

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

FILE NAME: 39 – 47 13th Avenue Northeast

DATE OF APPLICATION: December 12, 2008

APPLICANT: City of Minneapolis – CPED, Jerry LePage, Senior Project Coordinator, 612-673-5240

DATE OF HEARING: January 13, 2009

END OF APPEAL PERIOD: January 23, 2009

HPC SITE/DISTRICT: Minneapolis Brewing and Malting Company Individual Landmark

CATEGORY: Two contributing building additions and one non-contributing building addition

CLASSIFICATION: Certificate of Appropriateness for demolition of two contributing building additions and one non-contributing building addition to the 1910 Grain Belt Warehouse

STAFF INVESTIGATION AND REPORT: Molly McCartney

DATE: January 13, 2009

A. DESCRIPTION:

Established in 1890, the Minneapolis Brewing and Malting Company resulted from the merging of four small Minneapolis companies: Orth Brewing, Heinrich Brewing, Germania Brewing and Norenburg Brewing. By 1891, construction of a new brewery complex began on Marshall Street and 13th Avenue NE. The complex was to consist of seven structures including the brew house, offices, and warehouses. The complex is an excellent example of industrial architecture that reflects the tastes of the period, as interpreted by prominent German-born architects. The new facility dramatically boosted the firm's production capacity – over 500,000 barrels were produced annually by 1900. With the passage of the Eighteenth Amendment in 1919, however, the Minneapolis Brewing Company was forced to drastically curtail its activities. It remained open for several years in the 1920s producing “near beer” and soft drinks, but closed in 1927 until the repeal of Prohibition in 1933. The company resumed brewing beer, reaching a sales peak in 1957. In an attempt to reach a wider region, brewing operations were relocated to St. Louis, leaving the brewery vacant in 1975. The City obtained the property in 1987.

The complex was designated as a historic landmark in 1977 by the City of Minneapolis. In 1990, the Grain Belt Brewery historic district was added to the National Register of Historic Place (Attachment, pages A25-A53). The period of significance for the site is identified in the National Register nomination as 1891 to 1927. The property was rehabilitated in the 1990s into offices. In addition to the local and National Register nominations, the City of Minneapolis adopted the Grain Belt Brewery Area Development Objectives in 1996, and later amended in 2000 (Attachment, pages A54-A69). The Development Objectives document was a master plan for the area that addressed the vision for the area, objectives, planning standards, and future land uses. The Development Objectives addressed future redevelopment potential for the contributing and non-contributing sites in the Grain Belt area.

1910 Grain Belt Warehouse

The property involved in this application includes the Grain Belt Warehouse, located at 39 – 47 13th Avenue Northeast. The Warehouse was built in 1910 and was used for storage and cabinet making. The neoclassical design of the Warehouse is similar to the Grain Belt Bottling House, with a five-bay façade and the original pediment dated “1910”. The east and west elevations have thirteen bays, each with a set of double hung windows on both floors.

1949, 1957, and 1964 Additions

The Warehouse has three additions, built in 1949, 1957, and 1964. The two earlier additions are identified as contributing and the 1964 is non-contributing. The additions have served as warehouse space for the brewery and most recently, warehouse and office space. The additions are located in the rear of the 1910 Warehouse (north) and are constructed of concrete block and brick. The west side of these additions has a number of truck loading docks. The east side, facing the railroad tracks, also has a number of loading docks. The dates of the construction of the building additions are newer than the period of significance of 1891-1927. The Development Objectives discuss the demolition of the 1957 and 1964 building additions to the 1910 Warehouse (Attachment, pages A62-A63).

The warehouse additions primarily served as storage space for the brewery as well as a loading dock area for trucks and trains. The construction of the 1957 addition is tied to the sales peak of Grain Belt beer that same year.

B. PROPOSED CHANGES:

The Community Development and Economic Development Department is the project applicant and owner of the 1910 Warehouse. The applicant is proposing to demolish the three additions to the 1910 Warehouse. The demolitions are being requested for a new road construction, park improvements, and preparation for a future housing site. The proposed road construction is to allow for traffic circulation from 14th Avenue Northeast to Water Street Northeast to 13th Avenue Northeast. The proposed roadway would help service a new park being planned by the Minneapolis Park and Recreation Board, called Sheridan Memorial Park.

In July 2008, the City Council approved the terms of a land sale to the Park Board related to the Grain Belt riverfront site. The City will be selling a portion of the riverfront site to the Park Board for park development and will receive \$400,000 in funds that will in turn be used to demolish three City-owned warehouse buildings (Attachment, pages A70-A80).

Road construction

The proposed road construction is to allow for traffic circulation from 14th Avenue Northeast to Water Street to 13th Avenue Northeast. Currently, 14th Avenue Northeast terminates at the railroad track east of the project site. The 1964 and 1957 additions are required to be removed for the road construction. Much of the 1964 addition site will also have park amenities. The proposed plans indicate the alignment of the roadway, along with proposed park amenities.

Future housing site

The land that the 1949 addition is located on would not be impacted by the road construction, but the demolition is being requested in order to prepare the site for future housing development. Plans for site have not been submitted. The Development Objectives address future redevelopment plans for the site, which include the demolition of the 1957 and 1964 addition, but indicate that the 1949 addition would remain, with the potential for vertical building additions to the structure. At this time, the City is requesting demolition of the 1949 addition to clear the site and does not propose a reuse of the addition property.

Sheridan Memorial Park

The proposed Sheridan Memorial Park is outside of the boundaries of the Grain Belt site, with the exception of the 1964 Addition. The park is part of a linear park system planned along the east bank of the Mississippi River. The road construction will allow for traffic circulation to the park, as well as park amenities on the land of the 1964 addition.

C. APPLICABLE ORDINANCES

Chapter 599. Heritage Preservation Regulations

ARTICLE VI. CERTIFICATE OF APPROPRIATENESS

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.

(b) Destruction of any property. Before approving a certificate of appropriateness that involves the destruction, in whole or in part, of any landmark, property in an historic district or nominated property under interim protection, the commission shall make findings that the destruction is necessary to correct an unsafe or dangerous condition on the property, or that there are no reasonable alternatives to the destruction. In determining whether reasonable alternatives exist, the commission shall consider, but not be limited to, the significance of the property, the integrity of the property and the economic value or usefulness of the existing structure, including its current use, costs of renovation and feasible alternative uses. The commission may delay a final decision for a reasonable period of time to allow parties interested in preserving the property a reasonable opportunity to act to protect it. (2001-Or-029, § 1, 3-2-01)

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 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. (2001-Or-029, § 1, 3-2-01)

The 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 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.

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.

C. ANALYSIS

The Minneapolis Brewing and Malting Company landmark does not have local design guidelines to evaluate alterations. The Minneapolis Preservation Ordinance and The Secretary of the Interior's Standards for Rehabilitation will be used to evaluate the demolition request. The City-adopted Grain Belt Brewery Area Development Objectives and the Minneapolis Plan for Sustainable Growth will also be used to evaluate the proposal.

Minneapolis Preservation Ordinance

The Preservation Ordinance requires that the HPC make findings for the demolition in whole or in part of a landmark or property in an historic district. These findings include the demolition is required for safety issues or that there are no reasonable alternative to the destruction:

(b) Destruction of any property. Before approving a certificate of appropriateness that involves the destruction, in whole or in part, of any landmark, property in an historic district or nominated property under interim protection, the commission shall make findings that the destruction is necessary to correct an unsafe or dangerous condition on the property, or that there are no reasonable alternatives to the destruction. In determining whether reasonable alternatives exist, the commission shall consider, but not be limited to, the significance of the property, the integrity of the property and the economic value or usefulness of the existing structure, including its current use, costs of renovation and feasible alternative uses. The commission may delay a final decision for a reasonable period of time to allow parties interested in preserving the property a reasonable opportunity to act to protect it. (2001-Or-029, § 1, 3-2-01)

The applicant is requesting the demolition of the building additions to allow for a new road construction, site clearance for future housing development, and parkland. The demolition of the 1957 and 1964 building additions are required for the road construction and parkland. The 1964 addition is non-contributing and removal of this addition would not adversely affect the historic property. The applicant has not requested to demolish the building additions to correct an unsafe or dangerous condition. The removal of the 1957 addition would allow for the roadway extension of 14th Avenue Northeast, a feasible alternative that adds public amenities to the site.

Demolition of the 1949 addition is not required for the roadway construction or park improvements. The demolition of this addition is being requested for site clearance for future housing development. The applicant has not requested to demolish the building additions to correct an unsafe or dangerous condition. No plans have been submitted for the site, and no timeline has been submitted for the redevelopment. The removal of the 1949 addition would allow for a feasible alternative use, housing redevelopment. However, no information about rehabilitating this building addition or other alternatives were submitted. Removal of the addition would not adversely affect the 1910 Warehouse, which is also contributing and built within the period of significance. However, removal of the addition without a plan for redevelopment would eliminate a contributing resource of this historic landmark for an undetermined amount of time.

Secretary of the Interior's Standards (*Standards*)

The Standards call for the removal of non-significant buildings and additions that detract from the historic character of the district or the neighborhood. Removal of the 1964 addition is consistent with this standard.

Removal of the 1957 addition, which is identified as contributing would not be consistent with this standard. However, the 1957 addition was constructed much later than the period of significance and does not have architectural similarities to the Warehouse or other Grain Belt properties. The nomination materials do not specifically address why this structure was considered to be contributing to this historic site. The addition is important in defining the warehousing and transportation character of the Grain Belt district in that the loading docks serve as a reminder of the industrial nature of this historic site. With mitigation, removal of the 1957 addition for the road construction would not detract from the historic character of the district or neighborhood.

The 1949 addition is much like the 1957 addition in that it does not bear architectural similarities with the 1910 Warehouse or other buildings in the Grain Belt complex. It was also constructed after the period of significance. The nomination materials do not specifically address why this structure was considered to be contributing. The addition is important in defining the warehousing and transportation character of the Grain Belt district in that the loading docks serve as a reminder of the industrial nature of this historic site.

Grain Belt Development Objectives

The demolition of 1957 and 1964 building additions are addressed and supported in the city adopted Grain Belt Brewery Development Objectives. The Development Objective indicates that the subject site, along with the parking area to the west has potential for housing development. The 1949 addition is also addressed in the Development Objectives; however, this addition is identified to remain, with potential for vertical development atop the addition. The Development Objective have not been updated to reflect a change in policy in regards to the 1949, and additional plans for the future housing site has not been submitted.

The Minneapolis Plan for Sustainable Growth

The comprehensive plan for Minneapolis addresses how preservation can be used as an economic development tool. The follow policy and objectives support the demolition of the three building additions. The removal of the additions increases the redevelopment potential of the historic site because of the proposed public amenities of the road, park, and cleared site.

Policy 8.10: Promote the benefits of preservation as an economic development tool and a method to achieve greater environmental sustainability and city vitality.

8.10.1 Encourage rehabilitation of buildings and landscapes to stimulate economic activity in depressed areas.

8.10.4 Encourage the occupation and reuse of historic structures in areas targeted by the city for revitalization by contributing resources to make older buildings more energy efficient and therefore less expensive to operate.

8.10.5 Prioritize the reuse of the city's historic buildings as a strategy for sustainable development.

Mitigation

The Preservation Ordinance allows the HPC to require a mitigation plan as a condition for the demolition of a landmark or property within a historic district.

(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.

The three building additions are important to the landmark because they are reminiscent of the warehousing and transportation character of the Grain Belt district. The truck and train loading docks serve as a reminder of the industrial nature of this historic site. The removal of the additions should be mitigated by building documentation, along with an interpretative plan that is incorporated into the park site or future housing development.

D. FINDINGS:

1. The Minneapolis Brewing and Malting Company is a local Individual Landmark designated in 1977 by the City of Minneapolis.
2. The Minneapolis Brewing Company Historic District was added to the National Register of Historic Place in 1990.
3. The 1910 Warehouse is a contributing resource to the local and national designations. The 1910 Warehouse has three building additions, the 1949, 1957, and 1964 additions.
4. The 1949 and 1957 additions are considered contributing and 1964 addition is non-contributing to the historic property. The additions were built after the period of significance from 1891 to 1927. The additions are important in defining the warehousing and transportation character of the Grain Belt district in that the loading docks serve as a reminder of the industrial nature of this historic site.
5. The applicant is proposing demolition of the three additions for a new roadway construction, parkland, and site clearance for a future housing site.
6. The demolition of the 1964 building additions is required for the road construction and parkland. The 1964 addition is non-contributing and removal of this addition would not adversely affect the historic property.
7. The demolition of the 1957 building addition is required for the road construction and parkland. The removal of the 1957 addition would allow for the roadway extension of 14th Avenue Northeast, a feasible alternative that adds public amenities to the site. With mitigation, the removal of this addition would not detract from the historic character of the district or neighborhood.
8. Demolition of the 1949 addition is being requested for site clearance for future housing development. The removal of the 1949 addition would allow for a feasible alternative use, future housing redevelopment. However, removal of the addition without a plan for redevelopment would eliminate a contributing resource of this historic landmark for an undetermined amount of time.
9. The demolition of 1957 and 1964 building additions are addressed and supported in the city adopted Grain Belt Brewery Development Objectives. The 1949 addition is also addressed in the Development Objectives; however, this addition is identified to remain. The Development

Objective have not been updated to reflect a change in policy in regards to the 1949, and additional plans for the future housing site has not been submitted.

10. The three building additions are important to the landmark because they are reminiscent of the warehousing and transportation character of the Grain Belt district. The truck and train loading docks serve as a reminder of the industrial nature of this historic site. The removal of the 1957 and 1964 additions should be mitigated by building documentation, along with an interpretative plan that is incorporated into the park site or future housing development.

E. STAFF RECOMMENDATION:

CPED-Planning staff recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** the Certificate of Appropriateness for demolition of two contributing building additions and one non-contributing building addition to the 1910 Grain Belt Warehouse, subject to the following conditions:

1. The 1949 building addition to the 1910 Grain Belt Warehouse is not approved.
2. A mitigation plan for the 1957 and 1964 building additions shall be prepared and submitted to CPED-Planning staff, to include the following:
 - a. The building additions should be documented, including a documentation set of 4 in. by 5 in. black and white negatives, 4 in. by 5 in. black and white contact prints, an index of the photographs, and a narrative addressing the historic aspects of warehousing and transportation for the Grain Belt Brewery, all on archival appropriate mediums. The set of documentation should be distributed to the following:
 - Minnesota Historical Society, including digital copies
 - Minneapolis Central Public Library
 - Pierre Bottineau Library, 55 Broadway Street Northeast
 - Northwest Architectural Archives, University of Minnesota
 - City of Minneapolis, CPED-Planning Historic Preservation, including digital copies
 - b. An Interpretive Plan shall be incorporated into future housing development, highlighting the warehousing and transportation issues of the Grain Belt Brewery
3. Demolition permits for the 1957 and 1964 additions will not be approved by CPED-Planning staff until City approvals are received for the Sheridan Memorial Park.

G. ATTACHMENTS

1. Application for Certificate of Appropriateness, pages A1-A5
2. Aerial photograph and legal description, pages A6-A7
3. Project Description, pages A8
4. Photograph, pages A9-A19
5. Proposed site plan and survey, pages A20-A22
6. Grain Belt Brewery complex map, page A23
7. Description of the proposed Sheridan Memorial Park, page A24
8. National Register nomination, pages A25-A53
9. Grain Belt Brewery Area Development Objectives, pages A54-A69
10. Report to Community and Development Committee of the City Council, Grain Belt, Shingle Creek land sale, July 15, 2008, pages A70-A80