

Department of Community Planning and Economic Development
 Certificate of Appropriateness
 BZH-27768

Date: July 9, 2013

Applicant: Leonard Street and Deinard, on behalf of First and University Investors, LLC

Address of Property: 315 1st Avenue Northeast

Project Name: Superior Plating facility, (formerly the East Side Station)

Contact Person and Phone: Leonard Street and Deinard, Attn: Eric Galatz, 612-335-1509

CPED Staff and Phone: Becca Farrar-Hughes, Senior City Planner, 612-673-3594

Date Application Deemed Complete: May 30, 2013

Public Hearing: July 9, 2013

Appeal Period Expiration: July 19, 2013

Ward: 3

Neighborhood Organization: Nicollet Island-East Bank Neighborhood Association & St. Anthony West Neighborhood Association

Concurrent Review: Not applicable for this application

PROPERTY INFORMATION:	
Current name	Superior Plating
Historic Name	East Side Station (Minneapolis Street Railway Company)
Current Address	315 1 st Avenue Northeast
Historic Address	301 1 st Avenue Northeast
Original Construction Date	1891
Original Contractor	Unknown
Original Architect	Unknown
Historic Use	Electric streetcar carhouse and maintenance shop
Current Use	Vacant
Proposed Use	Demolition (No plans for new construction)

BACKGROUND:

The applicant submitted a request to CPED for a Historic Review Letter and received a response on February 11, 2013. CPED Staff informed the applicant that demolition of the building would require a Demolition of Historic Resource application because it appeared to meet at least one of the local designation criteria (criterion one) as listed in section 599.210 of the Minneapolis Code of Ordinances. In order to pursue demolition, completion of a Demolition of Historic Resource application and a public hearing with the Minneapolis Heritage Preservation Commission (HPC) is required.

Between 1875 and 1885, the Minneapolis Street Railway Company built twelve horsecar barns in Minneapolis. In 1890, the Minneapolis City Council made a decision that allowed for the switch from horse-drawn streetcar to electric streetcar. Following this decision, four of the twelve horsecar barns were converted to streetcar carhouses (19th Avenue North, Lyndale, Minnehaha and 3rd Avenue North Stations), and construction commenced on three new facilities designed to store and maintain electric streetcars. The East Side Station was one of the three new streetcar carhouses (31st Street and Bloomington Stations were the other two) that were constructed in 1891 by the Minneapolis Street Railway Company.

The subject structure is located on the block bounded by 1st Avenue Northeast, University Avenue Northeast, vacated 4th Street Northeast and the existing railroad corridor on the north side of the site (2nd Street Northeast right-of-way). It was built as a one-story brick building, flanked by streetcar bays that were accessed off of 1st Avenue Northeast. Historical records indicate that in both 1902 and in 1912 the building was expanded, and a second story addition was constructed to the central building that provided offices, a club room, dressing rooms and bathrooms for off duty motormen and conductors. The station was in operation from 1891 until 1954 when the last electric streetcar was decommissioned.

The building was sold to Superior Plating, Inc., an industrial metal plating company in 1954. While the structure remains largely intact, it has undergone a number of interior and exterior alterations through the years including the modification of the front façade of the structure along 1st Avenue Northeast; the entire central two-story office building was demolished and replaced with a brick and concrete block two-story office building in 1987; the original street car bays have been in-filled; the original rolling metal shutters at the bays have been removed, the original windows have been both entirely removed and in other parts of the building replaced; and all of the rail tracks on-site and along 1st Avenue Northeast have been removed. Superior Plating, Inc. operated on the site until 2012 when operations were ceased due to foreclosure.

SUMMARY OF APPLICANT'S PROPOSAL:

Leonard Street and Deinard, on behalf of First and University Investors, LLC, has applied for a Demolition of Historic Resource application. The Demolition of Historic Resource application is to allow for the demolition of the vacant Superior Plating facility, formerly the East Side Station, located on the property at 315 1st Avenue Northeast. It is noteworthy to mention that the abutting properties to the east are also owned by First and University Investors, LLC, and would likely be included as part of any redevelopment of the site. However, no new development is proposed at this time.

PUBLIC COMMENT:

Staff has not received official correspondence from the Nicollet Island-East Bank Neighborhood Association or the St. Anthony West Neighborhood Association prior to the printing of this report.

DEMOLITION OF HISTORIC RESOURCE: Demolition of historic resource to demolish the Superior Plating facility (formerly the East Side Station).

NECESSITY OF DEMOLITION:

The applicant contends that the demolition of the structure is necessary to correct an unsafe or dangerous condition on the property, and that there are no reasonable alternatives to demolition. Further, in order to remediate the existing hazardous environmental contamination that exists on the site the building must be demolished before remediation can be completed and before the property can be put to productive use. In addition, the applicant states that the integrity of the structure is severely diminished and cannot feasibly be restored or otherwise be put to economic use.

SIGNIFICANCE:

The property is not currently locally or nationally designated. The property was included in a 2011 historic reconnaissance survey of the central core of the city known as the Historic Resources Inventory survey that was contracted by Mead & Hunt in 2011. The survey did not specifically identify the building as potentially historic nor was the property included in the boundaries of an abutting potential historic district. The study did however identify the adjacent area and abutting properties to the east as part of the Hennepin and Central Potential Commercial District.

In further analysis, CPED finds that the subject property is a potential historic resource and is a candidate for possible local historic designation as a City of Minneapolis landmark based on its association with significant events or periods that exemplify broad patterns of cultural, political, economic and/or social history (Criterion 1). An analysis of the local criteria follows:

Criterion #1: The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.

The building is associated with significant events or periods that exemplify broad patterns of cultural, political, economic and/or social history, specifically pertaining to the Minneapolis streetcar system. Streetcars played a significant role in the making and development of Minneapolis between 1891 and 1954, and the subject property was one of only nine streetcar houses in Minneapolis after the conversion to electric streetcars in 1891. As previously noted, prior to the conversion from horsecar barns to streetcar carhouses, there were twelve operational horsecar barns in Minneapolis. Four of the twelve were converted to allow for the storage and maintenance of electric streetcars from 1890-1892; these included the 19th Avenue North, Lyndale, Minnehaha and 3rd Avenue North Stations. The only remaining structure is located at 3rd Avenue North. The subject building, formerly known as the East Side Station, was one of three original streetcar carhouses constructed in 1891. The other two original streetcar carhouses were the 31st Street Station (31st Street and Nicollet Avenue) and Bloomington Station (31st Street and Bloomington Avenue). Both the East Side Station (currently vacant) and the 31st

Street Station (currently owned by Metro Transit and utilized as a bus garage) exist today. In addition, two other streetcar carhouses were constructed during the streetcar era and were known as the North Side Station (26th Street and Washington Avenue North), which was constructed in 1914 and the Lake Street Station (East Lake Street between 21st-22nd Avenue), which was constructed in 1910. The North Side Station exists today as a multi-tenant office building.

Given that two other streetcar carhouses exist from the electric streetcar era, although, notably with diminished integrity especially pertaining to the former 31st Street Station site, the demolition of the structure would not result in the eradication of a building that is the last remaining representative from the streetcar era. With that said, Staff acknowledges the historical importance of the building but in conjunction with the reality that much of its original integrity is no longer present.

Criterion #2: The property is associated with the lives of significant persons or groups.

The property is associated with the Minneapolis Street Railway Company and the St. Paul Street Railway Company which merged into the Twin City Rapid Transit Company in 1891.

Criterion #3: The property contains or is associated with distinctive elements of city or neighborhood identity.

The property does not appear to be associated with distinctive elements of neighborhood identity; however, the structure is significant relative to the history of the Minneapolis streetcar system which shaped the form and layout of the City.

Criterion #4: The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.

The building does not embody the distinctive characteristics of an architectural or engineering type or style, or method of construction. The building is similar to other garage style buildings in the City that are typified by wood frame construction, composed of brick, and that were designed to accommodate garage door bays.

Criterion #5: The property exemplifies a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail.

The property does not exemplify a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail.

Criterion #6: The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects.

The building is not associated with a master architect, contractor/builders, engineers, designers, artists or craftsmen. The original building permit did not list an architect or contractor.

Criterion #7: The property has yielded, or may be likely to yield, information important in prehistory or history.

Research of the property did not yield information important to prehistory or history, and therefore, should not be evaluated for archeological significance. The only information obtained via building permit records and historical maps indicates a variety of uses in the late 19th and early 20th centuries that broadly included residential uses (rooming houses and boarding houses) as well as commodities such as lumber, produce and coal.

UNSAFE OR DANGEROUS CONDITION

The applicant contends that the demolition of the structure is necessary to correct an unsafe or dangerous condition on the property, and that there are no reasonable alternatives to demolition. The applicant further states that in order to remediate the existing hazardous environmental contamination that exists on the site the building must be demolished before remediation can be completed and before the property can be put to productive use. In addition, the applicant states that the integrity of the structure is severely diminished and cannot feasibly be restored or otherwise be put to economic use. As supplements, the applicant provides a Response Action Plan (RAP) and an Asbestos Survey and Hazardous Materials Assessment Report. No structural condition assessment was included as part of the application materials.

The site is a listed Minnesota Pollution Control Agency (MPCA) Permanent List of Priorities (PLP) site or Superfund Site. The soils and the groundwater below and around the structure are contaminated with various chemicals and the interior of the building contains asbestos and other monitored/regulated materials. A wastewater treatment system and monitoring well were installed on the premises under the oversight of the MPCA in 1992. The property is also enrolled in the MPCA Voluntary Investigations and Cleanup (VIC) program. The enrollment in this program allowed for the determination of the scope of contamination and resulted in the development of the RAP to address the contamination.

Staff evaluated the contents of both above-listed reports. The RAP encompasses not only 315 1st Street Northeast, the location of the Superior Plating facility, but also the abutting block to the east across vacated 4th Street Northeast. The RAP in essence provides strategies for managing soil impacted by electroplating wastes and degreasing solvents from beneath the building when it is demolished, managing soil impacted by demolition waste and other fill as well as undertaking the maintenance of on-going response actions relative to impacted groundwater. In the RAP, there is no statement that suggests that removal of the building is necessary in order to remediate the environmental contamination on the site. The report makes an assumption that the building will be demolished; it does not mandate the demolition. In fact, according to the report excavation would proceed prior to the removal of the above-grade portion of the facility building as the shell would be used to minimize impact to the surrounding areas. The report states that upon completion of the removal of impacted soil from within the building foundation area, the remainder of the building would be demolished.

The Asbestos Survey and Hazardous Materials Assessment Report identified asbestos-containing materials and hazardous materials that would need to be removed prior to demolition or managed appropriately as asbestos-containing during demolition. Asbestos-containing materials were present in the building in various forms of insulation (pipe, wall, boiler door, water tank, etc.), ceiling tiles, floor tiles, roof flashing, felt, tar and various forms of caulk (window, foundation, etc.). Lead based paint was also detected on the premises in concentrations greater than both the federal and state standard. Other

hazardous materials were detected on-site including PCBs, CFCs, chromium, arsenic, lead, barium, cadmium and mercury. Some of this contamination is due to the fill upon which the building is located.

REASONABLE ALTERNATIVES TO DEMOLITION

Relying on the Determination of Eligibility Study, the applicant states that because their report indicates that the building is not eligible that reasonable alternatives to demolition were not explored such as rehabilitation or repurposing for a future streetcar carhouse. As previously noted, the applicant contends that the demolition of the structure is necessary to correct an unsafe or dangerous condition on the property, and that there are no reasonable alternatives to demolition. Further, in order to remediate the existing hazardous environmental contamination that exists on the site the building must be demolished before remediation can be completed and before the property can be put to productive use. In addition, the applicant states that the integrity of the structure is severely diminished and cannot feasibly be restored or otherwise be put to economic use.

The applicant did, however, provide a Remedial Cost Estimate dated March 8, 2012, for the remedial excavation of impacted fill, groundwater system operation and regulatory coordination. This cost estimate covered site excavation and soil pretreatment (\$192,941.25) soil transportation and disposal costs (\$1,409,000), engineering costs (\$251,130), analytical services (\$65,050), building demolition (\$650,000), and regulatory obligations (\$578,000). The estimated project total assuming the building is demolished would be \$3,146,121.25.

As previously noted, no rehabilitation costs were explored or provided and Staff is not privy to whether all of these remediation efforts would be necessary with a change in use or adaptive reuse of the structure. Staff would anticipate that one determinate would be the proposed use; i.e., repurposing for a future streetcar carhouse that is industrial in nature may require less remediation than a use that would be residential in nature.

INTEGRITY

The National Register traditionally recognizes a property's integrity through seven aspects or qualities: location, design, setting, materials, workmanship, feeling, and association. The integrity of 315 1st Avenue Northeast remains somewhat intact as follows:

Location: The building remains in its original location, indicating the building maintains integrity of location.

Design: While the structure generally remains largely intact, alterations to the exterior and interior of the building have compromised the integrity of the design of the building. The front façade of the structure along 1st Avenue Northeast has been significantly altered; the entire central two-story office building was demolished and replaced with a brick and concrete block two-story office building in 1987; the original street car bays have been in-filled; the original rolling metal shutters at the bays have been removed, the original windows have been both entirely removed and in other parts of the building replaced; and all of the rail tracks on-site and along 1st Avenue Northeast have been removed. Despite these modifications, restoration of the structure could be possible but given the condition of the structure would likely be costly.

Setting: The property's integrity of setting is not intact as the historic context no longer exists. The immediate area has changed significantly as industrial uses no longer dominate the landscape. The existing area consists of commercial and residential developments, some of which are multi-story in form. In addition 1st Avenue Northeast has been widened, 4th Street Northeast has been vacated and the grade of University Avenue Northeast has been raised and obscures the west elevation of the building thus altering the historic relationship with the street. Further, the streetcar tracks in the immediate area, including on the premises, have been removed.

Materials: Overall, while the building is largely intact, but the principal elevation's integrity of materials along 1st Street Northeast is no longer retained. The building has undergone a number of interior and exterior alterations through the years including the modification of the front façade of the structure along 1st Avenue Northeast; the entire central two-story office building was demolished and replaced with a brick and concrete block two-story office building in 1987; the original street car bays have been in-filled; the original rolling metal shutters at the bays have been removed, the original windows have been both entirely removed and in other parts of the building replaced; and all of the rail tracks on-site and along 1st Avenue Northeast have been removed.

Workmanship: Integrity of workmanship remains partially intact but not on the front or primary elevation of the building facing 1st Street Northeast which has been significantly altered.

Feeling: The building retains the look and feel of an industrial building, although arguably significantly altered from its original purpose.

Association: The property's integrity of association with the Minneapolis streetcar system, which shaped the form and layout of the City, remains intact.

ECONOMIC VALUE OR USEFULNESS OF THE EXISTING STRUCTURE

Relying on the Determination of Eligibility Study, the applicant states that because their report indicates that the building is not eligible that economic value or the usefulness of the existing structure was not explored. As previously noted, the applicant contends that the demolition of the structure is necessary to correct an unsafe or dangerous condition on the property, and that there are no reasonable alternatives to demolition. Further, in order to remediate the existing hazardous environmental contamination that exists on the site the building must be demolished before remediation can be completed and before the property can be put to productive use. In addition, the applicant states that the integrity of the structure is severely diminished and cannot feasibly be restored or otherwise be put to economic use.

MITIGATION

The applicant has not proposed a mitigation plan. Although Staff is recommending approval of the Demolition of Historic Resource application due to the overall loss of integrity according to the above-listed criteria, Staff will recommend that a photographic recordation of the property be prepared and submitted to Staff that is in accordance with the guidelines of the Minnesota Historic Property Record.

In addition, Staff will recommend that an interpretative element be incorporated into any future redevelopment of the site that provides history of the building and surrounding area.

FINDINGS

1. Superior Plating (formerly the East Side Station) is a potential historic resource;
2. The property was included in a 2011 historic reconnaissance survey of the central core of the city known as the Historic Resources Inventory survey that was contracted by Mead & Hunt in 2011. The survey did not specifically identify the building as potentially historic nor was the property included in the boundaries of an abutting potential historic district;
3. The subject property may be significant based on its association with significant events or periods that exemplify broad patterns of cultural, political, economic and/or social history (Criterion 1);
4. Given that two other streetcar carhouses exist from the electric streetcar era, 31st Street Station and the North Side Station, the demolition of the structure would not result in the eradication of a building that is the last remaining representative from the streetcar era;
5. The property is associated with the Minneapolis Street Railway Company and the St. Paul Street Railway Company which merged into the Twin City Rapid Transit Company in 1891;
6. The property does not appear to be associated with distinctive elements of neighborhood identity; however, the structure is significant relative to the history of the Minneapolis streetcar system which shaped the form and layout of the City;
7. The building does not embody the distinctive characteristics of an architectural or engineering type or style, or method of construction;
8. The property does not exemplify a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail;
9. The building is not associated with a master architect, contractor/builders, engineers, designers, artists or craftsmen. The original building permit did not list an architect or contractor;
10. Research of the property did not yield information important to prehistory or history, and therefore, should not be evaluated for archeological significance;
11. The building remains in its original location, indicating the building maintains integrity of location as well as its association with the Minneapolis streetcar system;
12. While the structure generally remains largely intact, alterations to the building have compromised the integrity of design, setting, materials, workmanship and feeling;
13. The building has undergone a number of interior and exterior alterations through the years including the modification of the front façade of the structure along 1st Avenue Northeast; the entire central two-story office building was demolished and replaced with a brick and concrete block two-story office building in 1987; the original street car bays have been in-filled; the original rolling metal shutters at the bays have been removed, the original windows have been both entirely removed and in other parts of the building replaced; and all of the rail tracks on-site and along 1st Avenue Northeast have been removed;
14. The Applicant has not provided documentation showing that there is considerable contamination on the site. However, there is no requirement or mandate that removal of the building is necessary to remediate the environmental contamination on the site;
15. No alternatives to demolition were explored by the applicant;
16. A Remedial Cost Estimate was provided for the remedial excavation of impacted fill, groundwater system operation and regulatory coordination. The estimated project total assuming the building is demolished would be \$3,146,121.25.

STAFF RECOMMENDATION

The Department of Community Planning and Economic Development recommends that the Heritage Preservation Commission adopt the above findings and **approve** the Certificate of Appropriateness to allow for the demolition of the existing building located on the property at 315 1st Avenue Northeast subject to the following mitigation condition(s):

1. As mitigation for the demolition of the Superior Plating facility (formerly the East Side Station), a photographic recordation (prior to the demolition) of the property shall be prepared and submitted to Staff that is in accordance with the guidelines of the Minnesota Historic Property Record.
2. As mitigation for the demolition of the Superior Plating facility (formerly the East Side Station), the applicant shall incorporate an interpretative element into any future redevelopment of the site that provides the history of the building and surrounding area.

Attachments:

1. Statement and Remedial Cost Estimates
2. Correspondence – Ward 3, NIEBNA & STAWNO
3. CPED Historic Review Letter
4. BZH Map
5. Plans – survey
6. Determination of Eligibility Study
7. Response Action Plan (RAP)
8. Asbestos Survey and Hazardous Materials Summary Letter