Department of Community Planning and Economic Development
Planning Division

Certificate of Appropriateness
BZH-26609

Date: October 26, 2010

Proposal: Request for COA to complete rehabilitation and new addition

Applicant: Charlene Roise, Hess, Roise and Company

Address of Property: 420 5th Street North

Project Name: Ford Centre Rehabilitation and Addition Project

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

Planning Staff and Phone: Aaron Hanauer, (612) 673-2494

Date Application Deemed Complete: October 8, 2010

Publication Date: October 19, 2010

Public Hearing: October 26, 2010

Appeal Period Expiration: November 5, 2010

Ward: 7

Neighborhood Organization: North Loop

Attachments:

Attachment A: Staff Report (A1-A18)

Attachment B: Materials submitted by CPED- (B1-B12)

- B1: Zoning map
- B2: Future land use map
- B3: Minneapolis Warehouse District map
- B4: Warehouse District Sanborn map
- B5-B8: Historic images
- B9-B12: Historic and contemporary elevation comparison
- B13: Bay 4 South elevation Original Transom
- B14-B23: NPS Review of replacement of steel industrial windows

Attachment C: Materials submitted by Applicant– (C1-C10-23)

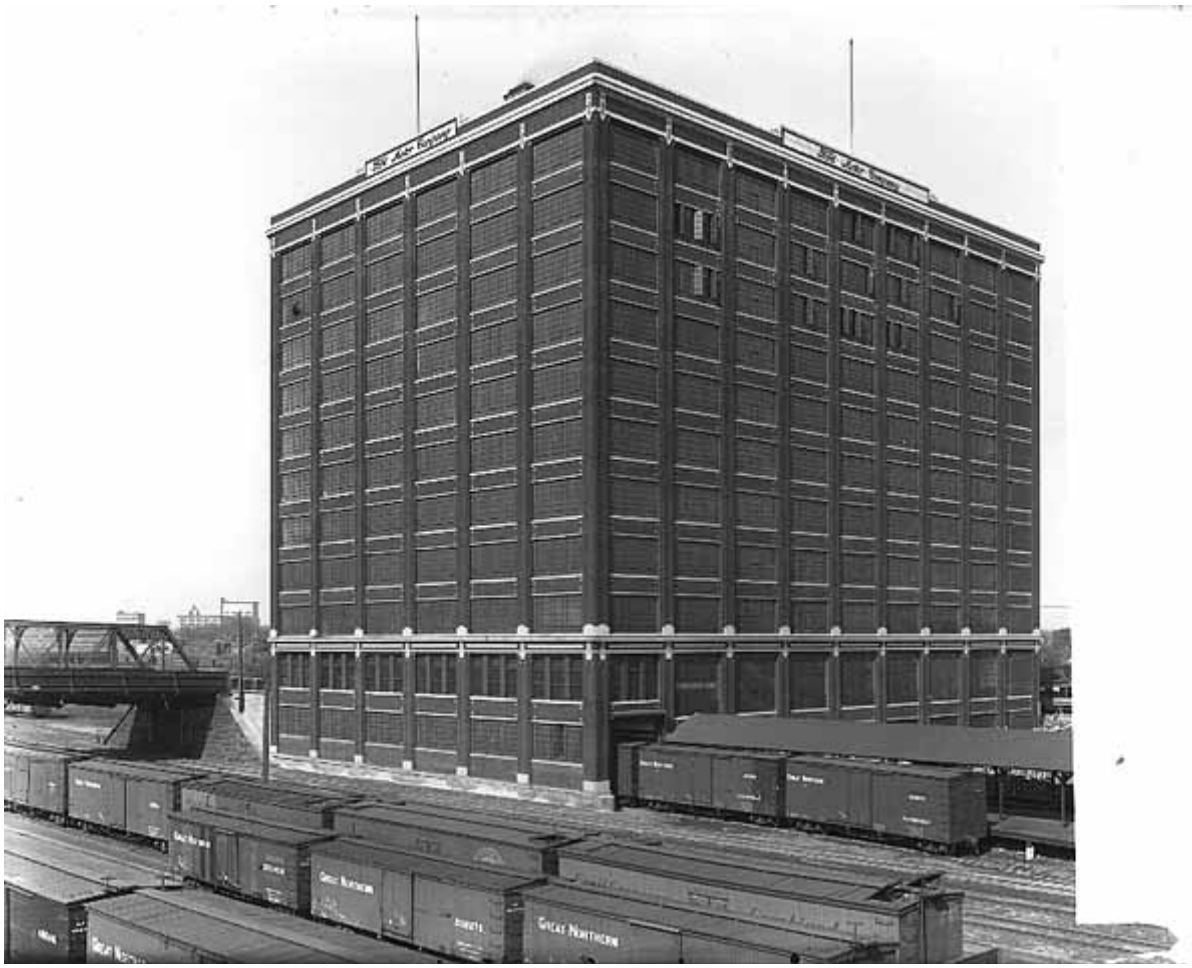
- C0-1-C0-2: Cover letter
- C0-3-C0-7: COA application
- C1-1-C1-9: Building historic and description
- C2-1-C2-5: Photographs of facades
- C3-1-C3-4: Project description
- C4-1-C4-42: Window survey and analysis
- C5-1-C5-16: Replacement window specifications and drawings
- C6-1-C9-14: HVAC assessment
- C7-1-C7-9: Roof terrace mockup
- C8-1-C8-3: Notifications
- C9-1-C9-6: Findings
- C10-1-C10-23: Plan set (existing and proposed)

Attachment D: Materials submitted by National Park Service and State Historic Preservation Office (D1-D5)

- D1: SHPO letter confirming application for tax credits
- D2-D5: NPS assessment of plans

Attachment E: Materials submitted by Public (E1)

- E1: North Loop letter



Ford Centre: 1914-1915, East (left) and north (right) facades. Source: Charles J. Hibbard, photographer; Minnesota Historical Society

420 5th Street North: Ford Centre, 2010, East (left) and north (right) facades. Source: Applicant

CLASSIFICATION:	
Local Historic District	Warehouse Historic District
Period of Significance	1865-1930
Criteria of significance	Architecture, Commerce, Master Craftsmen
Date of local designation	1978, 2010, revised
Applicable Design Guidelines	Secretary of Interior Standards for Treatment of Historic Properties, Warehouse District Design Guidelines.

PROPERTY INFORMATION	
Current name	Ford Centre
Historic Name	Ford Centre
Current Address	420 5th Street North
Historic Address	412-428 5th Street North
Original Construction Date	1913
Original Contractor	Splady-Albee-Smith Company
Original Architect	Kees and Colburn
Historic Use	Vehicle motor plant
Current Use	Office
Proposed Use	Office

BACKGROUND:

Building description: The Minneapolis Ford Plant is a large, ten-story curtain wall building constructed with a reinforced concrete, red pressed brick and terra cotta, and built at a cost of $400,000. The architects followed the basic design used for other Ford assembly plants throughout the country. The exterior of the building expresses the structural system with pilasters, narrow spandrels, and large industrial windows. There is minimal decorative terra cotta trim at the top of the pilasters and cornice. The original parapet has been removed and the structure contains multiple window types, but many of the original industrial divided light windows remain (C1 and C2).

The windows are a prominent character-defining feature of the building. The building contains 311 window openings. Original galvanized metal double-hung sash, three units per bay, are on the second floor of the east facade and one bay of the north façade (C2-2 and C2-5). Metal-clad, wood-frame, Chicago-style window units—a large, center fixed light flanked by one-over-one double-hung sash—are on the second floor on the south and west facades (C2-3 and C2-4) These windows survive in relatively good condition. In contrast, many of the original steel, industrial-sash units on the upper floors are in poor condition, and a number have been replaced by a nine-pane configuration that is not in keeping with the building's historic appearance (C1).

Building history: As the vertically-oriented Minneapolis plant was under consideration, Ford was experimenting with a new approach to production in a horizontally-organized factory in Highland Park, Michigan. Ford's first continuous assembly was launched in 1913. It was soon adopted as the preferred method of automobile manufacturing by Ford and other makers. The continuous assembly line required a massive, single-story factory. At the same time, Ford's success with the Model T and plans to launch the Model A demanded the expansion of the company's manufacturing capacity. By the early 1920s, Ford was investigating new sites in the Twin Cities, and in 1924, the company opened a sprawling single-story facility in Saint Paul's Highland Park neighborhood (C1-2). The opening of the St. Paul plant replaced the operation at this building.

The Ford Centre building was purchased by the Minneapolis-Honeywell Regulator Company during World War II. Honeywell occupied the building for many years. In the late twentieth century, the building was subdivided into offices and studios for multiple tenants. To facilitate this new use, an elevator shaft was added on the exterior at this time and a number of original windows were replaced (C1-3).

SUMMARY OF APPLICANT'S PROPOSAL

United Properties proposes to undertake a substantial rehabilitation of the Ford Center building. The Applicant states that,

> "The rehabilitation will return the exterior of the building to its early twentieth-century appearance and liberate the interior from the current non-historic maze-like configuration (C3-2)."

"The cost of the rehabilitation will be nearly $42 million, and federal and state historic tax credits will be needed to make the project feasible. The overall intent is to create open office working spaces on most floors of building, which is more compatible with the building's historic character. The proposed new public spaces will relate the building to development in and adjacent to the historic district and compensate for grade changes on two sides of the building, returning a primary entrance to Fifth Street (C3-2)."

The Applicant also states that, "The intent of the rehabilitation is to meet the required findings for the issuance of a Certificate of Appropriateness (per Minneapolis ordinance 599.350)." The Applicant also states that property must meet the Secretary of the Interior's Standards to obtain federal and state tax credits, which are essential for the financial viability of the project (C3-2)."

The National Park Service (NPS) submitted an assessment of the Ford Centre rehabilitation proposal, and the State Historic Preservation Office (SHPO) submitted a letter confirming that the Applicant is applying for tax credits and indicating the status of that review (Attachment D). If approved by SHPO and the NPS, the Ford Centre will be one of the first projects in Minnesota to utilize the state historic tax credit.

There are nine parts of the rehabilitation project that CPED is reviewing as part of the Certificate of Appropriateness.

1. **Removal of modern elevator tower that was installed in 1940s on the north facade and restore the damaged windows and wall of this location.**
   The modern elevator tower on the north façade was constructed in 1944, which is outside the period of significance. The Applicant is proposing to remove the elevator shaft and patch the areas of brick where the exterior elevator shaft was added (B9 and compare C10-3 and C10-17). For the wall area exposed by the elevator shaft removal, the Applicant states that replacement brick may be needed. When it is needed, the Applicant proposes to use replacement brick and mortar that will match the original material in material, color, profile, dimension, and texture (C9-3).

   The Applicant is also proposing to complete repointing only where needed (C9-3). Mortar joints are proposed to be cleared with hand tools and the replacement mortar duplicated to the original mortar's composition, color, texture, joint width, and joint profile.

2. **Repointing of exterior brick walls on all facades as needed.**
   The Applicant is proposing to complete repointing work in small areas of severe deterioration only where needed (C9-3). The replacement brick and mortar is proposed to match the original materials in material, color, profile, dimension, and texture. For the repointing work, the Applicant is proposing to clear mortar joints using hand tools and the replacement mortar shall duplicate the original mortar's composition, color, texture, joint width, and joint profile.

3. **Removal of modern infill from tall bays on first floor of the Fifth Street (south), Fifth Avenue (west) facades and north elevation (eastern most bay); installation of windows and doors similar to the original design.**

South Elevation: The Applicant is proposing to have two pedestrian entrances on the 5th Street elevation (see Attachment B10 and compare C10-3 and C10-19). For Bay 4, the Applicant is proposing to remove part of the 5th Street bridge railing and install steps to the building entry. Historically, this opening was a vehicular entry (B5 and B7.5). Currently, the opening is recessed at the same depth as it was originally, and retains the original transom window (Attachment B6, B7.5, and B13).

The original pedestrian (showroom) entrance on the south elevation was Bay 7 (see Attachment B5 and B10). The Applicant is proposing to redo this opening so that it provides a grander entrance than exists today (compare C10-1 and C10-`9). The Applicant states they plan to use historic photographs to serve as the basis of the design of the new doors (compare B5 and C10-19). The Applicant states that drawings will be submitted to HPC staff for review and approval prior to installation.

West Elevation: The western elevation contains six bays (B-7.5 and C10-2). Historically, the first floor of the western elevation contained five window openings; Bay 3 was an entrance (B7.5 and B12). The first floor windows on the western elevation were similar in design to the industrial sash windows of the floors above (B7.5). At some point after 1952, the 5th Avenue entrance was converted into a window opening, and the original steel sash windows were replaced (C2-3 for current condition photograph). The only elements that remain that signify Bay 3 was an opening is the metal light fixtures that flank the opening (C2-3). The Applicant is proposing to replace the existing first floor windows in all six bays with aluminum replacement windows that are similar in design to the original windows (C10-20).

North Elevation: Bay 9 on the north elevation originally provided access for train delivery and shipment (B8-B9). This opening was turned into a pedestrian entrance at a later date (C2-2). However, the opening still retains the original metal cylindrical portion of the rollup door (B8, B9, and C2-2). The Applicant is proposing to redo this pedestrian opening and provide windows surrounding the opening that reflect the large steel sash windows on the floor above (compare C10-3 and C10-17).

4. **Removal of non-historic loading dock on north façade.**
   The existing loading dock (approximately 20 feet by 52 feet) was added to the north side of the building circa 1944, which is after the Minneapolis Warehouse District's period of significance (C2-2). The Applicant is proposing to remove the non-historic loading dock. The Applicant is proposing to add vehicle access doors to allow for underground parking (compare C10-3 and C10-17). The materials and close-up details of the proposed bay doors have not been provided.

5. **Rehabilitation of windows.**
   The Applicant completed a window survey of the building's 311 windows (C4-16-C4-20). 264 of the 311 existing window openings (85 percent) contain the original windows (see Table 1 below).

Table 1: Window Type

Window type	Number
Original steel industrial sash	244
Original Chicago-style/and original wood windows	15
Original galvanized metal double-hung sash	7
Replacement window	45
Total	311

For the window survey, the Applicant's window survey consultant graded each of the windows on a 0-6 level (C4-4); zero was considered those windows in the best condition. Windows that received a six were those windows that contained severe metal deterioration visible, paint and glazing deterioration, joint sealant and glazing repairs have been made, some severe bowing is apparent, and/or exterior sill mortar deterioration is visible (C4-5).

The Applicant is proposing to rehabilitate approximately 220 of the 265 original windows; 83 percent (see Table 2 below). The Applicant will be rehabilitating the 15 Chicago-style and original wood windows, the seven galvanized metal double-hung sash windows, and 198 of the 244 original industrial-sash windows (81 percent of the original windows). For the original industrial-sash windows, the Applicant states they anticipate rehabilitating 100 percent of the windows that received a grade of 1-4 in the window survey, and approximately 50 percent of the windows that received a grade 5-6 (C4-16-C4-20, and C10-23). However, the Applicant did not provide a plan showing the specific location of the rehabbed windows. Interior storm windows will be installed to improve energy efficiency of the rehabilitated windows.

Table 2: Window Rehabilitation Plan

Window type	Number	Proposed Restored	Proposed Percentage Restored
Original steel industrial sash	244	198	81%
Modern replacement windows	45	0	0%
Chicago-style/and original wood windows	15	15	100%
Galvanized metal double-hung sash	7	7	100%
Total	311	220	71%

6. Replacement of windows.

The Applicant is proposing to replace approximately 28 of the original steel industrial sash windows that are beyond repair and the 45 window openings that have a modern window. The proposed replacement window is an aluminum window designed to

replicate the steel windows. The aluminum finish would be a Kynar 500 coating. The replacement windows are proposed to be set slightly forward compared to the existing windows (see sill and header detail on C5-3). The Applicant did not provide explanation for the difference in the recess of the replacement windows and the original windows. The proposed replacements are simulated divided light windows with an interstitial spacer applied in between the panes of glass. The Applicant states that true divided light windows was not economically feasible, however, they did not provide details of the cost difference. The applied muntin bars of the proposed windows will have the same dimension as the original windows; 7/8 of an inch (C5-2-C5-5). The mullions of the proposed windows have been designed to replicate the dimensions of the existing mullions (C5-3).

7. **Construct roof terrace.**
The Applicant is proposing to construct a roof terrace and a five-foot high rooftop penthouse elevator for the gearless traction elevator (C7-1). The proposed terrace is set back one bay from the east and south sides of the building and further from the other sides (C7-2). Access to the terrace will be provided by a new two-stop elevator that will use the historic central elevator penthouse as well as by a historic stairway in the northeast penthouse. The terrace narrows as it approaches the door to the stairway. The proposed terrace railing will be slightly visible on the north end (C7-8-C7-9).

8. Construction of vestibule/stairway addition on the north side.
The Applicant is proposing to construct a new structure that contains a vestibule/stairway on the north elevation to connect grade level at parking lot/Fifth Avenue with the first floor (C3-1, C10-17, C10-20, and C21). The proposed vestibule will have a 1,500 square foot footprint. It is proposed to be setback slightly from 5th Avenue. The main access to the vestibule was designed to be from the parking lot to the north. Specific details and materials of the vestibule were not provided.

9. **Install a mechanical equipment update.**
The Applicant is proposing to remove a collection of existing window air conditioners and louvers that have damaged historic windows (C2-2-C2.5), and install a floor-by-floor mounted HVAC system on the north elevation (C6, C10-17, and C23-C24 for proposed renderings). The floor-by-floor system would include two chiller units and a penthouse on the roof. The floor-by-floor system also requires the installation of air-intake louvers in one window bay per floor on the north facade for HVAC equipment (C6 and C10-17).

The Applicant states that they explored a roof mounted HVAC system, one that would not involve the replacement of a column of windows with louvers (C6-2-C6-3). They state that this type of system would be approximately 60’ long x 30’ wide x at least 16’-0 tall each. This does not include the approximately 30” to 40” height of the steel to support the units above the roof. The overall heights of the units would be approximately 19’-0 to 20’-0 tall (see C6-2 and C6-10 for rendering).The Applicant states that a roof-mounted HVAC system would have the following downfalls:

- The units would be visible from all street directions regardless of where they would be located on the roof.

- The supply and return ductwork from the units would be at least 10’ tall. The ductwork would be located in the bay nearest the roof edges on the north, west and east sides of the building in order to get to the duct shafts down. These ducts would be visible from the street.
- Requires additional large vertical duct shafts be added from roof to basement level to route the large supply and return ducts to feed all floors.
- The units on the roof would be noisy.

The Applicant states that the proposed floor-by-floor mounted HVAC system (with the louvers in one column of windows on the north elevation) would have the following benefits:

- Only the chillers would be located on the roof. These units would be approximately 37’ long x 7’-4” wide and would be approximately 11’-4” tall (including the steel structure). These units can be located in the near center areas of the roof, away from the roof edges and much less visible than the option 1 rooftop HVAC equipment.
- No large ductwork would be visible on the roof.
- Does not require addition of large new vertical duct shafts from floor to floor for supply and return ductwork.
- Uses one existing room in an existing elevator penthouse for pumps and tanks. No additional rooms needed.
- Uses an existing shaft up through the building for relief through the roof and reuses the structure on the roof (with new wall louvers to be installed in place of two walls) for relief air (C6-3).

PUBLIC COMMENT:

Public notices for the Certificate of Appropriateness were mailed on October 13, 2010. As of October 19, 2010 one letter was submitted. The North Loop Neighborhood Association wrote a letter supporting the Ford Centre renovation project and requesting that the architect come back to present more detailed drawings at a later date (E1).

CETIFICATE OF APPROPRIATENESS: Certificate of Appropriateness to rehabilitate the steel fence as part of Phase I of the fence restoration project.

Findings as required by the Minneapolis Preservation Code:

The Planning Division of the Minneapolis Community Planning and Economic Development Department has analyzed the application based on the findings required by the Minneapolis Preservation Ordinance. Before approving a certificate of appropriateness, and based upon the evidence presented in each application submitted, the commission shall make findings based upon, but not limited to, the following:

(1) The alteration is compatible with and continues to support the criteria of significance and period of significance for which the landmark or historic district was designated.

Although CPED is recommending some alterations to the rehabilitation plan and requesting additional details to be approved by the HPC, the proposed rehabilitation plan is compatible with and continues to support the criteria of significance and period of significance for which the Ford Centre is a contributing building to the Minneapolis Warehouse District.

The Minneapolis Warehouse Historic District is historically significant as an area of early commercial growth fueled by access to markets and goods created by the expansion of the railroads during the development of the City of Minneapolis and as the city's warehouse and wholesaling district which expanded during the late 19th and early 20th centuries when Minneapolis became a major distribution and jobbing center for the northwest. The Minneapolis Warehouse Historic District is architecturally significant for its remarkably intact concentration of commercial buildings designed by the city's leading architects in styles which evolved from the Italianate Style of the 1860s to the curtain wall structures of the early 20th century (Minneapolis Warehouse District Designation Study).

The Ford Centre is an important and highly visible part of the Minneapolis Warehouse District. CPED believes that the restoration work of the building's masonry and windows, removal of non-original features such as the north elevation elevator shaft and loading dock, the construction of a sensitively designed addition on the north elevation, and installation of high-quality replacement windows will improve the appearance of the Ford Centre and be a benefit to the Minneapolis Warehouse District.

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

Although CPED is recommending some alterations to the rehabilitation plan and requesting additional details to come back to the HPC for later review, the rehabilitation plan is compatible with and continues to support the exterior designation in which the property was designated.

The Ford Centre is an important and highly visible part to the Minneapolis Warehouse District. The building captures all three areas of the district's significance. The building embodies high-quality commercial architecture (lightly classicized, concrete-frame industrial), built by master architects (Kees and Colburn), and captures the social significance of the district (major employment center).

CPED believes that the restoration work of the building's masonry and windows, removal of non-original features such as the north elevation elevator shaft and loading dock, the construction of a sensitively designed addition on the north elevation, and installation of high-quality replacement windows will help strengthen the historic character of the building.

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

Although CPED is recommending some alterations to the rehabilitation plan and requesting additional details to come back to the HPC for later review, the proposed rehabilitation plan is compatible with and will ensure continued integrity of the Ford Centre which is a contributing building to the North Loop Warehouse District. The Applicant's proposed masonry and windows restoration, removal of non-original features such as the north elevation elevator shaft and loading dock, and the construction of a sensitively-designed addition on the north elevation will help ensure that the building's original design, materials, workmanship, and feeling are maintained.

CPED agrees with the applicant's findings statement that, "The [Ford Centre] building is a visually important anchor to a corner of the historic district. In completing a substantial rehabilitation, the proposed project will ensure that the building continues that role in future decades (Attachment C9-1)."

(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 Minneapolis Warehouse District guidelines were updated by the Heritage Preservation Commission in March 2010. Although CPED is recommending some alterations to the rehabilitation plan and requesting additional details to come back to the HPC for later review, CPED believes the proposed rehabilitation plan meets many of the district guidelines. The following is an analysis on the nine parts of the rehabilitation project and the guidelines.

1. **Removal of north façade modern elevator tower that was installed in 1940s and restore the damaged windows and wall**
   The Applicant's proposal to remove the modern elevator tower on the north elevation and to restore the damaged windows and masonry wall meets Minneapolis Warehouse District (MWD) guidelines for masonry (Guideline 2.11-2.20).

2. Repointing of exterior brick walls on all facades as needed.
The Applicant's proposal to repoint the exterior brick walls only in areas of severe deterioration meets the Minneapolis Warehouse District guidelines for masonry (Guideline 2.11-2.20).

3. Removal of modern infill from tall bays on first floor of the Fifth Street (south), Fifth Avenue (west) façade, and North facade; installation of windows and doors similar to the original design
The Applicant's proposed removal of modern infill from the tall bays on the first floor of the Fifth Street and Fifth Avenue facades and to install windows and doors similar to the original design has the potential of meeting the Minneapolis Warehouse District guidelines. The following are analysis specifics:

South Elevation (5th Street): The Applicant's proposal for Bay 4 on the south elevation is not in full compliance with the Minneapolis Warehouse District guidelines for entrances (B5, B7.5, B10 and C10-19). The Applicant proposes a pedestrian entrance with three doors, sidelights, and a transom window above. MWD guideline 2.36 recommends that a door style that is similar in material and design to that used originally shall be used. CPED realizes that this entrance is not able to be used for its historic purposes (vehicle access), however, CPED recommends that an alteration to this opening retain/restore the original transom window above and the opening be recessed at its current depth. The retention of the original material will allow the rehabilitation plan to be in compliance with Guideline 2.35, "Original or historic features of the entryway and storefront including trim and other architectural features shall be retained."

The Applicant's proposal for Bay 7, which was the building's showroom entrance is to restore this entrance to a pedestrian entrance (C10-19). The Applicant states that historic photographs will serve as the basis for the design of the new doors, following Guideline 2.36. However, close-up details and materials of the entrance have not yet been submitted. Additional review of this feature at a later date is recommended.

West Elevation (5th Avenue): The Applicant's proposal for the western elevation contains six bays (B-7.5). Historically, the first floor of the western elevation contained five window openings; Bay 3 was an entrance. The first floor windows of the western elevation were similar in design to the industrial sash windows of the floors above. At some point after 1952, the 5th Avenue entrance was converted into a window opening, and the original steel sash windows were replaced. The Applicant is proposing to replace the existing windows on the first floor with aluminum replacement windows that are similar in design to the original windows (C10-20). CPED recommends that the Applicant convert Bay 3 back to its original entrance opening and to use historic pictorial evidence as a guide for the replacement door in order to be in compliance with Guideline 2.36, "When replacement is proven necessary, a door style that is similar in material and design to that used originally shall be used." In addition, CPED recommends that the Applicant retain the decorative metal elements that flank Bay 3. This will allow the Applicant to be in compliance with Guideline 2.35: "Original or historic features of the

entryway and storefront including trim and other architectural features shall be retained (see condition of approval number 5 and 6)."

North Elevation: The Applicant's proposal to replace the non-original pedestrian entrance in Bay 9 with a new pedestrian entrance is not in full compliance with the Minneapolis Warehouse District guidelines (B8-B9). The Applicant proposes a pedestrian entrance with two doors surrounded by windows with a divided light pattern similar to the industrial steel sash windows (C10-17). MWD guideline 2.36 recommends that a door style that is similar in material and design to that used originally shall be used. CPED realizes that this entrance will not provide access for a train; however, CPED believes a pedestrian entrance that differentiates itself from other openings on the north elevation will assist in providing a better visual of this location's significance to the building and the Minneapolis Warehouse District. Railroads were a vital element to the Minneapolis Warehouse District, and played an important role for the Ford Motor Company to decide locating at this site.

In addition, CPED recommends that the cylindrical portion of the rollup door shall be retained. The retention of this portion of the canopy will allow the Applicant to be in compliance with Guideline 2.35: Original or historic features of the entryway and storefront including trim and other architectural features shall be retained (see condition of approval 8).

4. Removal of non-historic loading dock on north façade :

The Applicant is proposing to remove the non-historic loading dock and install new exterior materials for the opening areas of Bays 4-8. The details, materials, and specific design for these bays were not provided with this application. The Applicant is proposing Bay 4 will contain electrical equipment, Bay 6, vehicle access to the basement, Bay 7 freight elevator and stairwell, and Bay 8 a loading dock (C10-21). CPED realizes that each elevation of the Ford Centre is a primary elevation, and the proposed opaque openings on the basement level on the north elevation will allow for protection of the proposed electrical and other mechanical equipment. CPED recommends that final materials and details of these openings shall be submitted to and approved by the HPC (see condition of approval 9).

5. Rehabilitation of windows

The Applicant's proposal to rehabilitate 220 of the 265 original windows has the potential of meeting the MWD design guidelines for windows. The Applicant plans to restore 15 Chicago-style/wood windows, seven metal double hung windows, and 198 of the 245 original industrial-sash windows. The proposed rehabilitation work is in compliance and meets guideline 2.21, "Original and historically significant windows shall be retained and repaired." However, the Applicant has not identified the exact location of the original steel industrial sash windows that will be restored or they believe will be restored. CPED recommends that a window restoration plan that identifies the location of the 198 original steel industrial sash windows that will be restored or are believed to be restored is submitted to and approved by the HPC (see condition of approval 10).

6. Replacement of windows

The Applicant completed a window survey that analyzed the condition of the existing windows, which is a MWD requirement when considering window replacement (Guideline 2.27). The Applicant's proposal to replace 28 of the original steel sash windows that are beyond repair and 45 modern, non-original windows with a high-quality aluminum replacement window has the potential to meet the MWD guidelines.

The Applicant's proposed aluminum replacement windows are a quality replica of the original windows that will compliment the rehabilitated original windows. However, the proposed replacement window does not meet Guideline 2.30: *True divided light windows are required when replacing a divided light window*. The Applicant states that true divided light windows are not financially feasible for this project; however, cost estimates for true divided light windows were not provided (Attachment C9-4). Without having cost estimates, CPED believes that true divided light windows are a possibility for this project. The National Park Service completed a review of a tax credit project in Boston, Massachusetts which involved partial replacement of the steel industrial windows with aluminum, true divided light windows (Attachment B14-B23).

The MWD Guideline 2.31 states that "*Where true divisions are not possible, applied muntins, with an interstitial spacer will be considered. Applied muntins shall be installed on both sides of the glass."* The proposed project with simulated divided lights would be in compliance with Guideline 2.31.

The proposed placement of the replacement windows is another concern. As currently proposed, the replacement windows would be set slightly forward compared to the existing windows (see sill and header detail on C5-3). This will create an uneven appearance across the entire façade of the building.

If the Commission requires that the replacement windows have true divided lights and the replacement windows are installed at the same depth as the original windows then the project will meet Guideline 2.29 and 2.30 for window replacement (condition of approval 11).

> *2.29. When considering the replacement of historically significant windows, new windows shall be compatible in material, type, style, operation, sashes, size of lights and number of panes of the existing windows in that location.*
>
> 2.30. True divided lights are required when replacing a divided light window.

7. **Construct roof terrace**

The Applicant's proposed roof terrace is in mostly in compliance with the MWD guidelines for rooftop decks (Guideline 2.63). The only portion of the rooftop deck that is not setback more than one structural bay is that portion that serves as the access to the stairs and elevator to the rooftop deck (C22). The Applicant has provided documentation of the limited visibility of the roof terrace (C7). The Applicant states that the terrace railing will only be slightly visible on the north end (C7-7-C7-9).

8. Construction of vestibule/stairway addition on the north side
The Applicant's proposed vestibule/stairway addition is in partial compliance with the MWD guidelines for new additions. The proposed stairwell meets Guideline 2.73 in that the addition is limited in size (1,500 square feet) compared to the building as a whole (268,000 square feet).

The stairway also meets the location requirement of Guideline 3.1 in that it is setback five feet from the property line. However, the vestibule/stairway addition is not in compliance with Guideline 3.7: "Buildings shall be oriented such that principal facades and entrances face public streets." Currently, the vestibule entrance is from the northern parking lot and not 5th Avenue (C10-17 and C10-21).

In addition, the vestibule/stairway addition does not meet Guideline 2.72: "Additions shall not be located on character defining facades of the front, rear, or sides of a property." The north elevation is a character-defining façade of the Ford Centre. However, CPED realizes that each of the elevations of the Ford Centre is a primary elevation and there are limited locations for an addition to this building. Staff realizes that the addition's proposed location will limit its visibility given the change in grade of 5th Avenue and the neighboring buildings to the north.

The Applicant did not submit material details of the proposed addition so CPED was unable to analyze the materials in relation to the MWD guidelines. CPED recommends that further details are submitted to review and approval by the HPC (condition of approval 13).

9. **Install a mechanical equipment update:**
The Applicant's proposed mechanical equipment plan is partially in compliance with the MWD guidelines. CPED recognizes that the proposed replacement of nine historic windows with louvers is not recommended by the HPC guidelines (2.21, 2.24). However, the Ford Centre is unique in that all elevations are primary/character-defining elevations. The Applicant's proposed location on the north elevation for the louvers, although will be visible, the proposed location has the least visibility compared to the west, south, and east elevations. In addition, CPED believes that the proposed roof-mounted HVAC system, even though would not require a louver in a window opening of each floor, may have an equal or greater visual impact with the height of the required mechanical equipment on the rooftop.

(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.

Although CPED is recommending some alterations to the rehabilitation plan and requesting additional details to come back to the HPC for later review, there are portions of the proposed rehabilitation plan that are compatible with the Secretary of the Interior's Standards for Rehabilitation including the rehabilitation of the windows and masonry.

CPED recognizes that the replacement of nine historic windows on the north elevation does not meet the Standards; however, CPED believes that the roof-mounted alterative would have an equal or greater negative visual impact compared to the proposed floor-to-floor louver system. In addition, the proposed mechanical system that includes a column of louvers on the north elevation will improve the visual appearance of the building compared to existing conditions.

(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.

Although CPED is recommending some alterations to the rehabilitation plan and requesting additional details to come back to the HPC for later review, the Applicant's proposed plan will help restore the historic character of the Ford Centre and is in compliance with Policy 8.1.

The Applicant, however, is not in compliance with Policy 8.5. "Recognize and preserve the important influence of landscape on the cultural identity of Minneapolis." The Applicant's site plan for the parking lot has no relation to the railroad that accessed the building. The Applicant has the opportunity to honor the industrial railroad landscape on the eastern portion of the north elevation by providing visual clues that the rail use to access Bay 9 on the north elevation (condition of approval 16).

In addition, the Applicant's proposal for not having an entrance along 5th Avenue in either the original building or new construction is not in compliance with Policy 10.2.1 "The ground floor of buildings should be occupied by active uses with direct connections to the sidewalk." CPED's recommendation to have Bay 3 on the west elevation converted to an entrance and to have the proposed vestibule have a main entrance that faces 5th Avenue will bring the proposal into compliance with the Comprehensive Plan (condition of approval 5 and 14).

(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 constitute the destruction of the subject 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.

Although CPED is recommending some alterations to the rehabilitation plan and requesting additional details to come back to the HPC for later review, the Applicant gave adequate consideration of the description and statement of significance in the original nomination upon which the designation of the Minneapolis Warehouse District. The Applicant is proposing to retain and rehabilitate character defining features of the building such as windows and masonry. In addition, the Applicant has used historical documentation to help guide work.

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

The vestibule addition and repaving of the parking lot will require land use review and approval. The Applicant will be applying for land use review by the City Planning Commission after Heritage Preservation review.

(10) The typology of treatments delineated in the Secretary of the Interior's Standards for the Treatment of Historic Properties and the associated guidelines for preserving, rehabilitating, reconstructing, and restoring historic buildings.

For the Ford Centre project, the Applicant has proposed to follow the Secretary of the Interior’s Standards for Rehabilitation.

STAFF RECOMMENDATION

CPED-Planning staff recommends that the Heritage Preservation Commission **adopt** staff findings and **approve** the Certificate of Appropriateness with the following condition(s):

1) When completing masonry repair work, all attempts shall be made to reuse the building's original brick.
2) The proposed replacement brick shall receive final approval by the HPC.
3) The design of the entrance for Bay 4 on the south elevation shall retain the original transom window and be recessed at its current depth. Details and materials shall be submitted for review and approved by the HPC.
4) The design, detail, and materials of the entrance for Bay 7 on the south elevation shall be submitted for review and approved by the HPC.
5) Bay 3 on the west elevation shall be restored to the original condition based on historical photos or other evidence. Details and materials shall be submitted for review and approved by the HPC.
6) The decorative metal elements that flank Bay 3 on the west elevation shall be retained.
7) The design of the entrance for Bay 9 on the north elevation can be for pedestrians; however, the design shall better reflect and interpret the historic train entrance at this location and receive HPC approval. Details and materials shall be submitted for review and approved by the HPC.
8) Bay 9 of the north elevation shall retain the cylindrical portion of the original rollup door.
9) The details and materials of the entrance for Bays 4-8 on the north elevation first floor shall be submitted for review and approved by the HPC.
10) A window restoration plan shall be submitted that identifies the location of the 198 original steel industrial sash windows that will be restored or are believed to be restored. The window restoration plan shall be approved by the HPC.
11) Replacement windows shall be true divided light windows and be recessed to the same depth as the original windows.
12) Clear transparent glass shall be used to replace missing panes or in full window replacement unless historical documentations show other treatments. Low emission coatings will be considered if they are not reflective or tinted.
13) Final design and materials of the new construction (vestibule addition) on the north side elevation shall be submitted and receive final HPC approval.
14) The vestibule shall have a main entrance that faces 5th Avenue, and shall have a walkway that directly connects the vestibule to the 5th Avenue sidewalk.
15) Original windows removed for the louver installation and brick removed for the vestibule addition shall be stored on sight for future repairs.
16) The proposed site plan shall better interpret the railroad access to the building at Bay 9 on the north elevation. The details and materials of the interpretive plan shall be submitted for review and approved by the HPC.
17) CPED-Planning Preservation Staff shall review and approve the final plans and elevations prior to building permit issuance.

18) The Certificate of Appropriateness approval shall expire if it is not acted upon within one year of approval, unless extended by the Planning Director in writing prior to one-year anniversary date of approvals.
19) 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.