHA) wrote a letter in support of the proposal to replace the four front windows. MAHA stated that they felt that the paint on the windows would provide a compatible look to other windows on Milwaukee Avenue (Attachment B22). MAHA saw the actual window that will be used and felt that they had a "very nice look that would be tough to distinguish from wood windows when completed." Upon the cursory review with the Architectural Review Committee recommendation, the MAHA Board of Directors voted to approve the project.

**CETIFICATE OF APPROPRIATENESS**: to allow for window replacement on front façade.

***Findings as required by the Minneapolis Preservation Code:***

*The Planning Division of the Minneapolis Community Planning and Economic Development Department has analyzed the application based on the findings required by the Minneapolis Preservation Ordinance. Before approving a certificate of appropriateness, and based upon the evidence presented in each application submitted, the commission shall make findings based upon, but not limited to, the following:*

**(1) *The alteration is compatible with and continues to support the criteria of significance and period of significance for which the landmark or historic district was designated.***

The proposed alteration is compatible with and will continue to support the criteria of significance and period of significance for which the historic district was designated. The exterior portions of the building at 2107 Milwaukee Avenue contribute to the district's significance due to the property's representation of vernacular architecture and turn-of-the-century worker housing. The Applicant is proposing to replace the non-original windows on the front elevation. The proposed replacement windows are compatible with the window openings and the historic character of the building and the district in terms of vertical orientation, recession, operation, and color.

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

The proposed alteration is compatible with and does support the exterior designation of which the property is designated. The existing windows are not original to the building. Even though no permit could be found that authorized a window replacement, pictorial evidence indicates the existing window sashes are replacements given the window hardware, aluminum jamb liners, and instructions to remove the sash (Attachment B10-B11, B17-B19). All of these elements would not have been part of the original, 1885 window. The proposed new replacement windows are sympathetic to the building at 2107 Milwaukee Avenue and the other houses in the district. The proposed replacement windows respect the subject building, the buildings within the historic district, and the historic district guidelines in terms of their vertical orientation, recession, operation, and color.

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

Both the City of Minneapolis' Heritage Preservation Regulations and the National Register of Historic Places identify integrity as the authenticity of historic properties and recognize seven aspects that define a property's integrity: location, design, setting, materials, workmanship, feeling and association. Based upon the evidence provided below, the

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proposed work will ensure continued integrity of the contributing building.

*Location:* The Applicant proposes no changes to the contributing resource's location, thus the project will not impair the contributing resource's integrity of location.

*Design:* The Applicant proposes to replace non-original wood windows with new windows of the same vertical operation and setback. Even though the proposed windows are approximately one inch wider, the design of the subject building will not be compromised due to not taking out original material, and the proposed windows being similar to the original windows of the building in terms of vertical orientation, recession, operation, and color.

*Setting:* The Applicant proposes no offsite changes, thus the project will not impair the contributing resource's integrity of setting.

*Materials:* The Applicant proposes to replace the non-original wood window sashes with new window sashes that are made of a wood/ polyvinyl chloride (PVC) material called Fibrex. Even though PVC is not a recommended material, the Fibrex material does contain a wood composite (approximately 40 percent of the window). In addition, the Fibrex material has a paintable surface. Therefore, the project will not impair the contributing resource's integrity of materials.

*Workmanship:* The historic wood windows proposed for replacement have minimal evidence of historic workmanship, thus the project will not impair the contributing resource's integrity of workmanship.

*Feeling:* The Applicant proposes to replace non-original windows with windows that are sympathetic to the house. The project will not impair the contributing resource's integrity of feeling.

*Association:* The Applicant proposes no changes that would break the residence's association with vernacular architecture and development characteristic of the neighborhood, thus the project will not impair the property's integrity of association.

***(4) The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the applicable design guidelines adopted by the commission.***

The Milwaukee Avenue Historic District Design Guidelines highly recommend wood replacement windows. The guidelines also recommend that the windows be painted black, have a vertical orientation, retain the brick arches, and be flush with the brick exterior (Attachment A6). The Applicant's proposal meets all Milwaukee Avenue District Guidelines. The replacement windows are proposed to be made of a wood composite (with pvc), painted black, have the same operation (double-hung), and the same recession. Even though true wood windows would be a more accepted material, the proposed wood composite material meets the guidelines for material.

- (5) *The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the recommendations contained in The Secretary of the Interior's Standards for the Treatment of Historic Properties.***

The Applicant is conducting a rehabilitation of the subject property. The proposed project follows the rehabilitation guidelines of *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. The Applicant is working with a building that does not have the original feature (wood windows). In these cases, the Secretary of Interior Guidelines for Windows encourages:

*“Designing and installing new windows when the historic windows (frames, sash and glazing) are completely missing. The replacement windows may be an accurate restoration using historical, pictorial, and physical documentation; or be a new design that is compatible with the window openings and the historic character of the building.”*

For this proposal, the Applicant proposed a replacement window that is sympathetic to the subject building and the Milwaukee Avenue Historic District. In addition, the Applicant's proposal meets the Milwaukee Avenue Historic District Guidelines for windows in terms of material, color, orientation, and recession.

- (6) *The certificate of appropriateness conforms to all applicable regulations of this preservation ordinance and is consistent with the applicable policies of the comprehensive plan and applicable preservation policies in small area plans adopted by the city council.***

Action 8.1.1 of the Minneapolis Plan for Sustainable Growth indicates that the City shall protect historic resources from modifications that are not sensitive to their historic significance. The proposed window project will not modify the building in a way that is insensitive to its historical character. The proposed replacement windows are sensitive to the subject building and the historic character of the Milwaukee Avenue Historic District.

- (8) *Adequate consideration of the description and statement of significance in the original nomination upon which designation of the landmark or historic district was based.***

When replacement windows are warranted, CPED highly encourages the replacement windows in the Milwaukee Avenue Historic District to be made of true wood and have the same profile as a 19<sup>th</sup> century, double hung wood window. The Applicant is proposing to install windows that are in compliance with the Milwaukee Avenue Historic District guidelines in terms of material, color, orientation, and recession, however, the windows will have a considerably different appearance than the existing and original windows of the Milwaukee Avenue houses by being an inch thicker.

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

Title 20 of the Minneapolis Code of Ordinances, Zoning Code, Chapter 530, Site Plan Review does not regulate the replacement of windows within existing window openings.

**(10) *The typology of treatments delineated in the Secretary of the Interior's Standards for the Treatment of Historic Properties and the associated guidelines for preserving, rehabilitating, reconstructing, and restoring historic buildings.***

The Applicant is proposing to rehabilitate the building at 2107 Milwaukee Avenue. The subject building does not have the original window sashes. The Applicant is proposing to install a replacement window for the front elevation window openings. For this proposed alteration, the Applicant is following the Secretary of the Interior Rehabilitation Guidelines for windows by proposing a window that is compatible with the original window opening and the historic character of the building when the original feature is missing.

However, when replacement windows are warranted, CPED encourages future replacement windows in the Milwaukee Avenue Historic District to be made of true wood and have the same profile as a 19<sup>th</sup> century, double hung wood window.

***Before approving a certificate of appropriateness that involves alterations to a property within an historic district, the commission shall make findings based upon, but not limited to, the following:***

**(11) *The alteration is compatible with and will ensure continued significance and integrity of all contributing properties in the historic district based on the period of significance for which the district was designated.***

When replacement windows are warranted, CPED highly encourages the replacement windows in the Milwaukee Avenue Historic District to be made of true wood and have the same profile as a 19<sup>th</sup> century, double hung wood window. The proposed alteration will not have either of these characteristics, however, the windows are compatible with the Milwaukee Avenue District guidelines for replacement windows.

**(12) *Granting the certificate of appropriateness will be in keeping with the spirit and intent of the ordinance and will not negatively alter the essential character of the historic district.***

Granting the Certificate of Appropriateness will be keeping with the spirit and intent of the City of Minneapolis' Heritage Preservation Regulations. The spirit and intent of the regulations is to preserve historically significant buildings, structures, sites, objects, districts, and cultural landscapes of the community while permitting appropriate changes to be made to these properties. The Applicant has requested they be allowed to replace the non-original windows with a replacement window that is compliance with the Milwaukee Avenue Historic District guidelines for windows.

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- (13) *The certificate of appropriateness will not be injurious to the significance and integrity of other resources in the historic district and will not impede the normal and orderly preservation of surrounding resources as allowed by regulations in the preservation ordinance.***

Approval of this Certificate of Appropriateness will not be injurious to the significance and integrity of other resources in the historic district. The Applicant is not proposing to replace original building material. Rather, the Applicant is proposing to replace non-original windows with a replacement that is sympathetic to the subject building, the district guidelines, and acceptable to the Milwaukee Avenue Historic Homeowners Association.

## **STAFF RECOMMENDATION**

CPED-Planning recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** the Certificate of Appropriateness to replace four non-original wood windows on the front elevation of the house at 2107 Milwaukee Avenue subject to the following conditions:

1. All glass must be clear, non-tinted, non-reflective glass. One coat of Low-E glazing is permitted on the interior surface of the windows.
2. CPED-Planning Preservation Staff shall review and approve the final plans and elevations prior to building permit issuance.
3. The Certificate of Appropriateness approval shall expire if it is not acted upon within one year of approval, unless extended by the Planning Director in writing prior to one-year anniversary date of approvals.