

Department of Community Planning and Economic Development
Planning Division

Certificate of Appropriateness
BZH-26998

Date: November 22, 2011

Proposal: Request for Certificate of Appropriateness for five three-story townhomes

Applicant: CPM Development, LLC

Address of Property: 414 7th Avenue SE

Project Name: Andrew Riverside Mixed Use Development

Contact Person and Phone: Nick Walton and Daniel Oberpriller, 612-823-3489

Planning Staff and Phone: John Smoley, Ph.D., 612-673-2830

Date Application Deemed Complete: October 18, 2010

Publication Date: November 22, 2011

Public Hearing: November 29, 2011

Appeal Period Expiration: December 9, 2011

Ward: 3

Neighborhood Organization: Marcy Holmes Neighborhood Association

Concurrent Review: Rezoning, Conditional Use Permit for a Planned Unit Development, Site Plan Review, Preliminary Plat, Final Plat, Variances

Attachments:

- A. Staff Report – A1-A15
- B. Materials Submitted by CPED – B1-B2
 - Zoning district map – B1
 - Land use category map – B2
- C. Materials Submitted by Applicant – C1-38
 - Application – C1-C9
 - Letter to Neighborhood Group and Councilmember – C10-C15
 - Plans – C16-C38
- D. Materials Submitted by Other Parties – D1-D2
 - Comment letter – D1-D2



**Figure 1. 414 7th Avenue Southeast, 1957, source: Minnesota Historical Society, NOTE:
Affected portion of the lot is the parking lot (lower right corner) and yard to its right**

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Figure 2. 414 7th Avenue Southeast, present day, source: Google, NOTE: Affected portion of the lot is the parking lot (lower right corner) and yard to its right

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CLASSIFICATION:	
Local Historic District	Fifth Street Southeast Historic District
Period of Significance	1856 to circa 1940
Criteria of significance	Architecture, Persons
Date of local designation	1976
Applicable Design Guidelines	<i>The Secretary of the Interior's Standards for Treatment of Historic Properties</i> <i>Fifth Street Southeast Historic District Design Guidelines</i>

PROPERTY INFORMATION	
Current name	Remington Campus Apartments
Historic Name	St. Andrews Hospital
Current Address	414 7 th Avenue SE
Historic Address	700 block of 5 th Street SE
Original Construction Date	1927 (hospital)
Original Contractor	Field-Martin Company (hospital)
Original Architect	Lund and Durham (hospital)
Historic Use	Hospital
Current Use	Multi-family residence
Proposed Use	Multi-family residence

BACKGROUND:

The Fifth Street Southeast Historic District exhibits popular nineteenth century architectural styles built by influential citizens of Minneapolis. Primarily centered along Fifth Street Southeast extending from 4th Avenue to I-35W, the district generally includes those properties facing Fifth Street, in addition to a few properties facing Fourth and Sixth Street Southeast. Beginning as a scattered residential development in the late 1850s, the district expanded on the edge of the pioneer milling town of St. Anthony. When St. Anthony and Minneapolis merged in 1873, the street names were changed to numeric identities and lots along Fifth Street Southeast were sold to prominent families for further development.

During the early years of St. Anthony and after the merge, Fifth Street Southeast remained one of the finer streets of residence. Many of the people who resided in this neighborhood were merchant families originally from New England. The flour and milling industry drew these early residents to St. Anthony and Minneapolis. In order to be near their business, Fifth Street Southeast was a reasonable choice for settlement, due to its close proximity to the river.

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Combinations of large and small homes were built in the district, along with several institutional buildings, such as Andrew Presbyterian Church. In addition to Italianate, the district also features excellent examples of Greek Revival, Queen Anne, and Richardsonian Romanesque styles.

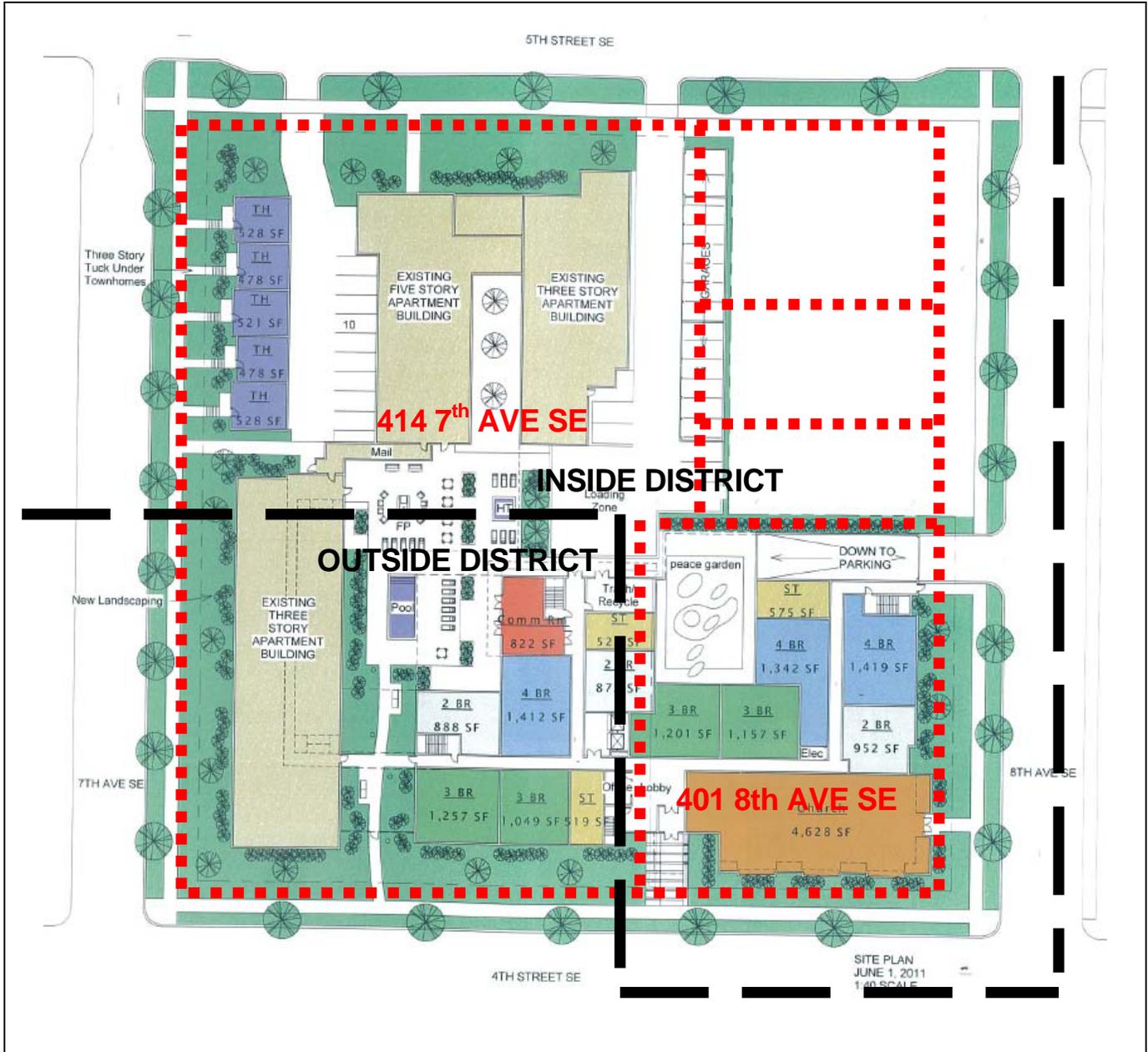


Figure 3. Approximate parcel lines (dotted) and historic district boundary (dashed), 400 block of 8th and 7th Avenues Southeast

The proposed development sits on a large lot (414 7th Avenue Southeast) that encompasses over half of the block between 4th and 5th Streets Southeast. The lot straddles the edge of the Fifth Street Southeast Historic District, but all portions of the project lie within the historic

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district (Figure 3 & 4).

414 7th Avenue Southeast, St. Andrews Hospital (now known as Remington Campus Apartments) is not described as contributing in the historic district nomination, but it fits within the period of significance for the district. The building, originally designed for use as a hospital, received two large, three-story additions on its northeast and southwest sides when it was converted for use as an apartment building in 1970. The complex remains in use as a multi-family residence. One-story brick additions, one of which bears cellular antennae, top the historic building (Figure 1 and 2).

On June 21, 2011 the Applicant brought this proposal to the Heritage Preservation Commission for a conceptual review.



Figure 4. Project area (circled) in relation to existing buildings (in gray) and lots (street numbers indicated)

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SUMMARY OF APPLICANT'S PROPOSAL:

The Applicant seeks a Certificate of Appropriateness to construct five three-story townhomes immediately west of the historic St. Andrews Hospital building (now Remington Campus Apartments at 414 7th Avenue Southeast). The area currently serves as a parking lot and yard that both run parallel to 7th Avenue Southeast.

This proposal also appears to require a Rezoning, Conditional Use Permit for a Planned Unit Development, Site Plan Review, Preliminary Plat, Final Plat, and Variances from the City Planning Commission. As of the date of the publication of this staff report those applications had not been submitted.

The Applicant has also submitted two additional Certificate of Appropriateness applications for this site. They are being reviewed concurrently.

PUBLIC COMMENT:

Staff has received one comment letter from the neighborhood group in opposition to the project (Attachment D).

CERTIFICATE OF APPROPRIATENESS:

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 Fifth Street Southeast Historic District exhibits popular nineteenth century architectural styles built by influential citizens of Minneapolis. Regardless of what changes are made to the subject properties, they will maintain their historical significance, but proposed changes will affect their integrity (i.e. the properties' ability to communicate their historical significance), as discussed in finding #3 (below).

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

The proposed alterations are compatible with and support the properties' designation. The Applicant is proposing to construct townhomes whose height, materials and fenestration (as conditioned) are not out of character with the rest of the historic district, as discussed in findings #4 and 5.

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

Based upon the evidence provided below, the proposed work will not impair the integrity of the district.

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

Design: The Applicant proposes to construct townhomes whose height, materials and fenestration are, as conditioned, not out of character with the rest of the historic district. The proposed changes will not damage the district's integrity of design.

Setting: No changes are proposed (as part of this application) to areas outside of the district, thus the project will not impair the building's integrity of setting.

Materials: The project does not propose to remove historic building materials. As conditioned, the project will not impair the district's integrity of materials.

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Workmanship: The project does not propose to remove evidence of workmanship evident in historic building materials, thus the project will not impair the district's integrity of workmanship.

Feeling: The Applicant proposes to add a building whose height, and roof form typical in the district. The proposed changes will not damage the district's integrity of feeling.

Association: The height, materials, and fenestration of the townhomes will damage the district's association with the turn-of-the-century residential development of the city, thus the project will impair the district'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.*

As conditioned, the proposed townhomes are consistent with the applicable design guidelines adopted by the commission.

Height, Width, and Depth

The *Fifth Street Southeast Historic District Design Guidelines* state, "Dimensions of height, width, and depth of townhomes and new construction shall take into consideration the directionality of adjacent and nearby structures." The Applicant is proposing to construct five three-story townhomes (Attachment C29-C32), in keeping with the average height in the district (2-2.5 stories). The average width of homes in the district is far less than the proposed row of townhomes, but most residences in the district are single family residences, not townhomes. Additionally, the Applicant has used different roof forms, materials, dormers, and façade breaks to make the row appear more like houses stuck together rather than a large residential building. The proposed rowhouses are not as deep as many residences, but there are enough existing historic buildings with similar depth to make the proposal be in keeping with the design guidelines.

Scale

The *Fifth Street Southeast Historic District Design Guidelines* state, "Scale of additions, alterations, and new construction shall be consistent with the existing pattern in the neighborhood." The scale of the townhomes is similar to neighboring construction. Floors in the townhomes are 8.66 feet: a height comparable to nearby residential construction within the district (Attachment C29-C32).

Materials

The Applicant proposes to clad the building with two different colors of brick, four different shades of fiber cement panels, two hues of fiber cement siding, and a cedar screen wall (Attachment C29-C30). Roofing is proposed to be comprised of asphalt shingles (main roof) and metal (dormers and entryways). The *Fifth Street Southeast Historic District Design Guidelines* stipulate that new materials shall be compatible with the existing. The guidelines

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require Applicants, "Avoid fake brick or stone, asphalt or asbestos siding." Fiber cement panels and siding would not appear to meet the design guidelines. Furthermore, fiber cement products were not available during the district's period of significance. But the design guidelines also state, "Where a synthetic or aluminum siding is used, it should match direction, dimensions, and texture of original covering." The original covering on the hospital building was brick, not stucco or wood siding. Additionally, the Applicant has not provided the dimensions and texture of the proposed panels and siding. Staff recommends that the project be conditioned to ensure fiber cement products resemble comparable historic cladding within the district.

(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. There are ten standards for rehabilitation. The application complies with eight of ten of the rehabilitation standards. Staff has concerns related to standard #3 and #9, however, and proposes conditions of approval designed to ensure compliance with these standards.

Rehabilitation standard #1 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that a property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

The lot in question was historically used for hospital grounds. The applicant proposes to use the townhome as a multi-family residence. This is the same way the hospital building has been used since prior to its designation.

Rehabilitation standard #2 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that the historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

The proposed townhome will not affect any historic materials or features. The townhomes will partially block views of the hospital building from 7th Avenue Southeast, but the historic building will still be partially visible above the townhomes and fully visible along 5th Street Southeast: the main thoroughfare in the Fifth Street Southeast Historic District (Attachment C31).

Rehabilitation standard #3 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

The proposal clearly differentiates the new work from the old. The townhomes utilize a different architectural style, different materials, and different colors. The single and paired double- or single-hung windows appear similar in design and size to windows on historic

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residences in the district, but one window cut detail (Attachment C32) makes the windows appear to be fixed picture and transom windows. Staff recommends that the project be conditioned to ensure windows are double or single hung.

Rehabilitation standard #4 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that changes to a property that have acquired historic significance in their own right will be retained and preserved.

The proposed new townhomes will not alter historic materials or designs.

Rehabilitation standard #5 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

The project, as proposed, will not result in the removal of historic materials or designs.

Rehabilitation standard #6 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

No historic features are proposed to be replaced or repaired.

Rehabilitation standard #7 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

The project, as proposed, will not result in the removal of historic materials.

Rehabilitation standard #8 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Staff is aware of no archaeological resources onsite.

Rehabilitation standard #9 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that new additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment. Staff's compatibility analysis follows this format.

Destruction of Spatial Relationships

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The new townhomes will partially block views of the historic hospital building from 7th Avenue Southeast and sit close to the edge of a sidewalk where a yard and parking lot once stood (Attachment C31). This will clearly change existing spatial relationships. The townhomes are proposed to have very little front yard (Attachment C18, C31-C32). This is not in keeping with the remainder of the district, to include aberrations like large multi-family residences and churches. But the proximity of the hospital to the east of the proposed townhomes seems to make this unavoidable, if the depth of the construction and proposed parking areas are to be maintained.

Destruction of Historic Materials and Features

The proposal does not involve the destruction of historic materials and features.

Differentiating the New Work From the Old

The proposal differs from the historic construction in the district. The townhomes utilize a different architectural style, different materials, and different colors (Attachment C31).

Compatibility with Historic Materials

The townhomes uses cement fiber panels and fiber cement lap siding on the townhomes (Attachment C29-C30). Fiber cement products were not available within the district's period of historical significance. No evidence has been provided to demonstrate that the panels will be specifically designed to match the texture, profile, or reveal of stucco: the historic building materials to which these proposed panels appear most similar. No evidence has been provided to demonstrate that the siding will be specifically designed to match the texture, profile, or reveal of narrow horizontal wood siding: the historic building materials to which the proposed siding appears most similar. Staff recommends that the project be conditioned to ensure fiber cement products resemble comparable historic cladding within the district.

Compatibility with Historic Features and Size

The Fifth Street Southeast Historic District is mostly comprised of 2 to 2.5 story wood frame residences clad in wood and stucco and featuring gabled and hipped roof forms. The proposed townhomes will be comparable in size (3 stories) and utilize gabled and shed roof forms (Attachment C31).

Compatibility with Historic Scale and Proportion

The scale of existing and proposed construction is quite similar. Floors in the townhomes are 8.66 feet high: a height that appears similar to many historic residences in the district. Proportions appear similar as well, if window sizes and placement are any indication (Attachment C29-C32).

Compatibility with Historic Massing

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The new construction appears compatible with the massing of historic residences, thanks to façade breaks, differing roof forms, changes of materials, and entryways that break up the row into clear units (Attachment C29-C32).

Rehabilitation standard #10 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that new townhomes and adjacent or related new construction will 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 proposed townhomes will only remove nonhistoric asphalt and landscaping, ensuring the change could be reversed with no adverse effects to the historic district (Attachment C18, C19, C21, C33).

(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 project will not damage this 2.2-5 story wood frame turn-of-the-century residential historic district's ability to communicate its historical significance, as discussed in item 3 above.

Comprehensive plan policy 8.1 states that the City will, "Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture." The proposed work will not help to preserve the district, but it does appear to be compatible infill, as conditioned.

Action 3.5.10 of *The Minneapolis Plan for Sustainable Growth* states that the City will "Support the timely development of infill housing on vacant lots." The project area has historically served as a yard and parking area for the historic St. Andrews Hospital building.

Policy 10.8 of the comprehensive plan includes two applicable actions designed to ensure compatibility of infill with surrounding residential construction:

- 10.8.1 Infill development shall reflect the setbacks, orientation, pattern, materials, height and scale of surrounding dwellings.
- 10.8.3 Building features of infill development, such as windows and doors, height of floors, and exposed basements, shall reflect the scale of surrounding dwellings.

As conditioned, the project is compatible with the neighborhood's character, as discussed in findings 4 and 5.

(7) *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.

The project does not involve the destruction of any property, historic or nonhistoric.

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:

(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.

The Applicant has made adequate consideration of the description and statement of significance in the original nomination upon which designation of the landmark or historic district was based, as noted in their prepared statement. The Applicant's analysis of the proposed development focused upon its architectural compatibility with the Fifth Street Southeast Historic District, historically significant for its architecture (Attachment C4-C8).

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

This proposal also appears to require a Rezoning, Conditional Use Permit for a Planned Unit Development, Site Plan Review, Preliminary Plat, Final Plat, and Variances from the City Planning Commission. As of the date of the publication of this staff report those applications had not been submitted.

(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.

As discussed in finding #5, the application, as conditioned, is in compliance with the rehabilitation standards of the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

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STAFF RECOMMENDATION

CPED-Planning recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** the Certificate of Appropriateness subject to the following conditions:

1. Fiber cement panels shall have the roughest texture and smallest seams available to best resemble historic stucco found within the district.
2. Fiber cement siding shall match the direction, dimensions, and texture of historic wood siding on another contributing property within the historic district, as identified by the Applicant and verified by Staff.
3. Windows shall be double or single hung and shall have clear glass.
4. All workmanship must be conducted in accordance with *The Secretary of the Interior's Standards for the Treatment of Historic Properties*.
5. By ordinance, approvals are valid for a period of one year from the date of the decisions unless required permits are obtained and the action approval is substantially begun and proceeds in a continuous basis toward completion. Upon written request and for good cause, the planning director may grant up to a one year extension if the request is made in writing no later than November 29, 2012.
6. By ordinance, all approvals granted in this Certificate of Appropriateness shall remain in effect as long as all of the conditions and guarantees of such approvals are observed. Failure to comply with such conditions and guarantees shall constitute a violation of this Certificate of Appropriateness and may result in termination of the approval.
7. CPED-Planning Preservation Staff shall review and approve the final plans and elevations prior to building permit issuance.