



CITY OF SAINT PAUL  
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**DATE:** April 17, 2014  
**TO:** Heritage Preservation Commission  
**FROM:** Amy Spong, Historic Preservation Specialist  
**SUBJECT:** *Lowertown Ballpark Review and Public Comment update for April 24<sup>th</sup>  
HPC Meeting*

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**HPC REVIEW:**

The Heritage Preservation Commission was first presented with the Ballpark design at their meeting on December 5, 2013. On January 16, 2014 the HPC held a public hearing and took in testimony. On January 30, 2014, the HPC adopted a resolution to provide review and comment of the Lowertown Ballpark plans given the potential direct and indirect effects on the adjacent Lowertown Historic District. All three sets of minutes for those meetings are attached.

After a thorough review of the submitted materials which also provided a detailed historic context of the area east of Broadway, applying the most pertinent Standards, Rehab Guidelines and the Lowertown Design Review Guidelines, researching the history of development of Lowertown, using the Period of Significance of Lowertown (1867 to 1929), and understanding the character-defining features that became part of Lowertown during the Period of Significance, the HPC focused application of the guidelines to the area of the project that most impacts the historic district which is the area along Broadway. They adopted a resolution with the following seven recommendations:

1. *Seek ways to reinforce the historic street grid both in plan and elevation.*
2. *Reinforce the street edge along Broadway.*
3. *Create signage that will enhance and complement the Historic District through materials, type, lighting and placement that are characteristic of Lowertown,*
4. *Use public art in ways to connect with Lowertown's character.*
5. *Consider materials, detailing and/or colors of the structures along Broadway that complement those found in Lowertown.*
6. *Streetscaping along Broadway should be consistent with the streetscaping within Lowertown.*
7. *As described in certain objectives within the Greater Lowertown Master Plan, encourage exploration of a cultural district that will enhance and complement historic Lowertown through appropriate support for signage, tourism and community engagement that preserves and promotes the District.*

## SHPO REVIEW

The State Historic Preservation Office provided their comments on the same design in a letter dated February 1, 2014. The SHPO provides several comments regarding the design and its compliance with the applicable Secretary of the Interior's Standards for new construction adjacent to an historic district. The general conclusion was that as currently designed the proposed ballpark did not meet the Standards and that a design was presented that was differentiated "but not entirely compatible with the Lowertown Historic District."

In summary, the SHPO letter highlights the following items for not meeting the Standards:

1. Reinforce the street wall while preserving historic street and sidewalk grid in District.
2. Elevated plaza has a severe grade separation between building and public right of way and is inappropriate for the character of the District.
3. Landscape features, including vegetation, do not incorporate a utilitarian and "volunteer" quality found in historic commercial/industrial areas.
4. Placement of fences, formal planters, bollards and trees evenly spaced on sidewalk are not compatible. Streetscape/landscape does not meet Standards.
5. Design for uneven setbacks, lack of punched openings, and incorporation of glass storefront is not compatible and does not meet the Standards.
6. Color choice other than black for the load-bearing masonry would be more appropriate.

## DESIGN TEAM RESPONSE TO HPC AND SHPO REVIEWS

### 1. Street Grid.

HPC Comment:

*Seek ways to reinforce the historic street grid both in plan and elevation*

SHPO Comment:

*Reinforce the street wall while preserving historic street and sidewalk grid in District.*

DESIGN TEAM RESPONSE:

*The location of the club level concourse that extends into the current 5<sup>th</sup> Street alignment visually signals the historic shift in the street grid. Saints have committed to having the old alignment of 4<sup>th</sup> open during business hours.*

### 2. Street Wall.

HPC Comment:

*Reinforce the street edge along Broadway.*

SHPO Comment:

*Reinforce the street wall while preserving historic street and sidewalk grid in District.*

**DESIGN TEAM RESPONSE:**

*A seat wall was added along the Broadway sidewalk at the plantings north of the entrance. The ticketing plaza was extended 4' to the edge of the right-of-way and blackened steel was added to the seat wall and face of ticketing plaza. The building setbacks did not change.*

**3. Streetscape.**

**HPC Comment:**

*Streetscaping along Broadway should be consistent with the streetscaping within Lowertown.*

**SHPO Comment:**

*Landscape features, including vegetation, do not incorporate a utilitarian and "volunteer" quality found in historic commercial/industrial areas.*

**DESIGN TEAM RESPONSE:**

*Street lights were changed to Lowertown standards globe lights. Planting bed and greenwall at former plaza recess was removed given the extension of the plaza to the right-of-way. Removed benches along right-of-way. Varied the tree spacing and species on Broadway and added low plants. Trees have large metal grates surrounding them and the proposed pavers were removed. Plant species in the planters along Broadway were changed to native plants. Changed the paving pattern on the public sidewalk with typical Lowertown scoring pattern. Changed the bollard to a simplified industrial bollard and change the surmountable curb with traditional Lowertown curb and pedestrian ramps.*

**HPC STAFF RECOMMENDATION:**

*Many streetscape details now are consistent with the established Lowertown streetscape elements that reinforce the historic character of the District. However, the low plantings in the right-of-way are not consistent or the large metal grates. The grates should become more consistent with existing grate sizes in Lowertown.*

**4. DETAILS AND MATERIALS.**

**HPC Comment:**

*Consider materials, detailing and/or colors of the structures along Broadway that complement those found in Lowertown.*

**SHPO Comment:**

*Design for uneven setbacks, lack of punched openings, and incorporation of glass storefront is not compatible and does not meet the Standards.*

*Color choice other than black for the load-bearing masonry would be more appropriate.*

DESIGN TEAM RESPONSE:

*Design incorporates load-bearing masonry at buildings on ground plane and cedar wood at exposed soffits. The structural steel columns supporting the club level were enlarged. More masonry on each side of the stair tower window was added to strengthen appearance of punched opening. The ticket windows were changed to punched openings. Changed guardrail design at ticket window from picket to more open mesh. Masonry color was not changed.*

5. SINGAGE.

HPC Comment:

*Create signage that will enhance and complement the Historic District through materials, type, lighting and placement that are characteristic of Lowertown,*

SHPO Comment:

*No comment given signage was not submitted at the time.*

DESIGN TEAM RESPONSE:

*Signage will be provided in consultation with the SHPO and the HPC.*

HPC STAFF COMMENT:

*Staff has provided historic photos of roof top signs found during the period of significance for the District and has also discussed painted signs as a traditional sign type. Zoning amendments would be required to allow for an appropriately roof top design for the ballpark.*

6. PUBLIC ART.

HPC Comment:

*Use public art in ways to connect with Lowertown's character.*

SHPO Comment:

*No comment given art was not submitted at the time.*

DESIGN TEAM RESPONSE:

*Public art will be provided in consultation with the SHPO and HPC.*

HPC STAFF COMMENT:

*The selected public artists presented two art options to the Lowertown Ballpark Design and Construction Committee and they voted for a sculpture that represents the Mississippi River, called Meander, and its change in grade between the locks. This is proposed along the planting area near the entrance and is lower than the public sidewalk for portions of it. Staff feels this relates to the connection of Lowertown and the lower landing and will not have any negative impact on the adjacent historic district.*

7. CULTURAL DISTRICT.

HPC Comment:

*As described in certain objectives within the Greater Lowertown Master Plan, encourage exploration of a cultural district that will enhance and complement historic Lowertown through appropriate support for signage, tourism and community engagement that preserves and promotes the District.*

SHPO Comment:

*No comment.*

DESIGN TEAM RESPONSE:

*The Saints have offered to incorporate the story, representation and promotion of the Lowertown Historic District in their signage, in-game announcements, fan services booth, website, broadcasts, branding and promotions.*

**SUMMARY MINUTES OF THE HERITAGE PRESERVATION COMMISSION**  
**CITY OF SAINT PAUL, MINNESOTA**  
Lower Level – Room 41, City Hall/Court House, 15 West Kellogg Boulevard  
**December 5, 2013**

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**Present:** Richard Laffin, Richard Dana, Renee Hutter Barnes, Robert Ferguson, Matt Hill, Michael Justin, Bill Lightner, Matt Mazanec, David Riehle, Steve Trimble, Diane Trout-Oertel, David Wagner

**Absent:** Barbara Bezat (excused)

**Staff Present:** Amy Spong, Christine Boulware, John Beaty

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**PUBLIC HEARING/DESIGN REVIEW**

- I. **Call to Order** 5:09 pm
- II. **Approval of the Agenda** Item VI was moved to the next meeting. Commissioner Dana motioned to approve the agenda; Commissioner Riehle seconded the motion.
- III. **Conflicts of Interest** Commissioner Hutter-Barnes stated for Item VIII. A. that she was a part of the 2011 archaeology and architectural survey team of the Diamond Products Site through her past employer, but there is no conflict.
- IV. **Chair's Announcements** Chair Laffin noted that there has not yet been a meeting with the nominating committee for new officers.
- V. **Staff Announcements** None were stated.
- VI. **Approval of the meeting minutes** This item will be laid over.  
A. ~~November 21, 2013 Public Hearing/Permit Review~~
- VII. **Old Business** None was stated.
- VIII. **New Business**
  - A. **Presentation of the proposed new Saints Ballpark, by the Department of Parks and Recreation and design team. This is directly adjacent to the local and National Register Lowertown Historic District and not located within the boundaries (Spong, 266-6714).**

Staff listed the published and additional materials available regarding the design of the ballpark and described the roll of the State Historic Preservation Office (SHPO) and the Commission.

Staff summarized the proposal and the history of the project related to the potential impacts to the Lowertown Historic District. Staff noted several aspects of the Design Guidelines for new construction related to the Ballpark design.

Staff referenced current and historic maps and discussed the change in the historic streetscape and building configuration.

Commissioner Trout-Oertel addressed the issue of the potential impacts to the eastern edge of the Farmer's Market. She referenced the guideline to retain a wall surrounding the market and inquired whether the street wall will continue along the east side; Ms. Spong responded that this is a guideline and that there can be flexibility.

Commissioner Ferguson requested that staff suggest the most relevant guidelines from the Secretary of the Interior's (SOI) Standards; Ms. Spong discussed the guidelines from the Preservation Brief #14 and historic district guidelines that were included. Commissioner Ferguson suggested that sections from the SOI guidelines referencing site considerations be included in the information available on the HPC web page.

Commissioner Hill requested clarification of the note on page two of the Memo related to the EAW statement; Ms. Spong discussed the difference between being required to review versus consultation.

Jody Martinez, Project Manager from Parks and Recreation, gave a presentation on the past and current state of the Saints Ballpark design and construction.

Elizabeth Gales, a consultant from Hess Roise and Company, gave a presentation on visual components of the Summit Environmental Report published in 2011 and history of the area.

Logan Gerken, an architect from Ryan Companies, gave some additional comments regarding the site conditions and design of the Saints Ballpark.

Julie Snow, from Julie Snow Architects, Inc., discussed the design decisions made for the Saints Ballpark in context of the Lowertown Historic District.

Mr. Gerken commented on the efficiency of the design and construction. Ms. Snow continued to detail the design of the Ballpark.

Chair Laffin inquired as to decisions left to be made for the design; Ms. Snow noted that the project is primarily finished, but some changes will be made. Mr. Gerken discussed the design-build nature of the project.

Commissioner Trimble discussed some down sides of the design-build process and noted it can be more expensive than design-bid-build. Mr. Gerken discussed other construction bid options.

Commissioner Riehle requested an informal straw poll from the public present of who would be interested in giving comments at a later date; Chair Laffin took a poll and counted three people who would like to give comments in the future.

Commissioner Trimble inquired as to why there would be additional community input if the project design is only a week away from completion; Ms. Snow referred to Chapter 138 of the State Statute and noted that SHPO will still have some say in the process.

Commissioner Hutter-Barnes inquired as to if there has been discussion of the SHPO letter and recommendations; Ms. Snow noted that there has and referenced the issues regarding the massing and material palette of the project.

Chair Laffin inquired as to if the brick noted in the design was a different material at an earlier point; Ms. Snow noted that it was and other materials were explored before the budget was finalized.

Chair Laffin noted that the palette suggests a dark brown brick while most brick in Lowertown is red. Chair Laffin inquired as to if there is still discussion over the final material choices; Ms. Snow discussed the choice for the brick in context of the pavilion color.

Commissioner Riehle noted the grade described and requested clarification of the location of the slope on the field; Mr. Gerken listed the elevations of various point on the field and around the site.

Commissioner Riehle noted that the area east of Broadway was previously a marsh and inquired whether related environmental conditions have been explored; Mr. Gerken described some considerations that have been taken related to the environmental factors and efforts to mitigate contaminated materials and storm water management.

Commissioner Riehle noted the possible necessity to remove contaminated soil; Mr. Gerken discussed the dirt that is being removed from the site. Mr. Gerken stated the contamination on the east side is due to environmental factors and the west side is debris-laden soil from former buildings.

Commissioner Riehle inquired as to the purpose for the group sales area noted in the plan; Mr. Gerken described the need for this area for user-group events.

Commissioner Wagner noted the gates on the 5<sup>th</sup> Street entrance and requested clarification on the materials and size; Ms. Snow noted the desire for transparency and the possibility of steel as the final material. Ms. Snow noted that the current picket fence is a place-holder until the material and design is finalized.

Chair Laffin noted the view of 5<sup>th</sup> street is slightly impeded by the pavilion and inquired whether this was intentional; Ms. Snow noted the desire to be visible from 5<sup>th</sup>, but also the alignment with the scoreboard and the middle of the street. Ms. Snow noted possible uses for the pavilion space.

Chair Laffin inquired as to the provision being made for public art in and around the Ballpark; Mr. Gerken noted that this is being achieved with an artist team to consult on engaging artists throughout the Ballpark. Mr. Gerken noted that there was not a typical call for art in order to encourage integrative and collaborative art. Ms. Snow noted other potential places to show art in the Ballpark.



Commissioner Lightner requested confirmation of the material of the stair tower; Ms. Snow responded that it will be masonry.

Commissioner Lightner inquired as to the role of the LBDCC in deciding the color of the masonry; Ms. Snow stated that they presented several options to them, but did not confirm with them the masonry color.

Commissioner Lightner requested confirmation that the pavilion is metal; Ms. Snow confirmed.

Commissioner Riehle inquired as to the distance from home plate to the fence at center field; Mr. Gerken responded that is 398 feet. Commissioner Riehle inquired whether this was requested by the Saints; Mr. Gerken stated that this decision was made in consideration of the site constraints and field requirements.

Commissioner Riehle noted the convention site and inquired as to the realistic nature of people gathering past left field; Mr. Gerken noted that there will be space along with concessions and amenities.

Chair Laffin noted the preferred view from left field to downtown St. Paul and inquired whether this will be a place where ticket holders are expected to move around; Mr. Gerken responded that it is.

Commissioner Trout-Oertel inquired as to the material of the buildings on either side of the entrance gate; Ms. Snow responded that they are both brick. Commissioner Trout-Oertel referenced the transition, noted by Mr. Gerken, from brick and mortar to landscaping (i.e. the transition from the buildings of Lowertown to the parkland to the east) and inquired as to if there were possibilities for strengthening the western edge along Broadway. Commissioner Trout-Oertel suggested that functions in this area could be contained by a brick wall in order to strengthen the hard edge on the west, along Broadway; Ms. Snow noted that this is something that can be discussed. Ms. Martinez noted some other walls that may be able to be included. Ms. Snow noted the need for 7,000 people to be able to leave the stadium and noted a potential issue with additional divisions with brick walls. Ms. Snow also noted potential safety concerns with additional walls. Ms. Gales noted the historic precedent regarding the current design.

Commissioner Wagner noted the black steel panels and inquired as to if these will be made of stainless steel; Ms. Snow stated that raw steel will have a patina and sealed to protect against rust. Commissioner Wagner inquired as to the expected life span of the sealant coating; Mr. Gerken stated that the life span is expected to be seven years. Commissioner Wagner noted that the maintenance may be similar to a painted material; Mr. Gerken discussed the maintenance. Ms. Gales noted that the same steel coating was used recently on the interior of the Ford Center Building in Minneapolis.

Commissioner Wagner noted the steel structure and requested confirmation that painted steel will be used; Ms. Snow confirmed that where steel is indicated on

this section, painted steel will be used. Commissioner Wagner inquired as to if this dark palette is the reason for choosing the dark brick color to make compatible tones; Ms. Snow stated that the color palette is present in Lowertown. Commissioner Wagner inquired as to if a species of wood has been chosen; Ms. Snow responded that cedar has been chosen. Commissioner Wagner inquired as to if this choice is to provide a warm material in contrast with the steel; Ms. Snow confirmed this intention. Commissioner Wagner inquired as to if the choice of dark black steel is to create a thin presence in order to highlight what is beyond, and not the structure itself; Ms. Snow confirmed this intention.

Ms. Spong presented additional images of former buildings that have existed on the site showing multi-story buildings. Ms. Gales questioned the location of the images that Ms. Spong presented.

Commissioner Ferguson referenced the Greater Lowertown Master Plan and the discussion regarding the relationship of the Farmer's Market and the plaza; Ms. Snow responded that the intention is for the pavilion to be utilized during Farmer's Market hours.

Commissioner Hill noted the economic opportunity for the City of St. Paul and questioned the fast-tracked process of the design and the lack of contribution from the Commission regarding the potential impacts on the Lowertown Historic District. Commissioner Hill inquired whether the City will allow for additional opportunities for the Commission to comment on the potential disruption to the historic district and to make recommendations on how to fully integrate the Ballpark.

Ms. Martinez requested clarification of the questions being asked.

Commissioner Hill inquired as to what the City is doing to ensure that traffic, parking, and public safety are being managed in a manner that is sensitive to the historic district; Ms. Martinez discussed the EAW process and noted that discussions have continued regarding these issues of safety concerns. Ms. Snow noted that fitting into the historic district is a priority of this project.

Commissioner Riehle noted to Ms. Gales that the St. Paul Gas and Light Companies originated in the 1850's at this site.

Chair Laffin inquired as to how the design has changed since the meeting with SHPO and plan for signage. Ms. Snow noted that only schematic designs were submitted to SHPO and the material palette has been chosen since then, and that their concern for massing has been dropped. Mr. Gerken noted that they made sure that the material was compatible, but not mimicking the historic district.

Ms. Spong referenced the letter from SHPO and the discussion regarding the punched openings, the comments made on the curtain wall, and the appropriate materials. Ms. Spong inquired whether the issues regarding the curtain wall have been addressed for the upcoming submission; Ms. Snow noted that they have

included more masonry, but the expanse of glass is important for the use in the Ballpark. Mr. Gerken noted changes that have been made regarding the masonry concerns.

Ms. Spong responded to comments made by Mr. Gerken and notes from the minutes from SHPO and the concern of the floating appearance of the glass wall; Mr. Gerken noted that this was addressed in the discussion of massing.

Chair Laffin requested that the signage be discussed; Ms. Snow stated that a sign package has not been created yet.

Ms. Spong noted concern for the potential to include LED signs on the exterior of the Ballpark; Ms. Snow noted that this is not their intention.

Commissioner Riehle inquired as to the origin of the 7,000 attendance figure; Mr. Gerken noted that this is the maximum capacity and is driven by the St. Paul Saints pro forma and the AAA baseball standards.

Chair Laffin requested a discussion regarding the SOI standard regarding new construction and if the design of the Ballpark strikes a balance between the new and being compatible to the historic district.

Commissioner Wagner noted that the SOI standards can be interpreted on a broad spectrum, and is of the opinion that the design is on one end of the spectrum and is compatible.

Commissioner Dana expressed belief that the current design is both differentiated and compatible with the historic district.

Commissioner Hutter-Barnes agreed with Commissioner Wagner regarding the interpretation of SOI standards and commended the designers on incorporating the comments from SHPO.

Chair Laffin noted that the color palette may be too somber and encouraged a continuing exploration of the material color palette of the Ballpark, particularly of the masonry materials.

Commissioner Trout-Oertel requested that better elevations be submitted to the Commission before final comments are made.

Ms. Spong requested additional views from Broadway and from the Allen Building and suggested a continuing discussion of the relationship of the Ballpark to Broadway.

Chair Laffin concluded that there will be a continuing discussion of the Ballpark design.

**IX. Committee Reports** None were stated.

**X. Motion to Adjourn 7:20 pm**  
| Submitted by R.Cohn

**SUMMARY MINUTES OF THE HERITAGE PRESERVATION COMMISSION**  
CITY OF SAINT PAUL, MINNESOTA  
Lower Level – Room 41, City Hall/Court House, 15 West Kellogg Boulevard  
**January 16, 2014**

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**Present:** Richard Laffin, Richard Dana, Renee Hutter Barnes, Robert Ferguson, Matt Hill, Michael Justin, William Lightner, Matt Mazanec, David Riehle, Steve Trimble, Diane Trout-Oertel, David Wagner

**Absent:** Barbara Bezat (excused)

**Staff Present:** Amy Spong, Christine Boulware, Renee Cohn, John Beaty

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**ANNUAL MEETING**

- I. **Call to Order** 5:12 pm
- II. **Approval of the Agenda** Chair Laffin added Item VIII.B. Dayton's Building Discussion to the agenda. Commissioner Dana moved to approve the agenda, Commissioner Wagner seconded the motion.
- III. **Approval of the meeting minutes** Commissioner Trout-Oertel turned in various minor changes. Commissioner Ferguson moved to approve the minutes; Commissioner Dana seconded the motion.
  - A. November 21, 2013 Public Hearing
  - B. December 5, 2012 Business Meeting
  - C. December 19, 2012 Public Hearing
- IV. **Chair's Announcements**
  - A. Chair Laffin discussed the History of Lowertown video sent out previously in an email and encouraged the Commission to watch it. He also discussed the documentary "Who Built Our Capitol?".
  - B. Chair Laffin discussed the press conference held at the Victoria Theatre.
  - C. Chair Laffin discussed Ms. Spong's appointment to the Historic Resources Advisory Committee.
  - D. Chair Laffin noted that this was his last meeting on the Heritage Preservation Commission.
- V. **Staff Announcements**
  - A. 2014 HPC Meeting Schedule.-The 2014 HPC Meeting Schedule was distributed in the packets, but not discussed.
- VI. **Old Business**
  - A. **563 Laurel Avenue, Hill Historic District**, by Schiller Construction Services, for a building permit to replace two windows. **File #14-008** (Boulware, 266-6715) - **continued from November 21, 2013 Public Hearing**

Ms. Boulware summarized the progress of the project and stated that her recommendation (for denial) has not changed.

Ms. Spong discussed the reason for the layover and suggested that the Commission provide staff with direction for the proposal. Ms. Boulware suggested that the Commission also provide direction for future proposals on the same property.

Chair Laffin recalled information previously provided for this project, and expressed agreement with staff that the application should be denied.

**Commissioner Lightner moved to support the resolution; Commissioner Hutter Barnes seconded the motion.**

**The motion passed 10-0 with one abstention (Riehle).**

## **VII. Presentation/Public Comment**

**A. Lowertown Ballpark**, by the Department of Parks and Recreation, for adoption of a resolution regarding the 100% Design Development-level plans. The HPC will also allow for public comment regarding the design development plans (Spong, 266-6714).

Chair Laffin took a count of the members of the public who would like to make comment and suggested a time limit of three minutes per testimony.

Ms. Spong summarized the staff memo and noted that the memo is intended to be the start of a resolution. She outlined the history of the project, discussed design concerns and comments from the State Historic Preservation Office (SHPO), and cited the applicable standards and guidelines. Ms. Spong noted that the Commission does not need to make a motion tonight, but there should be consensus regarding the direction of the resolution

Ms. Spong discussed the design and placement of the ballpark in context with the Lowertown Historic District and the history of the area. She noted six specific elements of the staff approach outlined in the memo:

1. Reinforce the historic street grid.
2. Create signage that will enhance and complement the Historic District.
3. Use public art in ways to connect with Lowertown's character.
4. Reinforce the street wall along Broadway.
5. Consider materials and/or colors of the structures along Broadway that complement those found in Lowertown.
6. Streetscaping along Broadway.

Staff presented historic photos of the area.

Jody Martinez, Julie Snow, and Logan Gerken were present to discuss the project.

Ms. Snow noted that Ms. Spong requested that the design team present changes to the project. She described several design changes, including the decision of the masonry, raw steel, wood, and glass materials. Samples were passed around to the Commission. Ms. Snow described design changes that have been made to the streetscape and street wall on Broadway.

Commissioner Riehle inquired as to the plan for parking at the ballpark; Ms. Snow responded that studies have concluded that there is sufficient parking, but that she does not know where it will be placed.

Commissioner Dana inquired to the design team where they believed to be in the approval process; Mr. Gerken discussed the next steps including appropriate building permits and coordination with various departments.

Commissioner Dana inquired as to if the design team needs to respond to conditions made by SHPO or the Commission; Mr. Gerken replied that they would and noted the application of federal standards, citing Chapter 138 and the Section

106 process.

Commissioner Dana referenced the guidelines relating to the street grid and inquired as to why the Club Terrace needs to be in the sight line of 5<sup>th</sup> Street; Ms. Snow discussed the geometries of the space that informed the location and noted an intention to keep the area open. Ms. Snow stated that they were encouraged to close the street grid and sight line; Ms. Spong responded that the encouragement was to visually terminate the end of the street, and not necessarily a physical end. Ms. Spong referenced the Greater Lowertown Plan.

Ms. Snow inquired to Commissioner Dana if he would prefer to see the end more open; Commissioner Dana discussed the design and noted that the piece in question does not need to exist. Chair Laffin clarified that the issue is that the element in question cuts the line of sight as opposed to being completely open or completely covered. Ms. Snow discussed the design intention of this element and the intended relationship to the community.

Chair Laffin discussed the color of the materials and noted that they may feel somber and encouraged that there is consideration to lighten the structure. Ms. Snow disagreed with the possible somber feeling and described an intention for a recessive quality.

Chair Laffin inquired as to the design of the roof; Ms. Snow and Mr. Gerken discussed the roof and noted that the intention is for a simple design and the minimal installation of mechanical equipment on the roof. Mr. Gerken noted that mechanical equipment on the roof will be screened from view.

Chair Laffin opened the floor for public comment.

Craig Rafferty, an architect in St. Paul, spoke in support of the design of the ballpark and the location and relationship to Lowertown. Mr. Rafferty noted several design details that he believed to be appropriate for the area.

Andrew Rempke, co-owner of the Black Dog cafe and member of the Ballpark Lowertown Review Committee, spoke in support of the design, but cautiously.

Margot Imdieke Cross, a member of the Lowertown Ballpark Accessibility Advisory Committee, spoke in support of the design and noted the accessibility of the design.

John Mannillo, commercial real estate broker, spoke in disapproval of the project and noted problematic elements of the public process.

Dominic Tallarico read aloud a letter from Larry Russo, the head chef of Heartland restaurant and property owner in Lowertown, in support of the ballpark design. The letter noted design features of the ballpark related to the interior of Heartland and submitted photos.

Julio Fesser, a member of the Lowertown Ballpark Design and Construction Committee, spoke in support of the project and commended the public process.

Tom Erikson spoke in disapproval of the public process for the design.

Jim Golden, owner of Golden's Deli, spoke in support of the project being completed on time.

Bill Hosko, a business owner in St. Paul, passed out a packet of information unsupportive of the ballpark design and process and read aloud portions from previously published material.

Ms. Spong read aloud a letter from James Bury, a resident of Lowertown, in support of the ballpark, but expressed disappointment with the exterior design.

Ms. Spong read aloud a letter from Tim Griffin, an architect and Director of Urban Design for the St. Paul Riverfront Corporation, in support of the ballpark project and design.

Ms. Spong read aloud a letter from Tom Fischer, dean of the University of Minnesota College of Design, in support of the design of the ballpark in relation to the historic Lowertown.

Commissioner Riehle inquired as to if there are any more persons who would like to give testimony; no one responded.

**Chair Laffin closed the floor for public comment.**

Charlene Roisse, from Hess, Roise & Company, discussed the process of the design team and the difficulties of incorporating the guidelines in new construction projects.

Commissioner Dana referenced the staff memo and emphasized the impact of the stadium on the historic district, and not the desire to change the design of the ballpark.

Commissioner Riehle inquired as to the profession of Mr. Hosko; Mr. Hosko replied that he is an architectural artist.

Commissioner Wagner discussed No. 1-3 of the staff approach and noted how they reinforce the project, and discussed the impact of No. 4.

Chair Laffin reiterated Commissioner Wagner's statement emphasizing the street grid as the most important element of the Lowertown Historic District after building height and massing. Commissioner Trout-Oertel built on this point and discussed the deficiencies of the edge of the ballpark of Broadway and the exterior material choices. She also commended the interior material choices.

Commissioner Riehle requested clarification on No. 4 of the staff report; Ms. Spong responded that this is meant to reinforce the edge of the street, but not necessarily a physical wall and referenced the applicable guideline. Commissioner Riehle requested clarification that Ms. Spong intended the statement to reinforce the street edge aesthetically and not structurally; Ms. Spong responded that there are many ways to accomplish the street edge and noted that the project is a park, but many of the buildings are placed along Broadway.

Chair Laffin related the discussion of the street edge to a previous discussion had on 6<sup>th</sup> Street and the alignment of the buildings on the street and noted the design



possibilities of creating the street edge without a literal edge. Commissioner Ferguson discussed the termination of 5<sup>th</sup> Street in reference to the reinforcement of the street edge and noted that the design should have a visual end to 5<sup>th</sup> Street, but also be open to the bluff. He noted the problematic elements of the term “reinforcing”.

Commissioner Hill requested confirmation from staff that the next step of the project is to wait for the SHPO letter; Ms. Spong responded that the letter is one part and added that staff will bring a draft resolution to the Commission in two weeks that will be sent to the Mayor’s office, City Council, and SHPO after it is adopted by the Commission. Commissioner Hill emphasized that the resolution should be about the relationship and impact to the Lowertown Historic District, and not the design. He added that the language should include positive impacts to the district.

Commissioner Wagner referenced No. 4 of the staff report and noted that the word “wall” is problematic and encouraged the use of the word “boundary” and discussed how that would impact the interpretation of the resolution. He continued to discuss No. 5 regarding the masonry in the Lowertown Historic District and how the new masonry on the ballpark should complement the district.

Commissioner Lightner stated concern with the stair tower shown in the design of the ballpark and discussed possible mitigation techniques for the blank walls. Chair Laffin suggested that this concern could be a possible No. 7 of the staff report and relate to massing.

Ms. Spong noted that a previous plan for the area noted that the primary functions of a new building at the ballpark site should be along Broadway and how this impacts the street wall. Commissioner Ferguson reiterated the significant contribution of this street wall on Broadway.

Commissioner Ferguson referenced item No. 5 of the staff report and suggested that the word “complement” be replaced with the word “compatible” and discussed the reason for this replacement.

Commissioner Trimble referenced item No. 5 of the staff report and suggested incorporating language regarding exterior material choices that complement the exterior of the buildings in the Lowertown Historic District. Ms. Spong noted that the relationship of the exteriors has been referenced in the memo.

## **VIII. New Business**

### **A. Nominate 2014 Awards Jury for the annual Saint Paul Heritage Preservation Awards**

Chair Laffin called for nominations for a 2014 Awards Jury; Commissioner Hutter Barnes, Commissioner Dana, Chair Laffin, and Commissioner Wagner volunteered.

Ms. Spong discussed several changes to the structure of the awards ceremony and the increased collaboration with AIA St. Paul. A discussion was had regarding possible venue options for the awards ceremony.

**SUMMARY MINUTES OF THE HERITAGE PRESERVATION COMMISSION**  
CITY OF SAINT PAUL, MINNESOTA  
Lower Level – Room 41, City Hall/Court House, 15 West Kellogg Boulevard  
**January 30, 2014**

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**Present:** Richard Dana, Barbara Bezat, Robert Ferguson, Matt Hill, Michael Justin, Bill Lightner, Diane Trout-Oertel, David Wagner

**Absent:** Renee Hutter Barnes (excused), Matt Mazanec (excused), David Riehle (excused), Steve Trimble (excused)

**Staff Present:** Amy Spong, Christine Boulware, Renee Cohn, John Beaty

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**PUBLIC HEARING/ DESIGN REVIEW**

**I. Call to Order 5:09p**

- II. Approval of the Agenda** Ms. Spong requested that Items V. A and V. B be moved after Items V. C and V. D. Commissioner Hill requested that Item VI.B. 601 Western Avenue Discussion be added to New Business.

Commissioner Bezat moved to approve the agenda; Commissioner Lightner seconded the motion. The motion passed.

**III. Chair's Announcements**

**A.** Chair Dana discussed the departure of former Chair Laffin and acknowledged his service to the HPC. Ms. Spong noted that former Chair Laffin will be recognized for his service at the Saint Paul Heritage Preservation Awards in May.

**IV. Staff Announcements** None were stated.

**V. Old Business**

**A. Lowertown Ballpark**, by the Department of Parks and Recreation, adopt resolution regarding the 100% Design Development-level plans and public comment received January 16<sup>th</sup>. File #LTBPK (Spong, 266-6714).

Ms. Spong summarized the draft resolution and indicated changes that had been made to incorporate the discussion and comments from the previous meeting.

**Commissioner Trout-Oertel moved to adopt the resolution; Commissioner Wagner seconded the motion.**

Chair Dana inquired if staff had received comments from the State Historic Preservation Office (SHPO); Ms. Spong responded that comments have not been received and noted these comments will be the second of three to be received.

Chair Dana inquired to staff if signage will have to go through staff approval; Ms. Spong responded that it will not, but she has been in communication with the design team regarding signage.

Chair Dana referenced Item E and noted that the direction is clear.

Commissioner Wagner proposed that Item E be modified to use the word "intentionally" instead of "overly"; Ms. Spong noted that the language was based on language from a letter from SHPO. Commissioner Wagner proposed that instead of referring to the color and detailing as "important" that it be suggested that color

and detailing are “some ways” in which the ballpark can relate to the Lowertown Historic District.

Chair Dana suggested the Commissioner Wagner’s comments be incorporated with comments by other Commissioners for an amendment.

Commissioner Ferguson agreed with Commissioner Wagner and suggested that the word “overly” be struck from the resolution.

Commissioner Ferguson referred to Item F and discussed problematic elements suggesting that the trees be “randomly” spaced; Ms. Spong responded to this comment and discussed other language used to describe the placement of trees in the Lowertown Historic District.

Commissioner Ferguson referred to Item D, public art, and noted that the construction of principles 1, 4, and 5 could be interpreted as specifying subject matter or content and noted that this should not be the case.

Chair Dana inquired to Commissioner Ferguson if he takes issue with the principles themselves; Commissioner Ferguson responded that he did not. Chair Dana suggested changing some language in the introduction to the guidelines so as not to change the intent; Commissioner Ferguson agreed.

Ms. Spong noted that the public art guidelines referenced are intended to be broad and possibly used to mitigate impacts to connect the ballpark to the character of the Lowertown Historic District. Commissioner Ferguson clarified that he is not objecting to historical-based art, but expressed concern about future guidelines for the Lowertown Historic District.

Commissioner Ferguson submitted grammatical corrections to staff.

Commissioner Hill noted that the time given to the Commission to review the draft resolution was not sufficient.

Commissioner Hill suggested expanding Item C to incorporate more language supporting the development in the area related to the connection of the ballpark and the Lowertown Historic district, cultural aspects, and tourism.

Chair Dana summarized the suggestions made and asked for a friendly amendment.

**Commissioner Wagner proposed a friendly amendment to include:**

- (1) Changing “more important” to “are some ways” and “overly” to “intentionally” in Item E.**
- (2) Add “the HPC has used the following principles, among other design principles, when considering art installation” to Item D.**
- (3) Strike “randomly” and include “irregularly” in Item F.**

**Commissioner Trout-Oertel proposed that “substantially differentiated” should be used instead of “intentionally differentiated” in Item E; Commissioner Wagner accepted the change.**

**Commissioner Trout-Oertel accepted the friendly amendment.**

**Commissioner Hill proposed an addition to the friendly amendment to change Item C to read: “Create a cultural district that will enhance and complement historic Lowertown through appropriate support for signage, tourism, and community engagement that preserves and promotes the district.”**

Commissioner Lightner requested clarification on whether the proposal is in addition to Item C, or if it is a replacement; Commissioner Hill clarified that it is a proposal to replace Item C.

Chair Dana repeated Commissioner Hill’s proposal.

Commissioner Wagner requested clarification on what it means to create a “cultural district”; Commissioner Hill noted that he would be open to other language, but that the intent is to continue the expectation of engagement of the ballpark to the Lowertown Historic District to tourism and the community.

Chair Dana suggested that Item C as written does not have any language to promote the district; Commissioner Hill discussed the relationship of the ballpark to the district and using this relationship to promote the district and area.

Ms. Spong explained the intent of Item C, as written, and discussed the connection to the Lowertown Historic District guidelines and the problematic aspects of using the word “engage” for staff.

Chair Dana suggested that Item C stay the same and that Commissioner Hill propose an additional item.

**Commissioner Hill changed his friendly amendment that would be an additional Item to read: “Encourage exploration of a cultural district that will enhance and complement historic Lowertown through appropriate support for signage, tourism, and community engagement that preserves and promotes the district.”**

Commissioner Hill continued to say that this amendment can be used by staff in discussions through the design process to include history and Lowertown as a primary factor in relationship to future development and funding opportunities.

Commissioner Lightner requested confirmation as to who the audience is for the amendment; Ms. Spong responded that the audience is the design team and SHPO for the resolution. Ms. Spong noted that there may be strategies in the Lowertown Master Plan that are similar to Commission Hill’s proposal.

Chair Dana inquired as to if Ms. Spong is comfortable with the proposed language from Commissioner Hill; Ms. Spong responded that she is.

Commissioner Wagner referenced Commissioner Lightner’s comments and suggested that the language specifically relate to the Greater Lowertown Master Plan and encouraged Commissioner Hill to consider a change to the wording.

**Commissioner Hill proposed that the phrase “and aligns with the Lowertown master plan” be added to the end of his previously stated amendment.**

**Commissioner Lightner suggested that “aligns” should be replaced with “as described in”.**

**Chair Dana accepted both suggestions as friendly amendments.**

**Commissioner Trout-Oertel and Commissioner Hill accepted the friendly amendments.**

Commissioner Lightner requested that Chair Dana read aloud Item E as amended.

Chair Dana read aloud Item E as: “the aspects of color, material, and detailing are some ways to emphasize compatibility when other aspects such as size, scale, and general design are substantially differentiated as in the ballparks’ design intent.”

**The motion passed 7-0.**

**B. Dayton’s Department Store**, 411 Cedar Avenue, adopt resolution providing recommendations to the Mayor and City Council. File #14-Daytons.

Ms. Spong summarized the draft resolution. She discussed previous studies regarding this building and the surrounding potential district.

Chair Dana commended staff on the draft resolution and requested confirmation that the Saint Paul Urban Renewal Historic District National Register Evaluation Form will be included in the resolution; Ms. Spong confirmed.

**Commissioner Wagner moved to adopt the resolution with the following modification to Item 4: “the buildings design at the immediate street level was intended to address the pedestrian” and “additional uses that would benefit from this portion of the original design intent”.**

**Chair Dana suggested the word “aspect” in place of “portion”;**  
**Commissioner Wagner accepted the change.**

Commissioner Wagner noted that this change is intended to ensure that the design intent is only related to the street level and not related to the upper stories.

**Commissioner Bezat seconded the motion.**

Commissioner Bezat discussed the use of action words in the resolution language and suggested that: (1) be changed to say “properly evaluate and that the paragraphs are flipped; (4) be changed to say “encourage adaptive reuses” or “encourage consideration of adaptive reuses. Chair Dana clarified that this suggestion is to incorporate transitive verbs in (1) and (4).

Commissioner Ferguson noted a correction on page one, No. 5 that Mr. Nason is the president of the bank, not the building.

Ms. Spong discussed (4) and noted that part came from comments made by Commissioner Ferguson and discussed the intention for the second part of the