

Department of Community Planning and Economic Development
Planning Division

Certificate of Appropriateness
BZH-27151

Date: December 13, 2011

Proposal: Certificate of Appropriateness for new siding and window replacement.

Applicant: Rakos Painting

Address of Property: 2511 1st Avenue South

Project Name: 2511 1st Ave South Fire Damage Repair

Contact Person and Phone: Steve Rakos, 763-498-7254

Planning Staff and Phone: Brian Schaffer, 612-673-2670

Date Application Deemed Complete: November 28, 2011

Publication Date: December 6, 2011

Public Hearing: December 13, 2011

Appeal Period Expiration: December 23, 2011

Ward: Ward 6

Neighborhood Organization: Whittier Alliance

Concurrent Review: N/A

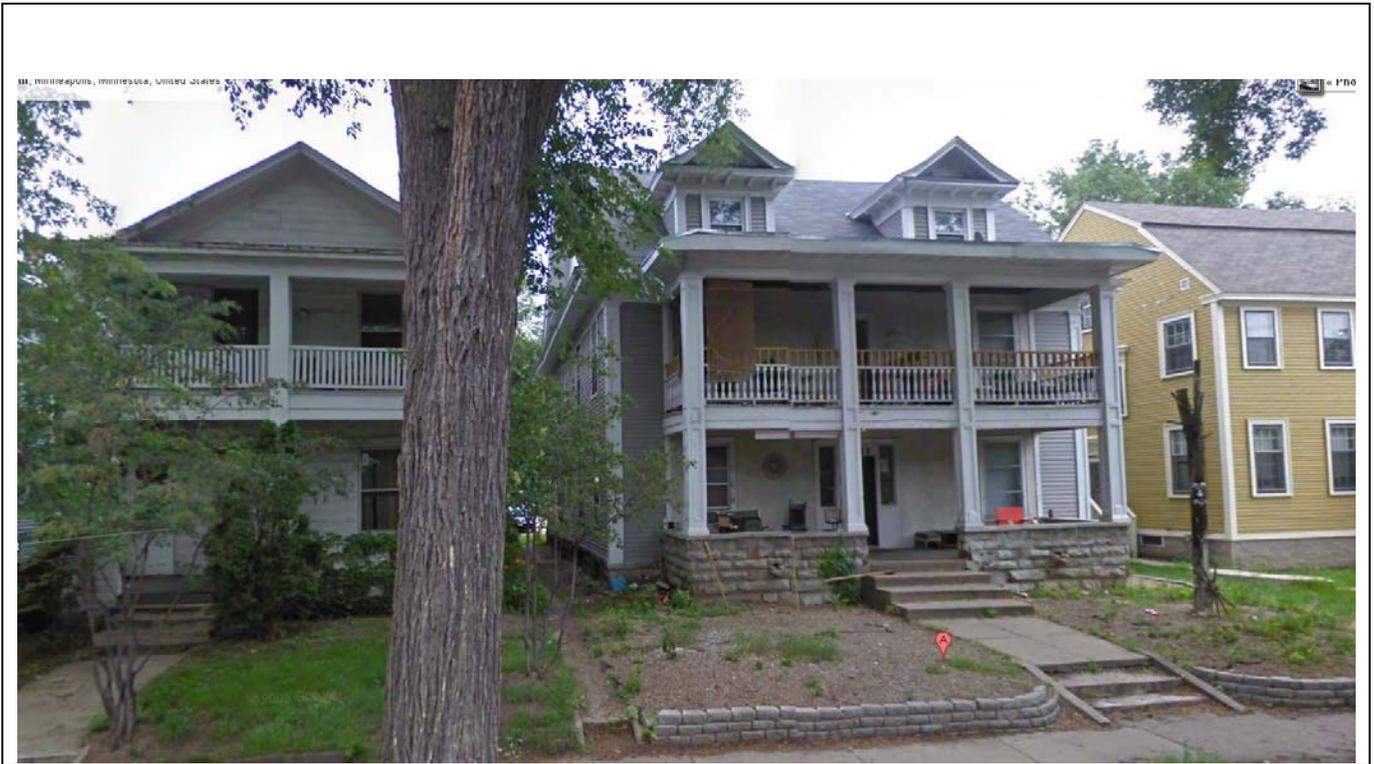
Attachments: Attachment A: Materials submitted by CPED staff –

- 350' map (A1)
- Map- Washburn-Fair Oaks Historic District (A2)

Attachment B: Materials submitted by Applicant –

- Certificate of Appropriateness Application (B1 – B3)
- Notification letter to Council Member and neighborhood organization (B4)
- Project required findings (B5 – B7)
- Proposed Siding specification (B8-B9)
- Window survey with photographs and drawings (B10 – B42)
- Proposed Window Sections and specifications(B43-B48)

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West (Front) Elevation of Property. Photo: Google.com

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North Elevation of Property. Photo: Google.com

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CLASSIFICATION:	
Local Historic District	Washburn-Fair Oaks Historic District
Period of Significance	1858- circa 1939
Criteria of significance	Broad patterns of development
Date of local designation	1976
Applicable Design Guidelines	Washburn-Fair Oaks Historic District Design Guidelines, Secretary of Interior Standards for Treatment of Historic Properties

PROPERTY INFORMATION	
Current name	2511 1 st Ave S
Historic Name	2511 1 st Ave S
Current Address	2511 1 st Ave S
Historic Address	2511 1 st Ave S
Original Construction Date	1910
Original Contractor	Congdon Construction Company
Original Architect	Glenn S. Saxton
Historic Use	Residential (Multi-Family)
Current Use	Residential (Multi-Family)
Proposed Use	Residential (Multi-Family)

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BACKGROUND:

The subject property is a 2-story four-plex built in a vernacular style. It was built as a four-plex by and for Congdon Construction Company in 1910. It was designed by Glenn S. Saxton. The permit history for the property show very few changes during the past 101 years. The building permit history does not show that the siding had been replaced with vinyl siding and does not indicate any window replacements. The Applicant does note that the windows in north gable of the half story are vinyl, and likely not original.

On March 31, 2011 the adjacent property to the north, 2507 1st Avenue South, was destroyed by a fire. The fire damaged the north side of the subject property. The roof, siding and several windows were damaged.

SUMMARY OF APPLICANT'S PROPOSAL:

The Applicant is proposing to replace the vinyl siding on the building with a new vinyl siding in a similar color and reveal to the existing siding. The Applicant indicates that they cannot just replace the one damaged side because the vinyl siding on the entire structure has faded and a color match cannot be made. According to the Applicant, their insurance company has agreed to pay for new siding on the entire building. The proposed siding is a Stratus color to closely match the existing and has a four inch reveal.

The Applicant is also proposing to replace 14 windows in the building; 12 (all of the windows on the north side of the dwelling) and two on the front facade that were also damaged in the fire. The existing windows appear to be original wood double hung windows with an exterior combination storm and screen. The proposed windows are a vinyl single hung window with an integrated screen. According to the Applicant proposed vinyl windows match the existing vinyl windows in the half-story gable. There are no building permits records indicating when or if this work was approved by the City of Minneapolis.

The Applicant also proposes to replace the exterior framing of the 14 windows that are proposed to be replaced. The current windows have four inch wide trim on the sides and top. The bottom of the windows have a $\frac{3}{4}$ inch sill with a $3 \frac{1}{2}$ inch trim below. The Applicant is proposing to replace the trim around the entire window with 4 inch wide trim, eliminating the sills on each window. The proposed vinyl windows have an integrated sill.

PUBLIC COMMENT:

At the time of the publication of this staff report none have been submitted.

CETIFICATE OF APPROPRIATENESS: Certificate of Appropriateness to replace siding and remove a chimney on a contributing resource in the Washburn-Fair Oaks Historic District.

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 subject property is considered to be a contributing resource to the Washburn-Fair Oaks Historic District, which is significant for its collection of late nineteenth and early twentieth century residential structures, ranging from mansions to more modest dwellings to multi-family housing.

The Applicant is proposing to replace the vinyl siding on the house and replace 14 windows and the exterior trim of these windows. The Applicant has stated that the windows are damaged and/or deteriorated and require replacement. CPED asked the Applicant to provide a window survey. The Applicant submitted photos and elevation drawings of the typical windows proposed for replacement. The Applicant has provided some details on the condition of the windows; the Applicant has stated that the windows on the property are deteriorated and damaged by the fire and need to be replaced. However, the Applicant's analysis and photographs show that less than six windows have been damaged as a result of the fire. A detailed analysis of each window has not been provided neither has a cost comparison of the rehabilitation versus replacement.

The Applicant is not proposing to change the size or fenestration pattern of the windows on the building, but does plan to alter the exterior trim. The proposed window replacement is a vinyl window and is compatible with and continues to support the criteria of significance and period of significance for which the historic district was designated. However, the proposed treatment of the window trim alters the design of the exterior and does not support the criteria of significance or the period of significance.

The Applicant proposing to replace the existing vinyl siding with new vinyl siding with a four inch reveal. The dimension of the reveal is likely similar to the original lap siding of the building and this in-kind replacement supports the designation and period of significance as evidenced by compliance with adopted district design guidelines.

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

The exterior portions of the subject property contribute to the Washburn-Fair Oaks Historic District's significance. The proposed changes would not lessen the building's contribution as a residential structure in a district significant for its collection of late nineteenth and early twentieth century residential structures.

The proposed window replacement will result in two different types of windows on the building, this will result in a slightly different appearance that will not be compatible with the exterior designation of the property.

(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 the integrity of the contributing resource.

Design: The Applicant is proposing to replace 14 windows on the building. The proposed replacement windows will fit into the existing openings and will not change the fenestration pattern. If approved the proposal would result in two different designs of windows due to integrated screen proposal of the new windows. In addition the proposed new windows have an integrated sill and as a result the Applicant is proposing to not install a traditional wood sill, thus changing the design of the exterior trim of the windows.

Materials: The Applicant is proposing to replace all of the windows on the property with new vinyl windows with an integrated screen. Vinyl windows are not keeping with integrity of the materials of the property.

Workmanship: The proposed window replacement will impact the integrity of workmanship due to the integrated sash and the resulting proposed replacement trim without a sash.

(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 applicable design guidelines for this project are the Washburn-Fair Oaks Historic District Design Guidelines, which were adopted by the Heritage Preservation Commission on July 30, 1976.

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The Applicant is also proposing to replace 14 windows in the building; 12 (all of the windows on the north side of the dwelling) and two on the front facade that were also damaged in the fire. The existing windows appear to be original wood double hung windows with an exterior combination storm and screen. The proposed windows are a vinyl single hung window with an integrated screen.

Regarding windows, the Washburn-Fair Oaks Historic District Design Guidelines state: “Windows: If existing windows *need to be replaced*, use wooden, a suitable colored or anodized metal or other materials that blend with and not detract from the building. It is recognized that cost may encourage the use of bare aluminum windows. In such cases the use of enamel paint to minimize the shiny quality of aluminum is suggested.”

The Applicant has not demonstrated that all the windows need to be replaced. The vinyl material of the proposed replacement window is not specifically stated as a suitable material, but the material does fall under the other materials that blend with and not detract from the building. The design of the proposed window with the integrated screen and sill does result in a design that is not consistent with the existing design of the windows. The proposal is not in-keeping with this guideline.

Section 9 of the Washburn Fair Oaks Historic District Design Guidelines states: “Facade design: The fenestration, doorway openings, and ornamentation if intrinsic to the building design should be retained or replaced to evoke the original.” The proposed design of the window trim eliminates the sill an intrinsic opening detail for the windows. The proposal is not in-keeping with this guideline.

Section 6c of the Washburn Fair Oaks Historic District Design Guidelines states: “New clapboard to an existing clapboard structure should match the directionality and dimensions of the original siding. Where a synthetic or aluminum siding is used, it should match direction, dimensions, and texture of original covering. Details such as corner pilasters, sunbursts, etc. should not be covered and, if removed, should be replaced.” The proposed siding in vinyl in a four inch reveal with a simulated wood texture. The original corner pilasters are proposed to remain. Wood or cement based siding is preferred; however the guidelines do not prohibit vinyl and allow for synthetic materials. The proposal is in-keeping with this guideline.

- (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.

Regarding windows, the of the Interior’s Standards for Rehabilitation state: “Repairing window frames and sash by patching, splicing, consolidating or otherwise reinforcing.

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Such repair may also include replacement in kind--or with compatible substitute material--of those parts that are either extensively deteriorated or are missing when there are surviving prototypes such as architraves, hoodmolds, sash, sills, and interior or exterior shutters and blinds”.

The Applicant has not submitted a cost estimate for the replacement versus the replacement. The Applicant has stated that the proposed window material of vinyl is based on the allowance from the insurance company. The Applicant has submitted some analysis of the condition of the current windows. The Applicant has not however provided a detailed analysis of the condition of each window that clearly identifies whether each window is able to be repaired or whether replacement is necessary. The proposed total replacement of the 14 windows on the property is not in keeping with this guideline.

Regarding windows, the of the Interior’s Standards for Rehabilitation also state: “Replacing in kind an entire window that is too deteriorated to repair using the same sash and pane configuration and other design details. If using the same kind of material is not technically or economically feasible when replacing windows deteriorated beyond repair, then a compatible substitute material may be considered.” The proposed replacement windows would be in keeping with the sash and pane design of the original windows, but the integrated screen and sill detail are not in-keeping with this guideline. Without a more detailed analysis of the condition of each window, it is not possible to determine which windows are in able to be repaired and which are in need of replacement.

- (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 alterations are considered a major alteration and require a Certificate of Appropriateness application.

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 historic significance.” The proposed work meets the applicable local design guidelines and would not have a significant impact on the integrity of the structure or the district.

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.***

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The applicant did not specifically address the description and statement of significance from the original nomination for the potential historic district or how they feel their proposal meets this finding.

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

The proposed work does not require site plan review.

(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.

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 replace 14 windows and their trim and replace the vinyl siding of building. The replacement of the siding is in-keeping with the district design guidelines, which were developed to ensure the significance and integrity of the properties of the historic district.

The proposed window replacement without further analysis of the window condition could result in the loss of historic material without considering the ability to repair the windows. This would be detrimental to the significance and integrity of the district. The proposed design of the windows is not in keeping with the design of the historic windows and would impair the integrity of the district.

(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 portions of the proposed work that comply with the district design guidelines and Secretary of the Interior Standards are in-keeping with spirit and intent of the ordinance. The proposed design of the window replacement and the replacement without further analysis of what can be repaired versus replaced will alter the essential character of the 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 proposed replacement of deteriorated windows with a window that matches the details of the existing windows and in-kind replacement of siding would not have an impact on the significance or integrity of other resources in the historic district and would not directly impede the orderly preservation of surrounding resources as allowed by regulations in the preservation ordinance.

STAFF RECOMMENDATION

CPED-Planning staff recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** the Certificate of Appropriateness for siding replacement and window replacement with the following condition(s):

1. The proposed replacement of window trim shall match the details and materials of the existing, historic, window trim and sill.
2. The design of any proposed window replacement shall not include an integrated screen or integrated sill as proposed.
3. The Applicant shall perform a survey and inventory of the existing windows, identifying windows that can be rehabilitated and reused and identifying windows where replacement is needed. Based on the results of this survey and inventory, the Applicant shall provide a cost estimate that compares the cost to repair the windows versus the cost to replace the windows. Window replacement shall only be permitted where it is demonstrated that repair/rehabilitation is not possible or feasible. The survey and information shall be submitted to CPED-Planning staff for review prior to the issuance of any building permit.
4. All workmanship must be completed in conformance with the Secretary of Interior Standards, see: <http://www.nps.gov/history/hps/tps/standguide/>
5. The Applicant shall obtain all other necessary City approvals prior to the commencement of work.