STAFF REPORT 07-02-2025 SPECIALMEETING **PREPARED BY**: A. BUSH, G. LANDSBERG
APPLICATION NUMBER: HDC2025-00243
ADDRESS: 1395 ANTIETAM, 1 LAFAYETTE PLAISANCE, 1301 NICOLET PLACE, 1300 NICOLET PLACE, 1301 JOLIET PLACE, 1300 JOLIET PLACE, AND ADJACENT RIGHTS-OF-WAY
HISTORIC DISTRICT: LAFAYETTE PARK/MIES VAN DER ROHE
APPLICANT: DETROIT THERMAL
ENGINEER: GIFFELS WEBSTER
OWNER OF RECORD: MULTIPLE (PRIVATE)
DATES OF STAFF SITE VISITS: 04-28-2025, 05-09-2025, 06-13-2025, 06-17-2025

SCOPE: EXCAVATE FOR EXISTING STEAM PIPE SLIPLINING AND NEW STEAM PIPE INSTALLATION, INSTALL CONSTRUCTION FENCING/TREE PROTECTION, RESTORE CONCRETE CURBS/LANDSCAPE/PAVEMENT (WORK STARTED WITHOUT APPROVAL)

EXISTING CONDITIONS
The project extents span a distance of approximately 1,500 feet from Antietam Avenue to East Lafayette, across the heart of the Mies van der Rohe townhouse complex. There are five areas where excavation is proposed to complete the scope of work, and one area proposed for construction staging and temporary location of spoils. This area is generally the western half of the historic district, within two of the Landscape Character Areas that contribute to the district's National Historic Landmark status: the Mies van der Rohe Townhomes / Court Homes and the Lafayette Plaisance, bound by Antietam to the north, Rivard to the west, and East Lafayette to the south.

Aerial view of general area of work (western half of district). Rivard Street (at image bottom) runs north from East Lafayette (at right) to Antietam Avenue (at left). The northwest corner of the district is dominated by the Pavilion building, addressed as 1395 Antietam and accessed from Rivard via Lafayette Plaisance. The 1300 East Lafayette building, not in the historic district, is visible at far right, south of East Lafayette. The townhouse complexes, including landscaping, populate the intervening space. The approximate locations of excavation work are marked with arrows, the red arrow near to the playground nearest the former intersection of Russell and Macomb Streets. Nicolet Place (center left) and Joliet Place (center right) project eastward into the townhouses. Lafayette Plaisance, Nicolet Place, and Joliet Place occupy the positions of the former Mullett, Clinton, and Monroe Streets that extended easterly from downtown (see next page).

The project area is along the former Russell Street corridor predating the construction of Lafayette Park, and intersects with the parking areas terminating Nicolet and Joliet Place. The vicinity is occupied by the architecturally outstanding Mies van der Rohe townhouses and abundant, well-developed landscape dating to original designs by Alfred Caldwell, embedded in a superblock plan created by Ludwig Hilberseimer. Along with passive landscape divided into a sequence of outdoor spaces of various sizes and degrees of privacy, some recreational/active uses featuring playground equipment also exist in harmony with the mid-century context.

According to the Historic Designation Advisory Board report for the district, prepared in 2002, the district possesses "exceptional importance in the history of community planning and development, modern architecture, and social history." The district was designed as a complete residential community composed of several separate developments with limited vehicular access, which included a school, shopping center, and mix of low- to high-rise residential buildings positioned around a central park. It was one of the earliest urban renewal projects in the United States and the first of several in Detroit in the former Black Bottom neighborhood.

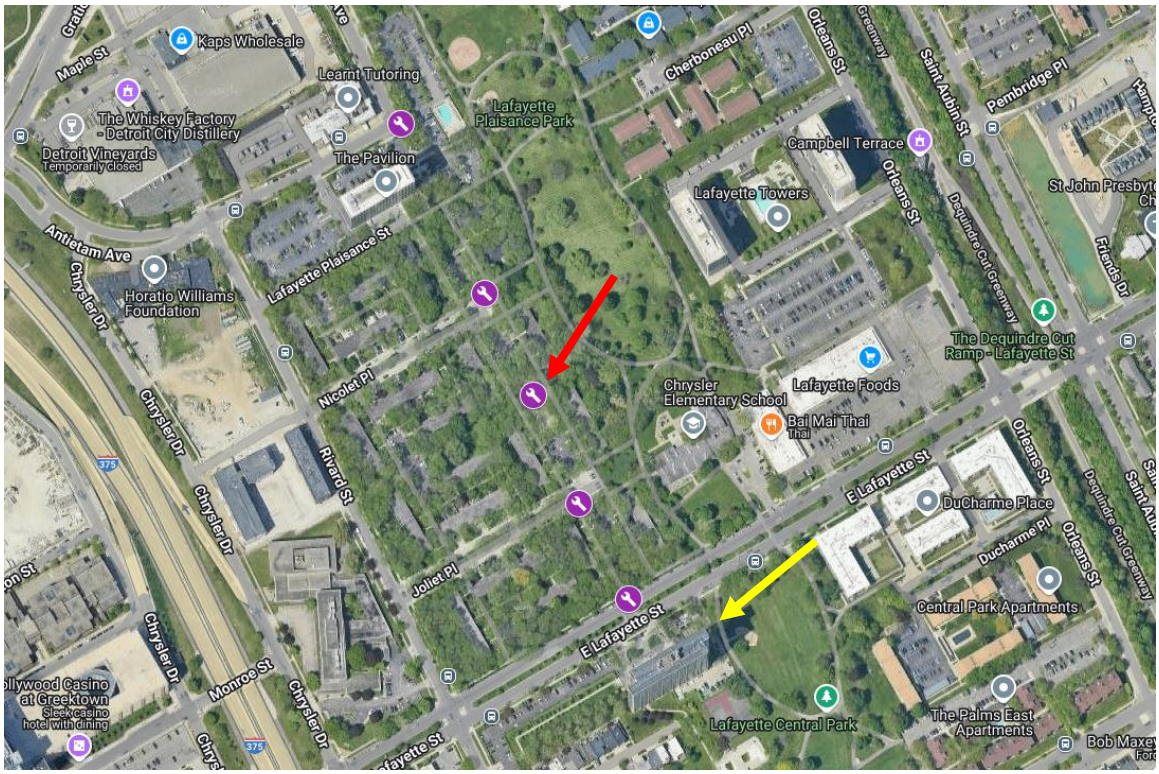
Pre-clearance Sanborn map of Black Bottom in late 1940s. The intersection of Russell Street and Macomb Street, the approximate location of the current playground within the Lafayette Park townhouse complex, is indicated by a red arrow.

View to the north showing proposed work area at East Lafayette, looking into the townhouse complex. The shrubs enclosing the sidewalk are within the area of work, as is the root system of the tree. Staff photo, May 9, 2025.

View of original concrete bench, one of several. This example is within the proposed "Old Macomb" excavation area near the playground in the townhouse complex. Note damage to yew at left and magnolia tree at right. Staff photo, May 9, 2025.

PROJECT DESCRIPTION

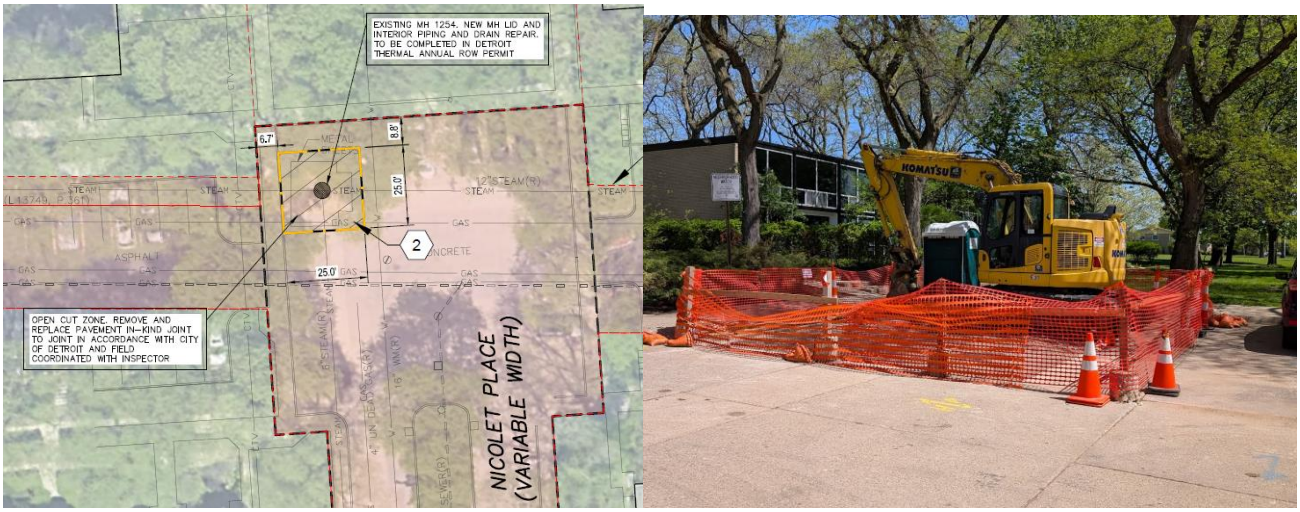
The applicant is proposing to excavate and conduct ground disturbing activities for the slip-lining and extension of an existing steam pipe line running north to south through the former Russell Street right-of-way in Lafayette Park's townhouse complex. The work begins at the Antietam corner near the Nellie Leland School (also a city historic district) adjacent to the Pavilion building, and ends in the East Lafayette right-of-way in front of 1300 East Lafayette. The project will replace the manhole covers in various locations, but proposes no new above grade utility structures nor appurtenances as part of the work.



The five separate work areas are marked by purple dots in this diagram produced by staff. 1300 East Lafayette, the target of the steam expansion project, is identified by the yellow arrow. The playground, or "Old Macomb" location, is marked by a red arrow.

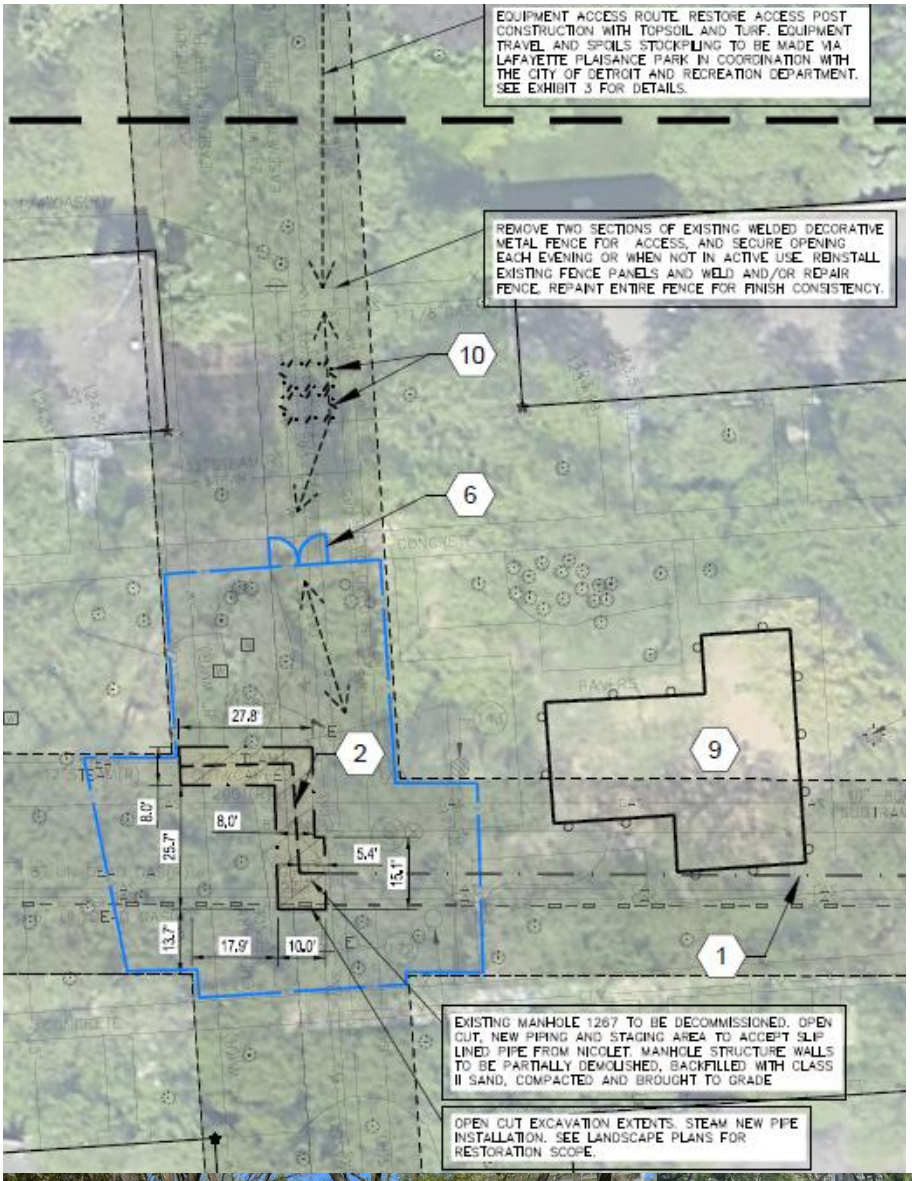
The proposed work involves five separate excavation areas, depicted individually below, from north to south. Please refer to the original drawings for full resolution images and complete legends/key notes:

1 – Antietam vicinity, from applicant documents (not to scale). Staff photo, May 9, 2025. This work appears to be complete.



2 – Nicolet Place vicinity, from applicant documents (not to scale). This location will have an open cut zone in the concrete cul-de-sac and will replace manhole lid. The vent stack has been removed from the proposal since the previous submission. Staff photo, May 9, 2025. This work appears to have started but not completed. A small excavator is on site.

3 EAST – Lafayette Plaisance, proposed location for construction staging, equipment access and temporary spoils storage. Proposed path of excavation equipment shown in purple, and area for storage shown in blue dashed line, from applicant documents (not to scale). Photo on right, looking west from staging area toward the Townhomes; Blue Spruce tree on left, with many branches lacking needles, evidence of exposed soil, tire marks, and compaction on the ground plane. Photo on right, looking east from the Townhomes, location of proposed storage area in park. The existing condition of the concrete paths in the park are medium to poor with multiple sections of cracked pavement visible. Staff photos, June 17, 2025. Evidence of weeds and grass recently cut near the fence, but no work or staging appear in progress.



3 WEST– "Old Macomb" vicinity, from applicant documents (not to scale). Staff photo, May 9, 2025. This work is near the area of the playground. Some ground disturbance activities and damage to specimen shrubs have been observed. Looking east toward fence and Lafayette Plaisance, from the "Old Macomb" vicinity. June 13, 2025.

4 – Joliet Place vicinity, from applicant documents (not to scale). This location will have two open cut areas in the concrete cul-de-sac and will replace manhole lid. The vent stack has been removed from the proposal since the previous submission. Staff photo, May 9, 2025. Work appears to have started but not completed.

5- East Lafayette vicinity, from applicant documents (not to scale). Looking north from East Lafayette Avenue. Staff photo, May 9, 2025. Looking south from E. Lafayette Avenue, existing trees in right-of-way median include two 4"dbh lindens and a 2" dbh ginko (right). Staff photo, July 17, 2025. No work observed in progress.

STAFF OBSERVATIONS AND ANALYSIS – CERTIFICATE OF APPROPRIATENESS (COA)

- The Lafayette Park – Mies van der Rohe Historic District was established in 2002. The district, composed of strikingly modern buildings juxtaposed with masterfully designed landscapes, was built on an "urban renewal" superblock site created by the razing of the former Black Bottom neighborhood in the late 1940s.

- Per the Historic Designation Advisory Board (HDAB) Report as accepted by City Council, the district was a combination of the talents of four practitioners:
    - Mies van der Rohe, architect
    - Herbert Greenwald, a Chicago developer
    - Ludwing Hilberseimer, urban planner
    - Alfred Caldwell, landscape architect, trained under Jens Jensen

- The Designation Report repeatedly emphasizes the multi-disciplinary design of Lafayette Park, combined into a complete and unprecedented original development that uniquely captured the aesthetic and social planning ideals of the 1950s and 1960s. HDAB notes that "Lafayette Park was obviously a project well-suited to the talents and interests of Mies, Greenwald, Hilberseimer, and Caldwell. When the project began, the 78-acre site had been so completely stripped that only the street grid remained." This is vividly illustrated by the below maps, found in PDD files, which shows before/after of the area.

Pages from PDD's "site study" book, circa 1950s, show the former Black Bottom street grid at left (i.e., "before," and the clearance/redesign for Lafayette Park at right. Note the existing utility runs left behind below grade in the "after" image, a ghostly remnant of the earlier street grid relevant to the current application for pipeline work, which seeks to make use of this existing infrastructure.

- The existing utility runs within the district, including the north/south segment between Antietam and East Lafayette along former Russell Street, predate the historic district. Staff also understands that steam service via this infrastructure was provided to at least some of the Mies townhouse buildings until approximately the early 1980s (i.e, the first 20 years), when it was de-energized. It is unclear if such infrastructure could once again be available to the townhouses or other nearby buildings if completed.

- Staff notes, incidentally, that Lafayette Park is not only a local historic district recognized by City Council and subject to HDC permit review, but is separately listed as a resource in the federally maintained National Register of Historic Places since 2003. Further to this, since 2015, the district has been elevated to the status of a federal *National Historic Landmark*, one of only 42 such properties in the State of Michigan (an exclusive list that also includes the Ford Piquette Plant and Diego Rivera's Detroit Industry murals at the DIA). National Historic Landmark is a top-level federal designation reserved for this nation's most critically important historic resources. Only about 2,500 of the nearly 100,000 American places listed on the National Register are recognized as National Historic Landmarks. Lafayette Park is within this top 3% nationwide, and one of the city's most important internationally recognized cultural and historical sites, drawing thousands of visitors per year.

- As described in the National Historic Landmark Nomination Report, the designation for Lafayette Park is through two criteria:
    - *National Historic Landmark (NHL) Criterion 1, as one of the best and most successful examples of a residential urban renewal development in the nation;*
    - *NHL Criterion 4, as the collaboration between one of the twentieth-century's most influential Modern architects, Ludwig Mies van der Rohe, and developer Herbert Greenwald, planner Ludwig Hilberseimer, and landscape architect Alfred Caldwell. It is also the largest collection of Mies van der Rohe designed buildings in the world.*

- As described in the conclusion of that report (page 100, see in Appendix):
  For better or worse, the urban renewal movement of the mid-twentieth century radically transformed large portions of many American cities, large and small. It embodied many of the noblest intentions of its era: the desire to provide safe and affordable housing for all, the need to uplift the country's struggling dense cities, and the forward-looking zeitgeist of the times. At the same time, it also reflected some of the worst characteristics of its period: the disregard for those displaced by clearances, the perpetuation of racial segregation and economic inequality, and the destruction of some of the country's most significant historic resources in the name of 'progress.'

  Lafayette Park in Detroit is an unparalleled example of urban renewal in the United States. One of the first urban renewal projects conceived (even before the Federal legislation that would enable it), Lafayette Park was built on the site of a formerly thriving African-American neighborhood that had been cleared (with no established mechanism for re-housing its former inhabitants) of its nineteenth and early twentieth century building stock, and which even swept away the traditional urban street grid. After sitting empty for many years in search of a developer, it was completed within ten years in adherence to a plan conceived by a collaboration of nationally significant designers, including one of the best known Modern architects of the era, Mies van der Rohe.

  Although Lafayette Park never provided low-income housing as originally conceived, it did attract a middle-class coterie of "urban pioneers" who ultimately evolved into an ethnically diverse, stable population of residents whose stewardship has maintained it as a desirable urban neighborhood. The Modernist plan of Lafayette Park, the work of Mies and his partners Ludwig Hilberseimer and Alfred Caldwell, remains successful because its early plan and development were largely carried out even after the original design team had withdrawn, and it has been maintained almost entirely intact, creating a cohesive environment of Modern-era high rise towers juxtaposed with low-rise development within a Prairie style landscape.

- The proposed work of subsurface rehabilitation and improvements to the steam pipe does not appear to directly impact the buildings nor the spatial layout of the superblock in the district, but it does impact the historic designed landscape of Lafayette Park. National Park Service Guidelines derived from and complementary to the Secretary of the Interior's Standards are to be used by the Commission in their decision-making, per Section 21-2-72 of the City Code, and state statute. A key document for the preservation of historic landscapes is Preservation Brief 36, Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes as well as The Secretary of the Interior's Standards for the Treatment of Historic Properties + Guidelines for the Treatment of Cultural Landscapes (Guidelines). In staff's opinion, the Caldwell landscape in the Lafayette Park/Mies van der Rohe historic district is a ***Historic Designed Landscape***, which is defined in this NPS Brief as such:

  > *a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, or horticulturalist according to design principles…aesthetic values play a significant role in designed landscapes.*

- As summarized in the Guidelines, "*The [s]tandards are neither technical nor prescriptive, but are intended to promote responsible preservation practices that help protect our Nation's irreplaceable cultural resources. They cannot be used to make essential decisions about which contributing features of a cultural*

landscape should be retained and which can be changed. But once a specific treatment *is selected, the Standards can provide the necessary philosophical framework for a consistent and holistic approach for a cultural landscape project*." Commissioners, per state statute and local ordinance, review proposals under the standards, which include rehabilitation defined as "*the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values*." This approach includes the following steps, in order:

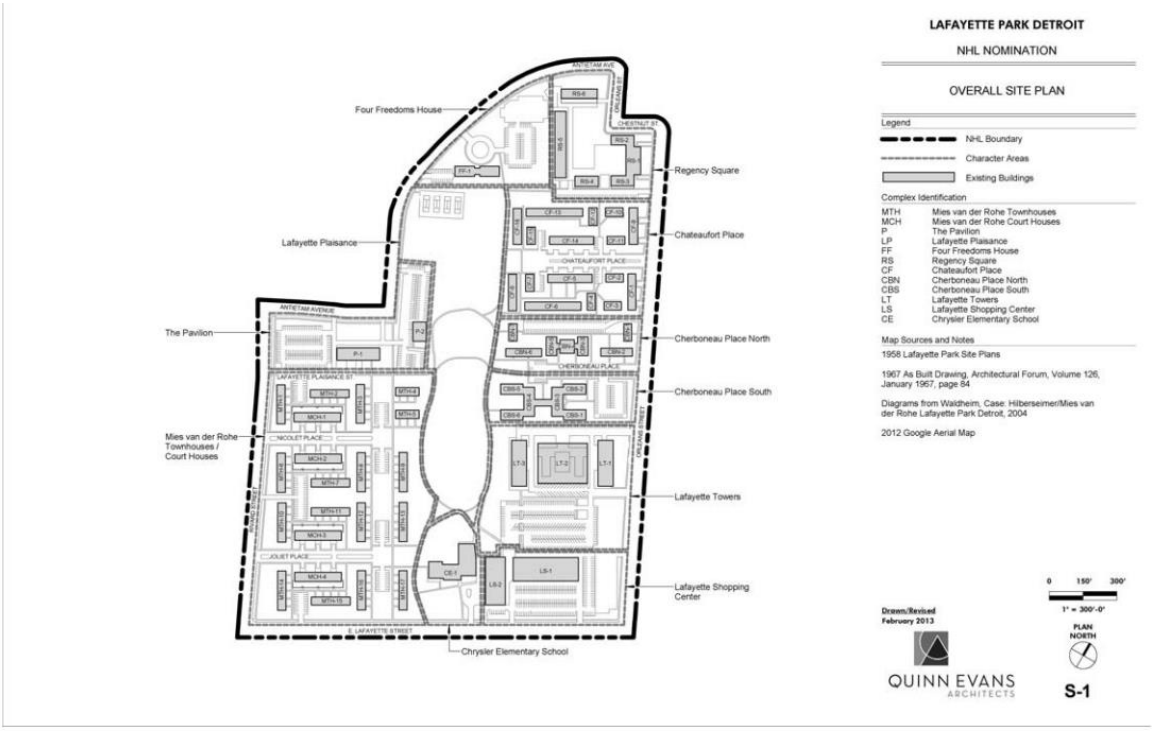
- Identify, Retain, and Preserve Historic Materials and Features
- Protect and Maintain Historic Features and Materials
- Repair Historic Features and Materials
- Replace Deteriorated Historic Materials and Features
- Design for the Replacement of Missing Historic Features
- Alterations/Additions for the New Use
- Special Considerations (Accessibility, Health and Safety, Environmental, and Energy Efficiency)

- To identify the existing historical materials and features, the National Historic Landmark nomination report provides a useful starting point by defining the character areas that make up the larger designed landscape: *"[e]valuation of the integrity of landscape character areas and characteristics with them is undertaken with careful consideration of the intent of the original designers. Large scale master plans for urban developments are regularly revised as sections of the property are constructed over a period of years and decades…When considering the significance of these complexes, it is possible for the intent of the original designers to be followed without adhering to the exact physical plan they provided. Consideration of the planning and design philosophies of Hilberseimer, Mies van der Rohe, and Caldwell*" via their planning and site design principles can provide a framework for this analysis of the cultural landscape (6).

- Caldwell's design philosophy is rooted in his application of a Prairie Style landscape. Prairie Style is defined by The Cultural Landscape Foundation as:
"*Developed in the late-nineteenth and early-twentieth century, this regional approach to landscape design celebrated the open character, horizontal expanse, and native vegetation of the Midwest. Landscape spaces were organized as a series of outdoor rooms and views, emphasizing the interaction of sky and landscape. Horizontally branched native trees and shrubs, such as hawthorn, were repeated around the edges of outdoor rooms, framing broad expansive views or more focused long views…At the detail level, it relied on light and shadow, repetition, and horizontal elements to create spaces that evoked the unique character of the Midwest. Walls, fieldstone paths, bridges, overlooks, and council rings often were built of horizontally detailed native limestone. The "Prairie Style" was first described in 1915 by Wilhem Miller in* The Prairie Spirit in Landscape Gardening *and featured in the work of O.C. Simonds, Jens Jensen, and* **Alfred Caldwell**" (emphasis added by staff).

- Caldwell's application of elements of Prairie Style vary across different areas of the landscape, being organized in a more rectilinear pattern and intimate scale to compliment the townhomes, and in a more naturalistic pattern and typical landscape scale in areas like the central park. Understanding the historic features and integrity is therefore less about the location, character, age of individual plant specimens, but how the integrity of larger features, such as the outdoor rooms emblematic of Prairie Style, shape and structure the project's larger landscape. As detailed in the Guidelines for the Treatment of Cultural Landscapes:
"*Individual features in the landscape should never be viewed in isolation, but in relationship to the landscape as a whole. Each situation may vary, and some features may often be more important than others. For example, circulation may be an important historic element in one landscape, while in another it may have little if any significance…Overall, it is the arrangement and the interrelationship of these character-defining features as they existed during the period of significance that is most critical to consider prior to treatment. As such, landscape features should always be assessed as they relate to the property as a whole. Thus, spatial organization and land patterns are always listed first in each section of the Guidelines."*

- For this reason, the analysis will focus on the larger Character Areas that make up the Lafayette Park designed landscape to understand the historical appropriateness of the proposed work. From the NHL nomination report:



Lafayette Park, site plan indicating the major groups of buildings.
Quinn Evans Architects, 2014

Diagram from Lafayette Park National Historic Landmark Nomination Report Draft, Quinn Evans Architects (2014). The character areas of focus for staff analysis are the "Mies van der Rohe Townhomes / Court Houses" and "Lafayette Plaisance" zone in the southwest corner and center of the larger Lafayette Park historic district.

- The proposed work would take place principally in two of the contributing Landscape Character Areas of the eleven that comprise the 78-acre Historic District: (1) the "Mies van der Rohe Townhouses / Court Houses" zone, comprising approximately 18 acres of the larger development, and (2) the Lafayette Plaisance, an approximately 13-acre public park. Work is also proposed adjacent to (3) The Pavilion, and (4) Chrysler Elementary School, but with more limited impact. Because of its negligible impact on the other seven zones, neither through physical construction nor visual impact, the Mies Townhouses area and the Lafayette Plaisance area and the integrity and sensitivity of their character defining features are the focus for the staff analysis for the district's period of significance spanning 1956-1967.

- MIES TOWNHOMES LANDSCAPE CHARACTER AREA
  - Critical features of the cultural landscape in this area include:
    - Spatial organization: Arrangement of townhomes, pedestrian pathways, cul-de-sac roads, canopy and understory layers of plants to create a series of generally rectilinear outdoor rooms, of various sizes and degrees of privacy, intimate spaces are most adjacent to the buildings, and shared and semi-public spaces are set in the areas between townhomes. Plant massings define space with looser, and more naturalistic borders to contrast with the austerity of building design and arrangement.
    - Topography: generally flat site, with subtle manipulation of topography to minimize the impact of automobiles on the views from the townhomes and experience of the outdoor rooms by sinking the cul-de-sacs and parking areas 3-4 feet below the finished grade of the townhomes and other outdoor rooms.
    - Vegetation: Free-flowing and predominantly informal landscape features emblematic of Prairie Style landscape using native tree and shrub species, emphasizing the horizontality of

planted form, using naturalistic plant massings to define outdoor spaces, often planted in odd-number groupings (3-, 5- 7-), utilizing all ecological layers of vegetation to define space, using flowering ornamental shrubs to mark important places in the landscape, using a clipped hawthorn hedge to define the most private areas proximate to the entrances of the townhomes and to separate the semi-public, shared areas across the district, situated amidst the grid of pathways and buildings, at times amplifying and at other contrasting with the architecture:

- Canopy/ "ceiling" – dominated by honey locust (key species), create outdoor rooms with "ceilings" about twice the height of the townhomes, provide filtered light and shade
- Understory/ "walls" – flowering crabapple, hawthorn, dogwood, lilac, viburnum, redbud, plum, sumac, and juniper, mostly vegetation in naturalistic massings, with a clipped hawthorn hedge to define private areas most proximate to townhomes
- Ground plane/ "floor" – areas of grassy meadows, native perennials, and open greens

- Circulation: Network of concrete sidewalks that link all areas of townhouses complex and park; paths between the townhomes follow a more rectilinear network that aligns to the spatial layout of the townhome buildings; limiting access and accommodation for cars, prohibiting through traffic across the super block
- Water Features: None
- Structures, Furnishings, and Objects: Interrelationship of buildings and landscape, including views from the townhomes to the landscape, reflection of the landscape in the building glass, Mies Townhomes work with landscape elements to define a series of outdoor rooms; concrete benches in several of the larger semi-public shared areas between the townhomes

- This cultural landscape was identified as having a high degree of historic integrity overall in 2014, which continues today, despite many small changes to the landscape over time. As referenced in the local historic designation report, as well as in the NHL nomination report:
Together with the landscaping, the layout of the townhouse buildings defines exterior spaces but does completely enclose them…The natural maturing of its landscaping has been the most noticeable [change], but over the years, each of the four cooperative associations has also made some landscaping changes, including the construction of berms and wooden fences, the introduction of nonindigenous species and the planting of bulbs and annuals around the base of trees and shrubs. Although the landscape is no longer as open as in Caldwell's original plan, honey locusts with an understory of other native trees and shrubs still predominate. Other changes to the townhouse complex landscape includes the installation of handicap-access ramps, the replacement of sidewalks with new ones of a different composition, and the addition of a storage shed in the early 1960s.

- LAFAYETTE PLAISANCE LANDSCAPE CHARACTER AREA
  - Critical features of the cultural landscape in this area include:
    - Spatial organization: Public park in the center of the super block connects the residential development areas, school, and shopping center, providing pedestrian circulation across the superblock both east-west and north-south through the neighborhood; plant massings define expansive views and large meadows, situate high-rise buildings in an open park setting, balancing verticality and height of towers in vast park-like landscape to reduce impact of their scale
    - Topography: generally flat, no major topographical features
    - Vegetation: Prairie Style, particularly in the south of the park, used to define views and edges of large open meadows, use of native species:
      - Canopy: more variety of native shade trees (elm, beech, maple, linden, tulip tree)

- Understory: more limited use of understory vegetation to enable more open expanses for views and movement; crabapples are a predominant ornamental species across this zone
- Ground plane: primarily turf grass

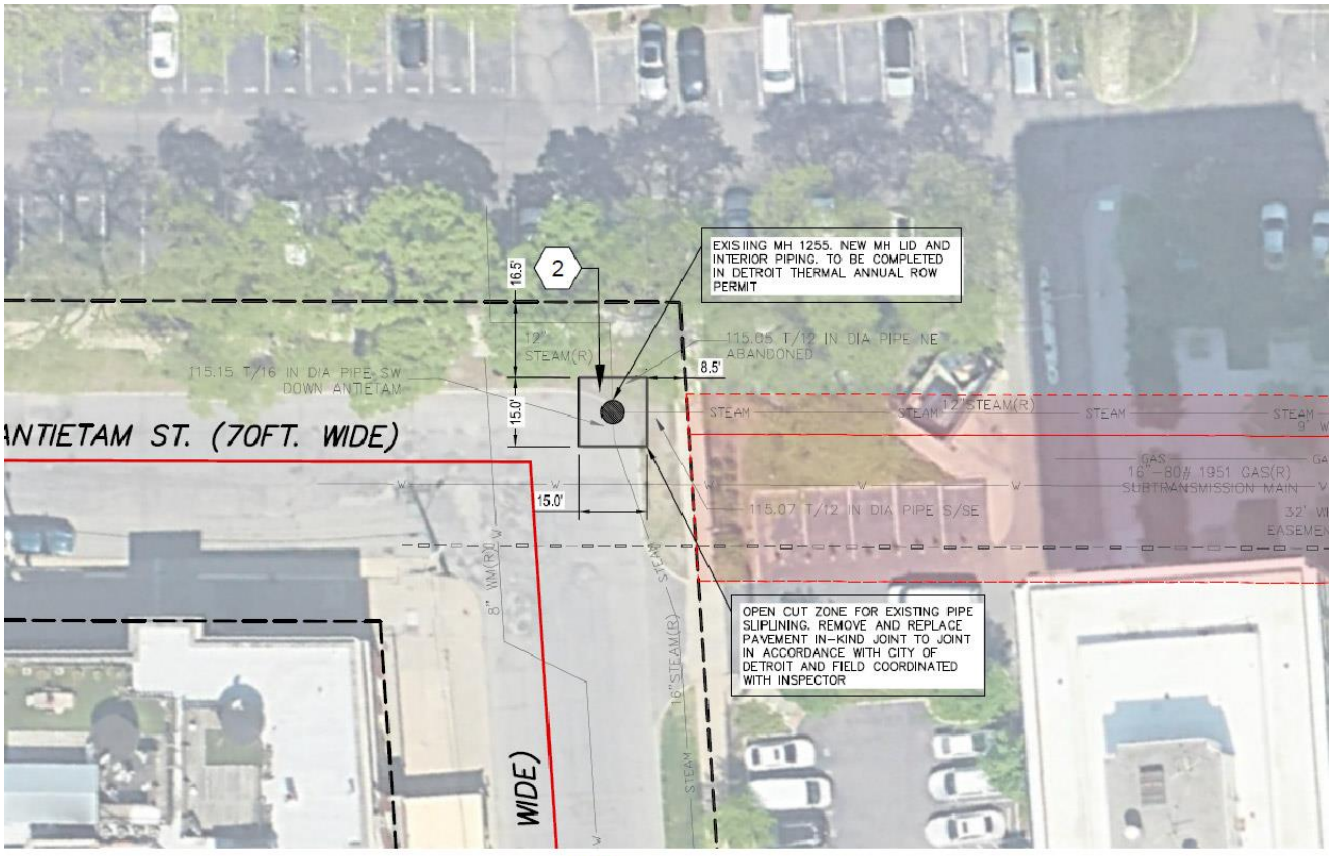
▪ Circulation: Network of curved, concrete paths to connect residential developments to park and recreational features, school, shopping center; lack of vehicular access through the park

▪ Water Features: None

▪ Structures, Furnishings, and Objects: mix of lights, signs, fences, and playground elements along pathways or set in open areas of turf, many of these have been added over time without particular regard for their historic character or materiality

- This character area also displays a high degree of historic integrity despite alterations made since the period of significance, including retaining the overall spatial organization and circulation, despite the additions of fences, lightings, signs that were not part of the historic landscape of the park, and the condition of several areas of the concrete paths that display significant cracking.

- Staff analysis of historic integrity and character features impacted by the proposed scope of work and rehabilitation activities:
  - **Historic sensitivity**: the analysis of each area of proposed work includes a description of historic sensitivity, assessing both the integrity of landscape features, as well as their significance in conveying Caldwell's original design intent for a Prairie-style landscape. As landscapes mature over time, and are also changed and added onto by inhabitants of this development, certain plants and landscape features from outside the period of significance, or that don't contribute to, or worse detract from, Caldwell's design intent are differentiated to understand the most appropriate rehabilitation approach.



Historic Sensitivity: MED

- 1 – Antietam Vicinity

IDENTIFICATION OF KEY FEATURES: The location of work around the existing MH 1255 is located in the Antietam St right of way in the Pavilion Character Area. While Antietam plays a role in the spatial organization of the project by defining the edges of the superblock and vehicular circulation at its perimeter, the materiality of the streets change over time as the city maintains this as an active public road and it appears to be paved following conventional methods and materials. Overall, it has a medium level of historic sensitivity. The red line shown in the center line of Antietam is the boundary of the historic district, with the district being toward the top and right side of that line in this drawing.

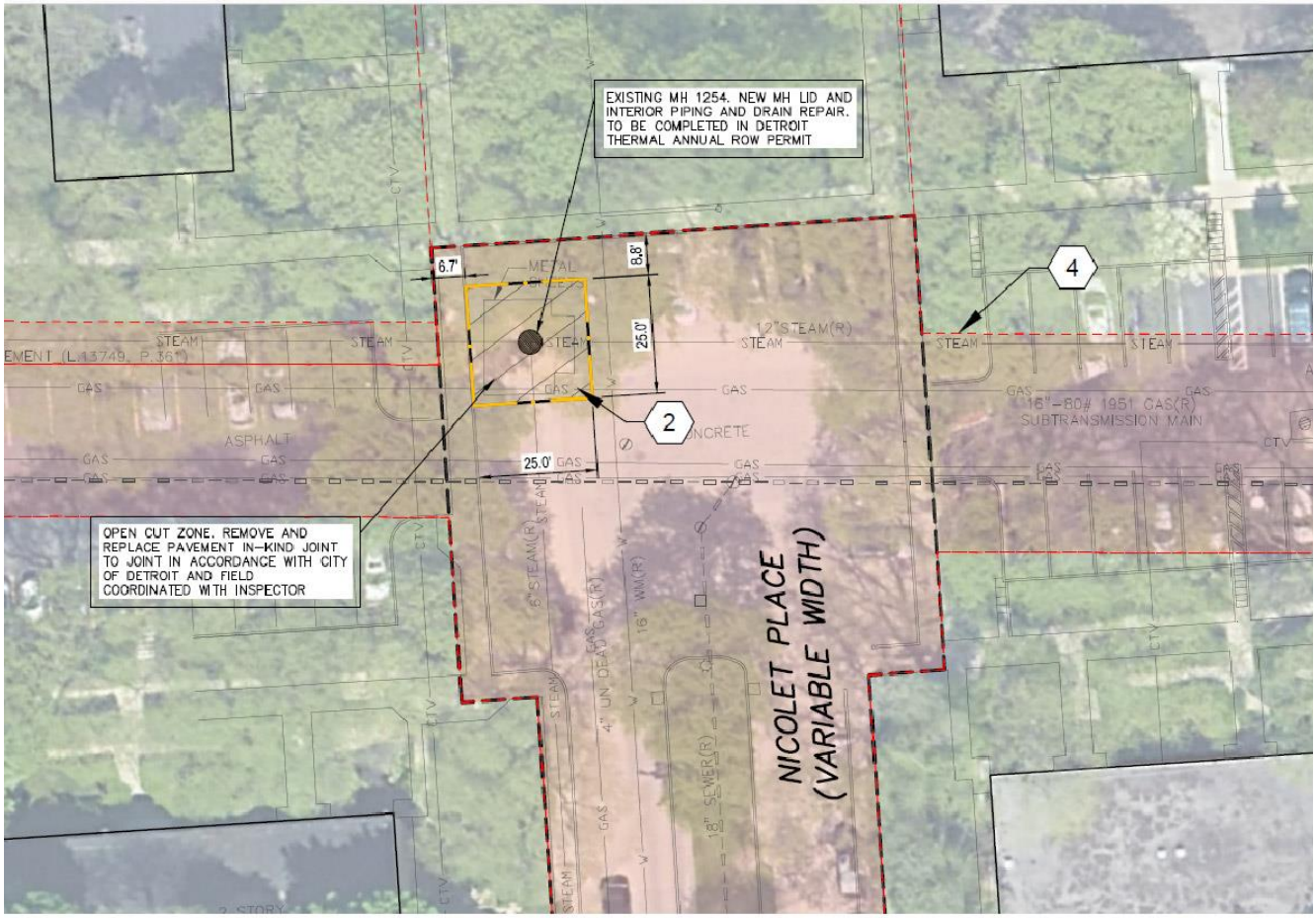
PROPOSED REHABILITATION: The applicant proposes a 15' by 15' open cut into the right of way to install new interior piping and a new manhole lid, and replacement of the pavement in-kind joint to joint once the construction is complete.

POTENTIAL IMPACTS TO HISTORIC RESOURCES: The open cut into the asphalt and replacement in kind do not jeopardize the spatial organization of this site feature. This work also does not appear to change the integrity of the road materials, which do not have a high degree of historic integrity from the period of significance given their ongoing standard city maintenance. This work does not appear to impact any adjacent vegetation, topography, circulation, structures, views, nor site features, and given its location, construction activities appear to be able to be accomplished from the paved areas of the street.

Significant character features identified: circulation, spatial organization of superblock perimeter

Impacts to the character features in this area:

Spatial organization: None
Topography: None
Vegetation: None
Circulation: Repair, applicant proposes to repair asphalt surfacing in kind
Structures, Furnishings and Objects: None, project replaces a manhole lid which is not a major character defining object



Historic Sensitivity: ● HIGH

- 2 – Nicolet Place Vicinity

IDENTIFICATION OF KEY FEATURES: The Nicolet Place cul-de-sac plays an important role in the spatial organization of the site, providing limited vehicular access to the development along its edges. The topography of the cul-de-sac, located approximately four feet below the finished floor elevation of the Townhouses, serves to minimize the visual impact of automobiles in the landscape, an important design innovation in the historic district. The medians and surrounds of the cul-de-sac and parking areas are heavily landscaped with plants in the canopy, subcanopy, and ground plane, further minimizing the visual impact of cars and creating the feeling of a suburb in the city that was part of the project designers' intent. These features remain highly intact and display a high degree of historic integrity, making this an area of high historic sensitivity.

PROPOSED REHABILITATION: The scope of work proposes to open cut a 25' by 25' hole in the concrete of the cul-de-sac to put new interior subsurface piping, replace the manhole lid, and repair an existing drain. After rehabilitating the subsurface infrastructure, the applicant proposes to replace the concrete in-kind, joint-to-joint in the cut area. As a change from the previous submission, there will be no vertical vent stacks installed in the project; the manhole lids will not vent steam. This change would minimize the impacts on the views in the historic landscape.

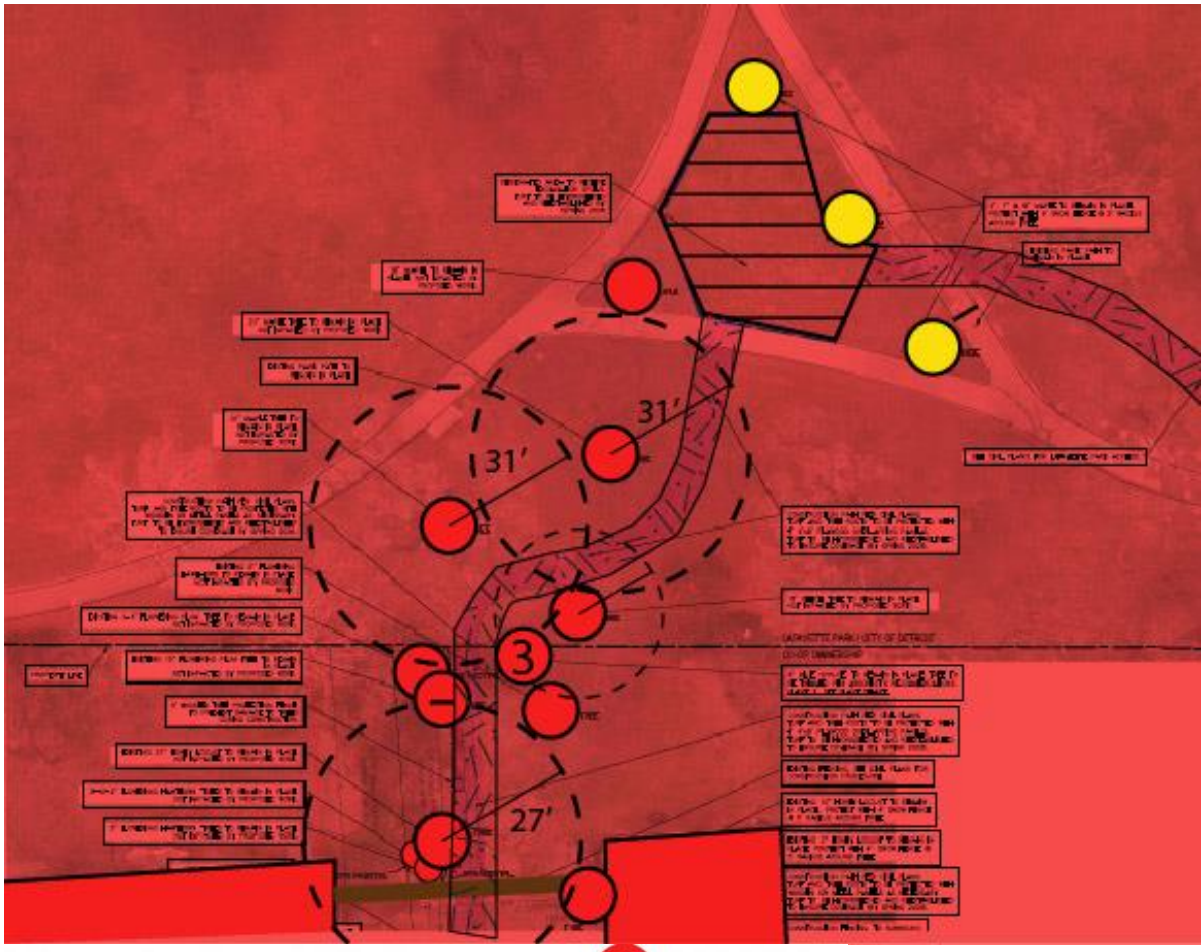
POTENTIAL IMPACTS TO HISTORIC RESOURCES: From a construction access standpoint, it appears that the cut area can be reasonably accessed and staged from paved areas in the cul-de-sac without impacting any adjacent vegetation. The subsurface work appears to have limited visual impact beyond the new manhole lid, as the proposed work is primarily subsurface. This subsurface rehabilitation and the replacement of concrete in kind does not impact the spatial organization of this feature, nor its topography, circulation, vegetation, nor the views from the Townhomes. There does not appear to be an impact to

vegetation nor buildings in the surrounding vicinity.

Significant character features identified: cul-de-sac, designed to manage vehicular access that limits physical and visual impacts to the site, leveraging topography and vegetation to support the design intent.

Impacts to the character features in this area:

Spatial organization: None
Topography: None
Vegetation: None
Circulation: Repair, applicant proposes to repair pavement in kind
Structures, Furnishings and Objects: None, project replaces a manhole lid which is not a major character defining object and complete other subsurface utility work which is not visible



- 3 EAST – Lafayette Plaisance Vicinity

IDENTIFICATION OF KEY FEATURES (Spatial Organization): Lafayette Plaisance plays an important role in the spatial organization of the site as its central, shared open space, enabling pedestrian connectivity between the residential areas, commercial areas, and schools, and harmonizing the architecture

and landscape by situating the high-rise buildings of the district in a park-like setting. The design of the vegetation in this area displays elements of the Prairie style landscape for which Caldwell is famous. Featuring open turf areas with long vistas and places for recreation framed and shaped by naturalistic masses of vegetation, the park is filled with curvilinear concrete paths that were an essential part of the pedestrian circulation for Lafayette Park.

IDENTIFICATION OF KEY FEATURES (Vegetation): The ground plane, understory, and canopy layers of vegetation all possess a high degree of historic sensitivity, given their historic significance and high level of integrity. Several of the larger shade trees identified in the park are large enough that they are likely original to the project, and the understory plant massings on the border of the townhomes are also likely original given their spatial arrangement, species type, and size. These include the flowering plums identified close to the property line between the park and Townhomes, as well as the massing of hawthorns closest to the fence. The clusters of ornamental understory trees, as groupings of native plants is highly emblematic of Prairie style. An approximate critical root zone is indicated in the diagram to understand the sensitive area around those mature plants that is important to their health. Compaction of soil should be avoided in these areas. This zone is approximated as at 1' for every 1" of trunk diameter at breast height (dbh) based on the applicant's submitted drawings. These include two 31" dbh maple trees, an 18" beech or elm, in the park, and a 27" dbh honey locust. Based on the growth rate of honey locust trees, which are relatively fast growing, trees over 19" dbh are likely to be over 60 years old and original to the project. These plants all appear to be in good health. Labeled with "3" in the diagram is the spruce tree that is "Plant 3" in the Plant Index chart. It is a mature spruce tree that is part of the well-defined plant massing that forms the border between the Townhomes and the park, composed of a mix of understory and canopy trees. It is not specimen plant feature but a part of a larger plant massing. The spruce tree is in moderate condition, with many of its branches lacking needles, potential due to growing under the shade of the canopy trees. The blue spruces in this area that are spread out through this planted massing all show similar signs.
The ground plane of turf grass is intact through much of the park, but show signs of wear in the vicinity of the spruce. Between the trees along the proposed path for construction area is exposed soil that shows evidence of tire marks.

IDENTIFICATION OF KEY FEATURES (Circulation): Circulation between the Plaisance and the Townhomes includes a mixture of formal and informal connections. There is a semi-porous boundary between the two areas created by the Townhomes and vegetation which enabled foot traffic to move between the zones, facilitated by turf grass on the ground plane. Given the more intimate nature of this connection, it was likely intended for more limited access for residents between the Townhomes and the park, as opposed to the general public. Residents would have been able to move freely between the Townhomes area and the park on turf grass, in low enough volume that it would be less likely to compact the grass and without necessitating a denser path network to prevent desire lines from forming, the compacted areas of soil from frequent walking, where grass cannot grow. This also would discourage the general public from entering the Townhomes area; it would feel socially uncomfortable for the public to enter the Townhomes without a formal path. The network of concrete walkways in the park are intended for this more formal circulation, both in their materiality – concrete – which can accommodate the compaction of higher foot traffic, as well as serving as a visual signal to the more general public for where it would be appropriate – and conversely more inappropriate – to walk. This network of curvilinear paths would connect people across the superblock, absent any vehicular traffic, enabling convenient and pleasant pedestrian access between the residential areas, public spaces, amenities like the shopping center, and school. While the location of this circulation network displays a high degree of consistency and integrity, the materiality of these walkways is compromised, with visible cracking in the pavement in the area of proposed work, but also along the longer run between this area and E Lafayette.

IDENTIFICATION OF KEY FEATURES (Structures, Furnishings, Objects): In this zone, the edge between the Plaisance and the Townhomes use both vegetation and the Townhomes to create an edge between the park and residential area, and together, buildings and landscapes shape the smaller outdoor rooms of the Townhomes area. This relationship between landscape and building architecture to define outdoor spaces remains intact and exhibits a high degree of historic integrity and significance. Between the

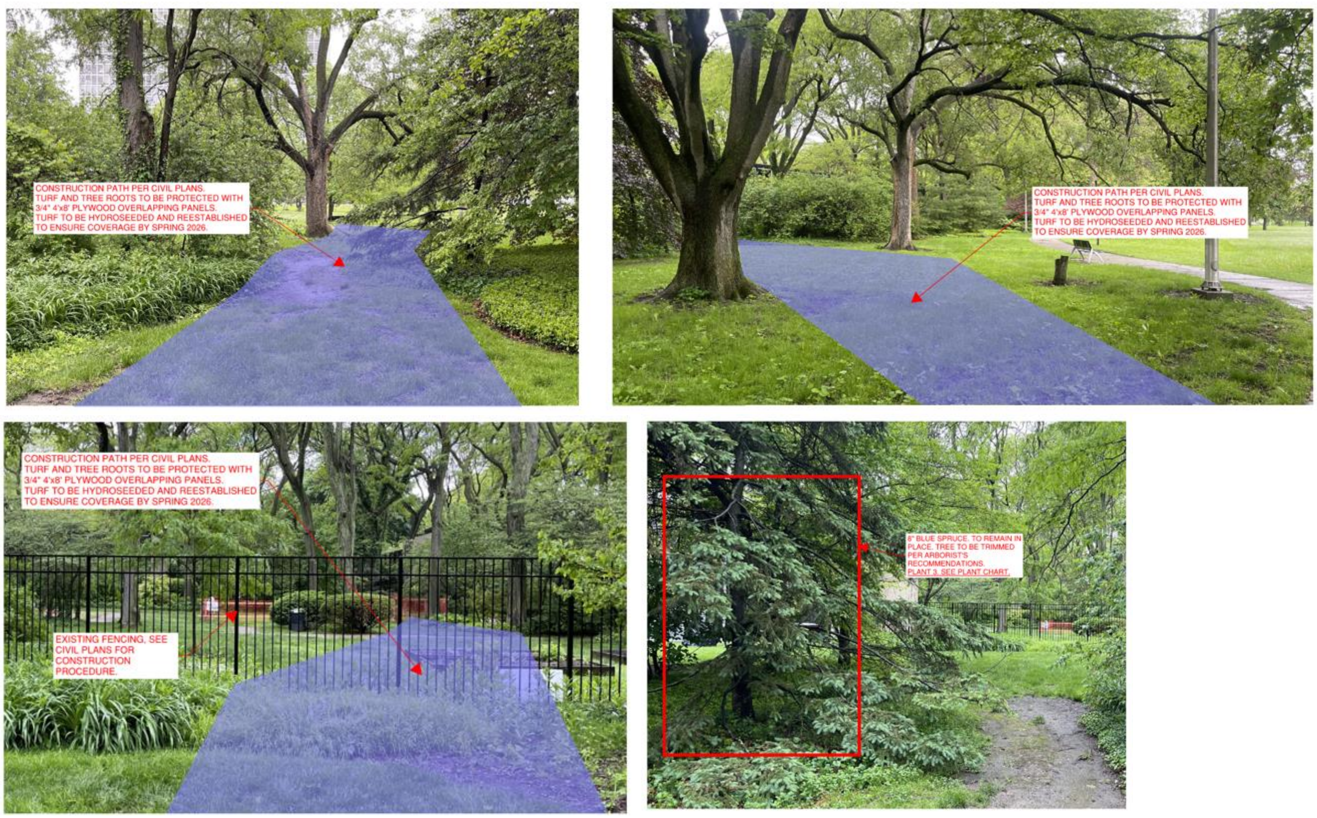
Plaisance and the Townhomes, the decorative fence between the townhomes (shown in brown above) does not appear in early plans for Lafayette Park and does not exist uniformly as a feature between all of the Townhomes and the Plaisance. It was likely added by residents after the project was built, not contributing to the historic significance of the district which emphasized pedestrian connectivity across the district. It is unknown if this fence was permitted or if it was installed before or after the designation of the local historic district.

PROPOSED REHABILITATION: The applicant's proposed scope for this area is to use the zone outlined in blue and labeled "1" below, as a location for staging for equipment and excavation spoils, and the purple path, labeled "2" below, as a route to reach the excavation site in the "Old Macomb Vicinity" from E Lafayette St. Outside of this area, construction access will occur to the south using the existing concrete walkway in the park. The applicant also proposes to remove and replace the decorative fence to get access through the easement to the "Old Macomb Vicinity." There is no excavation proposed in this area.

a. The area of the vacated Macomb and Russell Streets, north of the play area, will be accessed via the Lafayette Plaisance Park off Lafayette Ave., see callout 2.
b. The area for staging, laydown and the stockpiling of material will also be in the park, see call out 1, and will be secured with a 6ft. tall construction fence, see callout 3.

Proposed construction access from E Lafayette (2) and location of staging area (1) from applicant documents (not to scale).

Proposed area for construction staging in Lafayette Plaisance, from applicant documents (not to scale).



Proposed path for construction access to work site at "Old Macomb Vicinity" shown in purple, Plant 3 Spruce tree shown on lower right, as well as condition ground plane with exposed soils, from applicant documents (not to scale). Path tries to create the most direct and short connection, avoiding mature vegetation as much as possible, and remaining within the easement area in the Townhomes property.

In order to mitigate the impacts of construction access through the area, the applicant proposes a number of measures; these include locating activity in less sensitive areas and avoiding as much mature vegetation as possible, installing protection against soil compaction in areas of construction access, installing vertical protection for limbs and trunks of vegetation, and proposing an aftercare plan for impacted vegetation in

consultation with an arborist, and using smaller scale equipment to minimize construction impacts, footprint and disturbance.

Location of construction access path and construction staging: applicant proposes to locate construction staging area in the Plaisance on an area of open turf grass that is close to the utility easement and the concrete walkway to minimize disturbance to the historic landscape. The construction path avoids mature trees as best as possible to accommodate a shortest access path for equipment to access the site and remove spoils and move materials within the turf areas of the park and then within the bounds of the easement. Trees adjacent to the staging area, as well as adjacent to the access path will be protected both horizontally by a 4' snow fence, described by the project arborist as follows and as shown in the detail below from the applicant, "*using high-visibility barrier fencing-commonly referred to as tree protection fencing. This fencing should be installed as far from the trunks as feasible, ideally at or beyond the dripline, to create a buffer zone and keep all equipment confined to the approved path*". To protect the critical root zone, the applicant proposes laying ¾" sheets of overlapping plywood and steel plating to distribute the weight of foot traffic and construction equipment to minimize soil compaction.

Trunk and limb protection of mature vegetation (left) and ¾" plywood sheets for soil compaction protection (right), from applicant documents (not to scale).

Plant 3, the blue spruce is proposed to be trimmed in consultation with the project's arborist to accommodate access for construction equipment to the site so it will not have branches broken or torn by equipment using the path. In the Plant Index Chart, the post construction notes for tree care describe "*deep root fertilization and cultivation per arborist*."

POTENTIAL IMPACTS TO HISTORIC RESOURCES: To evaluate impacts on mature vegetation, staff evaluated not only the Rehabilitation Standards for Vegetation, but also referenced specific National Park service guidance on recommended measures to protect historic trees from construction. The Guidelines emphasize the steps in order to: (1) Identify, Retain, and Preserve Historic Features and Materials, (2) Protect and Maintain Historic Features and Materials; (3) Repair Historic Features and Materials; and (4) Replace Deteriorated Historic Materials and Features.

Guideline 1: Identify – applicant identifies impacted vegetation and features

Guideline 2: Protect – locating the staging area away from sensitive vegetation in an open area of turf grass minimizes impacts of this activity on more sensitive areas of the landscape, as does the use of the existing concrete path network to reach the site from E Lafayette for much of the route to the staging area. At the direction of the project arborist, the applicant will place vertical tree protection around mature trees, as well as lay plywood along the access path to distribute weight on the ground to protect mature trees from the compaction of construction vehicles and worker circulation. These are both listed as recommended methods from the NPS protection measures for reducing compaction, protecting roots, and protecting trunks and limbs. The applicant also proposes using sensitive construction techniques, including smaller equipment such as the mini-excavator to reduce the disturbance to site by reducing the size of the paths and construction staging areas than larger standard equipment would require, or

deciding not to select other excavation methods such as hydro-excavation, which would require a larger footprint for staging and access and create a larger area of site disturbance.

Mini-excavator shown at upper left, from applicant documents.

The applicant proposes to trim the spruce tree labeled as Plant 3 to protect it from having branches torn or broken by construction equipment. Given some of its sparse branching, limbing up the tree might further compromise its health, but could also jeopardize the naturalistic form of the tree, with horizontal branching that is a feature of the Prairie style. Tying back limbs if they are smaller than 3" diameter per the NPS recommendations could be explored. Replacement of this tree could provide a more consistent historic aesthetic depending on how much trimming is needed as this could impact the integrity of the spruce's form, its natural branching habit, which is currently branched to ground.

Guideline 3: Repair – applicant proposes to replace disturbed turf areas of the ground plane in kind, by hydroseeding in work areas. Residents of the Mies Townhouses co-ops have shared with staff that existing grass seed that has been put down in the currently disturbed area of the "Old Macomb Vicinity" may not match the existing turf grass species. Further study to ensure the turf species matches existing is recommended to ensure replacement in kind. The applicant also proposes an after care plan for Plant 3 to provide deep root fertilization and cultivation which also aligns with the recommendations from the NPS construction protection recommendations. Depending on the condition of the soils post construction, the applicant could explore aeration in addition to hydroseeding the disturbed turf areas as recommended.

Guideline 4: Replace – neither the applicant nor staff were not able to locate in records of the administration nor HDAB a cultural landscape preservation plan for Lafayette Park. Such a document could provide a framework for the ongoing management and maintenance of the landscape, particularly for the mature vegetation, much of which is in its prime; however, some of the more short-lived plant species are already reaching the end of their lifespan and senescence. Such a plan would provide an overall strategy to maintain the continuity of this historic landscape as plants reach the end of their life, or even need to be replaced due to weather or other unforeseen conflicts. If the spruce tree ultimately needs replacement to better preserve the naturalistic form of plants in the border plant massing, such a guide could inform if it should be replaced in kind, or with another appropriate species that might be more suited to growing under the shade of mature canopy. In the absence of such a plan, staff would recommend restoring vegetation in kind with similar species in form, size, and part of the native plant palette of Prairie style. Perhaps the approach taken to replacement here could inform of begin the conversation of developing a cultural landcape preservation plan. This is particularly important as honey locust, a key, canopy dominant species of the overall Lafayette Park landscape, does not regenerate well under shade. The applicant proposed to alter and replace the decorative fence, however, it is not a contributing feature to the historic landscape.

There is no permanent work proposed in this area, it is only to be used temporarily for access and construction staging.

Impacts to the character features in this area:

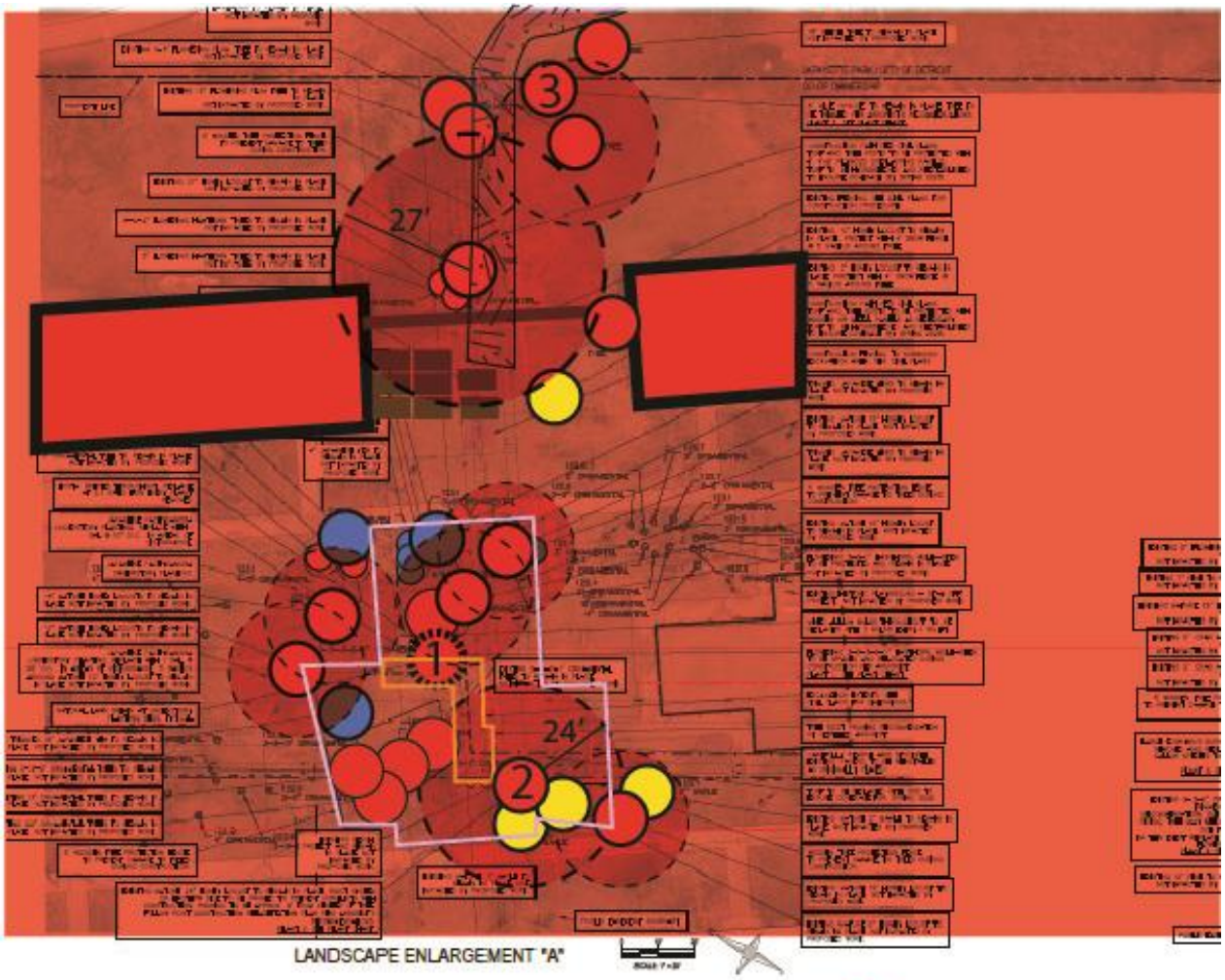
Spatial organization: None

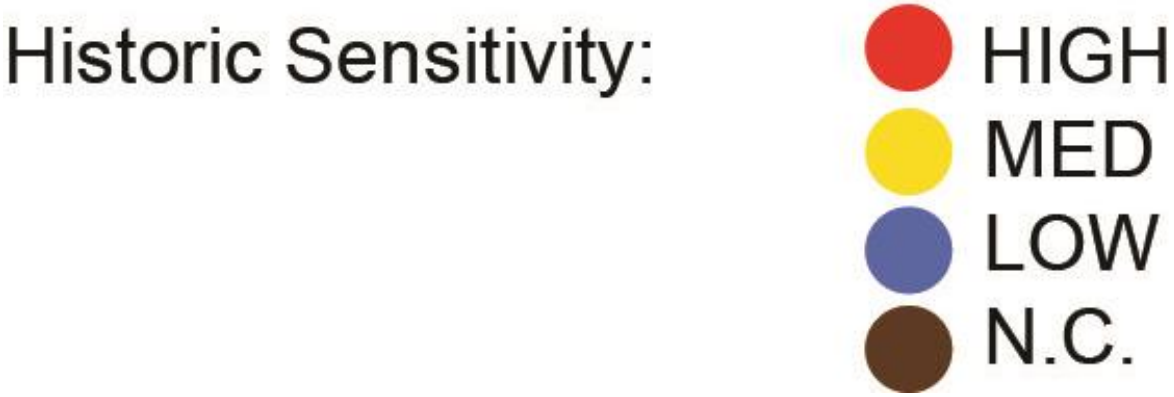
Topography: None

Vegetation: Blue spruce (Plant 3) is a singular plant that could be impacted, which forms part of a larger plant massing which remains substantially intact, that shapes the edge between the Plaisance and Townhomes. The applicant proposes an after care plan for Plant 3; turf grass is proposed to be replaced in kind via hydroseed, protective measures for avoiding soil compaction, tree roots, and trunk and limbs to minimize impacts are all proposed

Circulation: None

Structures, Furnishings and Objects: None, no impact on buildings and decorative fence which is proposed to be replaced is non-contributing





- 3 WEST – “Old Macomb” Vicinity

IDENTIFICATION OF KEY FEATURES (Spatial Organization): The “Old Macomb” vicinity has a high degree of historic sensitivity, with site features emblematic not only of Caldwell’s Prairie-style design, but also the interrelation of the landscape with the Mies Townhouses to create a series of outdoor rooms of varying sizes and degrees of privacy. These are arranged in a rectilinear pattern, with the orientation of buildings, pedestrian pathways, and vegetation working together to shape space, and contrasting the rectilinear impact of the buildings with a more naturalistic Prairie style landscape. Together the townhouses and vegetation work to create a series of outdoor rooms that range from private most adjacent to the townhouses, to more open and semi-private toward the shared areas in the center.

IDENTIFICATION OF KEY FEATURES (Vegetation): The vegetation in this area also has a high degree of historic sensitivity; based on their size, many of the mature honey locusts, canopy dominating shade trees, and hawthorns, in the understory both as clipped hedges but also in naturalistic massings, are likely original to the site. Both the HDAB designation report and NHL nomination report mention that residents have also altered the site over time through the addition of non-native species, features like raised garden beds and plantings of bulbs and annuals around the trunks of mature trees that were initially planted in turf grass. Both the maturation of landscape, and addition of species since the period of significance, has made the site more enclosed over time than from Caldwell's design. While some of these changes don't reflect Caldwell's design intent, they don't significantly detract from the overall historic integrity which is supported by the honey-locust dominant canopy and understory massings of native, ornamental shrubs. Key specimen plants and plant massings in this area include mature honey locust trees (19", 24" dbh likely originally planted due to their size and growth rate, and others, 6", 15", 15", 15" and 12") with root zones in the project area. Additionally, there are massings of mature, multi-stemmed hawthorn shrubs throughout.

IDENTIFICATION OF KEY FEATURES (Circulation): Circulation in this area is principally for pedestrian access via a network of rectilinear concrete pathways, and more informally across turf areas that make up the ground plane of the various outdoor rooms. There is no vehicular access.

IDENTIFICATION OF KEY FEATURES (Structures, Furnishings and Objects): There are concrete benches in several of the shared gathering spaces between the townhouses, as well as a nearby playground, which is no longer part of the proposed rehabilitation project area. Near the decorative fence, there are eight raised beds, which appear not to have been intentionally planted this season given the presence of likely volunteer vegetation. These are not indicated on plans and were likely added by residents after the period of significance, and are not contributing to the historic integrity.

PROPOSED REHABILITATION: The applicant proposes to use some of this area for construction access from Lafayette Plaisance, to continue the creation of an access path within the public easement using plywood sheets and tree protection barriers to arrive at a fenced construction area that would be created. Inside this fenced area, the applicant proposes the third excavation area of the project to rehabilitate the steam piping. In consultation with the project arborist, the applicant proposes using plywood protection on the ground plane in this zone to prevent compaction from construction activities. 5' tall wooden tree protection fences are proposed around mature vegetation inside of the fenced construction area.
In this area, the applicant proposes excavating an approximately 345 square-foot, "L"-shaped area for the installation of new steam piping, as well as staging required to complete slip lining an existing pipe that will be accessed from the Joliet cul-de-sac. This reduces the construction footprint in the more sensitive landscape from the applicant's previous submission. An existing manhole in this area will be decommissioned. There is no work proposed in the area of the existing playground and play structure.

Diagrams depicting approximate location of excavation area on top of site photos, from applicant documents (not to scale).

The excavation area shown would impact two important woody plants: “Plant 1” a mature, multi-stemmed hawthorn that is proposed to be removed from the site with a tree space, and replaced after construction; and Plant 2, a mature 24” dbh honey locust tree where excavation will take place in a portion of the tree’s root zone. The applicant proposes to use a mini-excavator for this work within the root zone of mature vegetation, balancing the need minimize the construction footprint for different equipment methods to avoid compaction and disturbance on the landscape with the different methods of excavation to be most sensitive to the historic landscape. For the honey locust, the project forester has proposed to pro-actively root prune in the excavation area to minimize risk of excavation equipment ripping or tearing roots which would do more damage to the plant.

Image of Plant 1, mature multi-stemmed hawthorn to be spaded, cared for, and replaced post-rehabilitation of subsurface steam pipe, from applicant documents.

There is both permanent subsurface rehabilitation work proposed in this area, as well as the decommissioning of a surface manhole lids.

POTENTIAL IMPACTS TO HISTORIC RESOURCES:

Guideline 1: Identify – applicant identifies impacted vegetation and features

Guideline 2: Protect – the applicant has revised their construction approach from their previous application to do more work via slip lining the steam pipe from the Joliet cul-de-sac to minimize the construction area around the more sensitive vegetation in the “Old Macomb Vicinity,” as well as to use more sensitive construction techniques, such as the mini-excavator and smaller footprint construction vehicles to reduce disturbance area in the landscape. They propose to work with an arborist to install both vertical tree protection for limbs and trunks, as well as plywood sheets to prevent soil compaction and injury to tree roots in the critical root zone. These approaches align with the guidelines from the NPS for protection of historic trees in a construction area. Plant 1, a mature hawthorn, is proposed to be watered in advance to prepare the plant to be spaded from the site, has a care plan to be treated while it is out of the ground, and then replanted in place. Plant 2, a mature honey locust, will be proactively root pruned to prevent conflicts with excavation work, 8’ from the center of the tree. While some trees are extremely sensitive to construction activities and root disturbance, honey locust trees have proven a popular city street because of their tolerance of urban conditions and impacts. The NPS recommends ensuring that exposed roots remain hydrated while they are exposed to air so they do not dry out; this step is not evident in the proposal.

Guideline 3: Repair – the applicant proposes to replace impacted areas of the ground plane in kind, either through hydroseeding new turf grass, or replacing existing allium bulbs in planted beds. Applicant should ensure that turf grass species matches existing, and depending on the condition of soils post-construction, should explore need for any aeration following the NPS guidelines. Applicant proposes to replant Plant 1 and has developed a post construction tree care plan for fertilization and cultivation with its

project arborist. It is unclear whether this continued care will occur via the applicant in subsequent years. Plant 2 also has a tree care plan for deep root fertilization and cultivation post construction as indicated in the Plant Index Chart.

Guideline 4: Replace – applicant proposes to replace in kind the raised beds, however, these are not contributing features.

Impacts to the character features in this area:

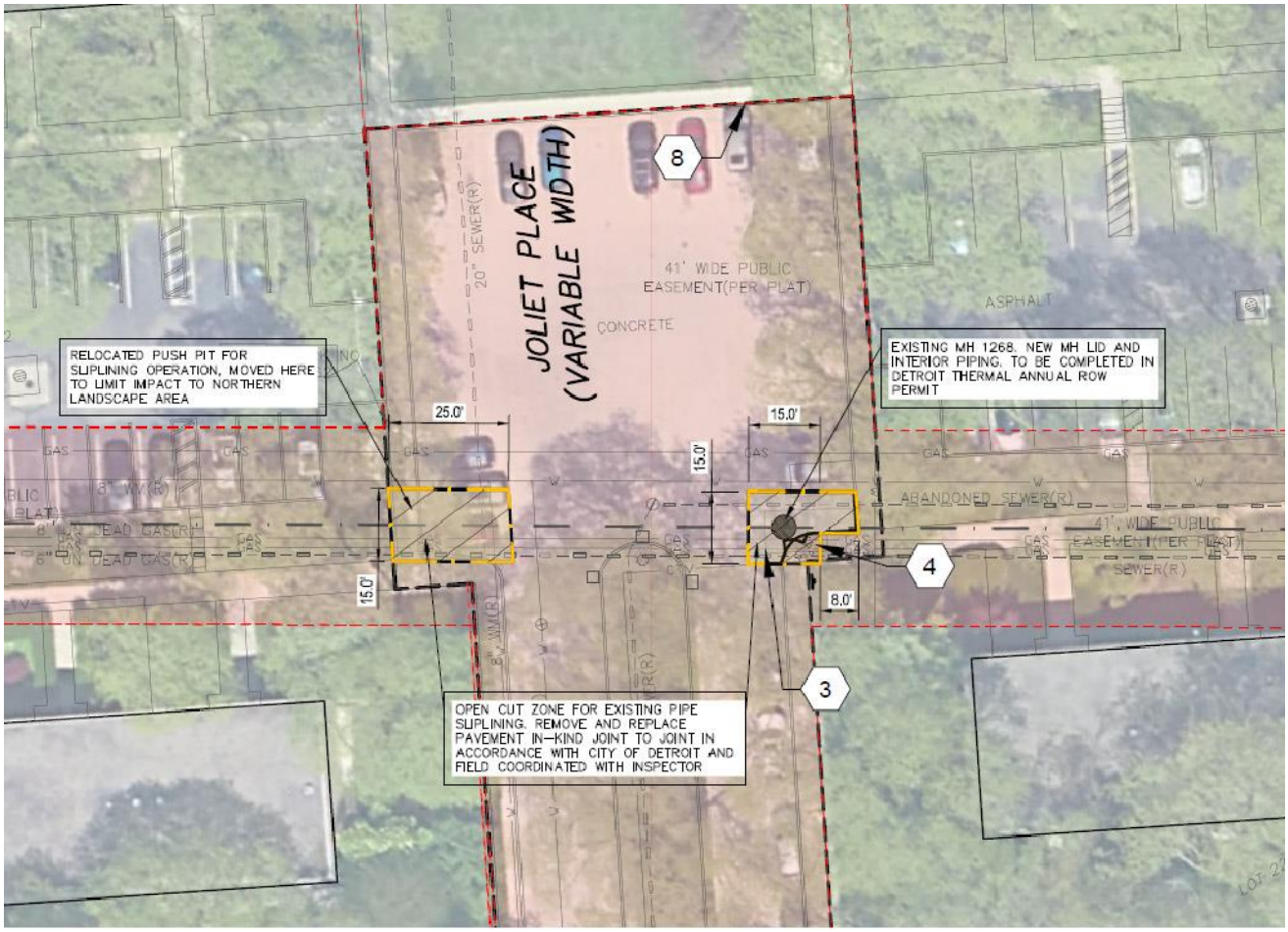
Spatial organization: None

Topography: None

Vegetation: Hawthorn (Plant 1) is proposed to be temporarily removed and replaced post-construction; Honey Locust (Plant 2) is to receive tree care supports developed by arborist, proactive root pruning to minimize damage from excavation. The larger plant massings that define the outdoor rooms in this area of the townhouses remain substantially intact, as does the relationship of landscape to buildings. Gound plane species are proposed to be replaced in kind. Tree protection is proposed to reduce compaction in critical root zones, and for limb and trunk protection.

Circulation: None.

Structures, Furnishings and Objects: None, no impact on buildings; decorative fence and vegetable beds are proposed to be replaced but both are non-contributing, existing bench is proposed to be protected in place. Playground is not impacted by the proposed work.



Historic Sensitivity: ● HIGH

4 – Joliet Place vicinity

IDENTIFICATION OF KEY FEATURES: Similar to the Nicolet Place vicinity, the Joliet Place cul-de-sac displays a high degree of historic sensitivity as a unique design feature that supports the designers' intent

of accommodating the automobile, but not allowing it to dominate the pedestrian-centric superblock, and creating a suburban feeling in the city. It unites the work of Hilberseimer's overall layout, with Caldwell's manipulation of topography, and the finish floor elevations and views from the Mies townhomes.

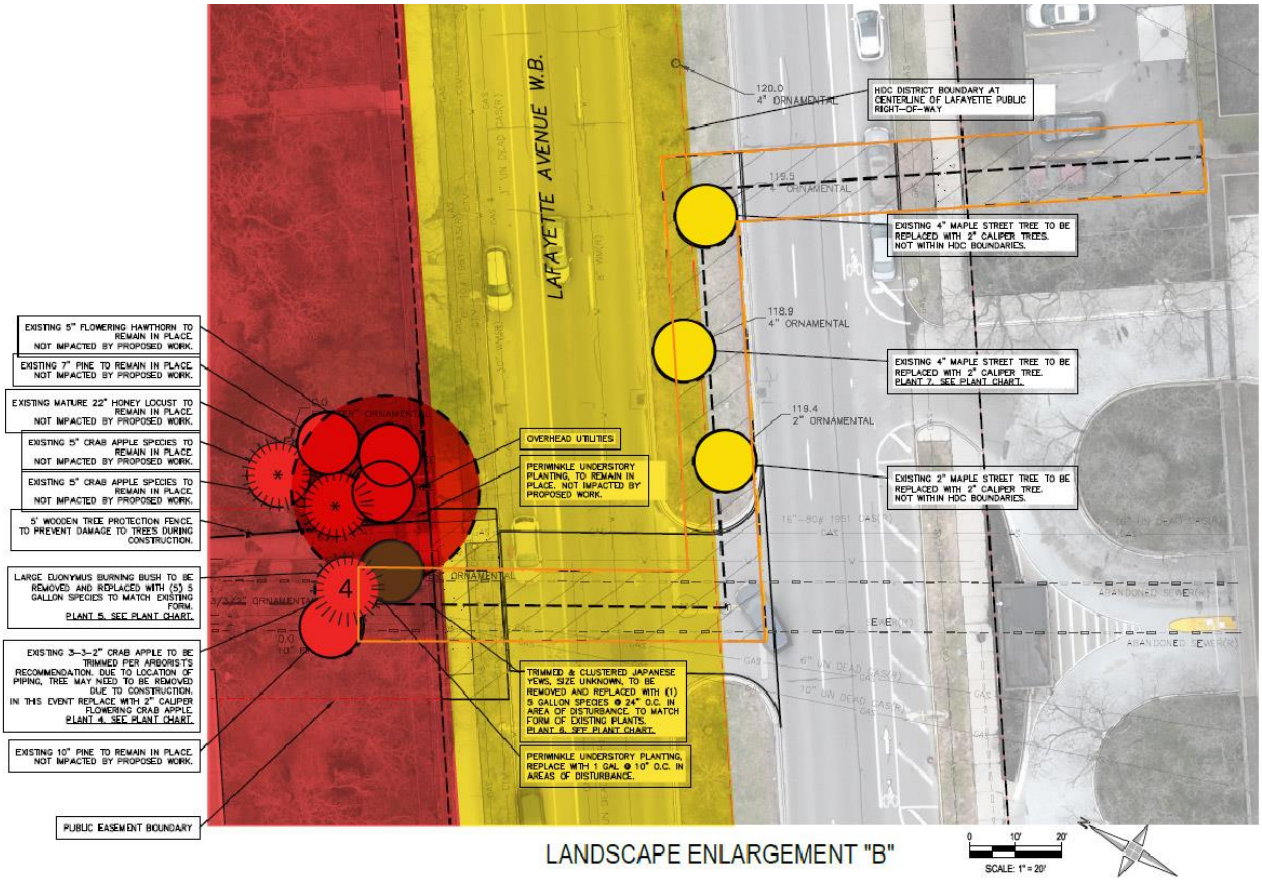
PROPOSED REHABILITATION: The proposed work has changed from the prior submission. Instead of one, the applicant now proposes to create two open excavation areas, one, 15' by 25' open cut area to slipline the existing steam pipe to the north to minimize impacts on the more sensitive landscape features, and a second, 15' by 23' open cut area toward the south, which will also support sliplining an existing pipe and replacement of an existing manhole lid. Both areas are proposed to be open cut in the concrete, with the paving replaced in kind, joint to joint post construction. It appears that construction work in these areas will take place on the hardscape and will not impact adjacent vegetation. The applicant no longer proposes any vertical vent stacks in this area as part of their rehabilitation project. This change would minimize the impacts on the views in the historic landscape. The proposed manholes do not vent steam.

POTENTIAL IMPACTS TO HISTORIC RESOURCES: From a construction access standpoint, it appears that the cut areas can be reasonably accessed and staged from paved areas in the cul-de-sac without impacting any adjacent vegetation. The subsurface work appears to have limited visual impact beyond the new manhole lid, as the proposed work is primarily subsurface. This subsurface rehabilitation and the replacement of concrete in kind does not impact the spatial organization of this feature, nor its topography, circulation, vegetation, nor the views from the Townhomes. There does not appear to be an impact to vegetation nor buildings in the surrounding vicinity.

Significant character features identified: cul-de-sac, designed to manage vehicular access that limits physical and visual impacts to the site, leveraging topography and vegetation to support the design intent.

Impacts to the character features in this area:

Spatial organization: None
Topography: None
Vegetation: None
Circulation: Repair, applicant proposes to repair pavement in kind
Structures, Furnishings and Objects: None, project replaces a manhole lid which is not a major character defining object and complete other subsurface utility work which is not visible



5 – E Lafayette ROW vicinity

IDENTIFICATION OF KEY FEATURES: The area of the southern end of the Townhomes displays a high degree of historic sensitivity, including features like the grouping of crab apple trees at the pedestrian entrance to the townhomes, a very emblematic feature of Prairie style. However, likely from an effort to increase privacy to the road over time, the southern edge of the Townhomes area contains many large specimens of non-native vegetation in the understory, including many large yews, Plant 6, which block most views into and out of the site, and Plant 5, a large burning bush at the southern corner of the pedestrian walkway. Neither of these features are characteristic of the Prairie style plants, emphasizing their more natural, horizontal branching structure. The yews may have been trimmed over time to prevent conflicts with the adjacent public sidewalk. Burning bush is a highly invasive, non-native species that does not fit with the character of Caldwell's Prairie style landscape and is non-contributing to the landscape integrity at best, but furthermore, at worst, is highly invasive via bird dispersal of its seeds that it could compromise the landscape over time should it spread across the site.

Image of Plant 6, mature trimmed yew on left, Plant 5, large burning bush on left image, Plant 4 multi-stemmed crabapple, from applicant documents.

The crab apple trees in this area are in poor condition; they have multiple dead branches in their canopy, and are likely reaching their senescence. The average lifespan of an ornamental crab apple tree is 40-60 years in the best of conditions, and given that these trees were likely original to the project, based on their location, spatial arrangement, species, and condition, would be over 60 years old and in their senescence. One of these is "Plant 4" which could be impacted by the proposed work; the other two, marked with an "*" are not impacted by the work, but are together part of an entry feature and in similar condition.

Image of Plant 4, left, and crab apples across the walkway, right, showing multiple dead branches in the canopy of the trees. Staff photo June 17, 2025. Area has become more overgrown with non-native vegetation, which provides screening from the road, but obscures key historic features like the crab apple massings. Clusters of ornamental understory trees were a classic feature of Prairie style and these are now mostly occluded by larger, non-native species.

E Lafayette, like Antietam, has medium historical sensitivity; it is an important organizing element to define the superblock and enable vehicular circulation along the perimeter, but the materiality of the asphalt road has changed over time to support its use as an active city street. The street trees in the landscaped median are recently planted, especially the ginko on the western edge of the median island. They contribute to the landscape, but because of their young age and the species selection including the non-native ginko, do not have as high historic sensitivity as other vegetation in this area.

PROPOSED REHABILITATION: The applicant proposes a large open cut area for steam line rehabilitation, principally within the E Lafayette right of way, both in the asphalt street and the median island. This predominantly subsurface work. The applicant proposes to replace the surface materials in kind, including replacing the three street trees, with Plant 7 being in the local historic district, and the other two adjacent. It appears as though construction access can occur from paved areas of the right of way that would not cause further compaction or impacts on other more sensitive areas of the landscape. The applicant proposes to install a 5' tree protection fence on the east side of the walkway along the Townhouses.

Applicant proposes to either trim Plant 4, the crab apple, and deep root fertilize, or to remove and replace the crab apple with a new 2" caliper tree of the same species; to remove Plant 5, the invasive burning bush, and replace with five, five-gallon sized plants; and to remove Plant 6, the massing of yews, and replace with five-gallon plants at a 24" spacing in the disturbed area.

POTENTIAL IMPACTS TO HISTORIC RESOURCES: Part of the excavation area is proposed just to the west of the walkway to the Townhomes from E Lafayette and will impact Plant 5, the burning bush, as well as the crab apple (Plant 4) and yews (Plant 6). Rehabilitation work in this area will have the highest visual impact, because of the need to replace overgrown vegetation, even though this vegetation does not have as high of historic integrity as compared with other areas in the district. Work in this area could provide a restoration opportunity for the Townhouses character area; by removing the burning bush which is not contributing to the integrity of the historic landscape, and also through the potential to develop a replacement approach for the crab apple massing at the walkway entrance, both of which could inform a larger cultural landscape preservation plan. Limbing back Plant 4 is unlikely to impact the crab apple's life or health as it is already in its senescence, but more negatively, it would jeopardize the natural form of the vegetation, with loose and horizontal branching emblematic of Prairie style. Replacement of the crab apple tree would better support the historic integrity of the landscape, as would the opportunity to replace all three of the aging crab apple trees together, to regenerate this landscape feature as an even-aged cluster of ornamental trees that mark a key pedestrian entrance to the landscape, highly emblematic of Prairie style.

Impacts to the character features in this area:

Spatial organization: None

Topography: None

Vegetation: The vegetation with highest historic sensitivity, Plant 4, is in its senescence, and more appropriately needs to be replaced, ideally as a feature with the other two crab apples. Plants 5 and 6 have less historic sensitivity, and the replacement in kind of the yews, and with a non-invasive plant for Plant 5 that could be with an ornamental plant from the Prairie Style species, or informed by a cultural landscape preservation strategy. Plant 7 is proposed to be replaced in kind

Circulation: Impacted paving to be removed and replaced

Structures, Furnishings and Objects: None

- As a guide to the appropriateness of proposals, the Commission is always encouraged to examine the Elements of Design, which City Council has enshrined in the City Code as features of the district significant to its appearance. The Elements of Design for the Lafayette Park/Mies van der Rohe Historic District can be found in Section 21-2-181 of the City Code. The Commission can then decide which of these features have integrity today and should be treated as distinctive and historic character-defining features worthy of preservation during your application of the Secretary of the Interior's Standards, at either a district or resource level. Code language is given below in italics.

  (13)Relationship of significant landscape features and surface treatments. *The district is characterized by* ***planned landscaping, generally created for each development****. Landscaping is generally* ***mature, and especially well developed in the Mies van der Rohe Townhouse developments****. Paving exists as sidewalks and as parking lots, placed by plan in each development and open to view from public rights-of-way only at the shopping center. There is extensive use of grass turf lawn, which is the major landscape feature of the open space of the park.*

  - **HDC Staff analysis:** As codified here in the City Code, the district is "characterized by planned landscaping, generally created for each development." This excerpt is the strongest and clearest evidence that the landscaping in and around the townhouses shall be found to be significant and thus protected by the HDC to preserve the district's character. Just as important is the City Council's finding that the landscaping is "especially well developed in the Mies van der Rohe Townhouse developments." The Commission is advised to recognize the special emphasis placed on the landscape's historic character here, distinct from and integrated with the landmark buildings. This

Element is passed as the proposed work does not adversely impact the integrity of cultural landscape features and uses recommended practices from the NPS for protecting historic trees during construction.

(14)Relationship of open space to structures. *… Each low-rise complex has its own arrangement of buildings in relation to open space,* ***designed as part of the complex****…*

- **HDC Staff analysis:** The integration of the landscape design with the architectural design is a distinctive historic and character-defining feature of the townhouse complex. The proposal would impact 7 plants, 2 within the Mies Townhomes area, that are part of larger landscape features and relationships. This Element is passed as the project does not compromise the overall relationship of open spaces to structures across the district, nor within the two most impacted character areas of the Mies Townhomes and Lafayette Plaisance.

(22)General environmental character. *The general character of the Lafayette Park/Mies van der Rohe Historic District is that of a* ***substantially-intact planned community of the 1950s and 1960s****, with a very high level of architectural quality and substantial public amenities.*

- **HDC Staff analysis:** In this Element, the City Council recognizes perhaps the most extraordinary feature of the district, the fact that it has survived without significant modification or damage, as its designers envisioned it, for decades, as a 78-acre planned development. In regulatory terms, this means that the district, and in particular the townhouse complexes, exhibit a high degree of historic integrity, i.e., that the existing elements preserve the original design intent and convey the significance of the district. This element is passed as the subsurface rehabilitation of the steam pipe does not compromise the general environmental character of the district, measures are proposed to protect and preserve historic elements, and the project aligns with guidelines for the rehabilitation of cultural landscapes.

As reinforced above, the Elements of Design specifically codify the historic character and importance of well developed landscaping, especially in the Mies van der Rohe townhouse developments. The approach to Plant 3, the spruce tree, Plant 4 and the other crab apple trees that make up the walkway entry feature, and the replacements of Plants 5 and 6 demonstrate the value of developing a cultural landscape preservation plan to ensure the ongoing integrity of this important designed landscape. The key canopy species, honey locusts, particularly in the Mies Townhouses area, are in the middle of their lifespan and in great health, however, as they continue into the second half of their lifespan, action will need to be taken to preserve the ongoing integrity of the mature vegetation and plan and develop a management and regeneration strategy to ensure its continuity as plants senesce over time. The necessity is already evident for the crab apple species which have reached the end of their lifespan. This project could present an opportunity to begin a replacement approach to dying vegetation, or possibly catalyze the development and creation of a cultural landscape management plan to ensure the ongoing integrity and health of this important landscape.

ISSUES:

- None. The proposed work, principally the subsurface rehabilitation of steam infrastructure, identifies plants impacted by the proposed project, minimizes impacts on the historic landscape by concentrating activity on paved surfaces, using more sensitive construction techniques such as smaller equipment and a increased amount of work from paved areas, develops a plan to protect existing tree species impacted by construction for both sensitive root zones as well as trunks and limbs, and proposes removal and replacement of impacted plants that cannot be preserved, several of which have less historic sensitivity. While some of these changes may have immediate visual impact, particularly along E Lafayette as the subcanopy layer is regenerating, the rehabilitation will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment, the critical

relationships and spatial organization between the work of Caldwell's Prairie style landscape, Hilberseimer's superblock plan, and Mies' structures would be unimpaired.

RECOMMENDATION
Section 21-2-78, Determinations of Historic District Commission

Recommendation 1 of 1, Approve
Staff recommends that the proposed work will be appropriate according to the Secretary of the Interior's Guidelines for Rehabilitating Cultural Landscapes Rehabilitation Treatment Approach and the Lafayette Park/Mies van der Rohe Historic District's Elements of Design.

With the conditions that applicant, subject to approval by staff:

- Pulls and ties back limbs that may impede the construction zones rather than removes limbs of mature branches on Plant 3, spruce.
- Ensures hydroseed grass species matches existing turf grass in all areas of disturbance