

Department of Community Planning and Economic Development  
Planning Division

**Certificate of Appropriateness**  
BZH-26997

**Date:** November 22, 2011

**Proposal:** Request for Certificate of Appropriateness for a two-story rooftop addition to the historic St. Andrews Hospital building

**Applicant:** CPM Development, LLC

**Address of Property:** 414 7<sup>th</sup> 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**

Department of Community Planning and Economic Development  
Planning Division



**Figure 2. 414 7th Avenue Southeast, present day, source: Google**

Department of Community Planning and Economic Development  
Planning Division

<b>CLASSIFICATION:</b>	
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>

<b>PROPERTY INFORMATION</b>	
Current name	Remington Campus Apartments
Historic Name	St. Andrews Hospital
Current Address	414 7 <sup>th</sup> Avenue SE
Historic Address	700 block of 5 <sup>th</sup> 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

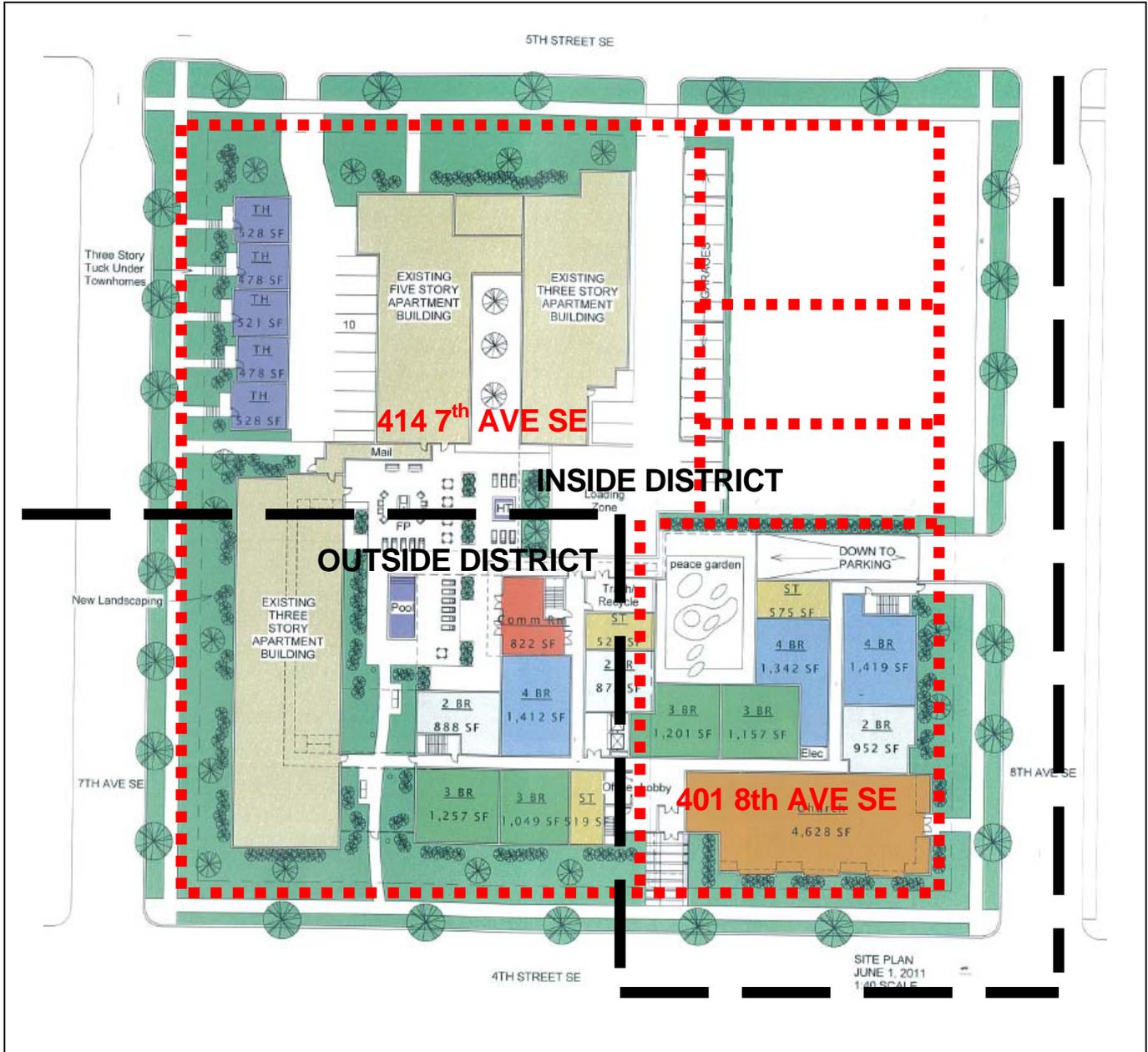
**BACKGROUND:**

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 4<sup>th</sup> 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.

Department of Community Planning and Economic Development  
 Planning Division

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 8<sup>th</sup> and 7<sup>th</sup> Avenues Southeast**

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

Department of Community Planning and Economic Development  
Planning Division

district (Figure 3 & 4).

414 7<sup>th</sup> 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 (Attachment C37).

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

**SUMMARY OF APPLICANT'S PROPOSAL:**

The Applicant seeks a Certificate of Appropriateness to construct a two-story rooftop addition atop the historic St. Andrews Hospital building (now Remington Campus Apartments at 414 7<sup>th</sup> 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.



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

**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 not compatible with and do not support the properties' designation. The Applicant is proposing to construct an addition whose height, materials and fenestration are 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 impair the integrity of the district.

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

*Design:* The Applicant proposes to construct a addition whose height, materials and fenestration are out of character with the rest of the historic district (Attachment C31-C37). The proposed changes will damage the district's integrity of design.

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

*Materials:* While the project does not propose to remove historic building materials, the addition will be clad in three different colors of a wall cladding not available during the district's period of significance (Attachment C31-C34). The project will impair the district's integrity of

Department of Community Planning and Economic Development  
Planning Division

materials.

*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 to a building whose height, density, massing and roof form are highly atypical in the district (Attachment C18, C35). The proposed changes will damage the district's integrity of feeling.

*Association:* The height, materials, and fenestration of the addition 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 (Attachment C18, C31-C35).

**(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 new addition is not 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 additions and new construction shall take into consideration the directionality of adjacent and nearby structures." Currently the building is five stories high with a sixth story that covers two small portions of the roof (Attachment C18). The building is one of the two highest buildings in the district (the other being the First Congregational Church which has a high steeple) (Attachment C18). The Applicant is proposing a two-story addition that will make the building higher than any other building in the district (Attachment C18, C31-C35). The average height in the district is 2-2.5 stories. The proposed addition is clearly too high to 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 addition's scale is not out of character with neighboring construction. Floors in the addition are just under 10.5 feet high. Perspective images (Attachment C35) submitted by the Applicant indicate that, although the addition will tower over its neighbors, the height of its floors is similar.

#### Materials

The Applicant proposes to use three different colors of fiber cement panels (Attachment C31-C34). The *Fifth Street Southeast Historic District Design Guidelines* stipulate that new materials shall be compatible with the existing. The guidelines require Applicants, "Avoid fake

Department of Community Planning and Economic Development  
Planning Division

brick or stone, asphalt or asbestos siding.” Fiber cement panels 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 (Attachment C37). Additionally, the Applicant has not identified the dimensions and texture of the proposed panels.

**(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.

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 a hospital. The applicant proposes to use the addition 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 addition will connect to the main building through the building’s flat roof. The Applicant has not provided details on how the attachment will occur. Undoubtedly, this will result in the alteration of roofing materials, but these flat-roofed materials are nonhistoric and not visible from the public right of way, being hidden behind a parapet. The proposal also does not specify how the addition will interface with the existing one-story additions and cellular antenna currently atop the building, but these plain brick additions are highly nondescript and the cellular antennae are clearly nonhistoric (Attachment C31-C35).

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, but the contrast is too great. The addition utilizes a different architectural style, different materials, different colors, and different fenestration. Altering one or two of these attributes might permit the addition to complement the historic building while not creating a false sense of history, but altering so many attributes

Department of Community Planning and Economic Development  
Planning Division

in the proposed manner creates too great of a contrast between the new and old (Attachment C31-C35).

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 addition 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*

The new addition will add height to one of the two highest buildings in the historic district. While this height will make the nonhistoric construction more apparent from the

Department of Community Planning and Economic Development  
Planning Division

public right of way, the height of the building is already an aberration in a district characterized by 2-2.5 story residences. The addition will not destroy any existing spatial relationships.

*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 markedly from the historic construction on the building. The addition utilizes a different architectural style, different materials, different colors, and different fenestration (attachment C31-C35). It is also two stories high and only set back from the building wall by five feet (Attachment C27). Such a large, different cap on the building threatens to focus attention upon will draw undue attention to the nonhistoric addition, rather than the historic building.

*Compatibility with Historic Materials*

The addition uses cement fiber panels for siding on the addition. 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.

*Compatibility with Historic Features*

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. Five flat-roofed brick apartment buildings and one stone church are notable exceptions. All but one of the apartment buildings have been considered non-contributing properties within the district. The lone exception is the St. Andrews Hospital building. Adding two stories to this seventy foot high, flat-roofed, brick clad building will only highlight this aberration to the district's low-density residential character.

*Compatibility with Historic Size*

The main roofline of the proposed two-story rooftop addition to the historic hospital adds 16.33 feet to the seventy-foot high building yet is proposed to be set back only five feet from the edge of the roof (Attachment C27, C31-C35). The plans indicate that this will accommodate an elevator (Attachment C30). The plans do not indicate whether any mechanical equipment is proposed for the roof (Attachment C30). In any event, the resulting seven-story building will tower over its immediate neighbors. It is important to note that the hospital has historically towered over its neighbors, with the exception of the demolished Andrew Presbyterian Church and the nearby First Congregational Church (Attachment C18). Adding to this aberration with nonhistoric construction will not improve the district's ability to communicate its historical significance.

Department of Community Planning and Economic Development  
Planning Division

*Compatibility with Historic Scale*

The scale of existing and proposed construction is quite similar. Floors in the addition are 10.5 feet high, with an extra 1.5 feet in the first story (Attachment C31-C34). This includes all sub-floor and ceiling materials.

*Compatibility with Historic Proportion*

In terms of proportion, the distinction is greater and less complementary. Individual single- and double-hung windows characterize the fenestration on the historic St Andrews Hospital building. The addition's proposed windows are groupings of two and three fixed windows. While their size (when grouped together) is similar to that of one double hung window on the historic building, there are far fewer window openings per floor on the addition than on the historic building. Additionally, the historic building's silver colored window frames differ markedly from the addition's black window frames (Attachment C31-C35).

*Compatibility with Historic Massing*

The new construction appears compatible with the massing of the historic hospital building. Both utilize boxy rectangular forms, though the historic building has far more openings than the addition (Attachment C31-C35).

Rehabilitation standard #10 of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* states that new additions 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 new construction is attached to the historic hospital through a non-historic roof and nondescript brick additions, ensuring the change could be reversed with no adverse effects to the historic building (Attachment C31-C35).

***(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 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. The proposed addition's height, flat roof form, and materials (cement panel siding) are not compatible with

Department of Community Planning and Economic Development  
Planning Division

the vast majority of the historic district and will not help remind residents of the city's architecture, history, and culture.

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.

The project is not 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.***

Department of Community Planning and Economic Development  
Planning Division

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 is not in compliance with two of the rehabilitation standards of the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Department of Community Planning and Economic Development  
Planning Division

STAFF RECOMMENDATION

CPED-Planning recommends that the Heritage Preservation Commission **adopt** staff findings and **deny** the Certificate of Appropriateness.