

Department of Community Planning and Economic Development – Planning Division
Certificate of Appropriateness
BZH-27247

Date: March 20, 2012

Proposal: Certificate of Appropriateness for the Demolition of the Manildra Hydroprocessing Building

Applicant: Owen Metz, Dominionium

Address of Property: 100 3rd Avenue SE and 413 Main Street SE

Project Name: Pillsbury 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

Attachment B: Materials submitted by Applicant

- B1. Certificate of Appropriateness Application & Responses to Findings
- B2. Photographs of Manildra Hydroprocessing Building
- B3. Historic Resource Protection
- B4. Archaeological Literature Search for Phase I and II of Mill & Main Development July 21, 2011
- B5. Addendum to Analysis of Effects for the Proposed Pillsbury "A" Mill Complex Project, Minneapolis, Hennepin County, Minnesota November 2011
- B6. Report on Phase I Archaeological Assessment of Proposed Mill & Main Development Minneapolis, Hennepin County, Minnesota November 2011
- B7. Phasing Plan
- B8. Composite Site Plan
- B9. Existing Site Plan
- B10. Demolition Plan
- B11. Interim Site Plan
- B12. Completed Site Plan

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:
 - <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



Manildra Hydroprocessing Building. Looking northeast from Main Street SE. CPED 2012

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CLASSIFICATION:	
Local Historic District	Saint Anthony Falls Historic District
Period of Significance	1858-1941
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

PROPERTY INFORMATION	
Current name	Manildra Hyrdoprocessing Building
Historic Name	Manildra Hyrdoprocessing Building
Proposed Address	413 Main Street SE
Historic Address	413 Main Street SE
Original Construction Date	1974
Original Contractor	N/A
Original Architect	N/A
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.¹

The Manildra Hydroprocessing building was constructed in 1974. It is attached to the south building wall of the Red Tile Elevator. The building is clad in white corrugated metal. It was certified as a non-contributing building by the National Park Service during the Historic Preservation Certification Application Part I Evaluation of Significance.

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

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

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 Sherriff'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 5th 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 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

Dominium is proposing 31 surface parking spaces in the Great Northern Railway corridor. Dominium 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.

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.

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

A potential pitfall of the strategy to divide the complex into two separate development projects is that features and resources common to the complex might not be treated holistically, which would be an insensitive and perhaps destructive treatment of those resources and features. The proposed division of the complex straddles the Great Northern Rail Spur Corridor. 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 PROPOSED PROJECT

The Applicant, Dominion, has applied for a Certificate of Appropriateness for Demolition of the Manildra Hydroprocessing Building. The Applicant states the timing of the work is necessary prior to the work beginning on the adjacent Pillsbury A Mill Complex site as Dominion cannot acquire their site with the Manildra Building existing in its current form as the property line that is proposed between the Dominion and Doran portions of the Pillsbury A Mill Complex runs through the building. A property line cannot run through a building. Dominion is acquiring ten feet one inch of the property south of the Red Tile Elevator.

According to the Applicant the “Manildra Building is attached at several locations” to the Red Tile Elevator. The proposed project will remove the building down to its foundation. The foundation of the northernmost 11 feet of the Manildra Building will be removed to create a clean break between the Red Tile Elevator and future development to the South. The Applicant has provided an interim site plan for the area of the Manildra Building. It shows that the building footprint will be regraded with class 5. The east building wall will remain at the height of the adjacent retaining wall. This is the extent of proposed project.

The Applicant has submitted a general outline of how to protect a historic resource during the proposed work. The outline does not appear to be tailored to this project or how they will protect the Red Tile Elevator or Warehouse I during the proposed demolition. However they have not provided a plan as to how they will remove materials from the Manildra Building that have been affixed or attached to the Red Tile Elevator or Warehouse I.

The long term vision of the site will be the location of Doran Companies Phase II housing site. The phasing plan submitted by the Applicant indicates the Doran Companies plans to start on the project in 2014 with likely completion in mid 2015. The Applicant has submitted a final site plan that illustrates the final vision for the site. Doran’s Phase II building and final site plan have not been reviewed by CPED or the HPC and will be subject to reviews in the future.

The potential for archaeology on the site has been investigated and evaluated. "Report on Phase I Archaeology Assessment of Proposed Mill & Main Development, Minneapolis, Hennepin County, Minnesota" was prepared by Christina Harrison of Archaeological Research Services (ARS) and submitted to CPED by Doran Companies in December 2011. The scope of the research included both of Doran's Phase I and Phase II sites, which includes the site of the Manildra Building. The work included literature reviews as well as test borings.

The report concludes that the results of the soil testing:

"... did little more than confirm earlier conclusions that most of the Phase I parcel, as well as accessible portions of the phase 2 parcel, all seem too disturbed by recent land use to retain any archaeological evidence that has interpretive value and therefore warrants further research or protection in place.

Only two areas may still be considered to possibly have some archaeological potential:

Within the Phase I parcel, the northeastern-most segments of Lots 7 and 8, where remnants of the late 19th century/early 20th century structures, along with associated artifacts, may have survived beneath fill that was to build up the embankment for the later, more west-trending tracks of the Great Northern Railroad Spur;

Within the Phase II parcel, the strip along its northeastern edge—an area where Figure B:3 suggests that proposed excavation depths of up to 15 feet conceivably could impact undisturbed Native American and late 19th/early 20th century Euro-American archaeological evidence that has been preserved beneath fill used to level the corridor for the railroad tracks and adjacent landings."

The report states that the two mentioned area of possible archaeological concern may need further study depending on the outcomes of further planning and design development. One of these areas is near, but not within, the Applicant's proposed scope of work.

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 Demolition of the Manildra Hydroprocessing Building

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 demolition continues to support the significance of the St Anthony Falls Historic District. The Manildra Hydroprocessing Building was constructed in 1974, three years after the district was designated as a local, state and national historic district. The building does not contribute to the historic significance of the district as it was constructed considerably after its period of significance.

The district has been recognized as also being significant for archaeology. The ARS 2011 report provides a thorough analysis of the archaeological potential in the area of the proposed project. It does identify an area near, but not within, the proposed scope of work for the demolition of the Manildra Building that should be further evaluated prior to excavation in that area.

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

The proposed demolition is compatible with the exterior designation of the historic district. The Applicant has provided a report on the evaluation of potential archaeology in the project area. One area near the Manildra Building was identified as area of “archaeological concern” in the report. The Applicant’s current proposal does not disturb the land in this area at this time. When the future Phase II development occurs on this site this area will likely be disturbed.

(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 proposed project removes a non-contributing resource to the St. Anthony Falls Historic District. The integrity of the district is retained as its historic setting defined by its spatial relationships will remain unaltered.

(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 do not offer specific guidance on the proposed demolition of the Manildra Building, the archaeology in the area or the interim site plan.

(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 four 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 Eight: Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

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 removes a non-contributing building from the St. Anthony Falls Historic District and proposes an interim plan that retains the overall existing grade and features of the site until the future development is proposed. This interim plan complies with the Secretary of the Interior Standards.

The Applicant has undertaken a Phase I archaeological assessment. The assessment identifies one location on the site that may have archaeological potential. The Applicant has not identified a process to address this one location.

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.

Identifying, retaining, and preserving buildings and their features as well as features of the site that are important in defining its overall historic character. Site features may include circulation systems such as walks, paths, roads, or parking; vegetation such as trees, shrubs, fields, or herbaceous plant material; landforms such as terracing, berms or grading; furnishings such as lights, fences, or benches; decorative elements such as sculpture, statuary or monuments; water features including fountains, streams, pools, or lakes; and subsurface archeological features which are important in defining the history of the site.

Identifying, retaining, and preserving building and landscape features which are important in defining the historic character of the setting. Such features can include roads and streets, furnishings such as lights or benches, vegetation, gardens and yards, adjacent open space such as fields, parks, commons or woodlands, and important views or visual relationships.

The Applicant's proposal results in the demolition of the Manildra Building and the re-grading of its footprint. The proposed project does not result in the demolition or

alteration of other site features and retains historic relationships of the contributing resources to the Pillsbury A Mill Complex and the St. Anthony Falls Historic District. The proposed project meets the Guidelines for Site and Setting.

- (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 4th Avenue SE through the subject site and at 5th 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 4th 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 2nd 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 removal of the Manildra Building is required to realize this planned connection.

The Applicant is also providing a dedicated pedestrian connection along the former 5th 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 the Manildra Building, a non-contributing building to the St. Anthony Falls Historic District. The building was constructed outside the period of significance and as such does not contribute to the historic significance of 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:

- (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 consideration of 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 demolition of the Manildra Building is compatible with and will ensure the significance of the properties within the historic district. The building is a non-contributing building constructed after the period of significance for the district.

The Red Tile Elevator's and Warehouse I's integrity of design and materials may be impacted by the proposed demolition. The Applicant has not submitted a detailed plan for how the Red Tile Elevator or Warehouse I will be protected during the proposed demolition and has not identified how materials affixed to the Red Tile Elevator or Warehouse I will be sensitively removed and the Red Tile Elevator and Warehouse I repaired.

- (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 removes a non-contributing building, which by nature of its non-contributing status will not impact the essential historic character of the district. The proposed interim site plan will continue the general conditions found on the adjacent land of the Manildra Building.

- (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.***

The preservation of the Red Tile Elevator may be impeded by the proposed demolition. The Applicant has not submitted a detailed plan for how the Red Tile Elevator or other adjacent historic resources will be protected during the proposed demolition and has not identified how materials affixed to the Red Tile Elevator and Warehouse I will be sensitively removed and the Red Tile Elevator repaired.

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 Demolition of the Manildra Hydroprocessing Building located at 100 3rd Avenue SE and 413 Main Street SE with the following conditions:

1. The Applicant shall prepare and submit a detailed plan for the protection and stabilization of the Red Tile Elevator, Warehouse I and the single grain silo located to the east of the Manildra Building during the demolition. The plan should include details on how adjoining building elements will be removed and the Red Tile Elevator and Warehouse I repaired. The plan requires review and approval by the HPC in a public hearing prior to the issuance of any building permits for work on the Manildra Building.
2. Excavation and ground disturbance in the areas identified as areas of "archaeological concern" in the conclusion of the "Report on Phase I Archaeology Assessment of Proposed Mill & Main Development, Minneapolis, Hennepin County, Minnesota" is not approved.
3. The pedestrian connection identified in Marcy Holmes Master Plan along the south side of the Red Tile Elevator shall be constructed.
4. The Applicant shall obtain all other necessary City approvals prior to the commencement of work.
5. CPED-Planning Staff shall review and approve the final plans prior to building permit issuance.
6. 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.
7. 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.