



## Request for City Council Committee Action from the Department of Community Planning & Economic Development – Planning Division

**Date:** November 19, 2009

**To:** Council Member Gary Schiff, Chair, Zoning and Planning Committee  
Members of the Committee

**Referral to:** Zoning and Planning Committee

**Subject:** Local Historic Designation of the Minneapolis Warehouse District

**Recommendation:** The Heritage Preservation Commission adopted a resolution recommending that the Minneapolis City Council designate the Minneapolis Warehouse District as a local historic district.

**Previous Directives:** On January 13, 2009 the Minneapolis Heritage Preservation Commission (HPC) nominated the National Register of the Historic Places (NRHP) Minneapolis Warehouse District for local designation and called on the Planning Director to commence a designation study of the district.

In 2000, the City Council gave direction to expand the boundaries of the local warehouse district to encompass the boundaries of the NRHP Minneapolis Warehouse District when they adopted the *Warehouse Action Plan*.

**Prepared or Submitted by:** Brian Schaffer, Senior City Planner, 612-673-2670

**Approved by:** Jack Byers, Planning Supervisor, 612-673-2634

**Presenters in Committee:** Brian Schaffer, Senior City Planner

### Financial Impact (Check those that apply)

- No financial impact (If checked, go directly to Background/Supporting Information).
- Action requires an appropriation increase to the \_\_\_\_\_ Capital Budget or \_\_\_\_\_ Operating Budget.
- Action provides increased revenue for appropriation increase.
- Action requires use of contingency or reserves.
- Business Plan: \_\_\_\_\_ Action is within the plan. \_\_\_\_\_ Action requires a change to plan.
- Other financial impact (Explain):
- Request provided to department's finance contact when provided to the Committee Coordinator.

### Community Impact (use any categories that apply)

**Ward:** 5/7

**Neighborhood Notification:** The Downtown Minneapolis Neighborhood Association and the North Loop Neighborhood Association was notified of the November 5, 2009 HPC public hearing on October 19, 2009.

**City Goals:** See staff report.  
**Comprehensive Plan:** See staff report.  
**Zoning Code:** See staff report.  
**Living Wage/Job Linkage:** Not applicable.  
**End of 60/120-day Decision Period:** Not applicable  
**Other:** Not applicable.

**Background/Supporting Information Attached:** In 1978 the North Loop Warehouse Historic District was locally designated by the Minneapolis City Council. In 1989, the (larger) Minneapolis Warehouse Historic District was added to the National Register of Historic Places (NRHP). The NRHP district is larger in size than the locally designated district.

Last January, the HPC nominated the National Register district for local designation and called on CPED to commence a designation study of the district. The proposed designation would expand the boundaries of the existing local district to coincide with the boundaries of the national district.

The designation study has been reviewed the Minnesota State Historic Preservation Office (SHPO) and the Minneapolis Planning Commission. The designation received favorable comments from both groups.

If adopted, the proposed local designation of Minneapolis Warehouse District would implement policy direction in the following plans which have already been adopted by the Minneapolis City Council adopted: The Minneapolis Plan for Sustainable Growth (2009), The Warehouse Action Plan (2000), and The Minneapolis Preservation Plan (1991).

The Heritage Preservation Commission voted unanimously to adopt a resolution recommending that the Minneapolis City Council designate the Minneapolis Warehouse District as a local historic district.

#### Supporting Material

1. HPC Resolution on Designation November 5, 2009
2. November 5, 2009 HPC Meeting Minutes including slides from Staff presentation
3. Materials and Comments submitted at or prior to the November 5, 2009
  - a. Letter from Christina Morris, National Trust for Historic Preservation, November 5, 2009
  - b. Letter from Audrey Tepper, United States Department of the Interior, National Parks Service, October 30, 2009
  - c. Letter from 2010 Partners, November 4, 2009
  - d. Letter from Jack Byers, CPED, to Chuck Ballentine- Hennepin County Housing, Transit and Community Works, November 5, 2009
  - e. Email from Rick Bronson, November 3, 2009
  - f. Presentation Slides from "Creating a New Transportation Interchange" presented by Hennepin County Commissioner Peter McLaughlin, November 5, 2009
4. November 5, 2009 HPC Staff Report
  - a. Staff Report
  - b. Staff Report Attachment A: Designation Study
  - c. Appendix to Designation Study
  - d. Staff Report Attachments B-F

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**Historic Designation**

**Date:** October 28, 2009

**Proposal:** Local Designation of National Register of Historic Places  
Minneapolis Warehouse District

**Applicant:** City of Minneapolis CPED

**Address of Property:** See Map

**Planning Staff and Phone:** Brian Schaffer, 612.673.2670

**Publication Date:** October 29, 2009

**Public Hearing:** November 5, 2009

**Ward:** Ward 7 & 5

**Neighborhood Organization:** Downtown Minneapolis Neighborhood Association  
North Loop Neighborhood Association

**Attachments:** Attachment A: Minneapolis Warehouse District Designation  
Study – October 28, 2009  
Attachment B: Map of District and List of Properties  
Attachment C: HPC Nomination Staff Report and Action –  
January 13, 2009  
Attachment D: City Planning Commission Memo –  
September 1, 2009  
Attachment E: Letter from Minnesota State Historic  
Preservation Office – October 9, 2009  
Attachment F: Comments  
Letter from Preserve Minneapolis

## Executive Summary

- The local designation of Minneapolis Warehouse District implements the following City Council adopted plans:
  - The Minneapolis Plan for Sustainable Growth (2009)
  - The Warehouse Action Plan (2000)
  - The Minneapolis Preservation Plan (1991)
- The designation study has been reviewed the Minnesota State Historic Preservation Office (SHPO) and the Minneapolis Planning Commission. The designation received favorable comments from both groups.
- The proposed designation meets local designation criteria one, four and six.
  - *Criterion One:* The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history
  - *Criterion Four:* The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.
  - *Criterion Six:* The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects

## Background

In 1978 the North Loop Warehouse Historic District was locally designated by the Minneapolis City Council. In 1989, the Minneapolis Warehouse Historic District was added to the National Register of Historic Places (NRHP). The NRHP Minneapolis Warehouse Historic District is substantially larger in size than the locally designated North Loop Warehouse District; this difference in size is attributed to a larger scope of significance for the NRHP district.

On January 13, 2009 the Minneapolis Heritage Preservation Commission (HPC) nominated the National Register of the Historic Places (NRHP) Minneapolis Warehouse District for local designation and called on the Planning Director to commence a designation study of the district.

The proposed designation would expand the boundaries of the locally designated North Loop Warehouse District to the boundaries of the NRHP Minneapolis Warehouse District, effectively creating a new local Minneapolis Warehouse District whose boundaries include the entirety of the NRHP district. The foundation for the designation study is based on the National Register nomination prepared by Rolf Anderson in the 1980s.

## Public Process and Engagement

Public engagement on the designation has involved many outlets. CPED has hosted a walking tour of the district, held public meetings on the designation, and has presented at other organizations' meetings. On top of our active outreach we have been utilizing a project webpage to provide updates on the process and products during the designation study. The webpage has been active since December 2008. The webpage is frequently updated and has been the primary tool in providing information about the designation process.

Outreach for meetings on the warehouse designation include three mailings to property owners within or adjacent to the district. This list included nearly 2,200 property owners. In

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addition to mailings, CPED has worked with the recognized neighborhood, business and other active organizations in the area to increase awareness and outreach of the designation.

These organizations include:

- Downtown Minneapolis Neighborhood Association
- North Loop Neighborhood Association
- Warehouse District Business Association
- 2010 Partners
- Preserve Minneapolis

The following is a list of meetings which the designation has been discussed.

- December 2, 2008: HPC Meeting: Direction to CPED to prepare nomination
- January 13, 2009: HPC Public Hearing: Nomination of Historic District
- January 21, 2009: NLNA Planning & Zoning Meeting: Discuss Designation Process
- January 28, 2009: NLNA Annual Meeting: Discuss Designation Process
- May 14, 2009: Community Meeting on History and Character of District
- May 20, 2009: NLNA Planning & Zoning Meeting
- June 9, 2009: Community Meeting Components of Compatible Design in District
- June 16, 2009: 2010 Partners Meeting
- June 16, 2009: HPC Business Meeting: Discuss Compatible Design in District
- July 9, 2009: Community Meeting: Discuss Design Guidelines
- July 21, 2009: HPC Business Meeting Discuss Draft Design Guidelines
- September 17, 2009: City Planning Commission: Discuss and Review Designation
- October 6, 2009: Walking Tour of proposed local Minneapolis Warehouse District
- October 6, 2009: HPC Business Meeting: Discuss and Review Designation Study
- October 21, 2009: NLNA Planning & Zoning Meeting: Designation Process Update
- November 5, 2009 HPC Public Hearing on Designation of Minneapolis Warehouse

### **Consistency with City of Minneapolis Adopted Plans and Policies**

The historic resources located in the Minneapolis Warehouse Historic District are the non-renewable, visible remains of the heritage of Minneapolis. Once lost, they can never be replaced. The preservation and maintenance of historic resources result in a community's sense of stewardship for present and future generations.

The City of Minneapolis has adopted policies and plans that support the preservation of its heritage and it has specifically identified and recommended the NRHP Minneapolis Warehouse Historic District for local designation in adopted policy dating back to 1991. The local designation of the Minneapolis Warehouse District implements the following City Council adopted plans:

#### *The Minneapolis Plan for Sustainable Growth (2009)*

The designation of the National Register of Historic Places (NRHP) Minneapolis Warehouse Historic District is explicitly supported by the Minneapolis Plan for Sustainable Growth. In 2009 the City Council approved the comprehensive plan: The Minneapolis Plan for Sustainable Growth.

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Policy 8.1 of the comprehensive plan provides the most guidance on this item and states the following: “Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture.”

Implementation Step 8.1.4 calls for the designation of resources listed on the National Register of Historic Places that have no local protection. The NRHP Minneapolis Warehouse Historic District is the most prominent of these resources.

*The Warehouse Action Plan (2000)*

The Warehouse Action Plan was adopted by the HPC and Minneapolis City Council in 2000. The plan was developed for the NRHP Minneapolis Warehouse Historic in response to the demolition of five historic buildings for the construction of the Federal Reserve Bank. The plan calls for the local designation of the National Register of Historic Places Minneapolis Warehouse Historic District.

The first goal of the Warehouse Action Plan is to “Preserve the distinctive character of the Plan Area, through rehabilitation of buildings, conservation of historic streetscape features, and compatible design for new construction.” The Plan goes on to state:

Past preservation efforts in the area have focused on buildings. However, the Plan Area's other features -bridges, railroad corridors, spur lines, retaining walls, areaways, and brick and granite pavers, are often threatened with deterioration, vandalism, and removal. These remnants provide important physical evidence of the historic warehousing and jobbing activities in the district. They physically and visually connect the massive buildings and structures, and are a key part of the complexity of the cultural landscape. Overall, the historic character of the Plan Area is one of Minneapolis' greatest assets.

*Minneapolis Preservation Plan (1991)*

In 1991 the City of Minneapolis adopted Phase II of its Preservation Plan. The Minneapolis Warehouse District is explicitly identified in the plan in reference to the commerce and architectural heritage of Minneapolis. The Preservation Plan states:

One of the best-preserved references to the critical period of commercial growth in Minneapolis in the 1880s and 1890s is the National Register of Minneapolis Warehouse District. Its 160 buildings are significant for both their architecture and commercial history. The existence of the district is inextricably connected to the rail yards along the riverbanks that fed the commercial activities of the area.

## **Local Designation Criteria**

The City of Minneapolis developed seven local designation criteria based on the larger historical context of the city as outlined in the Preservation Plan. The proposed designation meets the following designation criteria.

### *Designation Criterion One:*

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

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 nineteenth and early twentieth centuries when Minneapolis became a major distribution and jobbing center for the northwest. The resources within the district include the best remaining examples of an agricultural implement warehousing industry, which in 1915 exceeded the flour and grain trade as the biggest business in Minneapolis, and the wholesaling industry, which in 1919 became a billion dollar industry. These industries reached the size they did because of the access to the agrarian economies of the northwest facilitated by the railroads. The buildings, structures, and industrial landscape of the warehouse district reflect the genesis and evolution of these industries as they grew from one or two warehouses in 1865 to approximately 300 in 1920.

### *Designation Criterion Four:*

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

The buildings in the district demonstrate every major architectural style from 1865 through 1930. They range from the Italianate, Queen Anne and Richardsonian Romanesque to numerous classically inspired revivals and the curtain wall Commercial Styles. Structurally, the heavy timbered mill and semi-mill construction eventually gave way to structural steel and innovative designs in reinforced concrete. The growth of the warehousing industries created the demand for engineering and architectural advances and the success of the businesses allowed for investments in ornate details.

### *Designation Criterion Six:*

The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects.

Many of the buildings in the district were designed by the City's most talented and successful architects whose work is often scarcely represented in other parts of the city.

## **Reviews & Comments**

The Preservation Chapter (Chapter 599) of the Minneapolis Code of Ordinances requires that the designation be submitted to the Minnesota State Historic Preservation Office (SHPO) for review and comment.

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*State Historic Preservation Office*

The designation was submitted to SHPO for comment on August 3, 2009. In a letter dated October 9, 2009 SHPO (see appendix X for the letter) provided favorable comments on the designation and stated:

“The documentation submitted makes a solid case for local designation under Criteria 1, 4, and 6 for its association with broad patterns of social history, because it embodies the distinctive characteristics of architectural style, and because it exemplifies works of master builders, engineers, and architects. “

*City Planning Commission*

The Minneapolis Code of Ordinances also requires that the designation be submitted to the Minneapolis City Planning Commission (CPC) for review and comment. The Ordinance states that the city planning commission shall consider, but not be limited to, the following factors:

- (1) The relationship of the proposed designation to the city's comprehensive plan.
- (2) The effect of the proposed designation on the surrounding area.
- (3) The consistency of the proposed designation with applicable development plans or development objectives adopted by the city council.

The designation study was submitted to the CPC on September 1, 2009. On September 17, 2009 the CPC provided favorable comments on the designation study and adopted the report and findings prepared by CPED staff that addressed the factors listed above. A copy of that report is located in Appendix X.

**Resources of the District**

The Minneapolis Warehouse Historic District Designation Study, dated October 28, 2009, provides a thorough analysis of the historic context and significance of the district. The designation study further describes and evaluates each resource. The district contains a total 254 individual resources. The district contains 158 buildings, 65 structures, and 31 sites. 60 of these resources are considered noncontributing. The designation study is located in Appendix A of this report.

The buildings in the district demonstrate every major architectural style from 1865 through 1930 and representative works of the city's most talented architects of the time. The buildings in the district have received the most attention since local and national warehouse district designations were adopted. However, the landscape features of district (including the streets, alleys, loading docks, and rail corridors) are significant and integral components of the districts' identity; they are as equally important to the heritage of Minneapolis as the buildings. These features are physical reminders of the interconnectedness of the warehousing, manufacturing, and railroad industries that shaped commerce of Minneapolis in the late nineteenth and early twentieth centuries. The location of the streets, alleys, rail corridors, and rail yards shaped both the patterns of development in the area and the configuration of its buildings.

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The inclusion of physical features such as streets, alleys, rail corridors and rail yards as resources in a designation is common practice and is keeping with the guidelines and processes set forth by the Secretary of the Interior and the Advisory Council on Historic Preservation. It is also consistent with City of Minneapolis approved Warehouse Action Plan.

The best example of the interconnectedness of the railroads and the warehousing and manufacturing industries is the Fourth Avenue North Rail Corridor or more recently referred to as the "Cut". This feature is a physical manifestation of the power of the railroads and their social, economic and physical impact on the development of Minneapolis.

Until 1890, the Great Northern Railroad (now Burlington Northern Santa Fe) and the Minneapolis & St. Louis Railroads crossed Washington Avenue North, Third, Fourth, and Fifth Streets North at grade. A lawsuit between the two railroads and the City of Minneapolis was settled in 1890. The settlement resulted in numerous changes in the corridor and created the physical features present today. The rail corridor was widened to accommodate six tracks and its grade was lowered. The Great Northern and Minneapolis & St. Louis rail yards were also lowered, yet remained at higher grade than the corridor tracks. Traffic Street was created by the conversion of an alley into a street to mitigate the reduced access to the site because of the grade change. The First and Second Street bridges were lengthened to accommodate the additional tracks in the corridor. Washington Avenue was bridged over the lowered tracks. Third, Fourth and Fifth Streets were bridged over the rail yards and the rail corridor. The bridge abutments and transitional grade required for the viaducts resulted in the grade changes experience along Fifth Avenue North at Third, Fourth and Fifth Streets North.

These physical alterations facilitated better railroad access in the area, which further fueled the expansion of the warehousing and manufacturing industries in the area. Not only did this facilitate the growth in the commerce of the businesses, it also shaped the physical development of the area. Once completed, new firms could now locate north of Fourth Avenue North and have rail access. The grade changes and bridging also allowed for the street car line to extend down Washington Avenue North. Without these significant alterations this portion of Minneapolis would not have developed in the pattern that it did and some key firms may not have located in this area or the City.

## **Boundary**

The proposed boundaries of the local designation of the Minneapolis Warehouse House District match the NRHP district boundaries. This boundary was evaluated using the methodology outlined in the designation study. The boundaries include the highest concentration of resources associated with the contexts outlined in the designation study.

The alignment of the proposed local district boundaries is consistent with the boundaries of the NRHP district. It is also consistent with direction given by the City Council in 2000, when it adopted the Minneapolis Warehouse Action Plan.

Having the boundaries of the local and national historic district match provides consistency for property owners, neighborhood and business organizations, City staff and elected officials to evaluate alterations in the district. This concern of consistency in review and protection of historic resources is so strongly felt that the City included an implementation step in The

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Minneapolis Plan for Sustainable Growth that calls for the designation of resources listed on the National Register of Historic Places that have no local protection.

A map of the district and a list of the properties included in the district are included in Attachment B.

### **Conclusion**

Since its listing on the National Register of Historic Places by the National Park Service eighteen years ago, the City of Minneapolis has identified the Minneapolis Warehouse Historic District as a key context of its heritage that is worthy of the honor of local designation by the Minneapolis City Council. The local designation implements eighteen years of plans adopted by the City Council and developed by city staff and city residents.

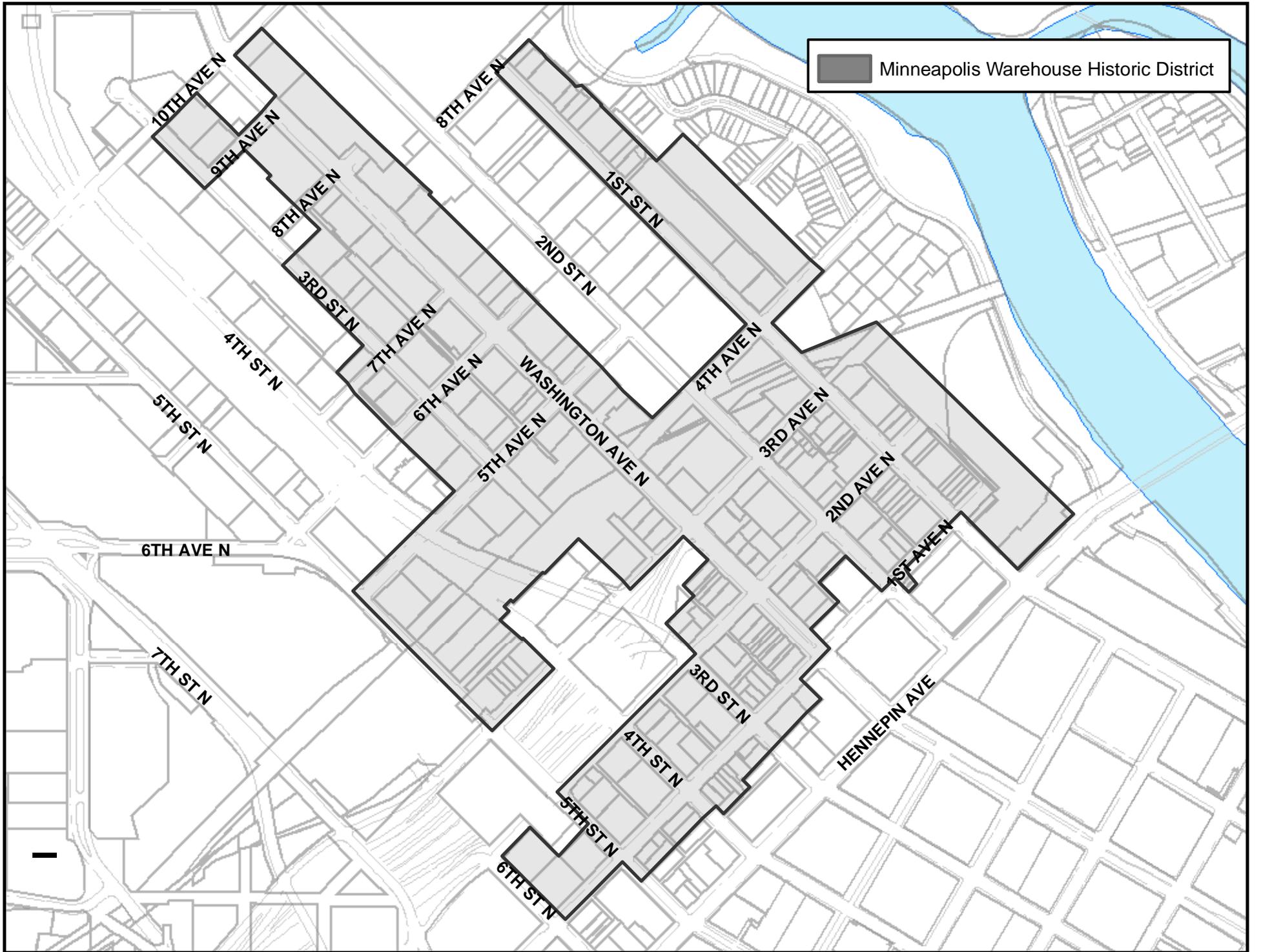
The Minnesota State Historic Preservation Office has reviewed the designation and found that it meets local designation criteria one, four and six. The City Planning Commission has reviewed the designation and found that it is consistent with and supported by the Comprehensive Plan and other locally adopted plans.

### **Staff Recommendation**

CPED Staff recommends that the Minneapolis Heritage Preservation Commission **adopt** the above report and attachments as findings of fact and submit the same together with a recommendation to **approve** the local designation of the Minneapolis Warehouse Historic District to the Zoning & Planning Committee of the City Council with the following conditions:

1. The Minneapolis Warehouse District includes the 254 resources evaluated and listed in the designation study. These resources include the properties identified in the map and listed in Attachment B of this report.
2. The Secretary of Interior's Standards for Treatment of Historic Properties will be used to evaluate alterations in the district, as they have during interim protection, until such time local design guidelines are adopted.

**Attachment B:**  
Map of District & List of Properties



**List of Properties Included in Proposed Local Designation  
of the Minneapolis Warehouse Historic District**

| <b>Address</b> | <b>PID</b>    |
|----------------|---------------|
| 21 1ST AVE N   | 2302924230076 |
| 23 1ST AVE N   | 2302924230075 |
| 100 1ST AVE N  | 2202924140062 |
| 116 1ST AVE N  | 2202924140061 |
| 120 1ST AVE N  | 2202924140060 |
| 128 1ST AVE N  | 2202924140059 |
| 133 1ST AVE N  | 2202924410006 |
| 241 1ST AVE N  | 2202924410024 |
| 244 1ST AVE N  | 2202924410060 |
| 248 1ST AVE N  | 2202924410059 |
| 252 1ST AVE N  | 2202924410058 |
| 300 1ST AVE N  | 2202924410126 |
| 311 1ST AVE N  | 2202924419000 |
| 314 1ST AVE N  | 2202924410082 |
| 317 1ST AVE N  | 2202924410124 |
| 319 1ST AVE N  | 2202924410030 |
| 321 1ST AVE N  | 2202924410031 |
| 322 1ST AVE N  | 2202924410125 |
| 323 1ST AVE N  | 2202924410032 |
| 330 1ST AVE N  | 2202924410098 |
| 400 1ST AVE N  | 2202924420059 |
| 401 1ST AVE N  | 2202924420075 |
| 415 1ST AVE N  | 2202924420076 |
| 416 1ST AVE N  | 2202924420021 |
| 518 1ST AVE N  | 2202924430112 |
| 28 1ST ST N    | 2302924230079 |
| 30 1ST ST N    | 2302924230019 |
| 100 1ST ST N   | 2202924140052 |
| 102 1ST ST N   | 2202924140053 |
| 104 1ST ST N   | 2202924140050 |
| 110 1ST ST N   | 2202924140051 |
| 113 1ST ST N   | 2202924140063 |
| 115 1ST ST N   | 2202924140064 |
| 117 1ST ST N   | 2202924140065 |
| 120 1ST ST N   | 2202924140049 |
| 121 1ST ST N   | 2202924140066 |
| 123 1ST ST N   | 2202924140067 |
| 124 1ST ST N   | 2202924140048 |
| 125 1ST ST N   | 2202924140068 |
| 200 1ST ST N   | 2202924140037 |

| <b>Address</b>   | <b>PID</b>    |
|------------------|---------------|
| 206 1ST ST N     | 2202924140036 |
| 212 1ST ST N     | 2202924149001 |
| 213 1ST ST N     | 2202924141036 |
| 215 1ST ST N     | 2202924141037 |
| 221 1ST ST N G   | 2202924141038 |
| 221 1ST ST N     | 2202924149000 |
| 224 1ST ST N     | 2202924140656 |
| 227 1ST ST N     | 2202924140081 |
| 300 1ST ST N     | 2202924140008 |
| 300 1/2 1ST ST N | 2202924140009 |
| 302 1ST ST N     | 2202924140010 |
| 400 1ST ST N     | 2202924149020 |
| 408 1ST ST N     | 2202924149018 |
| 428 1ST ST N     | 2202924120406 |
| 602 1/2 1ST ST N | 2202924120407 |
| 602 1ST ST N     | 2202924120015 |
| 606 1ST ST N     | 2202924120408 |
| 614 1ST ST N     | 2202924120409 |
| 620 1ST ST N     | 2202924120410 |
| 700 1ST ST N     | 2202924120001 |
| 702 1ST ST N     | 2202924129001 |
| 702 1/2 1ST ST N | 2202924129002 |
| 708 1/2 1ST ST N | 2202924120122 |
| 712 1ST ST N     | 2202924120123 |
| 716 1ST ST N     | 2202924129000 |
| 724 1ST ST N     | 2202924120117 |
| 728 1ST ST N     | 2202924120133 |
| 24 2ND AVE N     | 2202924140634 |
| 93 2ND AVE N     | 2202924140047 |
| 100 2ND AVE N    | 2202924140204 |
| 200 2ND AVE N    | 2202924140075 |
| 212 2ND AVE N    | 2202924140086 |
| 216 2ND AVE N    | 2202924140085 |
| 245 2ND AVE N    | 2202924410040 |
| 254 2ND AVE N    | 2202924410100 |
| 321 2ND AVE N    | 2202924420052 |
| 417 2ND AVE N    | 2202924420056 |
| 119 2ND ST N     | 2202924410052 |
| 123 2ND ST N     | 2202924410053 |
| 128 2ND ST N     | 2202924140058 |

| <b>Address</b>     | <b>PID</b>    |
|--------------------|---------------|
| 210 2ND ST N       | 2202924149003 |
| 212 2ND ST N       | 2202924140073 |
| 218 1/2 2ND ST N C | 2202924141034 |
| 218 1/2 2ND ST N D | 2202924141035 |
| 219 2ND ST N       | 2202924149002 |
| 223 2ND ST N       | 2202924140146 |
| 224 2ND ST N       | 2202924140071 |
| 310 2ND ST N       | 2202924140016 |
| 318 2ND ST N       | 2202924140162 |
| 322 2ND ST N       | 2202924140528 |
| 100 3RD AVE N      | 2202924140147 |
| 107 3RD AVE N      | 2202924140080 |
| 117 3RD AVE N A    | 2202924141032 |
| 117 3RD AVE N B    | 2202924141033 |
| 124 3RD AVE N      | 2202924140018 |
| 127 3RD AVE N      | 2202924140070 |
| 200 3RD AVE N      | 2202924140156 |
| 217 3RD AVE N      | 2202924140083 |
| 250 3RD AVE N      | 2202924420072 |
| 400 3RD AVE N      | 2202924420046 |
| 410 3RD AVE N      | 2202924420045 |
| 414 3RD AVE N      | 2202924420044 |
| 418 3RD AVE N      | 2202924420043 |
| 422 3RD AVE N      | 2202924420097 |
| 21 3RD ST N        | 2202924410026 |
| 24 3RD ST N        | 2202924410090 |
| 25 3RD ST N        | 2202924410027 |
| 106 3RD ST N       | 2202924410057 |
| 108 3RD ST N       | 2202924410056 |
| 112 3RD ST N       | 2202924410055 |
| 114 3RD ST N       | 2202924410088 |
| 123 3RD ST N       | 2202924410085 |
| 200 3RD ST N       | 2202924410101 |
| 208 3RD ST N       | 2202924410099 |
| 329 3RD ST N       | 2202924130148 |
| 333 3RD ST N       | 2202924130147 |
| 401 3RD ST N       | 2202924130017 |
| 500 3RD ST N       | 2202924130138 |
| 505 3RD ST N       | 2202924130136 |
| 514 3RD ST N       | 2202924130145 |

| <b>Address</b>    | <b>PID</b>    |
|-------------------|---------------|
| 525 3RD ST N      | 2202924139008 |
| 530 3RD ST N      | 2202924130146 |
| 600 1/2 3RD ST N  | 2202924130041 |
| 608 3RD ST N      | 2202924130040 |
| 615 3RD ST N      | 2202924240079 |
| 701 3RD ST N      | 2202924240075 |
| 722 3RD ST N      | 2202924240094 |
| 728 3RD ST N      | 2202924240095 |
| 748 3RD ST N      | 2202924219003 |
| 900 3RD ST N      | 2202924210054 |
| 918 3RD ST N      | 2202924219002 |
| 50 4TH AVE N      | 2202924110015 |
| 111 4TH AVE N     | 2202924149021 |
| 213 4TH AVE N     | 2202924140157 |
| 405 4TH AVE N     | 2202924420111 |
| 405 4TH AVE N     | 2202924420112 |
| 405 4TH AVE N     | 2202924420113 |
| 408 4TH AVE N     | 2202924420110 |
| 16 4TH ST N       | 2202924410036 |
| 20 4TH ST N       | 2202924410105 |
| 25 4TH ST N       | 2202924410087 |
| 118 4TH ST N      | 2202924420054 |
| 119 4TH ST N      | 2202924420079 |
| 328 4TH ST N      | 2202924420098 |
| 409 5TH AVE N     | 2202924420081 |
| 22 5TH ST N       | 2202924430104 |
| 26 5TH ST N       | 2202924430097 |
| 110 5TH ST N      | 2202924420058 |
| 111 5TH ST N      | 2202924430032 |
| 126 5TH ST N      | 2202924420057 |
| 300 5TH ST N      | 2202924420096 |
| 408 5TH ST N      | 2202924420092 |
| 420 5TH ST N      | 2202924420035 |
| 300 6TH AVE N     | 2202924130004 |
| 116 6TH ST N      | 2202924430111 |
| 246 7TH AVE N     | 2202924240093 |
| 250 1/2 7TH AVE N | 2202924240111 |
| 301 7TH AVE N     | 2202924240080 |
| 425 8TH AVE N     | 2202924210091 |
| 425 1/2 8TH AVE N | 2202924210381 |

| <b>Address</b>           | <b>PID</b>    |
|--------------------------|---------------|
| 218 9TH AVE N            | 2202924210085 |
| 20 HENNEPIN AVE          | 2302924230073 |
| 90 HENNEPIN AVE          | 2302924230072 |
| 90 1/2 HENNEPIN AVE      | 2302924230074 |
| 101 WASHINGTON AVE N     | 2202924410061 |
| 106 WASHINGTON AVE N     | 2202924410048 |
| 107 WASHINGTON AVE N     | 2202924410062 |
| 109 WASHINGTON AVE N     | 2202924410063 |
| 113 WASHINGTON AVE N     | 2202924410064 |
| 115 WASHINGTON AVE N     | 2202924410065 |
| 116 WASHINGTON AVE N     | 2202924410047 |
| 117 WASHINGTON AVE N     | 2202924410066 |
| 118 WASHINGTON AVE N     | 2202924410091 |
| 119 WASHINGTON AVE N     | 2202924410067 |
| 121 WASHINGTON AVE N     | 2202924410068 |
| 125 WASHINGTON AVE N     | 2202924410069 |
| 126 WASHINGTON AVE N     | 2202924410043 |
| 200 WASHINGTON AVE N     | 2202924410042 |
| 201 WASHINGTON AVE N     | 2202924410071 |
| 206 WASHINGTON AVE N     | 2202924410041 |
| 207 WASHINGTON AVE N     | 2202924410072 |
| 211 WASHINGTON AVE N     | 2202924410073 |
| 213 WASHINGTON AVE N     | 2202924410074 |
| 214 WASHINGTON AVE N     | 2202924140148 |
| 214 1/2 WASHINGTON AVE N | 2202924140149 |
| 215 WASHINGTON AVE N     | 2202924410075 |
| 218 WASHINGTON AVE N     | 2202924140082 |
| 300 WASHINGTON AVE N     | 2202924140023 |
| 301 WASHINGTON AVE N     | 2202924130082 |
| 307 WASHINGTON AVE N     | 2202924130083 |
| 315 WASHINGTON AVE N     | 2202924130084 |
| 326 WASHINGTON AVE N     | 2202924130126 |
| 332 1/2 WASHINGTON AVE N | 2202924140163 |
| 333 WASHINGTON AVE N     | 2202924130110 |
| 400 WASHINGTON AVE N     | 2202924130067 |
| 404 WASHINGTON AVE N     | 2202924139000 |
| 405 WASHINGTON AVE N     | 2202924130107 |
| 419 WASHINGTON AVE N     | 2202924130149 |
| 424 WASHINGTON AVE N     | 2202924130062 |
| 425 WASHINGTON AVE N     | 2202924130127 |

| <b>Address</b>           | <b>PID</b>    |
|--------------------------|---------------|
| 500 WASHINGTON AVE N     | 2202924130061 |
| 501 WASHINGTON AVE N     | 2202924130132 |
| 505 WASHINGTON AVE N     | 2202924130131 |
| 506 WASHINGTON AVE N     | 2202924130060 |
| 507 WASHINGTON AVE N     | 2202924130039 |
| 515 WASHINGTON AVE N     | 2202924130130 |
| 525 WASHINGTON AVE N     | 2202924130129 |
| 528 WASHINGTON AVE N     | 2202924130059 |
| 600 WASHINGTON AVE N     | 2202924130056 |
| 601 WASHINGTON AVE N     | 2202924130042 |
| 606 WASHINGTON AVE N     | 2202924130055 |
| 607 WASHINGTON AVE N     | 2202924130043 |
| 618 WASHINGTON AVE N     | 2202924139011 |
| 700 WASHINGTON AVE N     | 2202924129011 |
| 701 WASHINGTON AVE N     | 2202924130046 |
| 718 WASHINGTON AVE N     | 2202924129012 |
| 720 WASHINGTON AVE N     | 2202924120566 |
| 729 WASHINGTON AVE N     | 2202924210083 |
| 729 1/2 WASHINGTON AVE N | 2202924210382 |
| 730 WASHINGTON AVE N     | 2202924120019 |
| 753 WASHINGTON AVE N     | 2202924210068 |
| 757 WASHINGTON AVE N     | 2202924210072 |
| 800 WASHINGTON AVE N     | 2202924210093 |
| 801 WASHINGTON AVE N     | 2202924219000 |
| 828 WASHINGTON AVE N     | 2202924210094 |
| 900 WASHINGTON AVE N     | 2202924210030 |

## **City of Minneapolis Public Right-of-Way**

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1st Avenue North, between the Federal Reserve Bank and 1st Street N

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1st Avenue North, between 1st and 2nd Streets North

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1st Avenue North, between Washington Avenue North and 3rd Street North

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1st Avenue North, between 3rd Street North and 4th Street North

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1st Avenue North, between 4th and 5th Streets North

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1st Avenue North, between 5th and 6th Streets North

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2nd Avenue North, from alley to 1st Street North

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2nd Avenue North, from 1st to 2nd Streets North

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2nd Avenue North, from 2nd Street North to Washington Avenue North

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2nd Avenue North, from Washington Avenue North to 3rd Street North

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2nd Avenue North, from 3rd to 4th Streets North

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2nd Avenue North, from 4th to 5th Streets North

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3rd Avenue North, from 1st to 2nd Streets North

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3rd Avenue North, from 2nd Street North to Washington Avenue North

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3rd Avenue North, from Washington Avenue North to 3rd Street North

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3rd Avenue North, from 4th to 5th Streets North

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4th Avenue North, from 56 4th Avenue North to 1st Street North

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5th Avenue North from district boundary to Washington Avenue North

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5th Avenue North, from Washington Avenue North to 3rd Street North

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5th Avenue North, from 3rd to 4th Streets North

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5th Avenue North, from 4th to 5th Streets North

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6th Avenue North, from district boundary to Washington Avenue North

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6th Avenue North, from Washington Avenue North to 3rd Street North

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6th Avenue North, from 3rd Street North to district boundary

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7th Avenue North, from Washington Avenue North to 3rd Street North

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7th Avenue North, from 3rd Street North to district boundary

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8th Avenue North, from Washington Avenue North to district boundary

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9th Avenue North from Washington Avenue North to 3rd Street North

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1st Street North, between 1st and 2nd Avenues N

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1st Street North, between 2nd and 3rd Avenues North

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1st Street North, between 4th and 8th Avenues North

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2nd Street North, between 1st and 2nd Avenues North

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2nd Street North, between 2nd and 3rd Avenues North

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**City of Minneapolis Public Right-of-Way**

Washington Avenue North, between 1st and 2nd Avenues North

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Washington Avenue North, between 2nd and 3rd Avenues North

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Washington Avenue North, between 5th and 6th Avenues North

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Washington Avenue North, between 6th and 7th Avenues North

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Washington Avenue North, between 7th and 8th Avenues North

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Washington Avenue North, between 8th and 9th Avenues North

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Washington Avenue North, between 9th and 10th Avenues North

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3rd Street North, between district boundary and 2nd Avenue North

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3rd Street North, between BN Railroad line and 5th Avenue South

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3rd Street North, between 5th and 6th Avenues North

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3rd Street North, between 6th and 7th Avenues North

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3rd Street North, between 7th Avenue North and district boundary

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4th Street North from district boundary to 2nd Avenue North

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5th Street North between roughly 1st and 2nd Avenues North

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Traffic Street

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Alley Block 22, Bradford & Lewis Addition, between Washington Avenue and 3rd Street bounded by 4th and 5th Avenues North

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Alley Block 23, Bradford & Lewis Addition, between Washington Avenue and 3rd Street bounded by 5th and 6th Avenues North

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Alley Block 24, Bradford & Lewis Addition, between Washington Avenue and 3rd Street bounded by 6th and 7th Avenues North

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Alley Block 27, Bradford & Lewis Addition, between 3rd and 4th Streets North bounded by 6th and 7th Avenues North

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Alley Block 55 between Washington Avenue and 3rd Street North bounded by 1st and 2nd Avenues North

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Alley Block 60 between 3rd and 4th Streets North bounded by 1st and 2nd Avenues North

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Alley Block 83 between 4th and 5th Streets North bounded by 1st and 2nd Avenues North

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Alley Block 35 between 2nd Street North and Washington Avenue North bounded by 1st and 2nd Avenues North

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Alley Block 24 between 1st and 2nd Streets North bounded by 1st and 2nd Avenues North

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Alley Block 25 between 1st and 2nd Streets North bounded by 2nd and 3rd Avenues North

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Alley Block 34 between 2nd Street North and Washington Avenue North bounded by 2nd and 3rd Avenues North

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**Attachment C:**  
HPC Nomination Staff Report and Action  
January 13, 2009

**CITY OF MINNEAPOLIS  
CPED PLANNING DIVISION  
HERITAGE PRESERVATION COMMISSION STAFF REPORT**

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FILE NAME: National Register of Historic Places Minneapolis Warehouse Historic District

CATEGORY/DISTRICT: Historic Resource

CLASSIFICATION: Nomination for Consideration for Designation as an addition to the North  
Loop Warehouse Local Historic District

APPLICANT: City of Minneapolis, Community Planning and Economic Development  
Department

PUBLICATION DATE: January 6, 2009

DATE OF HEARING: January 13, 2009

APPEAL PERIOD EXPIRATION: January 23, 2008

STAFF INVESTIGATION AND REPORT: Brian Schaffer (612) 673-2670

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**A. BACKGROUND**

In 1978 the City Council adopted the local designation of the North Loop Warehouse Historic District. It was designated for its architectural significance and commerce significance associated with the wholesaling industry and its supporting industries. The boundaries of this district can be seen in blue stripes in attachment A.

In 1989 the Minneapolis Warehouse Historic District was nationally designated and listed on the National Register of Historic Places (NRHP) for its architectural significance and commerce significance associated with the wholesaling and implementing industries in Minneapolis. The boundaries of the Minneapolis Warehouse Historic District can be seen in red in attachment A. The boundaries partially overlap the boundaries of the St. Anthony Falls Historic District, a local and national historic district. The Minneapolis Warehouse National Historic District includes more properties than the North Loop Warehouse Local Historic District. This difference in size is due to the larger scope of significance for the national historic district designation.

In 1993 the plans for the Federal Reserve Bank Project required a federal historic review known as a Section 106 Review under the National Historic Preservation Act. The review determined that the bank project would have an “adverse effect on properties eligible for listing in the National Register of Historic Places” as the project required the demolition of three structures within the NRHP Minneapolis Warehouse Historic District. The outcome of this review was a Memorandum of Agreement, which required that a preservation action plan be developed for the Warehouse Historic District.

The Minneapolis Warehouse Preservation Action Plan, which was adopted by the City Council in December of 2000, calls for the boundaries of the local historic district to be expanded to include the boundaries of the national historic district.

Changes to locally designated districts are reviewed by the Minneapolis Heritage Preservation Commission as mandated in the Minneapolis Code of Ordinances, but there is no design review associated with National Register designation. The locally designated district has received greater protection from demolition and has benefited from regulation and design review afforded to locally designated districts. A large portion of what is considered Minneapolis' warehouse district both historically and associatively has not had the benefit of regulatory review because it is not locally designated. Some buildings in this unprotected area have received inappropriate alterations that compromise their historic integrity.

In response to recent development pressures that threaten the historical integrity of the National Register Historic District the HPCC, on December 2, 2008, directed staff to prepare a nomination for local designation of the area known as the NRHP Warehouse Historic District.

## **B. HISTORICAL CONTEXT OF THE PROPERTY**

The following is an excerpt from the Minneapolis Warehouse Historic District National Register of Historic Places Nomination Form prepared by Rolf Anderson in 1989.

The Minneapolis Warehouse Historic District is a 30 block area located immediately west of downtown Minneapolis and south of the Mississippi River. The district contains 160 building and 3 structures and is roughly bounded by 1<sup>st</sup> Avenue North on the east, 1<sup>st</sup> Street North on the south. Only 20 of these 160 buildings have been categorized as noncontributing and of these, 14, are modest one-story structures which do not detract from the overall appearance of the district.

The oldest buildings constructed in the warehouse district were small commercial structures, typically three stories tall. Many were built with storefronts on the 1<sup>st</sup> floor and hotels and manufacturing spaces above. As the area developed into the city's warehouse and wholesale district in the 1880s, the size of the buildings dramatically increased and was normally 5 to 7 stories with mill or semi-mill construction. After the turn of the century, massive utilitarian structures were built employing reinforced concrete and structural steel. The Warehouse District has retained its original sense of time and place with four steel bridges still in place, many streets paved with bricks or cobblestones, and with trains passing through daily on original track beds around which the area first developed. Architecturally the buildings include every major architectural style popular during the period of significance from Italianate, Queen Anne and Richardsonian Romanesque to Classical Revivals and early 20<sup>th</sup> century Commercial Styles.

The boundaries for the district were determined by the highest concentrated areas of wholesale/warehouse structures as well as by several vacant expanses of land which no longer retain any historic associations. These vacant areas include a large area south of the Mississippi River, a rectangular area south of North 1<sup>st</sup> Street which once served as a railroad yard and a vacant "L"-shaped area south of 3<sup>rd</sup> Street North and west of 2<sup>nd</sup> Avenue

The National Register of Historic Places Nomination Form is attached. The Form contains information regarding the significance of the jobbing, wholesaling, implement warehousing and other related industries that shaped the physical, economic and social development of Minneapolis.

#### **D. CONSIDERATION FOR NOMINATION**

Per section 599.230 the Heritage Preservation Commission shall review all complete nomination applications. If the HPC determines that a nominated property appears to meet at least one of the local designation criteria the commission may direct the planning director to commence a designation study of the property.

The properties contained within the National Register District have significance under local designation criterion number one for the commercial activity that exemplified the economic and social development of Minneapolis and the upper Midwest. Criterion three for containing distinctive element of the City's identity and criterions four and six for the strong examples of the architectural styles, designed by leading architects and engineers, that were popular during the district's period of significance.

**(1) The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.**

**And**

**(3) The property contains or is associated with distinctive elements of city identity.**

The Minneapolis Warehouse Historic District is historically significant as an area of early commercial growth as the city's warehouse and wholesaling district, which expanded during the late 19<sup>th</sup> and early 20<sup>th</sup> centuries when Minneapolis became a major distribution and jobbing center for the upper Midwest. The jobbing -wholesaling, implement warehousing and other related industries shaped the physical, economic and social development of Minneapolis. The district continues to play a role in the economic growth of Minneapolis with shops, restaurants, offices and residential units being developed along side long-established commercial and industrial businesses.

Minneapolis was positioned as a hub to the rapidly expanding railway system. The City's location as a hub drew the attention of national manufactures of farm machinery. These manufactures quickly developed land for warehousing and the area became known as 'Implement Row'. The area began at 5<sup>th</sup> Street and 3<sup>rd</sup> Avenue North and extended along 3<sup>rd</sup> Avenue to 1<sup>st</sup> Street and eventually expanded west along spur tracks to 7<sup>th</sup> Avenue. The implement industry became so successful that "by 1908 Minneapolis could boast that it was largest distribution point in the world for agricultural implements. By 1915 the manufacture and distribution of farm equipment had succeeded the flour and grain trade as the biggest business in Minneapolis dollar volume."<sup>1</sup>

Wholesalers were naturally attracted to the area northwest of the business district where land values were relatively low and railroad lines nearby. In his book *A Half Century of Minneapolis*, Horace Hudson succinctly summarizes the rise of the jobbing industry. "It was inevitable that the receiving market for grain and other farm products of the northwest should become in time the

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<sup>1</sup> Society for Industrial Archaeology, *A Guide to the Industrial Archaeology of the Twin Cities* (St. Paul: Minnesota Historical Society, 1983), p. 90.

principal distributing market for the goods for which these products were to be exchanged. As the greatest grain market of the west Minneapolis was bound to become a jobbing city as well.”<sup>2</sup>

Many wholesalers began modest businesses in the area of Washington Avenue North with the leading lines in 1878 consisting of (1) groceries, fruit and cigars, (2) dry goods, notions and clothing and (3) produce and commission. Many of these small businesses merged and expanded and would move several times within the warehouse district in order to acquire larger facilities. Such was the case with the North Star Boot and Shoe Company, the George Newell Company and the Wyman, Partridge & Company, each of whom had been located on Washington Avenue North only to ultimately move to massive warehouse buildings along 1<sup>st</sup> Avenue North. By 1919 wholesaling in Minneapolis became a billion dollar market.<sup>3</sup>

The warehouse district continued to grow and eventually expanded north of Hennepin Avenue from the river to 6<sup>th</sup> Street and along Washington Avenue and the adjacent side streets with rows of massive warehouses constructed after the turn of the century. By 1920 there were approximately 300 warehouse businesses in Minneapolis.

**(4) The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction**

**And**

**(6) The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects.**

Many of the buildings were designed by the City’s most talented and successful architects whose work is often scarcely represented in other parts of the city. Every major architectural style was employed from the Italianate, Queen Anne and Richardsonian Romanesque to numerous classically inspired revivals and the curtain wall Commercial Styles. Structurally, the heavy timbered mill and semi-mill construction eventually gave way to structural steel and innovative designs in reinforced concrete. The growth of the jobbing and warehousing industries created the demand for engineering and architectural advances and the success of the businesses allowed for investments in ornate details. For these reasons the Minneapolis Warehouse Historic District is a showcase of commercial architecture in the Midwest. The following are among the notable architects who designed buildings in the warehouse district.

- Charles E. Bell
- George Emile Bertrand
- Christopher Adam Boehme
- Cass Gilbert
- Warren Hayes
- Edwin Haley Hewitt
- Harry Wild Jones

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<sup>2</sup> Horace B. Hudson, *A Half Century of Minneapolis* (Minneapolis: The Hudson publishing Co., 1908), p. 426

<sup>3</sup> National Register of Historic Places Registration Form- Minneapolis Warehouse Historic District 1989

- Frederick G. Kees
- Gottlieb Magney
- Wilbur H. Tusler
- Charles Sedgwick
- Edward Stebbings
- Carl F Struck
- Claude Allen Porter Turner
- William Channing Whitney

**E. APPLICABLE ORDINANCES:**

*Chapter 599. Heritage Preservation Regulation*

**ARTICLE V. DESIGNATION**

**599.200. Purpose.** This article is established to promote the preservation of historic resources by providing the commission with authority to recommend the designation of landmarks and historic districts and to adopt design guidelines for designated properties.

**599.210. Designation criteria.** The following criteria shall be considered in determining whether a property is worthy of designation as a landmark or historic district because of its historical, cultural, architectural, archaeological or engineering significance:

- (1) The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history.
- (2) The property is associated with the lives of significant persons or groups.
- (3) The property contains or is associated with distinctive elements of city identity.
- (4) The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction.
- (5) The property exemplifies a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail.
- (6) The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects.
- (7) The property has yielded, or may be likely to yield, information important in prehistory or history.

**599.220. Nomination of property.** Nomination of a property to be considered for designation as a landmark or historic district shall be submitted to the planning director on a nomination application form approved by the planning director and shall be accompanied by all required supporting information. A nomination may be made by any of the following:

- (1) A member of the heritage preservation commission.
- (2) A member of the city council.
- (3) The mayor.
- (4) The planning director.
- (5) Any person with a legal or equitable interest in the subject property.

**599.230. Commission decision on nomination.** The commission shall review all complete nomination applications. If the commission determines that a nominated property appears to meet at least one of the criteria for designation contained in section 599.210, the commission may direct the planning director to commence a designation study of the property.

**599.240. Interim protection.** (a) Purpose. Interim protection is established to protect a nominated property from destruction or inappropriate alteration during the designation process.

(b) Effective date. Interim protection shall be in effect from the date of the commission's decision to commence a designation study of a nominated property until the city council makes a decision regarding the designation of the property, or for twelve (12) months, whichever comes first. Interim protection may be extended for such additional periods as the commission may deem appropriate and necessary to protect the designation process, not exceeding a total additional period of eighteen (18) months. The commission shall hold a public hearing on a proposed extension of interim protection as provided in section 599.170.

(c) Scope of restrictions. During the interim protection period, no alteration or minor alteration of a nominated property shall be allowed except where authorized by a certificate of appropriateness or a certificate of no change, as provided in this chapter.

**599.250. State historic preservation office review.** The planning director shall submit all proposed designations to the state historic preservation officer for review and comment within sixty (60) days.

**599.260. City planning commission review.** The planning director shall submit all proposed designations to the city planning commission for review and comment on the proposal within thirty (30) days. In its review, the city planning commission shall consider but not be limited to the following factors:

- (1) The relationship of the proposed designation to the city's comprehensive plan.
- (2) The effect of the proposed designation on the surrounding area.
- (3) The consistency of the proposed designation with applicable development plans or development objectives adopted by the city council.

**599.270. Designation hearing.** Following completion of the designation study the commission shall hold a public hearing to consider the proposed designation, as provided in section 599.170. Any person having a legal or equitable interest in a nominated property shall be allowed reasonable opportunity to give testimony or present evidence concerning the proposed designation.

**599.280. Commission recommendation.** Following the public hearing, the commission shall make findings with respect to the proposed designation and shall submit the same together with its recommendation to the zoning and planning committee of the city council. In making its findings and recommendation, the commission shall consider the

designation criteria contained in section 599.210, the information contained in the designation study, the state historic preservation officer's comments, the city planning commission's comments, the planning director's report and all testimony and evidence received at the public hearing relating to the designation.

#### **F. FINDINGS:**

1. The properties included within the NRHP Minneapolis Warehouse Historic District have significance under local designation criterion number one “the property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history” for being associated with the warehousing, implement, and wholesaling industries that shaped the physical, economic and social development of Minneapolis.
2. The properties included within the NRHP Minneapolis Warehouse Historic District have significance under local designation criterion number three “The property contains or is associated with distinctive elements of city identity” for being associated with the warehousing, implement, and wholesaling industries that shaped the physical, economic and social development of Minneapolis.
3. The properties included within the NRHP Minneapolis Warehouse Historic District have significance under local designation criterion number four “the property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction” for exemplary collection of extant buildings showcasing a variety of significant architectural styles.
4. The properties included within the NRHP Minneapolis Warehouse Historic District have significance under local criterion six “the property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects” for exemplary collection of buildings showcasing variety architectural styles by the City’s leading architects.
5. In 2000 the Warehouse Action Plan was adopted by the Minneapolis City Council. The plan called for the merger of the local and national warehouse historic districts.
6. In December of 2008 the Heritage Preservation Commission directed staff to prepare a nomination for to merge the local and national warehouse historic districts.

#### **G. STAFF RECOMMENDATION:**

Staff recommends that the Heritage Preservation Commission **adopt** staff findings, **nominate** the collection of properties known as the National Register of Historic Places Minneapolis Warehouse Historic District for local designation and **direct** the Planning Director to commence a designation study of the collection of properties known as National Register of Historic Places Minneapolis Warehouse Historic District.

#### **ATTACHMENTS**

1. Map of the Area
2. National Register of Historic Places Nomination Form
3. Frequently Asked Questions – originally posted on the HPC website December 31, 2008.

**Attachment D:**  
City Planning Commission Memo  
September 17, 2009

**Community Planning & Economic Development  
Planning Division**  
350 South 5<sup>th</sup> Street, Room 210  
Minneapolis, MN 55415-1385



**City of Minneapolis**  
*Department of Community Planning  
& Economic Development - CPED*

## **MEMORANDUM**

TO: City Planning Commission  
FROM: Brian Schaffer, Senior City Planner 612.673.2670  
DATE: September 1, 2009  
RE: Minneapolis Warehouse Historic District Designation Study – CPC Review and Comment  
CC: Barbara Sporlein – Director, CPED – Planning  
Jack Byers- Supervisor, CPED – Planning, Preservation & Design  
Jason Wittenberg – Supervisor, CPED – Planning, Development Services

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### **Designation Study Review and Comment**

Chapter 599, Heritage Preservation, of the Minneapolis Code of Ordinances outlines the review process for designation studies. The City is required to submit the designation study to the State Historic Preservation Office (SHPO) and the City Planning Commission (CPC) for review and comment. A copy of the designation study has been submitted to the Minnesota SHPO. Enclosed is a copy of the designation study for your review and comment.

Section 599.260 of the Heritage Preservation Ordinance requires the planning director to submit all proposed designations to the city planning commission for review and comment on the proposal within thirty (30) days. In its review, the city planning commission shall consider but not be limited to the following factors:

- (1) The relationship of the proposed designation to the city's comprehensive plan.
- (2) The effect of the proposed designation on the surrounding area.
- (3) The consistency of the proposed designation with applicable development plans or development objectives adopted by the city council.

This item will be on an upcoming CPC Committee of the Whole agenda for discussion and comment.

The following memorandum analyzes the proposed designation using the three factors outlined in the section 599.260 of the ordinance.

#### **(1) The relationship of the proposed designation to the city's comprehensive plan.**

The designation of the National Register of Historic Places (NRHP) Minneapolis Warehouse Historic District is explicitly supported by the Minneapolis Plan for Sustainable Growth. In 2008 the City Council approved a draft of the comprehensive plan: The Minneapolis Plan for Sustainable Growth.

Policy 8.1 of the comprehensive plan provides the most guidance on this item and states the following: "Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture." Implementation Step 8.1.4 calls for the designation of resources listed on the National Register of Historic Places that have no local protection. The NRHP Minneapolis Warehouse Historic District is the most prominent of these resources.

Implementation steps 8.1.1 through 8.1.3 provide support on how to protect the integrity of the City's historic resources and state the following:

8.1.1 Protect historic resources from modifications that are not sensitive to their historic significance.

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

8.1.3 Encourage new developments to retain historic resources, including landscapes, incorporating them into new development rather than removal.

**(2) The effect of the proposed designation on the surrounding area.**

The proposed designation of the NRHP Minneapolis Warehouse Historic District will bring the district under local review and ensure the continued integrity of the district. Changes to locally designated districts are reviewed by City staff and the Minneapolis Heritage Preservation Commission as mandated in the Minneapolis Code of Ordinances - there is no design review associated with National Register Designation. Locally designated districts receive greater protection from demolition and inappropriate changes and benefit from regulation not afforded to properties listed only on the National Register.

The proposed designation includes many other resources than just buildings. The designation includes the industrial landscape features such as loading docks, road, rail and spur corridors. These landscape resources create the industrial character of the area and are as integral to telling the story of how Minneapolis developed as the buildings. In fact these resources dictated where the buildings were located and how the industries grew.

The proposed designation will allow for continued investment and adaptation of the all the resources in the district to meet the future needs of residents, businesses, and property owners while ensuring that these alterations do not detract from the historic integrity and character of the area.

**(3) The consistency of the proposed designation with applicable development plans or development objectives adopted by the city council.**

The Minneapolis Plan for Sustainable Growth identifies two small area plans that cover the area of the proposed Minneapolis Warehouse Historic District: The Downtown East North Loop Master Plan adopted by the City Council in 2003 and the Warehouse Preservation Plan, which was adopted in 2000 by the City Council.

*The Downtown East -North Loop Master Plan*

The Downtown East -North Loop (DTE-NL) Master Plan was developed around the Hiawatha Light Rail Line and other future light rail and commuter rail lines that are planned for the area including the multi-modal station. The proposed designation is consistent with and supported by the master plan. The plan has a section titled "Preservation of Remaining Historic Fabric." This section of the plan discusses the preservation of historic resources and states "Wherever possible, as many existing older buildings as possible should be retained through historic designation."

The land use policies of the plan are separated into smaller precincts such as West Hennepin and Warehouse West. In general the DTE-NL master plan supports the preservation of the district. More specifically it states that the development in the West Hennepin precinct "should maintain and enhance the historic character of the district." In the Warehouse West precinct the plan states that "historic structures in this precinct should be protected and preserved with an emphasis on adaptive re-use of existing structures."

The master plan calls for development within "The Cut". The proposed designation explains how this feature was created and would allow for development within this area including a multi-modal station.

*The Warehouse Action Plan*

The Warehouse Action Plan was adopted by the City Council in 2000. The plan area was bounded by Hennepin Avenue to the south and 10<sup>th</sup> Avenue North as the northern boundary. First Street North was the eastern boundary and Seventh Street North was the western boundary. The plan was developed for the NRHP Minneapolis Warehouse Historic in response to the demolition of five historic buildings for the construction of the Federal Reserve Bank. The Plan calls for the local designation of National Register of Historic Places Minneapolis Warehouse Historic district.

The first goal of the Warehouse Action Plan is to “Preserve the distinctive character of the Plan Area, through rehabilitation of buildings, conservation of historic streetscape features, and compatible design for new construction.” The Plan goes on to state:

Past preservation efforts in the area have focused on buildings. However, the Plan Area's other features—bridges, railroad corridors, spur lines, retaining walls, areaways, and brick and granite pavers, are often threatened with deterioration, vandalism, and removal. These remnants provide important physical evidence of the historic warehousing and jobbing activities in the district. They physically and visually connect the massive buildings and structures, and are a key part of the complexity of the cultural landscape. Overall, the historic character of the Plan Area is one of Minneapolis' greatest assets.

The proposed designation includes the historic landscape features such as railroad corridors, spur lines, streets and paving materials. The proposed designation implements a portion of the Warehouse Action Plan and its content is consistent with the plan.