

**CITY OF MINNEAPOLIS
CPED PLANNING DIVISION
HERITAGE PRESERVATION COMMISSION STAFF REPORT
BZH #25885**

FILE NAME: 211 Cecil Street SE

CATEGORY/DISTRICT: Prospect Park Historic District (Interim Protection)

CLASSIFICATION: Certificate of Appropriateness

APPLICANT: Brian Arbuckle, 651-698-5555

DATE OF APPLICATION: April 30, 2009

PUBLICATION DATE: May 26, 2009

DATE OF HEARING: June 2, 2009

APPEAL PERIOD EXPIRATION: June 12, 2009

STAFF INVESTIGATION AND REPORT: Chris Vrchota, (612) 673-5467

REQUEST: Window Replacement, Alteration and Repair

A. SITE DESCRIPTION AND BACKGROUND:

211 Cecil St SE is a 2.5 story residence designed in the Arts and Crafts style. The house is located in the Prospect Park Historic District, currently under interim protection pending the completion of a designation study.

According to the local nomination and the National Register of Historic Places nomination prepared and submitted by Hess, Roise, and Company, the Prospect Park Historic District is locally significant for its depiction of social history, community planning, architecture, and landscape architecture during the period 1883-1965.

Prospect Park's social history significance stems from its exhibition of characteristics common to early twentieth century suburban development. Prospect Park remained sparsely settled until the installation of the first inter-urban street railway along University Avenue in 1890. Curvilinear streets built along wooded hillsides stand out in this relatively level city built primarily in a grid network.

Home to the first neighborhood association in the City, the Prospect Park Improvement Association, the neighborhood is also associated with prominent forces in Minneapolis' early development: the University of Minnesota and numerous residents important to the City's development such as Robert Taylor Jones, and Lowell Lamoreaux.

In addition to many architect designed residences, the neighborhood housed and was shaped by a relatively large population of architects like Lamoreaux. Rapson lived in a Prospect Park home designed by Lamoreaux and went on to design many other modern buildings throughout the

world while teaching at the University of Minnesota. Jones, another member of the university's faculty, lived in the neighborhood and brought his architectural ideas to the Architects' Small House Service Bureau, the Minneapolis Planning Commission, the Minneapolis Mayor's Housing Conference, and President Herbert Hoover's Conference on Housing.

Hess, Roise, and Company determined that the exterior of the building at 211 Cecil Street SE contributes to the district's significance. The house was built by Ole Johnson in 1911 and is representative of the Arts and Crafts architectural style and development characteristic of the neighborhood.

B. PROPOSED CHANGES:

The applicant is proposing work on a number of windows on the house.

- **All Elevations**
 - **Storm Window Replacement-** The applicant is proposing to remove and replace all existing storm windows on the property with new aluminum storm windows so that all storm windows on the house match. The applicant is also proposing to add matching storm windows to all windows that do not currently have them.
- **Front (West) Elevation (Appendix D-1 and D-2)**
 - **Dormer Window-** The applicant is proposing to restore the existing dormer window. The applicant did not provide any details about the manner or extent of the restoration work.
 - **2nd Floor Windows-** The applicant is proposing to restore the existing double hung windows over the front porch. The applicant did not provide any details about the manner or extent of the restoration work.
- **Side (North) Elevation (Appendix D-1)**
 - **Piano Window-** The applicant is proposing to move an existing 58" wide piano window 18" to the east. This would be done to facilitate the creation of a ½ bath on the main level of the house.
 - **Side By Side Double Hung Windows-** The applicant is proposing to replace two original double hung windows on the east end of the north face with shorter windows. According to the applicant, the kitchen was remodeled in the 1970s. (There are no permit records to verify this date). When the remodel was done, the interior sash was shortened to accommodate the interior work, while the original opening was left in tact on the exterior. The applicant is proposing to shorten the opening by 12 inches and install replacement windows.
- **Rear (East) Elevation (Appendix D-1)**
 - **Back Door-** The applicant is proposing to replace the back door, which they state was installed when the kitchen was remodeled, with a new wood door.

- **Windows-** There is one existing double-hung window on main level on the rear of the house. The applicant is proposing to replace it with a 2-wide double hung window, similar to the arrangement found on the north wall of the kitchen.

C. FINDINGS REQUIRED FOR A CERTIFICATE OF APPROPRIATENESS:

Certificate of Appropriateness

***In general.* 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.

According to the local nomination and the National Register of Historic Places nomination prepared and submitted by Hess, Roise, and Company, the Prospect Park Historic District is locally significant for its depiction of social history, community planning, architecture, and landscape architecture during the period 1883-1965.

Hess, Roise, and Company determined that the exterior portions of the residence at 211 Cecil Street SE contribute to the district's significance. The proposed changes will not impact the criteria of significance for the potential historic district. However, the proposed changes will have an impact on the integrity of the structure (see finding 3 below).

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

Hess, Roise, and Company determined that the exterior portions of the residence at 211 Cecil Street SE contribute to the district's significance. It is possible that the proposed work can be done in a manner that will be compatible with the elements of the property that make it a contributing resource in the Prospect Park potential historic district. However, the work will likely impact some of the elements of the integrity of the structure (see finding 3 below).

(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 would impair some of the integrity of the contributing resource (residence).

Location: The applicant is not proposing to change the contributing resource's location, thus the project will not impair the contributing resource's integrity of location.

Design: The applicant is proposing a number of changes to the design of the resource, including moving original windows, shortening an original window opening and enlarging another window opening. The project will impair the contributing resource's integrity of design.

Setting: The applicant is not proposing any off-site changes, thus the project will not impair the contributing resource's integrity of setting.

Materials: The applicant is proposing to replace existing aluminum storm windows with new aluminum storm windows. The applicant is also proposing to patch areas of siding affected by the proposed work with stucco to match the existing siding material. Wood storms would be a preferred alternative, but the project will not impair the contributing resource's integrity of materials. The proposed aluminum storms are a reversible change.

Workmanship: The applicant is proposing to restore three windows on the front elevation. They have not provided details on what type of restorative work would be done or how it would be done. The applicant is also proposing changes to the openings for three windows on the property, but has not provided detailed information on the restoration work. It is not possible to determine at this point whether or not the project will impair the contributing resource's integrity of workmanship.

Feeling: The applicant is proposing to make repairs and alterations to a number of windows on the property. However, the proposed changes would be in keeping with the overall pattern and design of windows on the property, which is common throughout the district. The project will not impair the property's integrity of feeling.

Association: The proposed movement of a piano window and reduction in size of a window opening would break the residence's association with Arts and Crafts design and development common to the district. As conditioned, 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 Heritage Preservation Commission has not yet adopted guidelines for the Prospect Park Historic District.

As conditioned, the project would comply policy 8.1.1 of The Minneapolis Plan, which states: "Protect historic resources from modifications that are not sensitive to their historic significance."

(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.

The Secretary of the Interior's Standards for Rehabilitation recommend retention, preservation and repair of original windows, with in-kind replacement used only in cases where the window is too deteriorated to repair. The applicant is proposing to repair and preserve three original windows on the front façade, which is in keeping with the Secretary of the Interior's Standards for Rehabilitation.

The Secretary of the Interior's Standards for Rehabilitation recommend "designing and installing additional windows on rear or other non-character defining elevations if required by the new use". The proposed expansion of the existing single window on the east elevation to a double side-by-side configuration is in keeping with this recommendation. It facilitates ongoing use of the property by providing better natural light. Because it is the rear elevation, the impact of the change on the integrity of the property is minimal.

The Secretary of the Interior's Standards for Rehabilitation do not recommend "changing the number, location, size or glazing pattern of windows through the cutting of new openings, blocking in windows, and installing replacement sash which does not fit the historic window opening." The applicant is proposing to move a piano window 18 inches and install replacement windows which are 12 inches shorter than the original. These proposed changes do not meet the Secretary of the Interior's Standards for Rehabilitation and would materially impair the integrity of the resource. Staff has conditioned an approval for work at the property that would comply with the Secretary of the Interior's Standards for Rehabilitation.

(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.

The proposed window alterations are considered a major alteration and require a Certificate of Appropriateness application.

***Adequate consideration of related documents and regulations.* 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) The description and statement of significance in the original nomination upon which designation of the landmark or historic district was based.

See above analysis.

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

The proposed window work would be in compliance with all applicable requirements of the Zoning Code.

(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 proposed work falls under the scope of rehabilitation. The proposed restoration of original windows, installation of storm windows and replacement of the back door would be in compliance with the Secretary of the Interior's Standards for Rehabilitation. The proposed movement of a piano window and the reduction in height of a window opening would not be in keeping with the Secretary of the Interior's Standards for Rehabilitation.

Additional findings for alterations within historic districts. 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 work on a number of different windows on the property. Portions of the proposed work would have in impact on the integrity of the subject property. If approved as proposed, work could essentially "lower the bar" for other Arts and Crafts styles homes in the district. As conditioned, the project complies with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*.

(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 make repairs and alterations to a number of windows on the property. As proposed, the work could negatively alter the essential character of the subject property, which is a contributing resource in the district. As conditioned, the project complies with the Secretary of the Interior's Standards for the Treatment of Historic Properties 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.

The proposal 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. The proposed work is confined to the subject property, and the changes would be made in a manner so as to be in keeping with the original architectural design of the property.

D. STAFF RECOMMENDATION:

Staff recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** a Certificate of Appropriateness for the proposed work subject to the following conditions:

1. The relocation of the piano window is not approved.
2. The replacement of the double window on the north elevation with a shorter window is not approved.
3. The applicant shall provide detailed plans for the restoration of the dormer window and two second story windows on the west elevation for review and approval by CPED- Preservation and Design staff.
4. All materials and workmanship must meet the Secretary of Interior Standards.
5. CPED-Planning Preservation Staff shall review and approve the final plans and elevations prior to building permit issuance.

Attachments

- A. Vicinity Map (Prepared by staff)
- B. Application (Submitted by applicant)
- C. Project Description (Submitted by applicant)
- D. Site Photographs (Submitted by applicant)
- E. Site Plan and Building Elevations (Submitted by applicant)
- F. Window Details (Submitted by applicant)
- G. Secretary of the Interior's Standards for the Treatment of Historic Properties (Rehabilitation Standards- Windows)