

Department of Community Planning and Economic Development - Planning Division
Certificate of Appropriateness
BZH-27556

Date: December 11, 2012

Applicant: David J. Kelly, Architect

Address of Property: 416-430 1st Avenue North

Project Name: 416-430 1st Ave North projecting sign

Contact Person and Phone: David J. Kelly, , 952-922-2220

Planning Staff: Aly Pennucci, 612-673-5342

Date Application Deemed Complete: November 13, 2012

Public Hearing: December 11, 2012

Appeal Period Expiration: December 21, 2012

Ward: 7

Neighborhood Organization: Downtown West

Concurrent Review: n/a

Attachments:

- Zoning Context Map
- Project Description & findings submitted by the applicant
- Correspondence
- Site Plan
- Sign plans & renderings
- Images (historic and existing)
- *Kickernick Building Multi-Tenant Signage Package* guidelines

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CLASSIFICATION:	
Local Historic District	Minneapolis Warehouse Historic District
Period of Significance	1865-1930
Criteria of significance	Industry/Commerce, Architecture/Engineering, Social History
Date of local designation	2009
Applicable Design Guidelines	<i>Minneapolis Warehouse Historic District Design Guidelines; Minneapolis Heritage Preservation Commission Design Guidelines for On-Premise Signs and Awnings; Kickernick Building Multi-Tenant Signage Package</i>

PROPERTY INFORMATION	
Current name	Kickernick Building
Historic Name	North Star Boot and Shoe Company
Current Address	416-430 1 st Avenue North
Historic Address	416-430 1 st Avenue North
Original Construction Date	1896 and 1902
Architects	Hayes and Spaulding
Historic Use	Wholesale factory and warehouse
Current Use	Commercial (office, retail and restaurants)
Proposed Use	Commercial (office, retail and restaurants)

BACKGROUND:

The North Star Boot and Shoe Company wholesale factory and warehouse building, commonly known as the Kickernick Building, is located at 416-430 1st Avenue North. This seven story building was first constructed in 1896 and designed by Hayes and Spaulding in the Renaissance Revival Style. A similar addition was made in 1902 to the northern portion of the site by F.B. & L.L. Long. To offset the addition the window reveals in the upper stories were organized into vertical bands. The tri-part facade features striated brick on the first and second stories and a prominent cornice. Brick voussoirs are utilized in the keystone arched entrances. The first floor windows have been replaced and a new entrance added to the building. The building is a contributing resource to the Minneapolis Warehouse Historic District.

In August of 1993 the HPC asked the property owner of the subject property to submit a multi-tenant sign package for the property. Those guidelines were provided by the owner, but the HPC never officially adopted the guidelines. In 2003, the HPC adopted new sign guidelines for designated properties. In 2004 the HPC adopted revised sign guidelines for the Kickernick Building that are included in the appendix.

SUMMARY OF APPLICANT'S PROPOSAL:

The building has an existing projecting sign at the southwest corner of the building that is approximately 24 square feet in area and is installed at a height of approximately 16 feet to the top of the sign. The applicant is proposing to replace this existing projecting sign with a new 34 square foot projecting sign that does not comply with the size and height requirements of the *Minneapolis Heritage Preservation Commission Design Guidelines for On-Premise Signs*. The existing projecting sign is larger and taller than what is permitted by the design guidelines. In regards to projecting signs, the *Kickernick Building Multi-Tenant Signage Package* standards state that "...future tenants are required to utilize the current sign brackets and electrical outlet to limit damage to the exterior building." If the certificate of appropriateness is approved the new brackets could be reused in the future under this standard if the sign is replaced. The proposed projecting sign will reuse the existing electrical outlet.

The applicant has provided a detailed description of the intended scope of work as well as a site plan, elevations and color renderings detailing existing and proposed conditions (see the project description and plans in the appendix).

PUBLIC COMMENT:

Staff has received a letter of support for the proposed sign from the Downtown Minneapolis Neighborhood Association (DMNA) Board of Directors. Any additional correspondence, if received, will be forwarded to the Heritage Preservation Commission for consideration.

Findings as required by the Minneapolis Preservation Code:

The Planning Division of the Minneapolis Community Planning and Economic Development Department has analyzed the application based on the findings required by the Minneapolis

Preservation Ordinance. Before approving a certificate of appropriateness, and based upon the evidence presented in each application submitted, the commission shall make findings based upon, but not limited to, the following:

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

The Minneapolis Warehouse Historic District is historically significant as an early example of commercial growth 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 Warehouse Historic District is also significant for its architecture and engineering. Over the period of significance the number and size of signs within the Warehouse Historic District varied.

Regardless of what changes are made to the subject property, it will maintain its historical significance, but proposed changes may affect its integrity (i.e. the property's ability to communicate its historical significance), as discussed in finding #3 below. The applicant has submitted images demonstrating that the building has had different signage at the corner prior to the existing signage configuration. The proposed projecting sign will continue to support the significance for which the 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 property is designated for its association with the warehousing and manufacturing industries in the area that became the warehouse district of Minneapolis. The property is also significant for its architecture. Signs existed on the building throughout its period of significance; therefore permitting some changes to the signage on the building is in keeping with the designation. The appropriateness of the specific design, location, and other attributes of the sign are discussed below 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.***

As conditioned, the proposed work will not affect the building's location, design, setting, materials, workmanship, feeling, or association and will not, therefore, affect the building's integrity.

- (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 Heritage Preservation Commission Design Guidelines for On-Premise Signs* states that a Certificate of Appropriateness is required for sign or awning proposals that do not conform to the design guidelines. The HPC also adopted a master sign plan for the subject property in August 2004, the *Kickernick Building Multi-Tenant Signage Package*, that are used in conjunction with the HPC's general sign guidelines. The proposal does not comply with the design guidelines, as discussed below. In determining whether to approve a Certificate of Appropriateness for a sign or awning proposal, the guidelines state that the HPC will consider special situations including building condition, building orientation, historic precedence and exceptional design proposals.

Location

The proposed sign will be located at the corner of the building above the location of the existing projecting sign that will be removed. The *Kickernick Building Multi-Tenant Signage Package* guidelines note that the "tenant in the corner basement space will continue to use the projecting sign at the corner. This is the only approved signage for this tenant and future tenants are required to utilize the current sign brackets and electrical outlet to limit damage to the exterior building materials." The *Minneapolis Heritage Preservation Commission Design Guidelines for On-Premise Signs* states that, "Projecting signs should be located near a building entrance and should not be higher than fourteen (14) feet. Projecting signs should not conceal architectural features or obstruct openings, and should not be suspended from the soffit."

The proposed sign will be used by Brothers Bar and Grill, a restaurant that occupies the basement tenant space and the first floor tenant space at this corner. The restaurant occupies the majority of floor space at this corner, making signage along both 5th Street North and 1st Avenue North appropriate. The new projecting sign will be oriented vertically and is significantly taller than the existing projecting sign. The applicant proposes to increase the height of the sign from 14 feet to 28 feet. The sign will straddle the horizontal stone banding between the first and second floors. Although the sign will be taller than what is permitted in the adopted sign guidelines, historically signs have been located above the horizontal stone banding as shown in the historic photos submitted by the applicant (see appendix). In addition, 28 feet is what would be permitted by the zoning code in this location if the property was not located within a historic district.

Historic sign bands are the usual determinant of the appropriateness of proposed sign heights, but there is no clear historic sign band on the building. Over time the location and installation of signs has varied, in part due to changes to the building, including changes to the window sizes and removal of some of the original arched openings.

Sign Size

The *Minneapolis Heritage Preservation Commission Design Guidelines for On-Premise Signs* states that, "Projecting signs should be no more than twelve (12) square feet in area and should not project more than four (4) feet from the building. The thickness of a projecting sign should not exceed eight (8) inches" The existing projecting is 24 square feet in area and is already larger than what is allowed by the design guidelines. The

proposed sign is 34 square feet in area. Given the size, bulk, and scale of the building the proposed size of the sign is in scale with the building. The proposed sign will not project more than four feet from the building. The proposed sign will be eight inches thick with one inch standoffs for the proposed neon lighting, which is appropriate for the proposed design.

The *Kickernick Building Multi-Tenant Signage Package* notes that the existing projecting sign will continue to be used by the existing and future tenants of the basement space. However, the guidelines do not stipulate specific dimensions or height of the existing sign, nor is there an indication of if there is a specific size, height or location that is most appropriate for the building. It appears that this stipulation was geared more towards minimizing damage to the exterior and less towards the specific design of the existing projecting sign. See the "installation" section below for more details on how the sign will be attached.

Materials

The *Minneapolis Heritage Preservation Commission Design Guidelines for On-Premise Signs* states that "projecting signs may be constructed of wood, metal, painted fiberglass or painted plastic." The sign is proposed to be constructed of a durable metal and will not include a plastic face cover. The letters and outline border will be surface-applied vinyl copy. The text and border will be illuminated by neon tubing. No tag lines or flashing elements will be included. While it is not completely clear whether this is truly an exceptional design proposal, the sign message does not detract from the building's historic character, and is not out of scale with the building or signs previously installed on this building.

Installation

The *Minneapolis Heritage Preservation Commission Design Guidelines for On-Premise Signs* states that, "Projecting signs should always use a single permanent mounting plate." The *Kickernick Building Multi-Tenant Signage Package* guidelines state that "...future tenants are required to utilize the current sign brackets and electrical outlet to limit damage to the exterior building materials." The proposed sign will utilize the existing electrical outlet. The existing projecting sign is installed using two mounting plates and the applicant proposes to use two mounting plates in different locations. To accommodate a larger sign that is oriented vertically new mounting plates are required. The applicant has stated that the proposed sign will be attached through mortar joints and all holes left from the original installation will be repaired with matching mortar. This proposal is a reasonable compromise between structural safety and preservation of the building.

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

The Secretary of the Interior's Standards and Guidelines for Rehabilitation are likely the most applicable to the project. Standards number two, six, nine, and ten are most appropriate to the proposed project.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The proposed projecting sign will be mounted to the building through the mortar joints in a manner that minimizes impacts on the building. The proposed sign will retain and preserve the historic character of the property while allowing for the rehabilitation of the building. The applicant has noted that the "proposed project sign located on the 1st and 5th corner is an appropriate adaptation that reflects the building's historic signage while, at the same time, conforming to the requirements of the zoning district."

- (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.***

The proposed work is consistent with the *Minneapolis Plan for Sustainable Growth*, the City's Comprehensive Plan. Policy 8.1 states that the City will, "Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture." The project will be sensitive to its historical character.

The subject site is also located within the plan area of the *North Loop Small Area Plan* adopted by the City Council in 2010. The plan does not offer specific guidance on the individual elements of the proposed project. However, it does encourage the preservation of historic buildings.

- (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 materials provided by the Applicant demonstrate an understanding of the significance of the building and the Minneapolis Warehouse Historic District.

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

Chapter 530 of the Zoning Ordinance does not offer guidance on the elements of the proposed project. However, Chapter 543 of the Zoning Ordinance provides guidance for on-premise signage. All of the proposed signage complies with the size and height requirements of the Zoning Code. The maximum height of signs in a downtown zoning district is 28 feet, and the maximum area of projecting signs is 48 square feet. The proposed sign will comply 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.***

The application complies with the rehabilitation guidelines of *the Secretary of the Interior's Standards for the Treatment of Historic Properties*.

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.***

A proposal that allows signage that is compatible with the scale of the building and does not obscure the architectural details of the building will ensure the continued integrity of the building and all of the resources within the 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.***

Granting the certificate of appropriateness to allow for the replacement of the projecting sign will be in keeping with the spirit and intent of the ordinance by allowing for the size and location of a sign that is reflective of the design of the building.

- (13) *The certificate of appropriateness will not be injurious to the significance and integrity of other resources in the historic district and will not impede the normal and orderly preservation of surrounding resources as allowed by regulations in the preservation ordinance.***

The Applicant has based the new sign design on the design of the building and historic photographic evidence of previous signage on this building. The request might set a precedent for future cases, but will not authorize changes to other Landmarks, Historic Districts, or properties under interim protection without staff or HPC review.

STAFF RECOMMENDATION

The Department of Community Planning and Economic Development - Planning Division recommends that the Heritage Preservation Commission adopt the above findings and **approve** the Certificate of Appropriateness to allow the replacement of the existing projecting sign with a new projecting sign on the building located at 416-430 1st Avenue North, subject to the following conditions:

1. The projecting sign shall not exceed 34 square feet in area.
2. The projecting sign may not exceed twenty-eight feet in height above grade.
3. The thickness of the projecting sign shall not exceed eight inches.
4. The projecting sign shall not project more than 4 feet from the building.
5. The sign shall be anchored to the wall through mortar joints. No blocks shall be altered or removed for the installation of wiring.
6. 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 December 11, 2014.

7. By ordinance, all approvals granted in this Certificate of Appropriateness shall remain in effect as long as all of the conditions and guarantees of such approvals are observed. Failure to comply with such conditions and guarantees shall constitute a violation of this Certificate of Appropriateness and may result in termination of the approval.
8. CPED-Planning Staff shall review and approve the final plans and elevations prior to building permit issuance.