

**Department of Community Planning and Economic Development – Planning Division**  
Certificate of Appropriateness  
BZH-27214

**Date:** March 20, 2012

**Proposal:** Certificate of Appropriateness for the Rehabilitation of the Pillsbury A Mill, Transmission Building, Warehouse I, South Mill, Cleaning House and the Red Tile Elevator

**Applicant:** Owen Metz with Dominion, on behalf of Minneapolis Leased Housing Associates IV Limited Partnership

**Address of Property:** 300 2<sup>nd</sup> Street SE, 400 Second Street SE and 100 3<sup>rd</sup> Avenue SE

**Project Name:** A-Mill Artist Lofts

**Contact Person and Phone:** Owen Metz, 763.354.5618

**Planning Staff and Phone:** Brian Schaffer, 612.673.2670

**Date Application Deemed Complete:** February 24, 2012

**Publication Date:** March 13, 2012

**Public Hearing:** March 20, 2012

**Appeal Period Expiration:** March 30, 2012

**Ward:** 3

**Neighborhood Organization:** Marcy Holmes Neighborhood Association

**Concurrent Review:** Land use applications: Conditional Use Permit for a Planned Unit Development, Site Plan Review, Registered Land Survey

**Attachments:**

**Attachment A: Materials submitted by CPED staff**

- A1. Map of Surrounding Area
- A2. Map of Historic District
- A3. Analysis of Effects of the Proposed Pillsbury "A" Mill Complex Project Minneapolis, Hennepin County, Minnesota. 2005 Bradley
- A4. Historic Photographs
- A5. Current Photographs

**Attachment B: Materials submitted by Applicant**

- B1. Certificate of Appropriateness Application & Responses to Findings
- B2. Letter from State Historic Preservation Office (SHPO) regarding status of Historic Tax Credit Review dated February 13, 2012.
- B3. Addendum to Analysis of Effects for the Proposed Pillsbury "A" Mill Complex Project, Minneapolis, Hennepin County, Minnesota" November 2011
- B4. Historic Photographs
- B5. Current Photographs
- B6. Scope of Work for Phase II Facade Materials Inspection and Evaluation. From WJE dated February 16, 2012
- B7. Letter from Dan Callahan, Supervisor, Plan Review- City of Minneapolis. Dated January 6, 2012 RE; Red Tile Elevator Stair and Elevator
- B8. Red Tile Bridge Demolition Narrative
- B9. Phasing Plan
- B10. Site Plan
- B11. Plans, elevations and details
- B12. Window Survey: Individual window survey sheets
- B13. Window Survey: Color Coded Elevations for proposed treatment
- B14. Color Sheet of Proposed Materials
- B15. Color Renderings

**Attachment C: Public Comments**

*Letters of Support:*

- C1. Marcy Holmes Neighborhood Association, Dated October 19, 2011
- C2. Soap Factory, Dated November 30, 2011
- C3. Friends of the Mississippi River, Dated January 13, 2012
- C4. Preservation Alliance of Minnesota, Dated January 13, 2012
- C5. National Trust For Historic Preservation, Dated January 18, 2011
- C6. Marcy Holmes Neighborhood Association (follow-up letter), Dated February 22, 2012

*Letters of Opposition:*

- C7. Email from Hugh Norsted dated March 5, 2011
- C8. Email from Chelle Stoner dated March 5, 2011 with the following attachments:
  - o Why the A-Mill Complex Proposal Should Be Rejected 2/7/12
  - o Hyperlinks to the following:

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- <http://www.minnpost.com/community-voices/2012/02/mill-site-deserves-something-unique-special-and-accessible>
- <http://www.designcenter.umn.edu/documents/Arch8255-3.pdf>

C9. Email from Chelle Stoner dated March 5, 2011, correcting typos from earlier correspondence

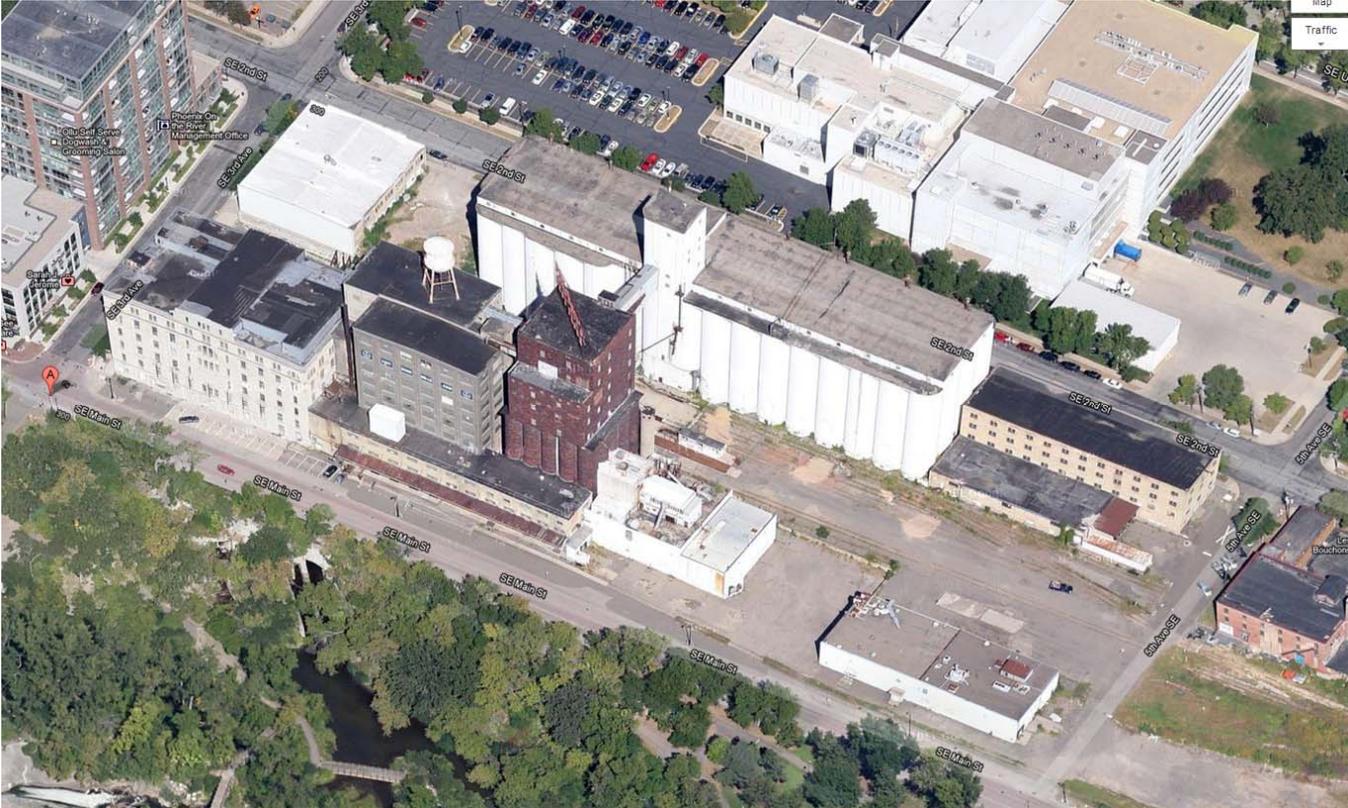
C10. Forwarded email from Paul Snyder received March 9, 2012

C11. Forwarded email from Aaron Mack. Dated March 5, 2012

C12. Forwarded email from Dana Kirkemo Dated March 5, 2012



Oblique view looking northwest, circa 1948, Source: Minnesota Historical Society



Oblique View. Google Maps- Accessed March 2012

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<b>CLASSIFICATION:</b>	
Local Historic District	Saint Anthony Falls Historic District
Period of Significance	1858-1940
Criteria of significance	Architecture and Social Significance
Date of local designation	1971
Applicable Design Guidelines	- Saint Anthony Falls Historic District Guidelines - Secretary of Interior Standards for Treatment of Historic Properties

<b>PROPERTY INFORMATION</b>	
Current name	Pillsbury A Mill Complex
Historic Name	Pillsbury A Mill Complex
Proposed Address	301 Main Street SE
Historic Address	300 2 <sup>nd</sup> Street SE and 100 3 <sup>rd</sup> Avenue SE
Original Construction Date	<ul style="list-style-type: none"> <li>• Pillsbury "A" Mill (1880-1881)</li> <li>• Red Tile Elevator (1910)</li> <li>• Cleaning House (1914-1917)</li> <li>• South Mill (1916-1917)</li> <li>• Warehouse I (1917)</li> </ul>
Original Contractor	N/A
Original Architect	Pillsbury A Mill. Leroy Buffington
Historic Use	Industrial
Current Use	Vacant
Proposed Use	Residential

**SITE BACKGROUND:**

The Pillsbury “A” Mill Complex is located in the Saint Anthony Falls Historic District. The Pillsbury “A” Mill is a National Historic Landmark, one of three in the City of Minneapolis. National Historic Landmark (NHL) status means the property is recognized as being significant to the history of the nation.

The NHL nomination form, prepared by Stephen Lissandrello, summarizes the significance of the Pillsbury A Mill succinctly. “Only one of the giant flour mills that made Minneapolis the milling capital of the nation from 1880 until 1930 still stands. The Pillsbury “A” Mill was the largest, most advanced mill in the world at its completion in 1881. The “A” Mill was a masterpiece of industrial design, a standard from which all other mills of its time were measured.”

The Pillsbury “A” Mill Complex contains ten contributing resources consisting of two structures and eight buildings; the complex also contains two non-contributing resources.

- Pillsbury Water Power System Infrastructure (1881) (*contributing structure*)
- Great Northern Railway Corridor (ca 1880- ca1916) (*contributing structure*)
- Pillsbury “A” Mill (1880-1881) (*contributing building*)
- Machine Shop (1916) (*contributing building*)
- Warehouse II (1918-1919) (*contributing building*)
- South Mill (1916-1917) (*contributing building*)
- Warehouse I (1917) (*contributing building*)
- Cleaning House (1914-1917) (*contributing building*)
- Red Tile Elevator (1910) (*contributing building*)
- White Concrete Elevators (1914-1916) (*contributing building*)
- Manildra Hydroprocessing Building (*non-contributing building*)
- Research & Development Annex Building (*non-contributing building*)

Together these historic resources functioned as an industrial machine that enabled the Pillsbury “A” Mill Complex to produce a staggering 17,000 barrels of flour a day, which could be visualized as a line of 25-pound flour sacks 56 miles long.<sup>1</sup>

Detailed descriptions, history, and statements of significance of each of these resources can be found starting on page A3 of this report. This appendix is a study entitled “Analysis of Effects of the Proposed Pillsbury “A” Mill Complex Project Minneapolis, Hennepin County, Minnesota.” The study was written by Betsy Bradley of The 106 Group in 2005 in conjunction with the Environmental Assessment Worksheet/Environmental Impact Statement for the previously proposed and approved development project.

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<sup>1</sup>National Register of Historic Places, St. Anthony Falls Historic District: St. Anthony Falls Waterpower Area. Prepared by Jeffery Hess and Scott Anfinson. 1992

**BACKGROUND ON PAST AND CURRENT PROPOSALS:**

The Pillsbury “A” Mill Complex was the site of an approved rehabilitation and development project in the mid-2000s. The project received city approvals in 2006, but the development did not occur due to market conditions. The owner and developer repositioned the project over the past few years to find new innovative uses for the site. The property went into foreclosure in the fall of 2010. On November 15, 2010 a Sheriff’s sale occurred and the property went back into control of a coalition of banks, who underwrote the original project. In January 2011 the previous developer gave up their rights to the six month redemption period and returned the title of the property to the banks.

The property is currently owned by BNC Bank. In early 2011 the bank signed purchase agreements with two developers for portions of the Pillsbury “A” Mill Complex: Doran Companies and Dominion.

CPED has worked with Doran Companies and Dominion since April 2011 to create a comprehensive redevelopment plan that takes into consideration the protection of the important aspects of the project and to treat the complex as a whole. To address these development concerns CPED has asked that both developers work together and provide a comprehensive and coordinated plan for the Pillsbury “A” Mill Complex. Over the past few months the developers have worked together. The developers, Doran Companies and Dominion, have also presented to the Heritage Preservation Commission to gain feedback.

**Doran Companies’ Project**

Doran Companies signed a purchase agreement and closed on a portion of the site that contains the two non-contributing buildings adjacent to the Red Tile Elevator and for a portion of the site that is clear of buildings located between the former right of way for 5th Avenue SE and 6th Avenue SE. Doran’s purchase agreement includes portions of the Great Northern Railway Spur Corridor, a contributing resource to the St. Anthony Falls Historic District.

Doran Companies is proposing a two-phase project for the property at 501 Main Street SE and the neighboring property at 413 Main Street SE. The Applicant brought the proposal for Phase I to the May 17 and July 12 Heritage Preservation Commission (HPC) business meetings as a concept review to gain feedback. Doran Companies received approvals with conditions from the HPC in December 2011 for the treatment of the rail corridor and the construction of building for Phase I. They received City Planning Commission (CPC) approvals for Phase I in February 2012.

**Phase I**

The parcel at 501 Main Street SE is the proposed location of Phase I of the Doran project (referred to as Building 1 or Mill and Main). This was the location of the Pillsbury Flour Mills Company Warehouse #4 until

approximately 1969, when it was demolished. The site at 501 Main Street SE now contains a surface parking lot and four rail lines. The parking lot is approximately the shape of the previous building. The building for Phase I, a 184-unit apartment building that will extend along Main Street SE between Fifth and Sixth Avenues SE, has been approved by the HPC and the CPC.

### **Phase II**

Doran's other development site has been referred to as "Phase II" and is located on the site of the two non-contributing buildings between the right-of-way for 5<sup>th</sup> Avenue SE and the Red Tile Elevator. CPED understands that Doran has no immediate plans to develop this site, but plans to use it in the interim for construction staging.

### **Dominium Proposed Project**

Dominium has a purchase agreement for the eight contributing buildings of the Pillsbury A Mill Complex. Dominium's agreement includes portions of the Great Northern Railway Spur Corridor, a contributing resource to the St. Anthony Falls Historic District. Dominium's proposal includes plans to rehabilitate the Pillsbury A-Mill, South Mill, Cleaning House, Warehouse I, Red Tile Elevator and Warehouse II into approximately 250 affordable live-work apartments with shared common space in the A-Mill Complex building. Dominium plans to sell the Machine Shop to a commercial user and plans to retain in-place the White Concrete Grain Elevators.

Dominium proposes to build an underground parking ramp to accommodate some of the parking for the project's tenants. The ramp will be located below the Great Northern Railway corridor between the A-Mill, Cleaning House and Red Tile Elevator and the White Concrete Elevators. Additional surface parking spaces will be provided in the Great Northern Railway corridor and between the Machine Shop and the White Concrete Elevators.

### **DEVELOPMENT ISSUES FOR THE COMPLEX:**

In the spring of 2011 the Pillsbury A Mill Complex was listed on the Preservation Alliance of Minnesota 10 Most Endangered Historic Property List. It was also listed on the National Trust for Historic Preservation's 11 Most Endangered Historic Property List, a nationwide list. The property received this state and national recognition over concerns that the foreclosure would result in the property being "broken up for piecemeal development, an outcome that could have negative consequences for the site's historic buildings and landscape. Buildings that are more challenging to rehabilitate could sit vacant for years, deteriorating due to lack of maintenance and vandalism." With the imminent proposals for rehabilitation and new construction, the issue of the buildings sitting vacant for years is less of a concern, but until the buildings are rehabbed and occupied this is still a valid concern.

### **Parking**

One of the concerns that arise with dividing the complex into two separate development projects is the ability to provide sufficient parking for the proposed re-use of the historic buildings that satisfy both market needs and bank financing. The successful rehabilitation of the Pillsbury “A” Mill Complex is dependent upon marketability and financing. Some level of on-site parking is necessary for apartment buildings to be successful. More importantly financiers require some on-site parking.

The proposed division of the complex into two separate development projects complicates the ability to provide parking for the historic buildings on the new development sites and requires the parking need to be met on the site being purchased by Dominion. There is a potential to provide shared parking on the site being purchased by Doran, but both developers identify this as complicating the financing and their developments further.

The proposed rehabilitation of the historic buildings is also dependent upon receiving federal and state historic tax credits. The tax credits will provide up to forty percent of the redevelopment financing for the project. To receive the tax credits the project must meet the Secretary of the Interior Standard’s for the Treatment of Historic Properties. Providing parking in the rail corridor was a concern of the National Park Service during development of previous developer’s plans for the complex. If the National Park Service does not approve of the proposed underground parking, or the proposed underground parking is not feasible due to structural or financial issues, the Pillsbury A-Mill Complex will face difficult challenges to provide enough parking to satisfy the project’s financiers, while not destroying the integrity of the Great Northern Railway corridor which will impact Dominion’s project’s ability to receive historic tax credits.

Dominium is proposing 31 surface parking spaces in the Great Northern Railway corridor. Dominion also plans to provide 152 parking spaces in an underground parking structure that sits below the Great Northern Railway Corridor and the surface parking lot between the Machine Shop and the White Concrete Elevators.

### **Treatment of the Great Northern Railway Corridor & the Cultural Landscape of Pillsbury A Mill Complex**

The proposed division of the complex straddles the Great Northern Rail Spur Corridor. A potential pitfall of the strategy to divide the complex into two separate development projects is that features and resources that are common to the complex might not be treated holistically. This could lead to an insensitive and perhaps destructive treatment of those resources and features. The division of the property could result in two different treatments of the cultural landscape of the Pillsbury A Mill Complex, which historically was one site. This would result in the chipping away of the historic fabric of the St. Anthony Falls Historic District.

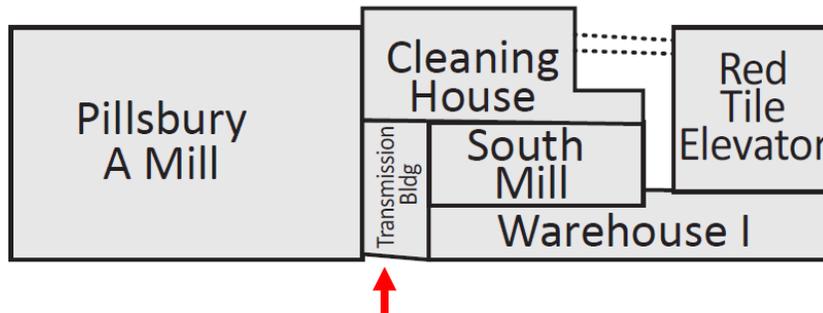
To address these development concerns CPED has asked that both developers work together and provide the following for the entire Pillsbury A Mill Complex. It is the expectation by CPED that these items would be part of any complete certificate of appropriateness application.

- A proposed site plan for the entire complex
- A proposed phasing plan for the entire complex: Provide a proposed master site plan that shows anticipated dates or phasing of rehabilitation/new construction or alteration for the entire Pillsbury A Mill complex.
- Historical Elements Survey: Provide a historical resources survey report detailing all historic elements of the complex including buildings, landscape features, and objects. Describe the treatment of each historic element/feature (e.g. removed, rehabilitated, remain). The identification and subsequent description of the feature and its proposed treatment should be keyed to an overall site plan.
- Certificate of Appropriateness for the Treatment of the Rail Corridor throughout the entire complex.

## **SUMMARY OF THE PROPOSED PROJECT**

The Applicant, Dominion, has applied for a Certificate of Appropriateness for the Rehabilitation of the Pillsbury A Mill, Transmission Building, Warehouse I, South Mill, Cleaning House and Red Tile Elevator. The six buildings are currently all connected internally and the Applicant's proposal retains this interconnectedness. The following is a summary of the proposed alterations.

### **1. New Entrance at Transmission Building along Main Street**



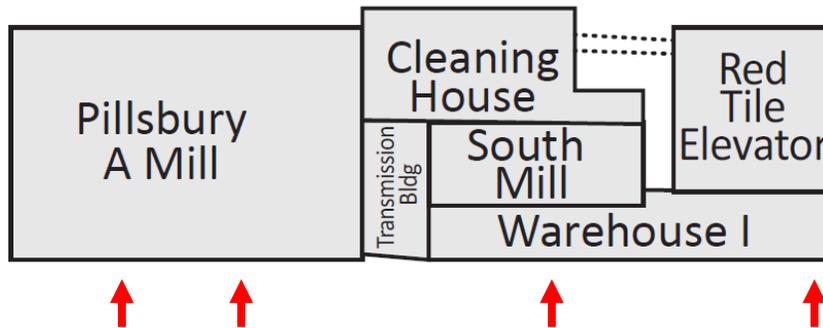
- Existing/Demolition Elevation: 2-AD500
- Proposed Elevation: Sheet 2-A501
- Enlarged Entry Elevation/Section: Sheet 2-A530 Details 3/2-A530
- Storefront Detail: Sheet 2-A950, Type SF02
- Railing Detail: Sheet 2-A630, Details 9 & 15/A630
- Level One Floor Plan: 2-A110
- Rendering: Appendix 10

The Applicant is proposing a new primary entrance along Main Street SE to access the five interconnected buildings of the Pillsbury A Mill Complex. The proposed entrance will be at the Transmission building, which is located between the Pillsbury A Mill and Warehouse I along Main Street SE. The proposed entrance utilizes a former opening that has been infilled with concrete block. The Applicant is proposing to install an aluminum double door with sidelights and a divided light transom.

The entrance is distinguished from the historic fabric by a projecting Corten steel canopy with an angular design. The canopy extends down the sides of the proposed entrance. At its furthest the canopy projects two feet six inches from the building wall. It tapers down to approximately one foot at the intersection of the entrance platform.

The exterior landing for the entrance projects eight feet six inches from the building wall and contains a stairway and ramp with a steel railing and guardrail. The proposed ramp will extend in front of a proposed reconstruction of the loading dock in front of the Pillsbury A Mill. The railing will be 42 inches tall and constructed of galvanized steel pipe and stainless steel cables for the rails.

## 2. New loading dock on the Pillsbury A Mill and Warehouse I, Main Street Facade



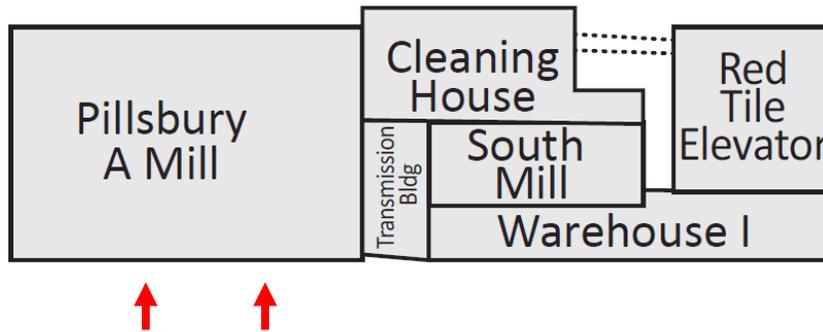
- Existing/Demolition Elevation: 2-AD500; 2-AD501
- Enlarged South Elevation: Sheet 2-A530 Details 4/2-A530
- Proposed Elevation: Sheet 2-A500; note 03; Sheet 2-A501 notes, 07 08 and 09.
- Storefront Door Detail: Sheet 2-A950, Type SF04
- Railing Detail: Sheet 2-A630, Details 9 & 15/A630
- Floor Plan: 2-A110

The Applicant is proposing a new steel loading dock on the Main Street SE facade of the Pillsbury A Mill. It will project approximately five feet six inches from the building and will not have a railing or guardrail.

Along the Main Street SE facade of Warehouse I the Applicant is proposing to retain the existing 5 foot wide concrete loading dock. The Applicant is proposing to reconstruct and continue the 5 foot wide loading dock around the south building wall of Warehouse I, where the non-contributing Manildra Hydroprocessing Building currently is located. The Applicant is proposing to use one of the existing door openings in the Warehouse I building for access to some of the performance spaces proposed in Warehouse I and the Red Tile Elevator. Opening W1-54 will have an aluminum storefront door system, Type SF04.

A new entry stair is proposed at this location to provide access to the building from Main Street SE. The exterior landing for the proposed entrance projects 8 feet 6 inches from the building wall and contains two stairways with a steel railing and guardrail. The Applicant is also proposing a railing on the loading dock starting from the entrance at Opening W1-54 extending south along the building around the south wall of the building. The railings will be 3 feet 6 inches tall and constructed of galvanized steel pipe and stainless steel cables for the rails.

### 3. New Canopy on Pillsbury A Mill Main Street Facade



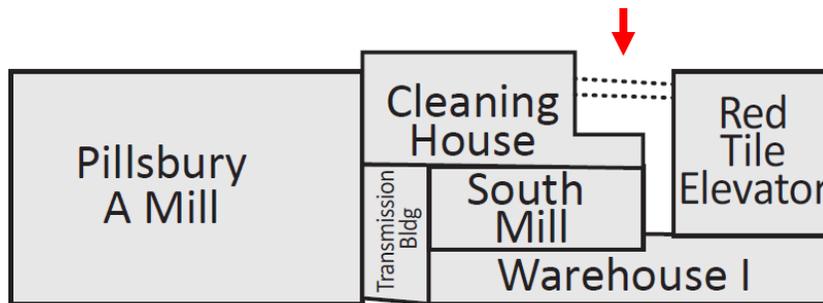
- Existing/Demolition Elevation: 2-AD500
- Proposed Elevation: Sheet 2-A500; note 10
- Canopy Section with internal structural components: Sheet 2-A630, Details 25/A630

The proposal includes the construction of a canopy on the Pillsbury A Mill. The Applicant states that a canopy previously existed in the proposed location on the building. Pictorial evidence shows that more than one iteration of a canopy existed in the proposed location- one iteration enclosed the space below the canopy with corrugated metal.

The proposed canopy will be connected to the facade below the sills of the second floor windows. A metal structural support will connect to the outer edge of the canopy and tie back into the building approximately 11 feet above the canopy. Another angled bracket will support the canopy from below. The deck of the canopy will be corrugated metal and will have a continuous steel channel frame.

The proposed canopy also provides much needed structural support to the Pillsbury A Mill. The current Main Street SE facade of the building bows and is currently being supported by I-beam whalers over the second story windows that are tied by cable through the exterior building wall and through the building to structural anchors at the rear of the building. The Applicant is proposing new structural steel columns and kickers to provide structural support to the building. The proposed canopy system conceals structural ties that extend through the building wall and tie back into the new internal structural system. The intent of this system is to stabilize the exterior building wall of the building.

**4. New Entrance between Red Tile Elevator and Cleaning House along Mid-block Rail Spur Corridor.**



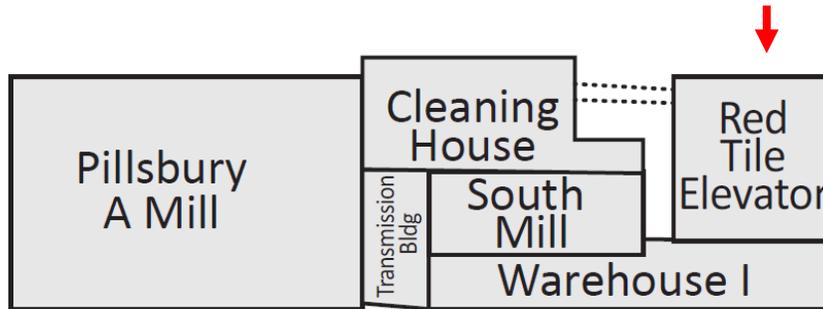
- Existing/Demolition Elevation: 2-AD504
- Proposed Elevation: Sheet 2-A504
- Enlarged Entry Elevation/Section: Sheet 2-A530 Detail 1/2-A530
- Storefront Detail: Sheet 2-A950, Type SF07 & SF08
- Level One Floor Plan: 2-A110
- Rendering: Appendix BX

The Applicant is proposing a combined entrance for the five buildings of the Complex from the mid-block rail spur corridor at the rear of the buildings. The proposed entry is located in a recessed area between the Red Tile Elevator and the Cleaning House and leads to the rear of the South Mill. The proposed entrance is a pedestrian entrance and also contains two garage doors for move-in/move-out access. The eastern extent of the proposed entrance is in line with the building wall of the Cleaning House. The proposed resident entrance of the addition is designed at an angle, which reflects the same angular design as the Main Street SE addition. The angular design is inspired by the historic circulation patterns within the buildings. The floor plan for the proposed entrance can be found on Sheet 2-A110.

The residential entry is approximately two stories in height. It is clad in Corten steel with an aluminum storefront window and door system. The recessed garage door (move-in/move-out portion of the addition) is clad in galvanized two foot high by three and half foot wide steel panels with exposed fasteners. The addition ties into a proposed stair and elevator addition to the Red Tile Elevator.

The proposed entrance addition results in the removal of three non-historic concrete block additions and the enclosure and partial enclosure of three historic window openings that are currently infilled. See sheet 2-AD504

**5. Demolition of Stair Tower at Red Tile Elevator & Construction of New Stair and Elevator at Red Tile Elevator**



- Existing/Demolition Elevations: Sheets 2-AD504 -East, 2-AD506-South, 2-AD511-North
- Proposed Elevation: Sheets 2-A504 -East, 2-A506-South, 2-A511-North
- Window Details: Sheets 2-A941, Type W65, 2-A950, Type SF11
- Level One Floor Plan: 2-A110
- Enlarged Stair and Elevator Plan: Sheet 2-A631, Detail 11/A631
- Stair & Elevator Plan: Sheet 2-A703
- Letter from City of Minneapolis Construction Code Services January 6, 2012- Appendix B6

The Applicant is proposing to demolish the existing 13 by 9 foot stair tower on the east facade of the Red Tile Elevator and construct a new stair and elevator tower in its place. The Applicant states that the removal of the existing elevator and stair shaft is necessary to meet the current life safety needs for access and egress from the building. The Applicant further states:

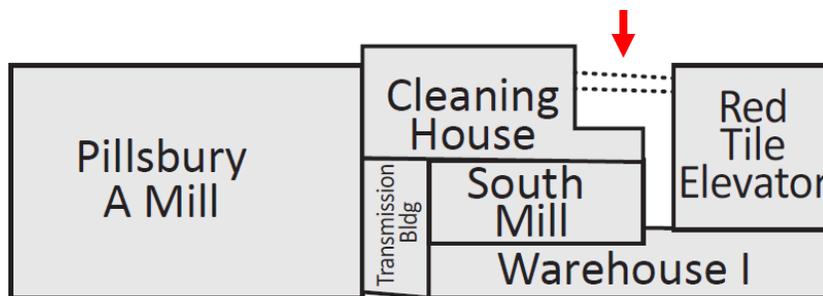
“All options have been considered to retain the existing shaft and bring either the elevator or stair up to current code. The only options physically feasible involve utilizing either a 3,000 lb elevator or a 36 inch stair in the current location to provide vertical access to the building. The City of Minneapolis building code department has made a determination that this does not provide an acceptable level of life safety access to the building. They are requiring that new 44 inch wide stair and elevator meeting stretcher requirements be installed. Given these requirements retention of the shaft is not possible.”

The Applicant is proposing to retain a one-story portion of the shaft and incorporate it into the proposed addition. The Applicant proposes to harvest one of the windows from the historic stair shaft and use it to replace a no longer extant window in this one-story remnant. Also, the Applicant is proposing to salvage the existing red clay tile where feasible for possible patching on non-historic openings in the building.

The proposed new elevator shaft is located in the same location as the historic stair and elevator shaft. It will be clad in a steel panel painted in a red color to closely

match the color of the clay tile. The panels will be approximately three feet high and six and half feet wide. The new stair shaft will be located to the south of the new elevator shaft. It will be clad in corrugated galvanized steel panels in a vertical alignment. This cladding will be enclosed in an open exterior steel frame with diagonal bracing. The south wall of the addition will include three foot wide aluminum windows that will extend from floor to ceiling at each level. The entire addition will be 31 feet wide and project 10 feet from the building. The elevator shaft will be approximately 12 feet wide and the stair shaft will be approximately 19 feet wide.

**6. Demolition of Bridge between Red Tile Elevator and Cleaning House & Construction of New Bridge between the Red Tile Elevator and Cleaning House/South Mill**



- Existing/Demolition Elevations: Sheets 2-AD501 -West, 2-AD504-East, 2-AD509-South, 2-AD511-North
- Proposed Elevation: Sheets 2-AD01-West, 2-A504-East, 2-A509-South, 2-A511-North
- Proposed Window Details: Sheets 2-A941, Type W63, 2-A950, Type SF10
- Level Seven through Nine Floor Plans: 2-A170 to 2-A190
- Section of Bridge: Sheet 2-A631, Detail 11/A631
- Mattson MacDonald Young Letter Dated June 28, 2011

The Applicant is proposing to remove the bridge between the 10<sup>th</sup> floor of the Red Tile Elevator and the 9<sup>th</sup> floor of the Cleaning House and install a new bridge between the 8<sup>th</sup> floor of the Red Tile Elevator and the 7<sup>th</sup> floor of the Cleaning House and South Mill.

The existing bridge has collapsed and has been deemed unsafe. A report from Mattson Macdonald Young structural engineers dated June 28, 2011, summarizes the condition of the bridge based on a field observation. The center of the bridge structure has failed and the corrugated metal has buckled due to the partial collapse.

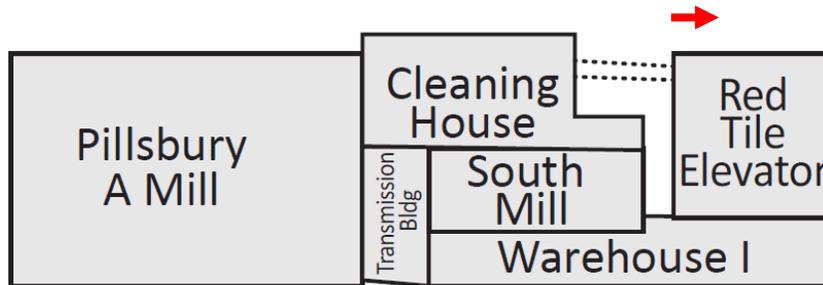
The Applicant is proposing to interpret the bridge and mitigate for its loss by retaining the wall openings in the buildings and installing balconies on the Cleaning House and Red Tile Elevator at the location of the existing bridge. The provided

plans indicate that a balcony will be provided at the Red Tile Elevator opening, N10-31, and the Cleaning House opening, S9-15, will be filled with a window. .

The proposed new bridge, two floors below the existing bridge and one building bay west, will serve two functional purposes as well as interpretation to mitigate the loss of the existing bridge. The proposed bridge will provide a second form of access and egress to the proposed residential units in the Red Tile Elevator. It will now connect to both the Cleaning House and the South Mill. The South Mill will provide the pedestrian access. The bridge will also provide a utility chase for mechanicals and other utilities for the units (See section, Sheet 2-A631).

The Main Street SE, facade of the proposed bridge will contain a 10 foot wide by 6 foot 8 inch tall window (Type SF10) and will be clad in a flat galvanized steel panel.

## 7. Maintenance Plan for Bridges between Red Tile Elevator and White Concrete Grain Elevators and South Mill



The Applicant's proposal recognizes that the bridges between the Red Tile Elevator and White Concrete Grain Elevators are key historic resources. The Applicant states that they do not show any signs of structural distress and further evaluation will be completed along with any necessary reinforcing to ensure their longevity. The Applicant goes on further to state "Routine maintenance will be performed on the resource to ensure the further deterioration which would affect pedestrians below does not occur."

## 8. Window and Door Repair, Replacement and New Openings in Buildings

The Applicant submitted a window survey for the five buildings. Each window and door in the buildings has been documented and evaluated. The recommendations, based on the window survey, are keyed to a color code that identifies the proposed treatment for each of the windows. The Applicant identifies five different treatments:

1. Historic window to be refurbished
2. Historic window to be replaced with historic replica
3. Historic replica to replace non-historic infill
4. Non-historic window in existing opening/infill
5. New Glazing in non-historic opening

The following is a summary of the proposed window and door treatments for each of the buildings.

*8.1. Pillsbury A Mill:*

- Window Survey Elevations: Sheets 2-A500, A505 A507 and A510
- Existing/Demolition Elevations: Sheets 2-AD500, AD505 AD507 and AD510
- Proposed Elevations: Sheets 2-A500, A505 A507 and A510
- Existing and Proposed Wood Window Sections: Sheet 2-A960
- Existing and Proposed Aluminum Window Sections: Sheet 2-A962
- Proposed Window Types: Sheet 2-A940
- Proposed Storefront Types: Sheet 2-A950

The existing windows of the Pillsbury A Mill are typically wood double hung windows. During their analysis of the windows the Applicant discovered the windows lacked “balances or other safe operating mechanisms.” The Applicant also found that “numerous” sashes have been replaced. In the Applicant’s summary they state that “the windows are extensively listed in the survey as “decayed”, often with mold, and are beyond repair. They are severely damaged by water and ware within masonry openings that are also in poor condition; most notably needing full replacement of the stone and concrete sills.”

The Applicant is proposing to replace the existing Platteville Limestone and poured-in-place concrete design for the sills of the Pillsbury A Mill with a new Lannon Stone and concrete sill design. Sheet 2-A962 provides section detail of the existing and proposed sill and window assemblies. The proposed sill design will have the same dimensions as the existing sills with the exception that the proposed sills will have a slight slope to aid in moisture run-off.

The Applicant concludes, based on the window survey, that only two doors within the Pillsbury A Mill can be refurbished. These two doors are located on the north side of the Pillsbury A Mill along 3<sup>rd</sup> Avenue SE. The rest of the windows in the Pillsbury A Mill have either been infilled or the historic window is lost.

The Applicant is proposing wooden replica windows and doors on the first floor of the Pillsbury A Mill to match the existing windows and doors. The existing and proposed window sections can be found on sheet 2-A960. The windows will be operable single hung windows and will contain true divided lights.

On floors 2 through 7 the Applicant is proposing aluminum single hung windows designed to closely match the existing nine-over-nine historic double hung windows. Sheet 2-A962 provides section details of the existing and proposed windows. The proposed windows will have a simulated divided light with an interstitial spacer. The proposed windows have similar dimension for the top and bottom rails and the stiles,

but not exact matches. The bottom rail will be approximately ½ inch wider than the historic windows. The top rail will be nearly a match and the meeting rail will be approximately ½ inch wider. The stiles will be about 1/8 inch wider and the muntin will match. Overall the existing windows are and the proposed windows will be 118 inches tall and 48 inches wide.

The Applicant has also identified several openings in the building that are not original. In all cases they appear to be in the locations of original openings, but the openings have been expanded over the years. These alterations to the exterior of the building exemplify the industrial use of the building and provide insight into the activity that occurred in these areas of the building and how it may have evolved over time.

At these locations, which are colored blue in the window survey elevations, the Applicant is proposing to fill the non-original openings with window glazing. For openings N2-4, E2-22, E2-30, E4-28, and E5-26 the proposed windows are not historic replicas. The Applicant is proposing simple aluminum window designs without divided lights. This proposal does not return these openings to their original configuration to match the original fenestration patterns of the window openings.

The window openings in the masonry portion of the seventh floor of the A-Mill have been altered to match the openings of the sixth floor. Openings W7-5, W7-9, E7-22, 23, and 24 have all been designed to match the existing window designs.

The Applicant is proposing to modify opening N1-3 on the north side of the A-Mill along 3<sup>rd</sup> Street SE. They are proposing to drop the sill of the window and make the opening a door. The door would service the adjacent internal stairwell. Exterior egress from the stairwell is required by the building code. The proposed door system will be an aluminum system with a three light transom.

### *8.2. Warehouse I- First floor along Main Street:*

- Window Survey Elevations: Sheet 2-A501
- Existing/Demolition Elevations: Sheet 2-AD501
- Proposed Elevations: Sheet 2-A501
- Proposed Window Types: Sheet 2-A940
- Proposed Storefront Type: Sheet 2-A950

The first floor of Warehouse I contained a series of loading bays for the transfer of materials to and from the Complex to rail cars. In 2006, after the previous developer received their approvals, four of the openings had aluminum doors and transom windows installed to allow access to a marketing center.

The Applicant proposes two slightly different treatments for these openings. Openings W1-36, 39, 42, 45, 48, 51, and 63 are proposed to be fixed divided light

aluminum storefront designs with an operable awning. The proposed design of the divided light is consistently used throughout the five buildings of the Complex. See Sheet 2-A940 Window Type 43 and 44 for details.

Openings 54, 57, 60, and 63 are proposed to be operable doors to access the building and the performance and gallery spaces. See Sheet 2-950 Type SF5 for details.

### *8.3. Warehouse I, South Mill and Cleaning House:*

- Window Survey Elevations: Sheets 2-A501, A504 A508 and A509
- Existing/Demolition Elevations: Sheets 2-AD501, AD504 AD508 and AD509
- Proposed Elevations: Sheets 2-A501, A504 A508 and A509
- Existing & Proposed Window Sections: Sheet 2-A963
- Proposed Window Types: Sheet 2-A940 & A941

The majority of the windows of Warehouse I, the South Mill and Cleaning House have been infilled with glass block. The Applicant is proposing to install an aluminum window system with a simulated divided light and interstitial spacer and an operable center awning. The Applicant states the proposed design closely matches the sightlines of the original steel units.

On the north exterior of the Cleaning House the Applicant has identified seven original steel pivot windows that can be repaired (Sheet 2-A508 Openings N8-21, 22, 23, N9-21, 22, 23, and 24). The Applicant states that they will fix the operation of these historic windows and install an interior storm window. The Applicant has not submitted plans showing the design of the proposed interior storm window.

Section details of the glass block infill, steel pivot windows, and proposed aluminum windows can be found on Sheet-2A963.

The Applicant has also identified several openings in the Cleaning House that are not original. In all cases they appear to be in the locations of original openings, but the openings have been expanded over the years. These alterations to the exterior of the building exemplify the industrial use of the building and provide insight into the activity that occurred in these areas of the building and how it may have evolved over time.

At these locations, which are colored blue in the window survey elevations, the Applicant is proposing to fill the non-original openings with window glazing. For Openings W3-39, 40 and 43, E5-13, E7-8, E4-12, E8-6, E9-6, and E912 the proposed windows are not historic replicas. The Applicant is proposing simple aluminum window designs without divided lights. This proposal does not return these openings to their original configuration to match the original fenestration patterns of the window openings. This treatment is consistent with the proposed treatment of similar openings on the Pillsbury A Mill.

*8.4. Red Tile Elevator:*

- Window Survey Elevations: Sheets 2-A501, A504, A506 and A511
- Existing/Demolition Elevations: Sheets 2-AD501, AD504 AD506 and AD511
- Proposed Elevations: Sheets 2-A501, A504, A506 and A511
- Proposed Window Types: Sheet 2-A941
- Existing & Proposed Window Sections: Sheet 2-A964

According to the Applicant's analysis all but three of the existing windows in the Red Tile Elevator are original and repairable. However the Applicant is proposing to refurbish 20 out of the 40 in the head house that are repairable. The operation of the repaired windows will be fixed and an internal storm added. The Applicant states the repaired windows will be in the bedrooms of the units and the proposed replacement windows will be in the living rooms of the units. The new windows will be operable and provide ventilation in the units.

The existing windows are a four light steel window with an operable center awning. The Applicant is proposing an aluminum replica window with an operable center awning for the proposed replacement windows. The proposed replacement windows do not include a center division as the existing windows do and thus have three lights not four. Section details for the proposed and existing windows can be found on sheet 2-A964.

The Applicant is proposing to cut five new window openings in the Red Tile Elevator (Openings S8-4, S94, S10-4, S11-3, and S12-3). These are the only new window openings proposed on the five buildings. The proposed openings are 7 feet 4 inches wide and 5 feet 6 inches tall. The five openings are symmetrically aligned on the five floors of residential units within the Red Tile Elevator and follow the existing fenestration patterns.

The proposed windows are a double window version of the proposed aluminum replica of the historic steel windows in the Red Tile Elevator.

The Applicant is proposing to daylight five openings that have been infilled with masonry or other materials. Three of these openings are on west/Main Street SE facade; one is on the south and one on the north facade. These infilled openings are much larger than the existing openings. Based on historical photographs it is likely that the infilled areas were used once or several times to move equipment in and out of the Red Tile Elevator.

Historical photographs suggest that opening W9-44 is likely original to the building and retains its opening size. It appears that in 1912 similar openings existed below and above the subject opening.

Based on the fenestration patterns of the original openings and historic photographs windows similar to the historic windows were in openings W11-31 and S10-2 prior to the current larger infilled configuration.

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*8.5. Daylighting current and former Mechanical Vent Openings for Windows:*

The Applicant has not provided an inventory or analysis of this patchwork of existing, altered and infilled openings as to whether the openings were original or used for windows, doors, or mechanical equipment. This typology of openings might guide the compatible and sympathetic treatment of these areas and lend to a better understanding of the evolution of the buildings.

*Current and Former Vent Openings Proposed to be infilled with Windows*

The Applicant is proposing to replace former and current vent openings with aluminum windows. Current and Historic pictorial evidence provide some help in understanding these openings.

- Current Vent Openings  
Cleaning House/South Mill: Sheet A-504 Openings E6-7, E7-9; Sheet A-508 N6-22, N7-21; Sheet A509 Openings S8-15, S8-19
- Former Vent Openings  
Red Tile Elevator: Sheet 2-A501 Openings W9-39, 40, 42, 43, 45, 46. W10-31, 32, 34, 35, 36, 38, 39, 40

**9. Repointing, Masonry Repair, Replacement and Cleaning**

The proposed exterior restoration work to the buildings is being handled in two phases. At the time of this report the Applicant has completed the first phase of this work and provided a scope of work from Wiss, Janney, Elstner Associate, Inc- WJE for the second phase (see Appendix 4a for the scope of work). Phase I was completed by Bob Mack of MacDonald & Mack Architects and included members of BKV and WJE. The work denoted on the proposed exterior elevations (Sheets 2-A500 to A511) represents the work of Phase I.

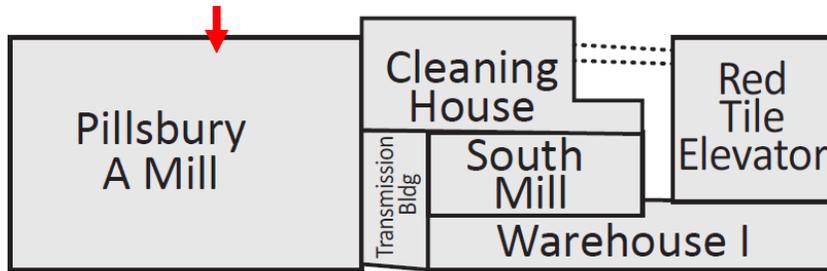
The Applicant is proposing to repoint 100 percent of Masonry of the Pillsbury A Mill and approximately 10 percent of the South Mill, Red Tile Elevator and Cleaning House.

The Applicant's plans identify several shaded areas throughout the buildings where they have identified areas of damaged masonry and repair and replacement is proposed. See Exterior Elevations Sheets 2-A500 to A511 Keynote 24.

The proposal includes replacing the stone cap and top two levels of masonry of the parapet wall of the Pillsbury A Mill. See Sheet 2-A640, Detail 30/A640. The parapet currently has two courses of cast concrete and the Applicant is proposing to replace those with stone. The Applicant has not indicated what kind of stone will be used in the parapet repair or other masonry repair on the Pillsbury A Mill.

The proposal also includes an area identified at the inlaid “Pillsbury” sign on the Pillsbury A Mill’s west facade. Sheet 2-AD500 Keynote D35 “Remove loose stone to prevent spalling.” The Applicant has not provided additional information in the proposed elevation notes or provided other information as to what efforts will be done to protect the inlaid sign.

#### 10. Pillsbury A Mill Penthouse Expansion, Recladding and New Windows



- Existing/Demolition Elevations: Sheets 2-AD500, 2-AD505, 2-AD507, and 2-AD510.
- Proposed Elevations: Sheets 2-A500, 2-A505, 2-A507, and 2-A510.
- Enlarged Elevation: Sheet 2-A520
- Roof Detail Sections: Sheet 2-A640
- Proposed Window Details: Sheets 2-A940
- Existing/Demolition Floor Plan: 2-AD171
- Proposed Level Seven Floor Plans: 2-A170

The existing penthouse covers a large portion of the Pillsbury A Mill roof. With the exception of the masonry walls on the east and west ends of the building the penthouse is setback from the building wall of the Pillsbury A Mill.

The Applicant is proposing to reuse the penthouse for housing units, mechanical space and common space with a deck. The Applicant is proposing to expand the existing Pillsbury A Mill Penthouse at its northwest flank. It will be extended out approximately 12 feet west for a length of approximately 50 feet. The proposed expansion will house a new stair tower and hallway.

The Applicant is proposing 16 window and door openings and is proposing to reclad the exterior of the penthouse in similar materials as to what currently exists. The north and south walls of the west and east elevations will be clad in a galvanized flat sheet metal with exposed fasteners and the rest will clad in a galvanized vertical corrugated metal.

A rooftop deck is proposed in the northwest corner of the roof. It will be setback one structural bay and a 3 foot 6 inch tall railing in a design similar to the proposed railings along Main Street SE will be installed around its perimeter.

### **11. Signage**

The Applicant's plans include notes for new building signage and a note to replace the existing illumination of the "Pillsbury's Best Flour" sign with LED to match the existing historic appearance. See Sheet 2-A501 Keynotes 17 and 27. The Applicant has not submitted plans for new signs or repairs of the existing sign.

### **PUBLIC COMMENT:**

Public hearing notices for this Certificate of Appropriateness application were mailed on March 6, 2012. As of March 10, 2012 several letters have been submitted. Copies of the letters are located in Appendix C.

**CETIFICATE OF APPROPRIATENESS:** Certificate of Appropriateness for the Rehabilitation of the Pillsbury A Mill, Transmission Building, Warehouse I, South Mill, Cleaning House and the Red Tile Elevator.

### ***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 St. Anthony Falls Historic District is significant for the falls themselves, the power that was harnessed from it, and the industries that thrived because of this power. The designation of the St. Anthony Falls Historic District recognizes the significance of the urbanization of the area around the Falls; this includes residential and commercial development, transportation infrastructure, and most famously the industries of saw and flour milling. Minneapolis led the nation in the production of flour between 1880 and 1930. At the center of this flour milling industry was the Pillsbury "A" Mill. The National Historic Landmark nomination form recognizes the property's industrial significance. The NHL nomination states "The Pillsbury A Mill was the largest, most advanced mill in the world at its completion in 1881. The "A" Mill was a masterpiece of industrial design, a standard from which all other mills of its time were measured."

The National Register of Historic Places nomination form for the 1971 listing of the St. Anthony Falls Historic District states the district's areas of significance include architecture, commerce, industry and transportation.

The St. Anthony Falls Historic District is more than a collection of buildings. The Pillsbury "A" Mill Complex and the entire milling industry that made Minneapolis would not have occurred without access to raw grain and the ability to ship its processed flour around the region and the country. The railroads provided this important transportation link. The impact of the railroads on the built environment of the St. Anthony Falls Historic District is evident in several ways whether it is the alteration of the grade, the alignment of buildings along corridors, or open space. These features are integral to understanding the design of the buildings within the district, story of the milling industry in Minneapolis and the heritage of the St. Anthony Falls Historic District.

The proposed project is a rehabilitation of the Pillsbury A Mill Complex. It adaptively reuses the industrial buildings of the Complex for residential uses. The proposed project retains the character defining features of each of the five buildings and celebrates their interdependence and identity as a complex by centralized entrances and uniform treatments.

Future deterioration of other bridges between the Red Tile Elevator and the South Mill and the White Concrete Grain Elevators could undermine the integrity and thus the significance of the subject buildings. The Applicant has stated they plan to maintain these features, but has not provided a plan that details this maintenance.

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

The proposed project is compatible with and supports the designation of the Pillsbury A Mill Complex as contributing resources to the St. Anthony Falls Historic District. Further it supports the designation of the Pillsbury A Mill as a National Historic Landmark. The project rehabilitates the five subject buildings of the Pillsbury A Mill Complex. The proposed alterations allow for the buildings to be adaptively reused while introducing minimal exterior alterations to the buildings to allow for this reuse.

The buildings of the Pillsbury A Mill Complex operated as a series of components for one industrial machine, the creation of flour from grain. The proposed project retains the interconnectedness of the buildings and supports the designation as an industrial milling complex.

The Pillsbury A Mill is the first mill in Minneapolis to be designed by an architect. The Applicant's proposal preserves the original design of the building. It introduces new windows that closely match the historic window design. It stabilizes the building's exterior that was shifted by the vibrations of the milling operations it contained. It also

stabilizes and preserves the masonry of the building which has been in a state of disrepair.

The project rehabilitates the Red Tile Elevator, a twelve story grain elevator, for a residential use. This use requires the removal of historic fabric, including a stair tower, and the installation of five new window openings, but retains the overall massing, materials and fenestration patterns that define this iconic building.

The demolition of the bridge between the Red Tile Elevator and the Cleaning House has been proven necessary to prevent significant damage to both buildings. This effort supports the long term preservation of the buildings and as proposed continues to demonstrate the interconnected relationship of the buildings through the construction of the new bridge. However, the Applicant's proposal discusses two separate mitigations measures for the treatment of the existing openings of the bridge.

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

Integrity is the ability of a resource to convey its significance. The significance of the Great Northern Railroad Corridor is that it provided a crucial transportation link for the Pillsbury "A" Mill and served as integral component of the entire Pillsbury "A" Mill complex. It shaped the development and location of other resources within the complex and the St. Anthony Falls Historic District. The National Park Service (NPS) identifies seven aspects of integrity, several of which are discussed below.

**Design**

The NPS provides the following information regarding design in its publication "How to Evaluate the Integrity of a Property"

*Design is the combination of elements that create the form, plan, space, structure, and style of a property. It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape architecture. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials.*

*A property's design reflects historic functions and technologies as well as aesthetics. It includes such considerations as the structural system; massing; arrangement of spaces; pattern of fenestration; textures and colors of surface materials; type, amount, and style of ornamental detailing; and arrangement and type of plantings in a designed landscape.*

*Design can also apply to districts, whether they are important primarily for historic association, architectural value, information potential, or a*

*combination thereof. For districts significant primarily for historic association or architectural value, design concerns more than just the individual buildings or structures located within the boundaries. It also applies to the way in which buildings, sites, or structures are related: for example, spatial relationships between major features; visual rhythms in a streetscape or landscape plantings; the layout and materials of walkways and roads; and the relationship of other features, such as statues, water fountains, and archeological sites.*

Overall the proposed project ensures the integrity of the design of the complex. It rehabilitates the buildings for a residential use; it preserves their interconnectedness and preserved their major character defining features. It introduces alterations to the buildings that are required for their reuse for multi-family residential units and that are necessary to ensure the structural integrity of the historic resources. It introduces new entrance elements that are sympathetic, compatible, and differentiates the new from the old.

The most significant alterations are proposed at the Red Tile Elevator and are the result of adaptively reusing a grain elevator for a residential use. The alteration to remove the existing stair and elevator tower and to add a new stair and elevator addition (that meets the building code) will impact the integrity of the design of this building. However, the massing, overall fenestration patterns, and materials remain intact. These alterations are required to reuse this building.

### **Materials**

The NPS provides the following information regarding materials in its publication "How to Evaluate the Integrity of a Property"

*Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The choice and combination of materials reveal the preferences of those who created the property and indicate the availability of particular types of materials and technologies. Indigenous materials are often the focus of regional building traditions and thereby help define an area's sense of time and place.*

The proposed project stabilizes the masonry of the buildings through repointing, repair and replacement of masonry units identified in the two phase investigation of the building's exterior. The project, as proposed, retains the integrity of the materials.

- (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 relevant design guidelines for this project are the Saint Anthony Falls Historic District Guidelines, adopted by the Heritage Preservation Commission in 1980. The applicable sections of these guidelines are in the general guidelines and in Section H, East Bank Milling.

The guidelines state the following regarding the rhythm of projections “there shall be no major projections on the principal facades, since there is no consistent pattern of projections of the existing buildings.” The Applicant is proposing a new primary entrance for the five buildings located in a former opening in the Transmission Building. The proposed entrance has a Corten steel canopy that projects out from the building wall. The proposed entrance retains the historic fenestration patterns but does project out from the building wall. This is done to identify the entrance to the Complex, which have several historic and proposed doors along this facade. The proposal meets the intent of this guideline as the proposed entry is a modern interpretation of the canopies that historically existed on the Pillsbury A Mill and Warehouse I buildings which covered the loading docks used to transfer goods to and from the buildings.

- (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.**

There are six Standards for Rehabilitation that are applicable to the proposed application:

*Standard One: 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*

*Standard Two: 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.*

*Standard Three: 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.*

*Standard Four: Changes to a property that have acquired historic significance in their own right will be retained and preserved.*

*Standard Five: 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.*

*Standard Nine: 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.*

The proposed project introduces a substantially new use to the property by converting it from its last use as an industrial mill to a residential use. While the new uses require alterations to the buildings, the project preserves the distinctive materials, features and spatial relationships of the Pillsbury A Mill Complex. Using the buildings for milling is not feasible given changes in industry, transportation, and the market in Minneapolis. The alterations proposed would likely be required for any commercial or residential reuse of the property.

The proposed project recognizes the changes that have occurred to the property over time as evidenced in the differing proposed window designs for altered openings compared to original window openings. New additions and alterations for the proposed reuse minimize the removal of historic materials, retain the spatial relationships of the historic resources and differentiate the old from the new while remaining compatible with the Pillsbury A Mill Complex.

The Secretary of the Interior's Standards for Rehabilitation are accompanied by Guidelines that provide more detailed guidance. The guidelines provide some similar advice to both Setting and Site.

**Building Additions:** The Guidelines state the following regarding additions:

- *Constructing a new addition so that there is the least possible loss of historic materials and so that character-defining features are not obscured, damaged, or destroyed.*
- *Designing a new addition in a manner that makes clear what is historic and what is new.*
- *Considering the design for an attached exterior addition in terms of its relationship to the historic building as well as the historic district or neighborhood. Design for the new work may be contemporary or may reference design motifs from the historic building. In either case, it should always be clearly differentiated from the historic building and be compatible in terms of mass, materials, relationship of solids to voids, and color.*

For all the proposed additions (front and rear entrances, Red Tile Stair and Elevator, and new bridge between the Red Tile Elevator and the Cleaning House) the use of materials and the design details of the additions clearly offset the new additions from the historic buildings in a compatible manner in terms of massing and materials and fenestration patterns.

The proposed removal of the Red Tile Elevator Stair and Elevator and the construction of a new stair and elevator results in work that on its face does not comply with a portion of the Guidelines as it results in the loss of historic fabric. However, the proposed location and design is the best location to accommodate this needed access to the building while not impacting the overall character defining features of the Red Tile Elevator and the adjacent historic resources. The subject addition meets the guidelines for new building additions.

The Applicant is proposing to salvage the red tile from the stair and elevator where feasible for possible patching on non-historic openings in the building. The location of the proposed addition, at the site of existing stairs, maintains the internal configuration of the building and the spatial relationship and massing of the building in relationship to the other historic resources of the Pillsbury A Mill Complex including the mid-block portion of the Great Northern Rail Corridor.

**Window Repair and Replacement:** The Guidelines state the following regarding windows:

- *Identifying, retaining, and preserving windows--and their functional and decorative features--that are important in defining the overall historic character of the building. Such features can include frames, sash, muntins, glazing, sills, heads, hoodmolds, paneled or decorated jambs and moldings, and interior and exterior shutters and blinds.*
- *Conducting an in-depth survey of the condition of existing windows early in rehabilitation planning so that repair and upgrading methods and possible replacement options can be fully explored.*
- *Repairing window frames and sash by patching, splicing, consolidating or otherwise reinforcing. 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.*
- *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.*

- *Designing and installing new windows when the historic windows (frames, sash and glazing) are completely missing. The replacement windows may be an accurate restoration using historical, pictorial, and physical documentation; or be a new design that is compatible with the window openings and the historic character of the building.*

The Applicant submitted a window/door survey for the five subject buildings. The survey identifies the condition of each of the existing openings and a determination whether the existing window or door can be rehabilitated.

*Pillsbury A Mill:*

The Applicant has indicated that the existing historic windows in the Pillsbury A Mill are not repairable due to their condition. The proposed windows meet the Guidelines identified above.

The Applicant is proposing to replace the first floor windows with new wooden windows that appear to be an exact match to the profiles and details of the existing windows. However, on the second through seventh floors the Applicant is proposing to use aluminum windows. The profiles of the proposed aluminum window will vary slightly from the existing historic windows and the proposed wooden windows. The Applicant has identified cost as being the prevailing factor for using aluminum versus wood windows.

*Warehouse I, South Mill & Cleaning House:*

The Applicant's window survey demonstrates that the windows in these buildings, with the exception of five historic windows that will be rehabilitated, are non-original glass block infill. The Applicant is proposing a new aluminum window based on pictorial evidence and other information suggesting that the historic windows were a steel divided light window with an operable center awning. The Applicant's proposal for these buildings meets the Guidelines for windows.

*Red Tile Elevator:*

The Applicant's proposed treatment of each of the windows does not reflect the recommendations regarding the reparability of each individual window identified in the window survey.

As noted earlier in the summary of this work, approximately half of the repairable windows in the Red Tile Elevator are proposed to be replaced. The Applicant states this is due to the desire for ventilation in the proposed residential units. The Applicant has not provided evidence that the windows cannot be repaired to an operable condition by using an internal storm window configuration as proposed to meet the desired thermal effectiveness. Without this information it is unknown if this portion of the proposed project meets the guidelines listed above.

Where windows are proposed to be replaced on the Red Tile Elevator the Applicant is proposing an aluminum window that matches the operation of the

existing windows. The proposed windows do not match the division of lights of the historic windows; the proposed is a three-light design and the historic is a four-light design. For this reason the proposed design for the replacement windows is not compatible with the historic character of the building.

**New Window Openings:** When introducing new window openings the Guidelines recommend “designing and installing additional windows on rear or other-non character-defining elevations if required by the new use. New window openings may also be cut into exposed party walls. Such design should be compatible with the overall design of the building, but not duplicate the fenestration pattern and detailing of a character-defining elevation.”

The Applicant is proposing to install five new window openings on the south facade of the Red Tile Elevator. The proposed windows are vertically aligned on the five floors of the building and horizontally aligned with the windows on each floor. The new windows are differentiated by the double window bay opening and three-light window configuration.

Due to its design, massing, height and the spatial configuration of the Pillsbury A Mill Complex the Red Tile Elevator does not have a typical rear or non-character defining facade. The facade that might be considered the rear is the east facing facade where the existing and proposed stair and elevator are located, not the South facade where the subject windows are proposed.

CPED is sympathetic to the difficulty of reusing the Red Tile Elevator for any use, especially a residential use that requires windows and light. CPED supports sensitive and compatible alterations to the Red Tile Elevator to allow the successful rehabilitation of the building. CPED believes the proposed window openings and windows meet the Guidelines.

**Daylighting Infilled Areas for Windows:** The Applicant is proposing to reopen previous openings that have been infilled. In general, the Applicant’s proposal is in-keeping with the Guidelines for Rehabilitation. Three openings on the Red Tile Elevator, however, stand-out for their strong departure from the fenestration patterns of the building and high visibility. Opening S10-2 on the 10<sup>th</sup> level of the south elevation of the building and openings W11-31 and 33 on the 11<sup>th</sup> level of the west elevation introduce three large openings that from historic and current photographic evidence never appear to have been used for windows or doors.

Historical photographs indicate that at various times over the building’s existence large openings have existed in the building. One of these openings, W9-44, on the 9<sup>th</sup> floor of the west elevation of the Red Tile Elevator never was permanently infilled. Staff surmises that due to the design of the building this may have been one of the only ways to move equipment in and out of the building.

The three subject openings are easily identifiable due to materials used to infill these openings. CPED is supportive of the approach of recognizing alterations to buildings as records of its use and treating those alterations in a manner that is sympathetic and compatible with the fenestration patterns and history of the buildings. CPED believes proposed treatment of these features meets the Guidelines.

**Masonry:** The Applicant has proposed a two phase investigation and evaluation of the masonry of the buildings. The Applicant has completed Phase I and their proposal reflects the recommendations from this work. The Applicant has not undertaken Phase II, but has included the scope for this work. This work will further refine the approach to the treatment of the masonry of the Pillsbury A Mill and the Red Tile Elevator. The process proposed to evaluate the masonry of the buildings is in-keeping with Guidelines. However, the final details and plan to address repair or replacement has not been developed yet and as such it is not possible at this time to determine if the treatment is fully in-keeping with the Guidelines.

- (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.**

**Heritage Preservation:** The Applicant's proposal is consistent with a number of the applicable policies of the comprehensive plan regarding Heritage Preservation including:

- Policy 8.1 of the Comprehensive Plan: "Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture."
- Policy 8.5: Recognize and preserve the important influence of landscape on the cultural identity of Minneapolis.

The Marcy Holmes Master Plan also calls for the preservation of historic resources within the neighborhood.

**Land Use:** The proposed use of the site is 250 units of affordable artist housing. The project includes space for an interpretive energy center in the Pillsbury A Mill building as well as a gallery and performance space in Warehouse I along Main Street SE.

The proposed project is located within the East Hennepin Activity Center, a land use feature as designated in the comprehensive plan. The comprehensive plan states that activity centers "support a wide range of commercial, office, and residential uses. They typically have a busy street life with activity throughout the day and into the evening. They are heavily oriented towards pedestrians, and maintain a traditional urban form and scale. Activity Centers are also well-served by transit."

The future land use for this site is designated as Urban Neighborhood. Urban Neighborhood is defined as a “predominantly residential area with a range of densities, with highest densities generally to be concentrated around identified nodes and corridors. May include undesignated nodes and some other small-scale uses, including neighborhood-serving commercial and institutional and semi-public uses scattered throughout. More intensive non-residential uses may be located in neighborhoods closer to Downtown and around Growth Centers.” The Marcy Holmes Master Plan calls for multiple family housing on the project site.

**Neighborhood Connections to the River:** The Marcy Holmes Master Plan calls for a new street at 4<sup>th</sup> Avenue SE through the subject site and at 5<sup>th</sup> Avenue SE. The intent of these requirements is to create porosity through the Pillsbury A Mill complex to allow for better connections for the neighborhood to the river.

The 4<sup>th</sup> Avenue SE connection proposed in the Marcy Holmes Master Plan would require the demolition of the concrete grain elevators of the Pillsbury A Mill complex – a contributing resource to the St Anthony Falls Historic District. The demolition would not be in keeping with the policies of the Minneapolis Plan for Sustainable Growth or the Preservation Ordinance. To accommodate the policy intent of the Marcy Holmes Master Plan the Applicant is providing a walkway and stair access through the Pillsbury A Mill Complex in the vicinity of this desired connection. The walkway runs from 2<sup>nd</sup> Street SE along the concrete grain elevators, down into the rail spur corridor and along the downriver side of the Red Tile Elevator to Main Street SE.

The Applicant is also providing a dedicated pedestrian connection along the former 5<sup>th</sup> Avenue SE right-of-way through the Pillsbury A Mill complex to meet the intent of the plan.

- (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 Applicant’s proposal includes the destruction of two elements that are attached to the Red Tile Elevator. First is the removal of the bridge between the Red Tile Elevator and the Cleaning House. Second is the removal of the stairs from the east of the Red Tile Elevator

**Red Tile Elevator Bridge:** Photographs and the structural report from Mattson MacDonald Young provide evidence that the removal of the bridge is necessary to correct unsafe conditions.

The Applicant is not proposing to reconstruct the bridge at its current location but proposes to leave the openings in the building and the edge of the existing bridge as part of balcony to indicate its former location. The Applicant proposes to construct a bridge two floors below to connect the buildings. The lowered bridge placement is due to building code required egress from the Red Tile Elevator. The bridge provides a second means of egress, if the Applicant were to rebuild the current bridge the Applicant would still be required to provide another means of egress on the Red Tile Elevator. According to the Applicant, building code would not consider the bridge at the tenth level sufficient egress for the two floors of residential units below. This would require an additional stair from the site or a bridge at the eighth level as proposed. The proposed destruction and new addition appear to be the most reasonable alternative to provide the required building code egress to adaptively reuse the Red Tile Elevator.

**Red Tile Elevator Stairs:** The Applicant is proposing to demolish the existing east stair tower of the building and construct a new stair and elevator addition. The destruction is not required to correct dangerous or unsafe conditions on the property. However, the stairs cannot be used as building code compliant stair or elevator shaft. To allow for the head house of the Red Tile Elevator to be reused a new code compliant stair and elevator are required. The area adjacent to the Red Tile Elevator is constrained by the proximity of the historic rail lines that occupied the adjacent mid-block Rail Spur Corridor. To construct the required stair and elevator the Applicant could simply add on to the rear of the Red Tile Elevator without destroying this historic rail line connection. The proposed destruction and new addition appear to be the most reasonable alternative to provide the required building code access to adaptively reuse the Red Tile Elevator.

***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 provided analysis of the 1971 National Register of Historic Places Nomination of the St. Anthony Falls Historic District. They have proven that they have adequately considered the 1992 update to the historic district. The Applicant has demonstrated knowledge of each of these documents.

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

The Applicant has demonstrated consideration of Chapter 530 Site Plan Review.

- (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.**

The Applicant states that they are following the Rehabilitation Standards and Guidelines.

***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:***

- (11) ***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's proposal to rehabilitate the five subject buildings will ensure continued significance and integrity of all contributing properties in the historic district. The Applicant's proposal retains the resources' character defining features, stabilizes the exterior materials of the buildings and their structural components, while adding new compatible additions necessary to allow for the reuse of these former industrial milling buildings. The Applicant's proposal recognizes and preserves the interconnected relationship of the buildings with each other, the rest of the resources of the Pillsbury A Mill Complex and the St. Anthony Falls Historic District.

The Applicant's proposal identifies alterations to the "Pillsbury's Best Flour" sign located atop the Red Tile Elevator. The Applicant has not submitted additional information or details of the proposed work. Allowing alterations to a historic resource without a thorough analysis would not ensure the integrity of the contributing properties and would be detrimental to the historic district.

- (12) ***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 proposed project retains the essential character of the historic district. It retains the industrial character and interconnectedness with the transportation uses of the historic district while adaptively reusing the historic industrial building for affordable artist housing.

- (13) ***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.***

In general the proposed project will not be injurious to the significance and integrity of other resources in the historic district, nor will it impede the normal and orderly preservation of surrounding resources. The proposed project stabilizes and rehabilitates the historic resources which help to ensure the integrity of surrounding resources. In most cases proposed changes are supported by historical documentation or detailed analysis of existing historic features.

## STAFF RECOMMENDATION

The Department of Community Planning and Economic Development - Planning Division recommends that the Heritage Preservation Commission adopt the above findings and **approve** the Certificate of Appropriateness for the Rehabilitation of the Pillsbury A Mill, Transmission Building, Warehouse I, South Mill, Cleaning House and the Red Tile Elevator located at 300 2<sup>nd</sup> Street SE, 400 Second Street SE and 100 3<sup>rd</sup> Avenue SE with the following conditions:

1. The replacement of windows, which have been identified as repairable historic windows by the Applicant, in the Red Tile Elevator is not approved.
2. The Applicant shall submit the results of the Phase II masonry evaluations, details and plans on how and where proposed repair and replacement will occur, as well as material samples prior to building permit issuance. This shall be reviewed and approved by CPED.
3. The Applicant shall submit a plan to CPED for the maintenance of the remaining bridges connecting the Red Tile Elevator with the South Mill and White Concrete Grain Elevators.
4. The Applicant shall submit a master sign plan that addresses historic signage as well as any new proposed signs for review and approval by the HPC in a public hearing. The proposed alterations to the Pillsbury A Mill sign or any historic building signage as well as any new signage is not approved at this time.
5. All workmanship must be completed in conformance with the Secretary of Interior Standards, see: <http://www.nps.gov/history/hps/tps/standguide/>
6. The Applicant shall obtain all other necessary City approvals prior to the commencement of work.
7. CPED-Planning Staff shall review and approve the final plans prior to building permit issuance.
8. Approvals for this Certificate of Appropriateness shall expire if they are not acted upon within one year of approval, unless extended by the Planning Director in writing prior to the one-year anniversary date of approvals;
9. 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;