

Department of Community Planning and Economic Development  
Planning Division

**Certificate of Appropriateness**  
BZH-26725

**Date:** February 1, 2011

**Proposal:** Certificate of Appropriateness for a kitchen addition.

**Applicant:** Orfield Design and Construction Inc., Laura Orfield-Skrivseth  
(952) 920-6543

**Address of Property:** 2326 Milwaukee Avenue

**Project Name:** 2326 Milwaukee Avenue Kitchen Addition

**Contact Person and Phone:** Chris Vrchota, (612) 673-5467

**Planning Staff and Phone:** Chris Vrchota, (612) 673-5467

**Date Application Deemed Complete:** January 12, 2011

**Publication Date:** January 25, 2011

**Public Hearing:** February 1, 2011

**Appeal Period Expiration:** February 11, 2011

**Ward:** 2

**Neighborhood Organization:** Seward Neighborhood Group

**Attachments:**

Attachment A: Materials submitted by CPED staff:

- 350' Map (A-1)
- Milwaukee Avenue Historic District Map (A-2)

Attachment B: Materials submitted by Applicant:

- Notification letter to Council Member and Neighborhood organization (B-1 – B-3)
- Application form submitted November 23, 2010 (B-4 – B-7)
- Site Plan, Floor Plans and Elevations (B-8 – B-17)
- Statements on Findings and Specifications (B-18 – B-32)
- Photos (B-33 – B-47)

Attachment C: Materials submitted by Others –

- Letter submitted by the Milwaukee Avenue Homeowners Association (C-1)

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**2326 Milwaukee Avenue:** South and West Facades, 1996, Source: Minneapolis Planning Department

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**2125 Milwaukee Avenue: South Façade, Present Day- Photo Submitted by Applicant**

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<b>CLASSIFICATION:</b>	
Local Historic District	Milwaukee Avenue Historic District, contributing resource
Period of Significance	1884-1904
Criteria of Significance	Architecture, Social History
Date of local designation	1975
Applicable Design Guidelines	<i>The Secretary of the Interior's Standards for Treatment of Historic Properties</i>  <i>Milwaukee Avenue Historic District Design Guidelines</i> (Adopted by the Heritage Preservation Commission November 14, 1975, Revised March 26, 1976)
Status	Contributing

<b>PROPERTY INFORMATION</b>	
Current name	Residence
Historic Name	Worker housing
Current Address	2326 Milwaukee Avenue
Historic Address	2210 East 24 <sup>th</sup> Street
Original Construction Date	1892
Original Contractor	C.C. Johnson
Original Architect	None Noted
Historic Use	Residence- Duplex
Current Use	Residence- Triplex
Proposed Use	Residence- Triplex

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**BACKGROUND:**

The subject property is a 2½-story multi-family residence that was originally designed as a duplex in the late 19<sup>th</sup> Century. It is located at the northwest corner of Milwaukee Avenue and East 24<sup>th</sup> Street, and is a contributing building to the Milwaukee Avenue Historic District. The subject property was originally constructed as a duplex in 1892. It was converted into a four-plex in 1963, then divided into three townhouse-style condominiums in 1982.

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. A majority of the houses also feature front-facing gables.

The subject property differs from the majority of the others in the district. It is a wood clad structure that was originally constructed as a duplex. As such, it is considerably larger than the "typical" houses found in the district. However, it was constructed during the district's period of significance, and provides context for other development in the area.

**SUMMARY OF APPLICANT'S PROPOSAL:**

The Applicant is proposing to construct a 2' deep x 5'-6" wide (11 square foot) addition onto the rear of the structure (west elevation) in order to accommodate a kitchen remodel. The plan also calls for one existing window to be in-filled and replaced with a shorter window in the addition. The addition will have a foundation, but no basement area.

**PUBLIC COMMENT:**

The Milwaukee Avenue Homeowners Association (MAHA) provided a letter, dated October 21, 2010, indicating that the Architectural Review Committee for the association had approved the proposed project. (See attachment C-1.)

***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 exterior portions of the building at 2326 Milwaukee Avenue contribute to the district's significance because it was built during the period of significance and provides context for the development of the neighborhood. It does not, however, share the same specific form or style of the smaller single-family dwellings that characterize the district. The Applicant is proposing to construct an 11 square foot addition on the rear of the structure and infill an existing, likely original window, replacing it with a new, shorter window in the addition. The proposed addition would be clad in wood siding to match the rest of the structure, and the proposed wood window would meet the district design guidelines (see finding 4). The proposed work is on the rear elevation, which has very limited visibility from the street or adjacent properties due to screening by the garage, trees and other landscaping on the site. (See Appendix B-34 and B-36.) 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.

**(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 supports the exterior designation for which the property is designated. The Milwaukee Avenue Historic District is significant for being an intact collection of late 19<sup>th</sup> century brick veneer worker housing sharing similar architectural treatments. The subject property, while considered contributing, is different in size and form from the collection of houses that define the district. The addition of an 11-square foot addition onto the rear of the subject property would be compatible with the exterior designation for the district.

**(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 proposed work will ensure continued integrity of the contributing resource.

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*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 is proposing to construct a 2'x5'-6" addition onto a non-primary elevation of the house and infill an existing window. The addition would continue the line of an existing projection on the rear of the house, extending it by 5'-6". The smaller window in the addition would match other smaller windows existing on the same elevation. (See appendix B-14). The proposed work would not impair the property's integrity of design.

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

*Materials:* The proposed addition would require the removal of a small area of existing siding and an existing window. The addition would be clad in siding to match that existing on the rest of the structure. The siding is not original to the structure- it was resided in 1951. The proposed window would be wood, in keeping with the district's design guidelines. The project would impact but not impair the house's integrity of materials.

*Workmanship:* The proposed work would require the removal of a small amount of siding and an existing window. There are no decorative elements that would be impacted by the work and no other material would be affected or removed. The proposed work would not impact the integrity of workmanship.

*Feeling:* The outer face of the proposed addition is aligned with an existing projection on the rear facade of the house. It would be sided to match the rest of the structure. The window is compatible with the windows on the rest of 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* do not provide guidance for additions to structures. They do contain guidelines for two pertinent aspects of the project, however - windows and siding.

The *Milwaukee Avenue Historic District Design Guidelines* recommend wood windows. They also state that "windows added to rehabilitated homes or built in infill homes must be rectangular, placed vertically in the wall and cannot be square." The proposed window in the addition meets these standards.

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The Milwaukee Avenue Historic District Design Guidelines state “lapped, narrow cedar or redwood siding, or preservative-treated other species should replace asphalt siding and deteriorated wood siding.” The siding on the proposed addition would match the existing siding on the structure, which is not original but is in compliance with this standard. The Applicant’s proposal meets all Milwaukee Avenue District Guidelines.

- (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 Guidelines for windows in the *Secretary of the Interior’s Standards for Rehabilitation* are most applicable to the proposed project.

In regards to new additions to historic properties, the Secretary of the Interior’s Standards state: “New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment”, and “New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The Applicant is proposing to construct an 11 square foot addition onto the rear elevation of the house. Related to this would be the removal of an exiting, likely original window, which would be replaced with a smaller window in the addition. This would not destroy any historic materials that characterize the property. The most character defining features of the property are the decorative trim elements in the gables on the house structure. No changes would be made to these gables through this work. The addition would be differentiated from the old construction because it is a one-story extension of an existing 2-story bump out in the rear wall of the structure. The shed roof would also set it apart from the original construction.

The addition would be modest in size and would be respectful to the massing, size and scale of the original structure. Because of the small scale of the addition, it is more sensitive for it to be of a similar design to the original structure, rather than being distinctly different. Finally, the small addition could be removed in the future without having any significant impact in the form or integrity of the structure. The proposed work is in keeping with the Secretary of the Interior’s Standards.

- (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.***

As proposed, the project would conform to policy 8.1.1 of The Minneapolis Plan, which states: “Protect historic resources from modifications that are not sensitive to their

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historic significance.” The addition would be sensitive to the historical character of the building and the district. This is evidenced by the work being in keeping with the *Milwaukee Avenue Historic District Design Guidelines* and the *Secretary of the Interior’s Standards for the Treatment of Historic Properties*, as outlined in findings 4 and 5 of this report.

***Before approving a certificate of appropriateness, and based upon the evidence presented in each application submitted, the commission shall make findings that alterations are proposed in a manner that demonstrates that the applicant has made adequate consideration of the following documents and regulations:***

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

The proposed window and addition are in keeping with the *Milwaukee Avenue Historic District Design Guidelines*. The work would be located on a non-primary elevation, with limited visibility from the street and little overall impact on the design of the house.

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

The scope of work in this application does not trigger site plan review under Title 20 of the Minneapolis Code of Ordinances, Zoning Code, Chapter 530. As proposed by the Applicant, the addition would meet the setback requirements for the zoning district.

***(9) 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 submitted statements addressing how the project is in keeping with the *Secretary of the Interior’s Standards for the Treatment of Historic Properties* (See attachment B-18 –B-23). These statements are in keeping with the findings staff made in section 5 of this report.

***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:***

***(10) 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.***

The Applicant is proposing to construct an 11 square foot addition on the rear of the structure and infill an existing window, replacing it with a shorter window in the addition. The proposed addition would be clad in wood siding to match the rest of the structure, and the proposed window would meet the district design guidelines (see finding 4). The

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addition would continue an existing building wall, and is on the rear elevation. Visibility of this area is very limited, due to the garage and extensive landscaping on the site. The proposed work is compatible with and will ensure the continued significance and integrity of all contributing properties in the historic district based on the period of significance for which the district was designated.

**(11) *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.***

The spirit and intent of the City of Minneapolis' Heritage Preservation 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 is proposing to construct a very modest addition on a non-primary elevation of the property. The proposed work is in keeping with the *Milwaukee Avenue Historic District Design Guidelines* and the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. Granting the certificate of appropriateness would be in keeping with the spirit and intent of the ordinance and would not negatively alter the essential character of the historic district.

**(12) *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 proposed work would require the removal of a small amount of original building material and would not alter any character defining materials or details. It would allow for the ongoing use of the property as a residential site and create a more useable kitchen space that is more conducive to contemporary standards. It would not have an impact on the integrity of other resources in the district or impede their normal and orderly preservation.

## STAFF RECOMMENDATION

CPED-Planning recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** the Certificate of Appropriateness for a kitchen addition on the structure located at 2326 Milwaukee Avenue, subject to the following conditions:

1. The size, dimension, color and placement of the siding and trim shall match that on the original structure.
2. The height and material of the foundation shall match that on the original structure.
3. The window in the addition shall be a wood, double-hung unit.
4. The top of the window shall be aligned with the smaller window in unit 2324.
5. The original window removed through the scope of work shall be retained and kept on site for potential future use on the site.
6. The gutter shall be replaced/rerouted to ensure proper drainage away from the structure.
7. The west wall of the addition shall be aligned with the wall of the existing projection.
8. CPED-Planning Preservation Staff shall review and approve the final plans and elevations prior to building permit issuance.
9. 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.