

Department of Community Planning and Economic Development
Certificate of Appropriateness
BZH-27583

Proposal: Fire escape and window/door opening modifications, rebuilding the elevator overrun, and new balconies and roof top mechanical equipment for the building

Applicant: Meyer Scherer & Rockcastle, Ltd

Address of Property: 314 1st Avenue North

Planning Staff: Janelle Widmeier, Senior City Planner, 612-673-3156

Date Application Deemed Complete: December 10, 2012

Public Hearing: January 15, 2013

Appeal Period Expiration: January 25, 2013

Ward: 7

Neighborhood Organization: Downtown Minneapolis Neighborhood Association

Concurrent Review: Not applicable

Attachments:

- Zoning map
- Project description
- Statement addressing the applicable Certificate of Appropriateness findings
- Plans
- Photographs

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CLASSIFICATION:	
Local Historic District	Minneapolis Warehouse Historic District (contributing resource)
Period of Significance	1865-1930
Criteria of Significance	Events, Architecture, Architect
Date of local designation	1978
Date of National Register listing	1989
Applicable Design Guidelines	<i>Minneapolis Warehouse Historic District Design Guidelines</i> <i>The Secretary of the Interior's Standards for Treatment of Historic Properties</i>

PROPERTY INFORMATION	
Current name	314 1 st Avenue North
Historic Name	Kingman Building
Current Address	314 1 st Avenue North
Historic Address	312, 314 and 316 1 st Avenue North
Original Construction Date	1886
Original Architect	Long and Kees
Original Builder	McMillan
Historic Use	Warehouse
Current Use	Warehouse
Proposed Use	Offices and ground floor retail or restaurant

BACKGROUND:

The Kingman Building warehouse is a four-story deep red brick and stone building designed in a commercial adaptation of the Queen Anne Style. Although the ground floor has been altered, the upper stories are in original condition with finely executed details in brick and stone. The upper three stories are divided into bays by five brick piers which extend their tapered ends beyond the roof line and which employ curved bricks at the pier corners. The windows have been modified and are a fixed transom over two sliding windows. The fourth story windows are rounded with glazed brick arches and above the arches is more decorative brickwork. An ornate panel of carved stone is placed on each pier and between the arches.¹ The storefront was altered in 1961. The building retains its integrity despite this alteration.

SUMMARY OF APPLICANT'S PROPOSAL:

Proposed alterations to the building include fire escape and window/door opening modifications and new balconies on the west and north sides of the building. New roof top mechanical equipment and rebuilding the elevator overrun is also proposed. No changes are proposed to the 1st Avenue North building elevation at this time.

West elevation alterations: On the building elevation facing the alley, the existing fire escape would be extended to allow a second means of access for all upper floors to the alley. At each landing of the fire escape, a door (3 total) will be installed within existing window openings.

North elevation alterations: On the building elevation facing the rear lot line, balconies extending the full width of the building would be installed on the second, third and fourth floors. The balconies would project 4 feet from the building. To access the balconies, a door would be installed at each level within an existing window opening. The sill of the window openings will be lowered approximately 2 feet to floor level to accommodate the new doors.

Rooftop alterations: On the roof, new mechanical units would be installed. As shown on the plans, the equipment would not exceed the height of the south and west parapet walls. The elevator overrun would be rebuilt to existing dimensions.

PUBLIC COMMENT:

As of the writing of this report, staff has received no public comment on the project.

¹ Rolf Anderson, Minneapolis Warehouse District NRHP Nomination 1989

Findings as required by the Minneapolis Preservation Code:

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 proposed alterations are compatible with and support the criteria and period of significance for the building. The street facing façade mainly communicates the building's significance. The proposed alterations would be made to secondary facades with little or no visibility from the street.

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

The exterior portions of the building communicate the building's significance. The building is significant for its commercial adaptation of the Queen Anne style architecture and its association with warehousing. The fire escape, elevator overrun, balconies, and mechanical equipment are necessary to repurpose the building. These changes intended to improve the viability of the building are compatible with the designation of the property. The proposed additions are set back from the primary building wall. This setback, combined with the limited sightlines, would reduce the visibility of the additions.

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

Both the City of Minneapolis' Heritage Preservation Regulations and the National Register of Historic Places identify integrity as the authenticity of historic properties and recognize seven aspects that define a property's integrity: location, design, setting, materials, workmanship, feeling and association. Based upon the evidence provided below, the proposed work would impact but not impair the integrity of the landmark.

Location: The applicant is not proposing to change the location of the structure, thus the project will not impair the landmark's integrity of location.

Design: The aspects of the project that have the biggest potential to impact the integrity of design are the balcony additions and lowering the sills of the window openings to install doors at the rear of the building. Because sightlines to the rear of the building are limited, these alterations would not have a substantial impact on the integrity of design.

Setting: The applicant is not proposing any modifications that would have an impact on the integrity of setting.

Materials: The storefront and glazing systems on the building have been replaced over time. With the adoption of the staff recommendation (see finding #4 for specifics), the proposed metal and glass door and window systems will be compatible with the period of significance and architecture of the building. Where the window openings will be expanded for the new doors, existing brick will be used to infill the door jamb edges and the sills will be reused. The balconies would be attached to the building through the existing mortar joints to preserve the existing brick. Built-up roofing materials will be used for the elevator overrun.

Workmanship: The additions would not result in the loss or alteration of any distinct decorative or character defining elements on the building and would not have an impact on the integrity of workmanship.

Feeling: The proposed alterations would not substantially impact the feeling of the building.

Association: The proposed alterations would not have a substantial impact on the integrity of association.

- (4) *The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the applicable design guidelines adopted by the commission.***

The Heritage Preservation Commission adopted the *Minneapolis Warehouse Historic District Design Guidelines* in 2010. The following guidelines apply to this proposal:

- 2.18. Replacement mortar shall duplicate the original mortar's composition, color, texture, joint width, and joint profile.
- 2.23. Clear transparent glass shall be used to replace missing panes or in full window replacement unless historical documentations show other treatments. Low emission coatings will be considered if they are not reflective or tinted.
- 2.26. New window openings on secondary facades will be considered.
- 2.33. Replacement windows shall be finished with a painted enamel finish. Anodized or other unfinished treatments are not allowed.
- 2.52. Balconies shall maintain the fenestration patterns of the building.
- 2.53. Details which reflect the industrial heritage of the area are most appropriate for balconies and railings.
- 2.54. Balconies on facades that do not face public streets will be considered. They shall be setback one structural bay from the primary facade(s).

- 2.63. Rooftop decks and equipment including HVAC, wind or solar power equipment that projects above the roofline shall be set back from the primary building elevation(s) one structural bay. They shall not be visible from the street. More visible locations will be considered if evidence is provided of structural load needs.
- 2.64. The repair of roofs with modern roofing materials, such as rolled rubber or asphalt, is allowed and shall not be visible from the street.

The plans do not identify specifics for the mortar to be used where the window openings will be enlarged for the new doors. Staff is recommending that the mortar shall duplicate the original mortar's composition, color, texture, joint width, and joint profile. Wire glass is proposed in the new doors and sidelights. Staff found no evidence of wire glass being original to the building or extant during the period of significance. Staff is recommending that only clear glass be used. With the adoption of the staff recommendation, the project will be consistent with the above design guidelines.

(5) *The alteration will not materially impair the significance and integrity of the landmark, historic district or nominated property under interim protection as evidenced by the consistency of alterations with the recommendations contained in The Secretary of the Interior's Standards for the Treatment of Historic Properties.*

The following Secretary of the Interior's Standards for Rehabilitation are most applicable to the proposed project:

1. 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.
2. 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.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
9. 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.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The alterations proposed are to allow the change of the use of the building, but would not significantly affect its distinctive materials, features, spaces, and spatial relationships. The proposed alterations would be made to secondary facades with little or no visibility from the street. Existing brick will be used at the new door jambs. To ensure that the ongoing condition of the brick will not be compromised, staff is recommending that the mortar used in these areas shall duplicate the original mortar's composition, color, texture, joint width, and joint profile. The balconies will be fastened to the building through mortar joints to prevent further damage to the brick. With the adoption of the staff recommendation (see finding #4 for specifics), the proposed metal and glass door and window systems will be compatible with the architecture of the building.

- (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.***

Comprehensive plan preservation policy 8.1 states that the City will, "Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture." The proposed work will help preserve the historic building by allowing for adaptive reuse. These actions will not impair the building's integrity of design.

Implementation Step 8.1.1 of the Minneapolis Plan for Sustainable Growth indicates that the City shall protect historic resources from modifications that are not sensitive to their historic significance. As conditioned, the project will not modify the building in ways that are insensitive to its historical character, as discussed in findings #4 and #5 above.

- (7) *Destruction of any property. Before approving a certificate of appropriateness that involves the destruction, in whole or in part, of any landmark, property in an historic district or nominated property under interim protection, the commission shall make findings that the destruction is necessary to correct an unsafe or dangerous condition on the property, or that there are no reasonable alternatives to the destruction. In determining whether reasonable alternatives exist, the commission shall consider, but not be limited to, the significance of the property, the integrity of the property and the economic value or usefulness of the existing structure, including its current use, costs of renovation and feasible alternative uses. The commission may delay a final decision for a reasonable period of time to allow parties interested in preserving the property a reasonable opportunity to act to protect it.***

The project does not involve the destruction of the property.

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.**

Alterations on the secondary facades where visibility of the additions would be limited; and use of appropriate materials, subject to the conditions recommended by staff, indicates a sensitivity toward the property's ability to communicate historical significance.

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

The proposal does not trigger Site Plan Review required by Zoning Code Chapter 530.

- (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.**

With the adoption of the staff recommendation, the project complies with the rehabilitation guidelines of *the Secretary of the Interior's Standards for the Treatment of Historic Properties* as discussed in finding #5 above.

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 alterations are small, relative to the building's size, and in keeping with local and federal design guidelines, thus the alterations are compatible with and continue to support the criteria of significance and period of significance for which the historic district was designated.

- (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 alterations would be on secondary facades and the roof where visibility from the street is limited. With the adoption of the staff recommendation, granting of the application will be in keeping with the intent of the ordinance and will have little effect on the character of the historic district.

- (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 request might set a precedent for future cases, but will not formally authorize changes to other Landmarks, Historic Districts, or properties under interim protection without staff or HPC review.

STAFF RECOMMENDATION:

The Department of Community Planning and Economic Development recommends that the Heritage Preservation Commission adopt the findings above and **approve** the Certificate of Appropriateness to allow fire escape and window/door opening modifications, rebuilding the elevator overrun, and new balconies and roof top mechanical equipment for the building located at 314 1st Avenue North, subject to the following conditions:

1. Mortar shall duplicate the original mortar's composition, color, texture, joint width, and joint profile.
2. Glazing shall be clear. Low E and other energy-efficient glazing is acceptable.
3. By ordinance, approvals are valid for a period of two years from the date of the decision unless required permits are obtained and the action approval is substantially begun and proceeds in a continuous basis toward completion. Upon written request and for good cause, the planning director may grant up to a one year extension if the request is made in writing no later than January 15, 2015.
4. 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.
5. Community Planning and Economic Development staff shall review and approve the final plans and elevations prior to building permit issuance.