

Department of Community Planning and Economic Development
 Certificate of Appropriateness
 BZH-27892

Date: November 19, 2013

Address of Property: 300 2nd Street South

Project Name: Mill City Quarter Apartments

Applicant: Lupe Development Partners

Contact Person and Phone: Charlene Roise, Hess, Roise and Company (612-338-1987)

CPED Staff and Phone: Janelle Widmeier, Senior City Planner (612-673-3156)

Date Application Deemed Complete: October 4, 2013

End of 60-Day Decision Period: December 3, 2013

End of 120-Day Decision Period: On November 5, 2013, staff sent a letter to the applicant extending the decision period to no later than February 1, 2014.

Ward: 7 Neighborhood Organization: Downtown Minneapolis Neighborhood Association

Proposal: Certificate of Appropriateness for a new 6-story mixed use building and a new plaza.

Concurrent Review: Certificate of Appropriateness application to allow for a new plaza and parking lot modifications located at the Mill Place property of 101 3rd Avenue South.

CLASSIFICATION	
Local Historic District	Saint Anthony Falls Historic District
Period of Significance	1858-1940
Criteria of Significance	Industry, Transportation, Architecture and Social Significance
Date of Local Designation	1971
Applicable Design Guidelines	<ul style="list-style-type: none"> • <i>Saint Anthony Falls Historic District Design Guidelines</i> • <i>Historic Mills Master Plan and Update</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i>

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PROPERTY INFORMATION	
Current name	Not applicable (surface parking lot)
Historic Name	C.M.T. St. P. R.R. Fruit House (located at the corner of 2 nd Street South and 3 rd Avenue South) and Minneapolis and St. Louis Railroad
Current Address	300 2 nd Street South
Historic Address	121-129 3 rd Avenue South
Original Construction Date	1901
Original Contractor	Unknown
Original Architect	Unknown
Historic Use	Fruit house (demolished in 1972) and railroad corridor/spur
Current Use	Vacant (surface parking lot)
Proposed Use	Mixed use building

BACKGROUND:

The subject site is located in the Saint Anthony Falls Historic District. The St. Anthony Falls established its modern historic significance as the birthplace of Minneapolis and the epicenters of saw and flour milling industries that became leading producers of their commodities in the United States and the world. The Falls and their industries fed unparalleled technical innovations and a web of railroads connected the industries to the region and nation.

The growth of the milling industry in Minneapolis would not have occurred if not for the railroads. They first provided a way to ship finished lumber across the region and then became the conduit to the flour milling industry. Rail lines connected the mills with the grain fields of the Midwest and thence back out to the rest of the nation as finished flour.

The subject site is located in the West Side Milling Area of the historic district, which is bounded by Second Street South, Third Avenue South, West River Parkway and the former right-of-way of Tenth Avenue South. The highest concentration of milling-related development exists here—all oriented off the West Side Waterpower Canal, now the alignment of Plank Road on West River Road. Access to the waterpower canal was a premium and thus shaped the massing and locations of the buildings. Building widths were relatively narrow in order to promote access to the water for as many as possible. The heights of the remaining buildings vary. The resulting character is a diversity of building heights with simple rectangular massing. On the subject site, the 1-story Fruit House building was built up to the corner of 2nd Street South and 3rd Avenue South. It was a long and narrow building with train car access that almost fully extended to 4th Avenue South, which was a paper street. Railroad spurs were located between the Fruit House and adjacent Hall and Dann Barrel Company Factory (now Mill Place) buildings.

The proposed 6-story building includes ground floor retail with residential above and one level of below-grade parking. A surface parking lot, located at the interior of the site, is also proposed. The

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subject site along with the property of 420 2nd Street South is currently owned by the City of Minneapolis. In 2008, the City issued a Request for Proposal (RFP) for redevelopment of these properties. The Lupe Development Partners RFP that was selected is a proposal for a 6-story mixed use building on the subject property and a 6-story assisted living facility at the property of 420 2nd Street South. Only the mixed use building is proposed at this time. The redevelopment of the site requires a Certificate of Appropriateness application.

A surface parking lot currently extends over the properties of 300 and 420 2nd Street South and the southern end of 101 3rd Avenue South (Mill Place), which has frontage on 2nd Street. The existing parking lot layout is not reflective of the underlying parcel boundaries, which follow the historic railroad corridor at the center of the block. Because the existing parking layout will be interrupted by the new developments and the Mill Place property is not part of the proposed development, the owner of Mill Place is proposing to reconfigure the parking lot on the south end of the subject site to work within the existing parcel boundaries. Parking lot improvements, including a new paving system, stormwater management, landscaping and a plaza are also proposed. A main element of the proposal is the creation of a Dutch “woonerf” where bicycles, pedestrians, vehicles and public spaces all coexist and speeds are reduced for vehicles. The proposed changes require a Certificate of Appropriateness application, which is being processed concurrently with the application for the subject property.

The proposal for the subject property will also likely require the following land use approvals:

- Plaza review (reviewed administratively);
- Conditional Use Permit and Variance to increase the number of allowed spaces for a parking lot located in the DP Downtown Parking Overlay District, Variance to increase the maximum size of a retail use, and Site Plan Review (reviewed by the City Planning Commission).

The proposal is subject to both Heritage Preservation Commission (HPC) and State Historic Preservation Office (SHPO) review. The proposal is being reviewed by the SHPO for compliance with Section 106 of the National Historic Preservation Act of 1966. They have done an initial review of the project and have provided a response letter which is attached to this report. Since receiving the SHPO letter, the applicant has altered the plans to address their comments. Specifically, the relationship of metal panels to windows and other elements has been revised. Also, variation was added to the stone base as requested.

In November 2012 and August 2013, the applicant brought their proposal to the Heritage Preservation Commission for a conceptual review.

ELEMENTS OF PROPOSAL:

Building:

- *Placement and orientation:* The building would be oriented to the corner of 3rd Avenue South and 2nd Street South, but extends along the majority of both street frontages. The below-grade parking garage would have a larger footprint than the upper floors of the building and would almost fully extend to the site boundaries. Along 3rd Avenue, the first floor would be built up to the lot line except where the wall is set back 6 feet to accommodate a retail entrance and a

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bus shelter.¹ The upper floors would also be built up to the lot line, except where the walls are inset 5 feet for balconies. Along 2nd Street, most of the building would be located 1-foot from the lot line. The upper floors would include recessed balconies. One 6-foot deep segment extends from the ground level to the roof to provide relief in the building mass. Also, the tail end of the building angles slightly away from the street on the upper floors.

- *Height:* The building would be 6-stories and 74 feet (including a 2.5 foot tall parapet) in height.
- *Uses:* The upper levels of the building would contain approximately 150 dwelling units. The main entrance and amenity and common areas for the residences would be located on the ground level at the south end of the building. Two retail uses, 2,685 square feet and 11,080 square feet in size, are proposed on the ground level. Both spaces would have frontage on 3rd Avenue, but only the smaller tenant would have an entrance facing 3rd Avenue. The larger of the tenant spaces would also have frontage on 2nd Street South, which would extend to the middle of the building. The entrance for the larger tenant would be located 50 feet from the corner. The applicant has indicated that they may not be able to find a tenant to occupy the larger tenant space and is considering a smaller size of 2,500 to 5,000 square feet at the corner. The remainder of the area would be used for additional residential common areas or dwelling units. No additional exterior entrances would be provided. Staff generally thinks that this change would be acceptable provided the ground level windows would at a minimum maintain the window patterns of the upper levels and the amount of surface parking for the retail uses is reduced.
- *Materials:* The primary façade materials include cast stone, concrete masonry unit blocks, fiber cement, metal panels and clear glass. Other accent elements, such as balcony railings, awnings, mechanical grills, and perforated screens, would primarily be metal. Glass is also proposed in the canopies over the 2nd Street entrances and bus shelter. The applicant has included a table on the exterior elevations plan identifying the proposed amount of materials on each façade. Additional material and window details have been provided and are attached to this report. Material/color samples will be available for viewing at the public hearing.
- *Awnings/canopies/projections:* Canopies are proposed over each principal entrance and the bus shelter. Several 3-sided canopies are proposed on the upper levels of the building by extending the building walls and roof overhangs out over the building footprint. One is proposed on the west elevation over the corner retail space, which extends 4 feet from the building into the 3rd Avenue right-of-way and is 66 feet wide and 56 feet tall. The other two are located over the principal entrances facing 2nd Street. They are 44 and 48 feet wide and 11 feet tall. The upper floor walls extend beyond the building footprint in a couple of other locations as well. On the west elevation, the wall extends 6 feet from the building over the walkway on the north side of the building, but is not a canopy. The upper floors on the tail end of the building adjacent to 2nd Street extend approximately 24 feet beyond the building footprint (4 feet of which is a 3-sided canopy) creating a sheltered area over part of the plaza.

¹ Planning for the bus shelter is still in the preliminary phases. According to applicant, the bus shelter was offered to the Met Council as part of their grant application because bus service to downtown is being reevaluated. If 3rd Avenue is used to provide route service to Central Avenue, the proposed bus stop could be used to facilitate that service. At this time, no commitments have been made by Met Council or the applicant specific to any bus routes.

- *Balconies:* Balconies are only proposed on the street facing elevations and would be recessed.
- *Mechanical equipment:* Dwelling units would have individual heating and cooling units. The building elevation plans indicate that mechanical grills on the elevations visible from the street would not be outward facing. However, it is unclear where some of the units would be vented. The remainder of the elevations would have outward facing mechanical grills. Two rooftop units are proposed that are each 4 feet wide, 6 feet deep and 4 feet tall and located in the middle of the roof. Two transformers are proposed in the surface parking area above the parking garage. They will be screened by a 6-foot tall wood fence.

Parking/Access: In the below-grade parking garage, 133 spaces are proposed. The garage is accessed from the interior of the site. Behind the retail tenant spaces, a 21 space parking lot is proposed. Three loading spaces are also proposed in this area. Access to the on-site parking areas would be provided from 2nd Street through an easement with the adjacent property of 101 3rd Avenue South (Mill Place). The no-outlet alley (ending at Lots 3 and 8 of Block 18), accessed from 3rd Avenue South, is in the process of being vacated by the City. In this area where part of the railroad corridor was located, a driveway will allow vehicles to exit (right-turn only) onto 3rd Avenue and will also be shared with Mill Place. A NiceRide docking station is currently located in the 2nd Street boulevard and will remain. Six bicycle racks are proposed in the 2nd Street boulevard and 3 racks are proposed on the 3rd Avenue sidewalk. The bicycle racks will require an encroachment permit from the Public Works Department. No enclosed bicycle parking is indicated on the plans, but will need to be provided to comply with the zoning code requirements.

Landscaping/Streetscape/Lighting: No landscaping exists on the site. Trees would be planted in porous paver filter strips and lighting installed along the woonerf on the adjacent Mill Place property. Some small planting areas are also proposed adjacent to the on-site surface parking area. A 5-foot wide sidewalk and 10-foot wide grass boulevard with one tree exist in the 2nd Street South right-of-way. The plans show that the public sidewalk width would be increased to 8 feet and 7 feet would remain for a boulevard planted with grass and trees. Landscaping and on-site lighting fixture details are attached to this report. The plans indicate that the existing street lighting will remain.

Plaza: A plaza is proposed on the south end of the building adjacent to 2nd Street. This is one of two plazas proposed on each side of the Mill Place parking lot entrance. The intent of the plaza spaces is to bridge the two properties and create a welcoming pedestrian environment. Different paving surfaces (sample pattern and color swatches are attached to this report in addition to the details shown on the landscaping plan) are proposed to represent interpretive rail lines. An encroachment permit for the decorative paving will need to be obtained from the Public Works Department where it extends into the 2nd Street right-of-way. A 35-foot long and 6-foot tall metal privacy fence is also proposed in the plaza (details are shown on the site plan). The plaza is subject to the plaza design standards found in Chapter 535 of the zoning code. The applicant has indicated that those requirements have been incorporated into the design. However, additional seating may need to be provided to meet the zoning code requirement as none is proposed in this plaza. Plans have indicated that a sculptural piece of art will be located in the plaza. The art may be required by the zoning code. Details on the artwork are not available at this time, which will have to be reviewed pursuant to the Heritage Preservation Regulations sometime in the future.

Private Courtyard: A gated courtyard would be located next to the ground floor common residential areas and the garage ramp. The courtyard would have the same paving treatments as the plaza and some planting areas. It would be enclosed by a 6-foot tall cedar green screen.

Signage: The applicant is not proposing any signage at this time. When signage is proposed, the signage may need to be reviewed by the Heritage Preservation Commission.

PUBLIC COMMENT:

Correspondence from the neighborhood group, Downtown Minneapolis Neighborhood Association, was received and is attached to this report. Staff will forward additional comments, if any are received, at the Heritage Preservation Commission meeting.

CERTIFICATE OF APPROPRIATENESS: Certificate of Appropriateness for a new 6-story mixed use building and a new plaza.

Findings as required by the Minneapolis Preservation Code:

The Minneapolis Department of Community Planning and Economic Development 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 itself, 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. The subject property is currently occupied by a surface parking lot and is not a contributing property. The proposed project supports the industrial and transportation criteria of significance by retaining open space in the historic rail corridor location. The proposed building location is also reflective of the former Fruit House location on the subject site. The proposed building placement in relationship to historic buildings in the district and materials have the potential to affect the significance as discussed in findings #4 and #6. With the adoption of the staff recommendation, the proposed new construction would be compatible with the criteria of significance and period of significance for which the St. Anthony Falls Historic District was designated.

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

The proposed new construction would generally be compatible with and support the neighboring properties and the St. Anthony Falls Historic District. Compatibility is discussed further in finding #4.

(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 not impair the integrity of the St. Anthony Falls Historic District.

Location: The applicant is not proposing to change the location of any contributing resources, thus the project will not impair the integrity of location.

Design: The site's design reflects the historic function of the property with the location of the building and retaining open spaces where the rail corridors were generally located. The proposed development will affect the design integrity of the district in relation to building placement and materials. These aspects are discussed further in finding #4.

Setting: The new construction would replace a surface parking lot, which would have a positive impact on the setting of the area. The proposed new building would be built to the property lines along both 2nd Street South and 3rd Avenue South, maintaining the street wall along these streets, another positive impact on the integrity of setting.

Materials: In the open spaces, the applicant is proposing to use various types of concrete paving as hardscape. Although a rail corridor would not have been paved, the use of concrete would be compatible with the integrity of materials for the St. Anthony Falls historic district and the adjacent properties. On the building, fiber cement, metal panels, cast stone, concrete masonry units, and glass are proposed as primary materials. Metal is also proposed for accents. The building is not designed to look historic. The amount and use of fiber cement that is proposed would not be compatible with the integrity of the materials of the historic district. Materials are discussed further in finding #4.

Workmanship: The proposed changes would not alter any historic buildings in the district and would not impair the integrity of workmanship.

Feeling: Any new construction in a historic district will have an impact on the integrity of feeling. New construction will inevitably stand out as modern and different from the historic surroundings. In the case of the subject property, the proposed design incorporates interpretative features to reflect the historic function of the site and reinforces the location and open space of the historic uses.

Association: The project would not impair the district's 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 *St. Anthony Falls Historic District Design Guidelines* in 2012. The subject property is located in the Water Power Character Area.

Intent of the Water Power Character Area

New buildings should be contemporary in character, while respecting the fundamental characteristics of the historic subarea context. They should draw upon the simple forms, materials and massing of historic buildings, especially as experienced at the street level. New buildings should reflect the massing of other historic buildings within the subarea and not that of the grain elevators.

Grain elevators stand out as possessing a larger massing due to their industrial needs and should not be used as a precedent for new construction. The grain elevators should also continue their visual prominence over the rest of the district.

Portions of buildings that would be taller than those seen historically should be set back from the street edge. In areas where there is a strong industrial context, a variety of heights may be appropriate. Historically, many industrial buildings had exposed mechanical systems and other rooftop devices, and contemporary designs that make use of such roofscape elements are appropriate.

A new building should be sited to respect the historic orientation and alignment patterns created by the infrastructure and existing historic buildings. A continuous street wall should be established along urban streets, generally with building fronts at the street edge. Some variations in facade alignment may occur, but an overall sense of continuity should be maintained.

Enhanced landscapes and streetscapes in this character area are encouraged. They should not impede one's ability to understand the historical function and character of the context.

Requirements for Site and Landscape Design in the Water Power Character Area

- 10.1 In the West Side Area, historic buildings orient toward the waterpower canal and former rail corridors. These development patterns should continue to be expressed.
- 10.4 Integrate landscape features with industrial infrastructure and other interpretive opportunities to tell the story of the district.

Requirements for Building Design in the Water Power Character Area

- 10.5 In the West Side Area, the maximum building height should not exceed the height of the Washburn Crosby Grain Elevator.
 - a. Mid-rise² and low-rise³ building heights are most appropriate.
- 10.9 A new facade should reflect the established range of building widths.
 - a. A block-long facade building massing is not appropriate.

² The Mid-Rise Building category includes buildings that range from seven to nine stories. With the typical floor-to-floor heights that are assumed, they are in a range of 90 to 100 feet or more.

³ The Low-Rise Building category includes structures that range from four to six stories. This represents the maximum height of "stick built" construction, which often consists of one or two levels masonry, with upper levels of frame construction above. Multifamily apartments are typical of this form. Other mixed use, commercial and industrial buildings may fit into this category as well.

- 10.10 Arrange tall building masses to allow views and access through to the river and views to the mills.

The following policies and requirements also apply to this proposal. Staff comments are provided where it was found that the proposal is not consistent with the requirements.

Intent for Building Placement and Orientation

New infill should reflect traditional development patterns in the specific character area, including facade alignment and uniform building orientation, where such features occur.

Requirements

- 9.1 Maintain the alignment of building fronts along the street.
- a. Locate a new building to reflect established setback patterns along the block. For example, if existing buildings are positioned at the sidewalk edge, creating a uniform street wall, then a new building should conform to this alignment. However, alternative placements are encouraged for upper floors when the building is required to be set back from the sidewalk edge.
- 9.2 Respect alignment patterns associated with historic infrastructure.
- a. Locate a new building to retain historic rail corridors.
- 9.3 Maintain the traditional orientation pattern of buildings facing the street.
- a. Locate the primary entrance to face the street and design it to be clearly identifiable.

Intent for Architectural Character and Detail

New construction should appear as a product of its own time while also being compatible with the historically significant resources of the area.

Requirements

- 9.4 Design a new building to reflect its time while respecting key features of its context.
- a. In those character areas with a high concentration of historic structures, relating to the context is especially important. In other areas where new construction is more predominant, respecting broader traditional development patterns that shaped the area historically is important.
- 9.5 A contemporary interpretation of traditional designs is appropriate.
- a. The design should be compatible with the relevant character area.
 - b. Contemporary interpretations of architectural details are appropriate.
 - c. Incorporate contemporary details to create interest while expressing a new, compatible design.
 - d. Use designs for window moldings and door surrounds to provide visual interest while helping to convey that a building is new.
- 9.7 Incorporate traditional facade articulation techniques in a new design.
- a. Use these methods:
 - A tall first floor

- Vertically proportioned upper story windows
- Window sills and frames that provide detail
- Horizontal expression elements, such as canopies, moldings and cornices
- Vertical expression features, such as columns and pilasters
- A similar ratio of solid wall to window area

Intent for Building Mass, Scale and Height

A new building should be compatible in height, mass and scale with its context, including the specific block, the character area, and the historic district as a whole. This should be a primary consideration for the design of a new building. Each new building also should convey a human scale, reflect similar building massing and façade articulation features of the context, and be compatible with the district skyline.

Requirements

- 9.8 Maintain the traditional size of buildings as perceived at the street level.
- a. The height of a new building should be within the height range established in the context, especially at the street frontage.
 - b. Floor-to-floor heights should appear similar to those of traditional buildings.
- 9.9 The overall height of a new building shall be compatible with the character area.
- a. A building height that exceeds the height range established in the context will be considered when:
 - It is demonstrated that the additional height will be compatible with adjacent properties, within the character area as a whole, and for the historic district at large.
 - Taller portions are set back significantly from the street.
 - Access to light and air of surrounding properties is respected.
 - Key views are maintained.
- 9.11 Provide variation in building height in a large development.
- a. In order to reduce the perceived mass of a larger building, divide it into subordinate modules that reflect traditional building sizes in the context. Too much variation in building height is inappropriate.
 - b. Vary the height of building modules in a large structure, and include portions that are similar in height to historic structures in the context. However, avoid excessive modulation of a building mass, when that would be out of character with simpler historic building forms in the area. Too much variation in building massing is inappropriate.
- 9.12 Maintain the scale of traditional building widths in the context.
- a. Design a new building to reflect the established range of the traditional building widths in the character area.
 - b. Where a building must exceed this width, use changes in design features so the building reads as separate building modules reflecting traditional building widths and massing. Changes in the expression and details of materials, changes in window design, facade height or materials are examples of techniques that should be considered.

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- c. Where these articulation techniques are used, they shall be expressed consistently throughout the structure, such that the composition appears as several building modules. Attention to the designs of transitions between modules is important. Too much variation, which results in an overly busy design, is inappropriate.
- 9.13 A block-long building facade is inappropriate.
- a. A block-long building width will be considered if the facade reads as separate building modules.
- 9.14 A new commercial or mixed-use building should incorporate a base, middle and cap.
- a. Traditionally, buildings were composed of these three basic elements. Interpreting this tradition in new buildings will help reinforce the visual continuity of the area.
- 9.15 Establish a sense of human scale in the building design.
- a. Use vertical and horizontal articulation techniques to reduce the apparent mass of a larger building and to create visual interest.
 - b. Express the position of each floor in the external skin of a building to establish a scale similar to historic buildings in the district.
 - c. Use materials that convey scale in their proportion, detail and form.
 - d. Generally, the facade in most contexts should appear as a relatively flat surface, with any projecting or recessed “articulations” appearing to be subordinate to the dominant form. Exceptions are in lower scale single-family settings.
 - e. Design architectural details and other features to be in scale with the building. Using windows, doors, storefronts (in commercial buildings) and porches (in lower scale residential buildings) that are similar in scale to those seen traditionally is appropriate.

Staff comment on Building Placement: The proposed ground floor building placement would reflect established setback patterns on 3rd Avenue, where historic buildings are built up to the lot line. However, staff is concerned that the 3-sided canopy that would extend 4 feet from the building into the 3rd Avenue right-of-way and be 66 feet wide and 56 feet tall would disrupt the historic alignment pattern along 3rd Avenue South. Requirement 9.15(d) states “Generally, the facade in most contexts should appear as a relatively flat surface, with any projecting or recessed “articulations” appearing to be subordinate to the dominant form.” Additionally, Requirement 9.26(b) states “A canopy/awning should remain a subordinate feature on the building.” While the canopy is an architectural element that helps reflect the established range of the traditional building widths in the character area as called for in the above Building Mass Requirements, extending it into the 3rd Avenue right-of-way creates a dominant feature which is not characteristic of the district. Further, the 3rd Avenue public sidewalk is only 8 feet wide. Allowing the extension of the building into the right-of-way would lessen visibility of the historic buildings fronting 3rd Avenue. Shifting the building 4 feet away from the 3rd Avenue South lot line would maintain an appropriate alignment, make it more compatible with established setback patterns, as well as continuing to imply an established range of building widths. The canopies on the 2nd Street elevation are significantly smaller and do not raise the concerns of the 3rd Avenue canopy as the nearest historic building fronting 2nd Street is over a block away.

Intent for Building and Roof Form

The simplicity of traditional roof forms should continue to predominate throughout the district.

Requirements

- 9.16 Use simple, rectangular roof forms in commercial, warehouse and industrial contexts.
- a. Flat roofs are appropriate on the majority of the buildings in the district.
- 9.17 Design a roof to be similar in form to those used traditionally in the character area.

Intent for Primary Entrances

A primary entrance should be clearly identifiable in a new building and it should be in character with the building and its context. The entrance should include features to signify it as such, and convey a sense of scale to the passer-by.

Requirements

- 9.18 Locate a primary building entrance to face the street.
- a. Position a primary entrance to be at the street level in an urban setting.
 - b. Recessed entries are encouraged to avoid door swing conflicts with the sidewalk and to provide shelter.
- 9.19 Design a building entrance to appear similar in character to those used traditionally.
- a. Clearly define the primary entrance.
 - b. Use a contemporary interpretation of a traditional building entry, which is similar in scale and overall character to those seen historically.

Intent for Materials

Building materials should reflect the range of textures, modularity and finish of those employed traditionally. They also should contribute to the visual continuity of the specific context. They should be of high quality and proven durability in similar applications.

Requirements

- 9.20 Building materials shall be similar in scale, color, texture and finish to those seen historically in the context.
- a. Masonry (i.e., brick and stone) that has a modular dimension similar to those used traditionally is appropriate.
 - b. A facade that faces a public street should have one principal material, excluding door and window openings, and may have one to two additional materials for trim and details. Permitted materials include, but are not limited to, brick, stone, terracotta, painted metal, exposed metal, poured concrete and precast concrete.
 - c. The material also should be appropriate to the context.
- 9.21 Contemporary materials that are similar in character to traditional ones will be considered.
- a. Generally, one primary material should be used for a building with one or two accent materials. Accent materials should be used with restraint.

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- b. A second material may be used on side or rear walls in a context in which such a tradition is demonstrated historically. It is inappropriate in the Water Power Area.
- c. A glass curtain wall will be considered as a principal material.
- d. Contemporary, alternative materials should appear similar in scale, durability and proportion to those used traditionally.
- e. Cementitious-fiber board, with exemplary detailing, will be considered in lower scaled residential settings. Other imitation or synthetic siding materials, such as plastic, aluminum or vinyl, are inappropriate in the lower scale residential contexts.

9.22 Use high quality, durable materials.

- a. Materials should be proven to be durable in the local Minneapolis climate.
- b. The material should maintain an intended finish over time, or acquire a patina, which is understood to be a likely outcome.
- c. Materials at the ground level should withstand ongoing contact with the public, sustaining impacts without compromising the appearance.

Staff comment on Materials: In this part of the historic district, brick is the primary material on historic buildings. Historic accent materials include stone, concrete and metal. Each proposed building elevation would contain multiple primary materials (fiber cement, metal panel, cast stone and concrete masonry units (only on the north and east elevations)). Metal is proposed as an accent material.

All sides of the building are considered primary walls. In addition to the street facing walls, the sides of the walls are considered primary because they would be highly visible from the streets. The walls facing the interior of the site (towards the surface parking area) are also considered primary because they will be visible from 1st Street South and the adjacent Mill Place property where a woonerf allowing public pedestrian and bicycle access to Minneapolis Park and Recreation Board land is proposed where the Minneapolis and St. Louis Railroad Corridor was located.

- *Number of materials:* Not including glass, three primary materials are proposed on each elevation. The extent of the use of fiber cement and metal panels exceeds what is considered “accent” materials under Requirement 9.21(a). Further, Requirement 9.21(b) specifically states that a second primary material is inappropriate in the Water Power Character Area even on side and rear walls.
- *Type of materials:* The West Side Area is not a low-density residential setting (Requirement 9.21(e)). Also, fiber cement has not previously been allowed in new construction in this part of the district. On the east side of the river, some fiber cement has been allowed on side and rear walls, but not street facing walls since the Guidelines were adopted (some fiber cement details were allowed on the Mill and Main development prior to the adoption of the Guidelines). Concrete masonry units would be used on the elevations facing the surface parking area in lieu of the cast stone.

- *Windows*: The expansive use of metal and fiber cement results in less window and door details and visual interest, such as “punched” openings on a solid wall surface, called for in Requirements 9.24(a), 9.5(d) and 9.7(a).

To mitigate the above issues, staff is recommending the following conditions of approval:

- Fiber cement shall only be allowed on the building walls facing the on-site surface parking area and shall not exceed 30 percent of each wall.
- Not less than 50 percent of the south and west building elevations not covered by windows or doors shall be cast stone.

All sides of the building are considered primary walls. However, the walls facing the on-site surface parking area are significantly inset from the former railroad corridor location, which reduces their visibility. For this reason, allowing the use of fiber cement and concrete masonry units should have less of an impact on the integrity of the district. Increasing the amount of cast stone on the street facing elevations would reduce the dominate appearance of the metal panels making it more compatible with historic properties in the district and would account for wall area where fiber cement is recommended to not be allowed.

Intent for Windows

Window design and placement should help to establish a sense of scale and provide pedestrian interest. Where solid to void patterns are clearly established, this should be maintained. Contemporary and creative design interpretations of window rhythms and patterns that reference, but do not duplicate historic designs, are also encouraged.

Requirements

- 9.23 The use of a contemporary storefront design is encouraged in commercial settings.
- a. Design a building to incorporate ground floor storefronts in commercial settings, whenever possible.
 - b. Incorporate the basic design features found in traditional storefronts, such as a kickplate, display window, transom and a primary entrance.
 - c. In storefront details, use elements similar in profile and depth of detailing seen historically.
 - d. Where a storefront is not feasible, incorporate a high level of transparency in ground floor office, lobby or residential uses while providing sufficient privacy for occupants.
- 9.24 Arrange windows to reflect the traditional rhythm and general alignment of windows in the area.
- a. Use appropriate window rhythms and alignments, such as:
 - Vertically proportioned, single or sets of windows, “punched” into a more solid wall surface, and evenly spaced along upper floors
 - Window sills or headers that align
 - Rows of windows or storefront systems of similar dimensions, aligned horizontally along a wall surface
 - b. Creative interpretations of traditional window arrangement will be considered.

- 9.25 Use durable window materials.
- a. Appropriate window materials include metal and wood frame.
 - b. Inappropriate window materials include plastic snap-in muntins and synthetic vinyl.

Intent for Canopies/Awnings

Continue the use of canopies and awnings within the district. They should be compatible with the building type and style, and be located appropriately on the building.

Requirements

- 9.26 A canopy/awning should be in character with the building.
- a. Mount a canopy/awning to accentuate character defining features.
 - b. A canopy/awning should remain a subordinate feature on the building.

Intent for Building Equipment

Minimize the visual impacts of building equipment on the character of the district in residential and commercial contexts. Greater flexibility is appropriate in historic industrial contexts.

Requirements

- 7.6 Minimize the visual impacts of building equipment as seen from the public way.
- a. Do not locate equipment on a primary facade. Primary wall penetrations for HVAC equipment are not permitted.
 - b. Prioritize use of low-profile or recessed mechanical units on rooftops.
 - c. Rooftop equipment on residential and commercial buildings shall be set back from the primary building facade by a minimum of one structural bay or 15' whichever is greater.
- 7.7 Minimize the visual impacts of utility lines, junction boxes and similar equipment.
- a. Locate utility lines and junction boxes on secondary walls and group them.
 - b. Locate utility pedestals (ground mounted) to the rear of the building.
 - c. Enclose lines in conduit.
 - d. Paint these elements to match the existing background color.

Staff comment on Mechanical Equipment: All sides of the building are considered primary walls. In addition to the street facing walls, the sides of the walls are considered primary because they would be highly visible from the streets. The walls facing the interior of the site (towards the surface parking area) are also considered primary because they will be visible from 1st Street South and the adjacent Mill Place property where a woonerf allowing public pedestrian and bicycle access to Minneapolis Park and Recreation Board land is proposed and where the Minneapolis and St. Louis Railroad Corridor was located.

Dwelling units would have individual heating and cooling units. The building elevation plans indicate that mechanical grills on the elevations visible from 2nd Street South and 3rd Avenue South would not be outward facing. However, it is unclear where some of the units would be vented. The remainder of the elevations would have outward facing mechanical grills. No mechanical penetrations should be allowed on the walls visible from 2nd Street South and 3rd

Avenue South. The walls facing the surface parking lot are significantly inset from the former railroad corridor location, which reduces their visibility.

Intent for Balconies

The use of balconies and roof decks is appropriate on new buildings, however, they should remain subordinate to the overall historic context.

Requirements

- 7.10 On a new building, locate balconies such that the traditional character of the block, as perceived at the street level, is maintained.
 - a. When a building wall is positioned near the sidewalk edge, locating a balcony at the third floor or above is preferred.
 - b. Consider providing a balcony that is inset instead of one that projects from the front facade. This can reinforce the concept of a simple rectangular form.

- 7.11 A new balcony should be simple in design so as not to detract from the historic character.
 - a. The balcony should appear mostly transparent.
 - b. Simple metal work is most appropriate on commercial/ mixed-use buildings.
 - d. Heavy timber and plastics are inappropriate materials.
 - e. Use colors that are compatible with the overall color scheme of the building. In most cases, dark metal matte finishes are appropriate.

Intent for Landscape Designs

Landscape designs should be reflective of the historic character or natural setting of the individual areas. The landscape should help enhance the understanding of the history of the area while allowing new contemporary design interpretations and adaptive reuse of sites. Landscape designs should not convey a false sense of history. Specific to the Water Power Character Area, enhanced landscapes and streetscapes in this character area are encouraged. They should not impede one's ability to understand the historical function and character of the context.

Requirements

- 6.1 Retain existing features of historic landscapes including but not limited to plant materials, waterways and grade changes.
 - a. Where historic features are damaged beyond repair, incorporate concepts from the historic design into the new features.

- 6.2 Design new landscapes to be in harmony with the overall historic character of the district.
 - a. A new landscape design should not impede one's ability to understand the historical function and character of the context.
 - b. A new landscape design should not convey a false sense of history. Designs that reflect their own time, while helping to convey the history of a site, are appropriate.
 - c. A new landscape design that helps interpret the history of a site is encouraged. This does not have to be a literal interpretation.

- 6.3 Use landscape designs to promote energy efficiency and water conservation.
 - b. In residential settings, group deciduous trees and plants to provide summer shade and allow solar access in winter.
 - c. In some settings, plantings can be oriented to provide wind protection of plazas and entries in wintertime.

- 10.4 Integrate landscape features with industrial infrastructure and other interpretive opportunities to tell the story of the district.

Intent for Streetscape Improvements

Streetscape improvements should be reflective of the historic character or natural setting of the individual character areas. The streetscape should help enhance the understanding of the history of the area while allowing new contemporary design interpretations and adaptive reuse of sites. Streetscape designs should not convey a false sense of history.

Requirements

- 6.4 New or replacement street furnishings, such as street lights and street furniture, shall be compatible with the context of the individual character areas.
 - a. In historic industrial areas, simple contemporary utilitarian designs are appropriate for street furnishings.
 - b. In historic residential and commercial areas, contemporary styles, such as metal with a painted finish, are appropriate for designs for street furnishings.
 - c. Designs that create a false sense of history, such as highly ornate historic styles, are not appropriate.

- 6.5 Consider integrating interpretive materials into street furnishings.
 - a. Designs that interpret the history of the area are appropriate.

- 6.6 Streetscape plantings should be compatible with the context of the individual character areas.
 - a. In historic industrial areas, street trees should be clustered and have irregular spacing to evoke a sense of the volunteer nature of vegetation of these industrial settings.
 - b. Boulevard plantings will be considered in historic industrial areas.
 - c. In historic commercial and residential areas, traditional regular spacing and placement of trees is appropriate.
 - d. Boulevard plantings are appropriate in historic commercial and residential areas
 - e. Street trees shall not be located directly in front of entrances.

Intent for Open Space

The historic development patterns and use of these areas is often evident in the orientation of and access to the sites, remnants of historic infrastructure buildings, and their vegetation. New designs for open spaces and parks should reflect the historic use of the site through design interpretation while allowing for designs that meet the needs for the current and proposed use of the site.

Requirements

- 6.7 New designs for open spaces and parks should be compatible and reflective of the historic context of the individual character areas.

- a. Incorporate the remnants of historic infrastructure and buildings into new designs for open spaces and parks.
- b. Retain the historic orientation and access patterns of sites.
- c. Interpret the historic use of the site through new design elements.
- d. The volunteer pattern of historic landscapes should be reflected in industrial settings.

Intent for Views

The most valued views should be identified at the outset of a project, such that it is clear that they will be considered. The intent is not that no view can ever change, but the key elements of a view from public way should be retained.

Requirements

- 7.1 Incorporate key view opportunities into a design.
 - a. At the outset of a project, identify views that are most valued, then incorporate them into the design.
- 7.2 Minimize the impacts to key views from public ways.
 - a. Locate improvements to maintain key views to the extent feasible.

Intent for Connectivity

Existing historic circulation systems should be preserved. New development should continue to look at opportunities to enhance the existing circulation system. Internal circulation should also be provided within a project on larger parcels to encourage a pedestrian-friendly environment.

Requirements

- 7.3 Use historic routes, including rail corridors and roadways rather than create a new one.
 - a. When considering a new connection, preserve the underlying historic development patterns.
- 7.4 Preserve the historic network of streets and alleys.
 - a. Streets and alleys that reflect historic development patterns should not be enclosed or closed to public access. Adapting them as new ways of circulation is appropriate.
 - b. Link walkways and alleys to existing public rights-of-way.
- 7.5 Vehicular access to a site shall be obtained using existing alleys.
 - a. New curb cuts will be considered.

Treatment of Archeological Resources

A key objective for the historic district is to preserve archaeological resources to the extent feasible. While a substantial amount of information is available that indicates the potential for archaeological resources throughout the district, more research is needed. Any improvement project should be undertaken with the awareness that such resources may be encountered and steps to address this should be incorporated into the project.

Staff comment on Treatment of Archeological Resources: Staff is unaware of any archeological resources on the site. However, a Phase I Archeological Resource Inventory should be conducted to determine if archaeological resources, such as railroad tracks, would likely be encountered during excavation. If any archaeological resources are found, the applicant is encouraged to incorporate them into the proposed development or the woonerf on the adjacent property.

(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.

Regarding new construction on historic properties or within historic districts, the Secretary of the Interior's Standards state:

9. *New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.*
10. *New additions and adjacent or related new construction shall 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 proposed new construction would replace an existing surface parking lot, which is not considered to be historic or to characterize the St. Anthony Falls Historic District. The new construction would be clearly identifiable from historic buildings within the district. It would be compatible with the massing, size, and scale of the adjacent historic, contributing properties. Compatibility with historic materials and spatial relationships is discussed in finding #4 above. The proposed new construction is not attached to any historic construction, ensuring the change could be reversed with no adverse effects to the landmark.

(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.

Minneapolis Plan for Sustainable Growth

The Minneapolis Plan for Sustainable Growth identifies mixed use as the appropriate future land use for this site. The site is located in the Mill District Activity Center and the Downtown Growth Center. The following policies apply to this proposal. With the adoption of the staff recommendation, the proposal will be consistent with the comprehensive plan.

Land Use Policy 1.12: Support Activity Centers by preserving the mix and intensity of land uses and by enhancing the design features that give each center its unique urban character.

- 1.12.1 Encourage a variety of commercial and residential uses that generate activity all day long and into the evening.
- 1.12.2 Encourage mixed use buildings, with commercial uses located on the ground floor and secure entrances for residential uses.
- 1.12.3 Encourage active uses on the ground floor of buildings in Activity Centers.

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- 1.12.5 Encourage a height of at least two stories for new buildings in Activity Centers, in keeping with neighborhood character.
- 1.12.6 Encourage the development of high- to very-high density housing within the boundaries of Activity Centers.
- 1.12.9 Encourage architectural design, building massing and site plans to create or improve public and semi-public spaces in Activity Centers.

Open Space and Parks Policy 7.9: Work to develop high quality open spaces in Downtown.

- 7.9.1 Encourage the creation of new parks and plazas that are easily accessible by Downtown workforce and residents.
- 7.9.2 Support the incremental greening of Downtown through the addition of more trees, plantings, and small open spaces.

Heritage Preservation Policy 8.1: Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture.

- 8.1.2 Require new construction in historic districts to be compatible with the historic fabric.

Urban Design Policy 10.1: Promote building designs and heights that enhance and complement the image and form of the Downtown skyline, provide transition to the edges of Downtown and protect the scale and quality in areas of distinctive physical or historical character.

- 10.1.2 Building placement should preserve and enhance public view corridors that focus attention on natural or built features, such as landmark buildings, significant open spaces or water bodies.

Urban Design Policy 10.2: Integrate pedestrian scale design features into Downtown site and building designs and infrastructure improvements.

- 10.2.1 The ground floor of buildings should be occupied by active uses with direct connections to the sidewalk.
- 10.2.2 The street level of buildings should have windows to allow for clear views into and out of the building.
- 10.2.3 Ensure that buildings incorporate design elements that eliminate long stretches of blank, inactive building walls such as windows, green walls, architectural details, and murals.
- 10.2.4 Integrate components in building designs that offer protection to pedestrians, such as awnings and canopies, as a means to encourage pedestrian activity along the street.
- 10.2.5 Locate access to and egress from parking ramps mid-block and at right angles to minimize disruptions to pedestrian flow at the street level.
- 10.2.6 Arrange buildings within a site in order to minimize the generation of wind currents at ground level.
- 10.2.7 Locate buildings so that shadowing on public spaces and adjacent properties is minimized.
- 10.2.8 Coordinate site designs and public right-of-way improvements to provide adequate sidewalk space for pedestrian movement, street trees, landscaping, street furniture, sidewalk cafes and other elements of active pedestrian areas.

Urban Design Policy 10.14: Encourage development that provides functional and attractive gathering spaces.

- 10.14.3 Encourage the creation of new parks and plazas.

Urban Design Policy 10.18: Reduce the visual impact of automobile parking facilities.

10.18.2 Parking lots should maintain the existing street face in developed areas and establish them in undeveloped areas through the use of fencing, walls, landscaping or a combination thereof along property lines.

10.18.3 Locate parking lots to the rear or interior of the site.

Urban Design Policy 10.19: Landscaping is encouraged in order to complement the scale of the site and its surroundings, enhance the built environment, create and define public and private spaces, buffer and screen, incorporate crime prevention principles, and provide shade, aesthetic appeal, and environmental benefits.

Historic Mills District Master Plan

The subject site is located within the boundaries of the *Historic Mills District Master Plan*,⁴ which was adopted in 1999. In 2001, an update to the plan was adopted. This plan played an important role in the revitalization and redevelopment of the Historic Mills District into what it is today. The plan calls for 4 to 5-story (up to 63 feet) residential development on the 2nd Street side of the block, but with open space retained in the general location of the historic rail corridor. On this site, the plan also calls for ground floor commercial fronting 3rd Avenue South. A sizable corner park/plaza located between the new building and 3rd Avenue was also envisioned. The plan also contains the following specific site and building design guidelines:

Building placement

- Buildings should be oriented to front city streets and should be set back from the street right-of-way no further than 10 feet for more than 50% of the width of the parcel.

Building configuration and pedestrian Friendly Streets

- Building frontage along streets should be lined with pedestrian oriented uses on the ground floor, and the upper floors should have a regular pattern of windows to create ‘eyes on the street.’
- Parking should be located underground or in the middle of the block, behind the buildings.

Building heights

- Building heights should be a minimum of four stories.
- Building massing should be planned to take advantage of sunlight and views.
- Tall buildings should be positioned along north/south avenues to allow sunlight to penetrate into the street spaces and courtyards and to block northwest winds.
- Tall buildings positioned along the north/south avenues on the riverfront will also maximize views of the river basin.
- The heights of the tallest buildings should be compatible with existing commercial buildings in the Historic Mills District.

Massing

- Buildings should be simple, well-proportioned volumes.

⁴ The boundaries of the plan extend along 2nd Street South between 3rd Avenue South and 9th Avenue South as well as extending south of 2nd Street South, outside of the St. Anthony Falls Historic District boundaries.

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- Building walls facing public streets and parks shall be terminated at the top with a cornice or attic expression.
- Flat roofs shall be enclosed by parapets no less than 42 inches high or as required to conceal equipment.
- Cantilevered mansard roofs could be considered if they have historical precedence.

Façade Treatment: Windows, Doors, Storefronts, Awnings

- Windows (other than ground-level storefront windows) shall be vertical in proportion, 1.5 to 2.5 times as tall as they are wide.
- The glazed area of a façade (excluding the ground-level storefront) shall not exceed 35% of the total façade area.
- Doors and windows should be set back a minimum of three inches from the façade.
- Doors shall be vertical in proportion.
- Sliding glass doors are not permitted.
- Windows and doors should appear in a consistent and repeated pattern across the principal facades.
- Ground-floor commercial uses shall have storefronts with glazed areas equal to at least 65% of the ground-level portion of the façade.

Materials

- Exterior Wall Finish: The exterior wall finish on all facades shall be limited to brick, stone or cast stone designed to resemble stone masonry construction.
- Exterior Color:
 - The masonry colors of buildings can range between creamy buff colors to deep terracotta.
 - Trim colors should be earth tones that complement the masonry.
 - Doors, shopfronts, window frames, shutters, balcony rails and awnings shall be any color, any saturation.
 - Glass shall be clear or lightly tinted only. Balcony railings and porch structures shall be metal, stone or cast concrete.

The plan also contains streetscape design guidelines. The plan envisions 2nd Street as the central pedestrian spine of the district. The plan identifies specific street improvements. The street has not been built to those specifications; however, the proposed changes to the right-of-way are consistent with the improved pedestrian environment goals.

Staff comment: The proposal would not be consistent with 5 aspects of the above guidelines:

- *Building height:* The proposed building height is 6 stories, 72 feet to the top of the parapet, which exceeds the 4-5 stories (63 feet) recommended by the plan. The height limits have been implemented consistently within the boundaries of the plan.
- *Location of plaza:* The plaza would not be located at the corner of 3rd Avenue and 2nd Street. However, the proposal includes retail at the corner which the plan also supports. Therefore the proposed plaza and retail use locations meet the intent of what was envisioned by the plan.

- *Parapet/cornice:* The building walls facing the streets would not be terminated at the top with a cornice or attic expression and the parapet would be 30 inches tall instead of 42 inches. It does not appear that all new construction projects within the boundaries of this plan have been held to this standard. The applicant is proposing 3-sided canopies on several sides of the building, which could be considered a contemporary cap. A taller parapet is not needed to screen the rooftop mechanical equipment.
- *Doors and windows:* Sliding glass doors are proposed to provide access to some of the balconies. The recently adopted *St. Anthony Falls Historic District Design Guidelines* do not specify that sliding doors should not be used. The proposed sliding doors are consistent with the window patterns and sizes proposed on the rest of the building and should not be discernible from street level. Details provided by the applicant show that the proposed windows will not be inset from the façade walls. This issue is discussed further in finding #4 above.
- *Materials:* Although some cast stone is proposed, the majority of the non-fenestration materials of each façade is not brick, stone or cast stone. Recently constructed projects have been allowed to deviate from this requirement although the primary material has still been brick with the exception of the MacPhail Center for Music (outside of the historic district) and the Guthrie, both of which are nonresidential structures. This issue is discussed further in finding #4 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.

The applicant has taken into consideration the design guidelines of the St. Anthony Falls Historic District, and the architectural significance of the historic district.

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

Site Plan Review is required for the proposed development. The proposal appears to comply with most of the site plan review standards. However, a few standards have not been met.

The Site Plan Review chapter of the Zoning Code has a requirement that 30 percent of a ground floor building facade that faces an on-site parking area be windows for non-residential uses. Blank, uninterrupted walls that do not include architectural elements exceeding 25 feet in width are also not allowed. The ground floor nonresidential walls facing the parking area do not contain any windows or architectural elements to prevent blank building walls. Requiring windows in this area would not be incompatible with the character of the district. Therefore staff is recommending a condition of approval requiring that windows be provided on the ground level walls of the nonresidential uses facing the on-site surface parking and shall be consistent with the style of storefront windows facing the adjacent streets and the amount of windows shall be not less than 30 percent of the wall area measured between 2 and 10 feet above the adjacent grade, unless otherwise allowed by the City Planning Commission.

The 36-foot wide wall adjacent to the bus shelter also would not contain sufficient architectural elements to prevent a blank wall. This will likely also need to be addressed with the submittal of the land use application.

The applicant may need to request that the City Planning Commission grant alternative compliance for some of the landscaping requirements. Alternative compliance can be granted when proposed alternatives meet the intent of the ordinance, are consistent with applicable development plans or objectives, and the site plan includes amenities or improvements that address any adverse effects of the alternative. The proposal introduces vegetation in a manner consistent with the historic function and would bring the site closer to compliance with these requirements.

(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.

As conditioned, the application 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.

With the adoption of the staff recommendation, the proposal would be compatible with the character of the district and would not negatively impact the significance or integrity of the St. Anthony Falls 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 spirit and intent of the City of Minneapolis' Heritage Preservation Regulations is to preserve historically significant buildings, structures, sites, objects, districts, and cultural landscapes of the community while permitting appropriate changes to be made to these properties. With the adoption of the staff recommendation, 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.

(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 project would not have a direct impact on any contributing resource. The proposed building placement in relationship to historic buildings in the district and exterior materials have the potential to affect the character of the district as discussed in findings #4 and #6. With the adoption of the staff recommendation, the proposed development will be in keeping with this finding.

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 construct a new 6-story, mixed use building and a new plaza located at the property of 300 2nd Street South, subject to the following conditions:

1. The building shall be shifted 4 feet away from the 3rd Avenue South lot line.
2. Not less than 50 percent of the south and west building elevations not covered by windows or doors shall be cast stone in order to reduce the dominate appearance of the metal panels.
3. Fiber cement shall only be allowed on the building walls facing the on-site surface parking area and shall not exceed 30 percent of each wall.
4. No mechanical penetrations shall be allowed on the walls visible from 2nd Street South and 3rd Avenue South.
5. Windows shall be provided on the ground level walls of the nonresidential uses facing the on-site surface parking area and shall be consistent with the style of storefront windows facing the adjacent streets. The amount of windows shall be not less than 30 percent of the wall area measured between 2 and 10 feet above the adjacent grade, unless otherwise allowed by the City Planning Commission.
6. A Phase I Archaeological Resource Inventory shall be submitted to CPED staff for review. If any archaeological resources are found, the applicant is encouraged to incorporate them into the proposed development or the woonerf on the adjacent property.

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7. 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 November 19, 2015.
8. 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.
9. Department of Community Planning and Economic Development Staff shall review and approve the final plans and elevations prior to building permit issuance.

Attachments:

- Project/site summary, information and photos
- Project description
- Statement addressing the applicable Certificate of Appropriateness findings
- Correspondence
- Vicinity map
- Aerial photograph of site and context photos
- Plans
- Renderings
- Details