

**DEPARTMENT OF PARKS AND  
RECREATION  
DESIGN AND CONSTRUCTION**



**CITY OF SAINT PAUL**  
Mayor Christopher B. Coleman

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January 2, 2014

Sarah Beimers, Manager  
Government Programs and Compliance  
State Historic Preservation Office  
Minnesota Historical Society  
345 Kellogg Boulevard West  
Saint Paul, MN 55102

RE: Lowertown Ballpark – 100% Design Development Review (60% SHPO Review)  
Saint Paul, Ramsey County  
SHPO Number: 2013-0116

Dear Ms. Beimers,

Thank you for your November 1 letter commenting on our September 30 100% Schematic Design (30% SHPO Review) submittal and for meeting with our team on November 14. In response, we made some revisions to the design and received comments on the revised plans from the Saint Paul Heritage Preservation Commission at its December 5 business meeting. The plans have continued to evolve in response to feedback from your office and the HPC. We enclose three full-sized sets of the 100% Design Development (60% SHPO Review) drawings (plans, sections, elevations), updated renderings, and other information for your review:

**Attachment A: Design Development**

The architect has prepared a narrative overview of the revised design. Key design modifications in response to SHPO/HPC comments and additional historical research on the project area include:

All of the ballpark structures on the concourse level (i.e., the one-story structures and the two-story elevator tower) will be constructed of load-bearing masonry.

The masonry will hold punched openings for the majority of doors and windows at the ballpark, including ticket windows, restrooms, and concessions.

The plaza in front of the ticketing windows has been raised approximately 3 to 6 feet above the sidewalk, reflecting the loading docks that were historically common in this area.

The steel columns that support the suite level are larger and more robust than in the earlier design.

The site landscape design will incorporate linear elements in the ground plane, recalling the site's important historic association with rail transit.

**Attachment B: Historical Analysis**

To provide historical context for assessing the ballpark's design, a historical report supplements previous cultural resources studies for the project. While the ballpark should be compatible with the adjacent Lowertown Historic District, its design should relate to the unique history of the site it occupies, which had distinctly different functions and a different physical character than the area west of Broadway.

**Attachment C: Public Process**

The public process, while not done under the banner of Section 106, has been extensive and has repeatedly considered the relationship between the ballpark and the Lowertown Historic District.

**Attachment D: Assessment of Effects**

The Environmental Assessment Worksheet (EAW) prepared for the project was far more detailed than these documents often are. We have provided a summary of relevant sections and excerpts from the EAW in response to

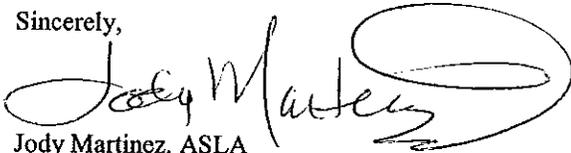
questions about effects that you raised in your November 22 letter to Joseph Dufficy at the Environmental Protection Agency.

Before closing this letter, I wanted to offer some thoughts on the cultural resources review process. The project team initially understood that because of the DEED funding source, Chapter 138 would need to be followed. Federal dollars were not part of the original funding. Then, once federal funding was added to our budget in November 2013, we were told that Section 106 review would be required only for the scopes of work that were funded by federal dollars—namely, the site clean-up, not the ballpark. As a result, we thought that the Section 106/Chapter 138 review process for the project would only involve potential archaeological sites. Regardless, we have gone through an extensive public participation process in which historic preservation issues were often discussed. We have also submitted plans to your office and conferred with Mary Ann Heidemann, your compliance reviewer until August of this year. While some parts of our process were not labeled “Section 106,” we have been following the same path, thereby meeting the intent of that section of the National Historic Preservation Act. Our robust review process has impressed the EPA, the responsible federal agency for this undertaking, which has faced similar timing issues before. With projects involving environmental remediation funds, the need for Section 106 often emerges after planning for a project is well underway.

We have considered design alternatives; taken the comments of your office, the HPC, and the public into consideration; and sought to meet the Secretary of the Interior’s Standards by developing a design that is compatible with the Lowertown Historic District while being differentiated from it. Based on the revised plans and the information provided in Attachments A–D, we hope that you will agree that our process has fulfilled our obligations under Section 106 to date.

We would appreciate the chance to meet with you in the next few weeks to discuss your initial review of the enclosed materials before you issue a review letter. I will be contacting you in the near future to set up a meeting.

Sincerely,



Jody Martinez, ASLA  
Design & Construction Manager  
Saint Paul Parks and Recreation Department

- c: Joseph Dufficy, Community and Land Revitalization Branch, US EPA, Region 5  
Logan Gerken, Ryan Companies  
Emily Johnson, Office of Innovation and Economic Development, DEED  
Paul Johnson, Nelson, Tietz, and Hoye  
Mark Maghrak, Ryan Companies  
Charlene Roise, Hess, Roise and Company  
Amy Spong, Saint Paul Heritage Preservation Commission

# **Attachments**

**Lowertown Saint Paul Ballpark**

**100% Design Development Review (60% SHPO Review)**

**Saint Paul, Ramsey County**

**SHPO Number: 2013-0116**

**December 2013**

**A: Design Development**

**B: Historical Analysis**

**C: Public Process**

**D: Assessment of Effects**

**E: Renderings**

## **Attachment A: Design Development**

Saint Paul Ballpark, Ramsey County

SHPO Number: 2013-0116

December 2013

Prepared by Julie Snow, Julie Snow Architects, and Logan Gerken, Ryan A+E

The 60% Plans reflect revisions in the design in response to:

- SHPO's comments on the Schematic (30%) Design to Ms. Christenson in a letter dated November 1, 2013, and
- Additional historical research on the project area (see Attachment B).

### **SCALE**

- Openings for entrances and concession windows in the load-bearing masonry walls will be punched, following the historic opening form in the area and the Lowertown Historic District.
- Storefronts at the shop and offices will function, as they have historically, to relate to pedestrian-scale activity at the street level. This type of connection has been a priority for the Lowertown Ballpark Design and Construction Committee (LBDCC), as indicated in the group's vision statements (see Attachment C).
- The plaza in front of the ticketing windows is raised approximately 3 to 6 feet above the sidewalk, which recalls the historic loading docks of the area. At the same time, this level is an integral part of the ballpark's accessible design.
- The steel columns that support the suite level are larger than initially proposed, reflecting more traditional proportions.
- The masonry construction, in addition to the storefronts and openings, reinforces a human scale by referencing familiar textures and visual cues associated with the neighboring Lowertown Historic District.

### **MASSING**

- The ballpark's structures are similar in massing to the one- and two-story, rectilinear buildings that historically occupied much of the area east of Broadway.
- The orientation and distribution of the ballpark program is in response to solar impacts and the multi-purpose functionality of the public facility.
- The natural topography of the site was influential in establishing the vertical datums of the ballpark massing. By working with the site, a more natural amphitheater-like feel is established. The design is a specific response to the natural terrain of the Mississippi River valley.
- The low profile of the ballpark's structures reestablishes the visual connection between Dayton's Bluff and Lowertown that existed during the period of significance. Taller structures would have blocked that historic viewshed.
- The ballpark's taller elements for lighting have a random pattern, like the smokestacks and gasometers that were historically scattered through the area, and are visually porous.
- The ballpark's low-scale massing defers to the substantial warehouses of the adjacent historic district, rather than competing for attention. The site design maintains the street edge along Broadway. Like the non-historic Farmer's Market west of Broadway, the ballpark offers a sensitive transition at the edge of the Lowertown Historic District.

## **MATERIALS**

- Load-bearing masonry is employed for structures resting on the concourse level. There is historical precedent for the use of masonry in this manner on the site.
- The color of the masonry is dark. The choice of color during a given era is influenced both by what materials are available and by aesthetic preferences. There were limited options for color when the area was developed in the late nineteenth and early twentieth centuries; bricks were typically shades of red, brown, or buff. The selection of color for bricks expanded as the twentieth century progressed. When Metropolitan Stadium was built as the home for the Twins baseball team in 1955–1956, it was very much a product of its time, featuring highly glazed bricks in a riot of bright colors. Built in the suburb of Bloomington, which was relatively undeveloped then, the ballpark did not have historic neighbors to relate to. Its vibrant design celebrated the stadium’s role as a landmark for the emerging community. Like the masonry of Met Stadium, the proposed masonry color for the Saint Paul ballpark reflects its origins, in this case, the early twenty-first century. Instead of flaunting its newness and uniqueness, though, the color will engage in a respectful dialog with the historic buildings adjacent to it.
- The masonry units will be 4" x24" in size. Like color, the proportion of masonry units reflects what is available and desired in an era. This proportion speaks to the ballpark’s construction in the twenty-first century.
- Wood was a typical building material east of Broadway during the early decades of the period of significance, when the project site was mostly occupied by small residences. This material also appeared on loading docks, gasholders, and large coal sheds into the twentieth century. The project’s use of wood is a reminder of this layer of history, and its color responds to the warm tones of the masonry on the site and in Lowertown.
- Like most earlier cast-iron columns, the color of the steel support columns is black.
- Black-painted steel siding is another twenty-first-century interpretation of a material that was historically used on the site. The sides of gasholders are labeled “iron clad all sides” on some Sanborn maps; many loading-dock canopies were also iron or iron-clad.

## **INTERPRETATION**

- The site landscape design will incorporate linear elements in the ground plane, recalling the site’s important historic association with rail transit

## Attachment B: Historical Analysis

Saint Paul Ballpark, Ramsey County

SHPO Number: 2013-0116

December 2013

Prepared by Charlene Roise and Elizabeth Gales, Hess, Roise and Company

### Historic Context: Lowertown

The project site is across Broadway Street from the Lowertown Historic District, which was listed in the National Register in 1983 for its significance in the areas of architecture, commerce, community planning, conservation, economics, exploration/settlement, industry, landscape architecture, and transportation. According to the National Register nomination, the district “is historically significant as the site of the Lower Landing, a steamboat docking area established when St. Paul was an important port due to its strategic location at the highest navigable point of the Mississippi River, as an early residential neighborhood which was the home of many of the city’s most influential citizens, as the nucleus of thirteen railroad lines which linked Minnesota with the United States and Canada, and as the city’s warehouse and wholesaling district which was built up during the late nineteenth and early twentieth centuries when St. Paul was a major distribution and jobbing center for the upper Midwest.” In addition, “Lowertown is architecturally significant for its remarkably intact concentration of commercial buildings designed by the city’s most prominent architects in styles ranging from the Italianate style of the early 1880s to the Beaux Arts of the early twentieth century. Lowertown is also significant in the history of landscape architecture and city planning due to dramatic street pattern and grade changes which were made in the 1870s, and due to the fact that a park encompassing an entire city block has been preserved since the 1880s in the midst of a large warehouse and industrial area with tightly clustered buildings.”<sup>1</sup>

The nomination provides an overview of the district’s evolution:

Most of the streets in the Lowertown area were platted in May of 1849 as part of Whitney and Smith’s Addition, although many were not graded or improved until the 1870s. . . . Few settlers built houses or commercial buildings in the marshy southeastern part of the district, however, until it was filled in in the 1870s and 1880s. . . . Until 1877, the land between Jackson, and Broadway, Fourth, and Seventh Streets, encompassing much of present-day Lowertown, was a large rocky hill [Baptist Hill], the top of which was more than fifty feet above the present street level of Mears Park. . . . The most dramatic changes in the street patterns in Lowertown were made in 1876-78. During that brief period, Sibley, Wacouta, 5<sup>th</sup>, and 6<sup>th</sup> Streets were cut through Baptist Hill. . . . Much of the stone, dirt, and gravel that made up this hill was gradually hauled away and used to fill marshy areas in the southern and eastern portions of Lowertown.<sup>2</sup>

The Minnesota Historical Society’s web site describes the district today: “Buildings in the Lowertown district reflect a textbook collection of the era’s architectural styles: Italianate, Queen Anne, Richardsonian Romanesque, Beaux Arts and Classical Revival. Generally four to six stories high, the structures are faced in brick. Many of the pre-1900 buildings served multiple

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<sup>1</sup> Patricia Murphy and Susan Granger, “Lowertown Historic District,” National Register of Historic Places Nomination, 1981, 8:0.

<sup>2</sup> *Ibid.*, 8:1–8:3.

purposes, with storefronts on the first floor and manufacturing or storage space above. Post-1900 structures, usually built for a single purpose, are more massive. Together, the buildings afford a glimpse into the area's past as a warehouse district built to complement St. Paul's railroads."<sup>3</sup>

At the time that Lowertown was listed in the National Register in 1983, the National Park Service did not require nominations to specify a period of significance. The nomination states that "the majority of buildings in the district date from the 1880s to 1910." The Lowertown entry in the State Historic Preservation Office's database notes that the district is a "concentration of brick commercial buildings (1880s-1920s)," while a thematic page on "Community Growth" on the Minnesota Historical Society's web site states that Lowertown was built between 1867 and 1929. For analytical purposes, it is prudent to assume a broad period of significance that ends in 1929.<sup>4</sup>

## **Historic Context: Ballpark Site**

The project's design should be compatible with the adjacent Lowertown Historic District. At the same time, it should be influenced by the unique historical evolution of its site to avoid creating a false sense of history. Broadway, which runs between the historic district and the project site, marks the division between plats. The ballpark is in Kittson's Addition to the east, where blocks were smaller than those in Whitney and Smith's addition to the west. Some blocks in Kittson's Addition had alleys, which also encouraged smaller-scale construction.

Immediate proximity to rail lines was another significant factor in development east of Broadway. Broadway was a line of demarcation: tracks coming in from the east did not cross it into downtown Saint Paul, except in the depot area south of Third Street. One of the most prominent buildings east of Broadway, the Northern Pacific Railway General Office Building, was designed by Cass Gilbert and opened north of Prince Street in 1895. It is long gone, but the companion Northern Pacific Railway Warehouse south of Prince Street remains and is a "supportive" building in the Lowertown Historic District. This direct access to rail lines attracted businesses to the small blocks of Kittson's Addition that were particularly reliant on such service—such as those associated with the meat industry.<sup>5</sup>

During the last half of the nineteenth century, the meat-packing industry went through a period of rapid transformation. By 1900, five packers—Armour and Company, Morris and Company, Swift and Company, Wilson and Company, and the Cudahy Packing Company—were responsible for about half of the livestock slaughtered in the United States, and their dominance continued to grow in the following decades. Like other industries, operations could be streamlined when working on a larger scale: "It was most efficient to butcher livestock near the source of production at large, mechanized slaughterhouses where every step of the 'disassembly' process could be broken down into specialized, repetitive tasks. Sending only meat to market provided significant savings in transportation costs since, for example, only about 55 percent of the weight of a steer is beef. By-products with any value could be processed near the slaughterhouse or transported at cheaper rates. Early slaughter also

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<sup>3</sup> Minnesota Historical web site, [http://nrhp.mnhs.org/property\\_overview.cfm?propertyID=78](http://nrhp.mnhs.org/property_overview.cfm?propertyID=78) (Minnesota from the Railroad, Community Growth: Lowertown Historic District), accessed on December 23, 2013.

<sup>4</sup> Murphy and Granger, "Lowertown Historic District," 7:2; Minnesota Historical web site, <http://nrhp.mnhs.org/NRDetails.cfm?NPSNum=83000935> (National Register database) and [http://nrhp.mnhs.org/property\\_overview.cfm?propertyID=78](http://nrhp.mnhs.org/property_overview.cfm?propertyID=78) (Minnesota from the Railroad, Community Growth: Lowertown Historic District), both accessed on December 23, 2013.

<sup>5</sup> Murphy and Granger, "Lowertown Historic District," 8:7, 7:9.

reduced the weight loss animals suffered on their way to market and decreased the risk of their dying in transit.” This efficiency was pointless, however, without effective refrigeration for transportation and storage. By the late 1800s, with major advances in refrigeration technology, meatpackers had embraced mechanical refrigeration in packing plants and refrigerated railcars were commonplace—albeit expensive, again favoring the large companies that had access to capital. To avoid waste, it was essential to transfer meat quickly from refrigerated railcars to cold-storage distribution facilities, so having access to a rail line was very important for these facilities.<sup>6</sup>

This helps to explain the concentration of cold-storage buildings, particularly for the meat industry, east of Broadway. Perishable products required a more direct link between shipping and warehousing than the dry goods and products manufactured and wholesaled at the cavernous structures west of Broadway. Offices and cold-storage facilities of Swift, Armour, and Morris flanked a siding in the alley between Fifth and Sixth Streets by 1904. Within about two decades, they had been joined by Cudahy, Hormel, and Morrell. Swift did some value-added processing at its building on Broadway by that time, which apparently justified a taller building, but most of the other cold-storage buildings were two stories. This provided easy access to their products, sought by local wholesalers, butchers, and restaurants. Most of the large volume of meat that passed through these buildings would have left by horse-drawn wagons and, later, trucks, requiring large shipping and waiting areas. This, too, contributed to the different character of the area, which had a much more open landscape than the warehouse district west of Broadway.<sup>7</sup>

The Saint Paul Gas Light Company was the other major early twentieth-century land use in the project area. The company was founded in 1856, two years before Minnesota became a state, by five prominent Saint Paul businessmen: Alexander Ramsey, Joseph Hoy, William Banning, Edmund Rice, and Charles Oakes. After obtaining a franchise from the territorial legislature to install and operate gas street lamps in the capital city, they set up a gas works at Fifth and Olive “consisting of a generator room, purifying house, and combination office and meter shop,” according to a historical account. This noxious processing plant presumably set the tone for industrial development in the vicinity and introduced random, irregular taller elements—smokestacks and gasholders/gasometers—to the skyline.<sup>8</sup>

Boom and bust economic cycles made its early years difficult, but the company became more powerful in the 1890s when it merged, with capital provided by James J. Hill and others, with three other local electric companies. The Saint Paul Gas Light Company retained its name after this merger and even after it became a subsidiary of a regional utility, Northern States Power, in the mid-1920s.<sup>9</sup>

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<sup>6</sup> Charlene Roise and Abbey Christman, “South Omaha Union Stock Yards,” *Historic American Engineering Record (HAER)* No. NE-10, 2001, 11-14, prepared by Hess, Roise and Company for the City of Omaha.

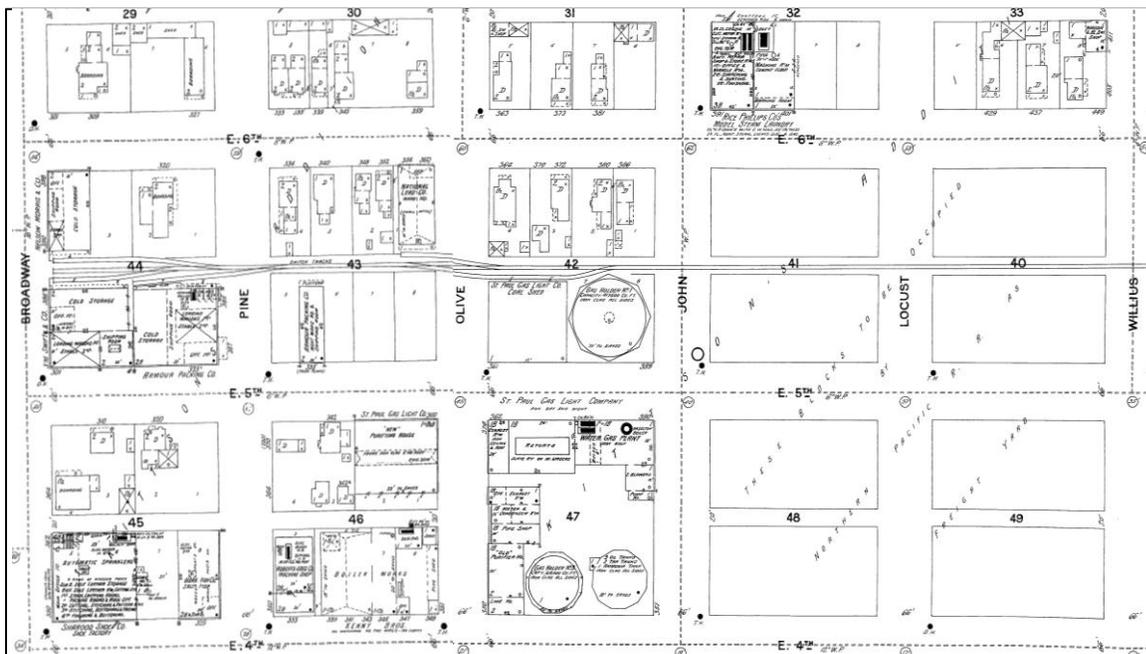
<sup>7</sup> Sanborn Map Company, *Saint Paul, Minn.* (New York: Sanborn Map Company, 1926, updated to 1939), sheet 269. In 1897, Swift established a packing plant in South Saint Paul. The stockyards in that city became the center of livestock marketing and meat-packing for the region.

<sup>8</sup> *The Energy to Make Things Better: An Illustrated History of Northern States Power Company* (n.p.: Northern States Power Company, 1999), 1-4.

<sup>9</sup> *Ibid.*, 1-4, 15, 57, 74. “Acquisition of the St. Paul Gas Light Company [in 1925] . . . ended what had been a long and bitter struggle for the two Twin Cities companies. Since St. Paul Gas Light sold electric power in the capital city, often in competition with NSP, the two companies frequently had distribution lines running down the opposite side of the same alley.” (page 57)

## Analysis of Historic Patterns

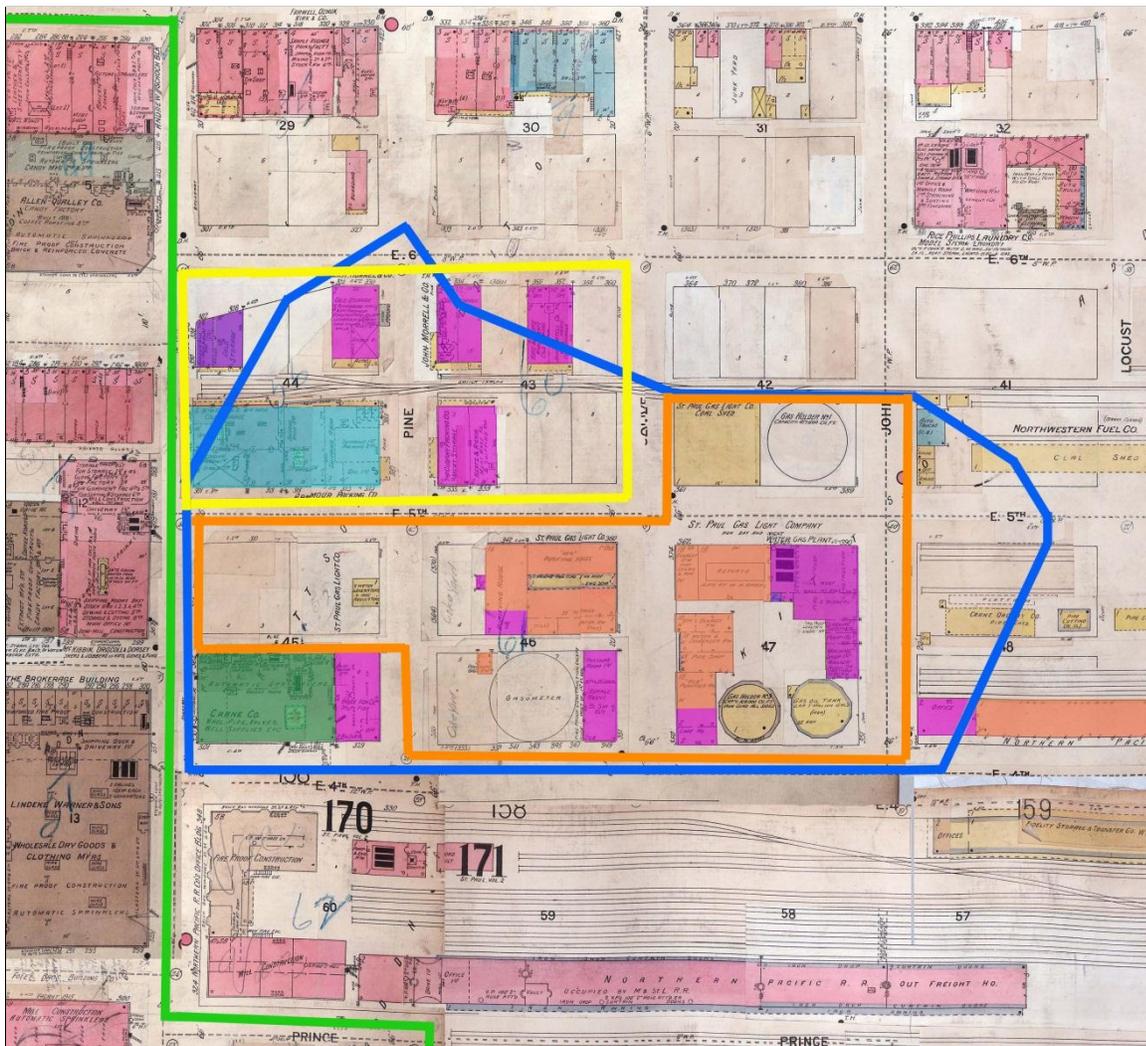
Sanborn maps show the radical transformation of the area east of Broadway in the first decades of the twentieth century as residential use was displaced by industry. Because the gas works was initially developed here in the 1850s, this was presumably not a highly desirable residential area from that time on. Proximity to the Lower Landing, as well as the insertion of a rail siding between Fifth and Sixth Streets, also made an increase of industrial activity inevitable. By the time the Sanborn map below was created in 1903–1904, meatpackers Swift, Armour, and Morris had established outposts along the tracks. These facilities had small offices, cold storage, and shipping rooms with adjacent interior space for loading wagons. Stables were on the second floor. Armour also had three chambers for smoking meat in its building and a second building devoted exclusively to warehousing and shipping meat.



Above: Compilation of two plates (158 and 159) of the 1903–1904 Sanborn atlas. (The plates are divided at Olive Street.)

Right: A ca. 1902 photograph looking northeast at the corner of Broadway and Fifth. Morris is to the left, Swift and Company is at the corner, and Armour is to the right. All are two stories high. Note the drive-in doors in the Morris and Swift buildings. The higher window sills on the second floor of Swift's Fifth Street facade perhaps indicate the location of the stable. (Minnesota Historical Society photograph)





**Key to Lines**

Blue: APE for Direct Effects  
 Yellow: Meat Industry  
 Orange: Saint Paul Gas Light Company plant

**Key to Shading**

Dark green: 6 stories (Crane Company)  
 Turquoise: 4 stories (Swift and Armour)  
 Purple: 3 stories (cold storage)  
 Pink: 2 stories (cold storage and gas works)  
 Orange: 1 story (gas works)

Over the following two decades the area experienced much change, as can be seen by comparing the 1903–1904 Sanborn with the Sanborn map above, published in 1903 and updated to 1925. The Swift and Armour buildings on the block between Broadway and Pine are now four stories high. The Morris building is three stories but has a smaller footprint thanks to the realignment of Sixth Street. Residential use has disappeared from the area, and more cold-storage buildings have been added along the tracks. The railyard east of John has been developed and the gas works has continued to evolve.

The 1903–1925 map has been annotated to aid the analysis of the historic character of the project site in this period. The Area of Potential Effects (APE) for direct effects that was established by a previous study is outlined in blue. The buildings within the yellow boundary

were associated with the meat industry. The buildings within the orange boundaries were part of the Saint Paul Gas Light Company facility.

Colors have been added to indicate building heights:

- Dark green: 6 stories (Crane Company building, wholesale plumbing fixtures)
- Turquoise: 4 stories (Swift and Armour buildings—both have offices and shipping facilities on the first floor and cold storage in much of the rest of the space; Armour includes a sausage room on the third floor and packing on the second floor)
- Purple: 3 stories (cold storage)
- Pink: 2 stories (cold storage along the rail spur, as well as the fish company building attached to the east end of the Crane building; in the gas works, the largest two-story building held three marine boilers, with an 80-foot-high smokestack for exhaust)
- Orange: 1 story (mostly utilitarian gas works structures)

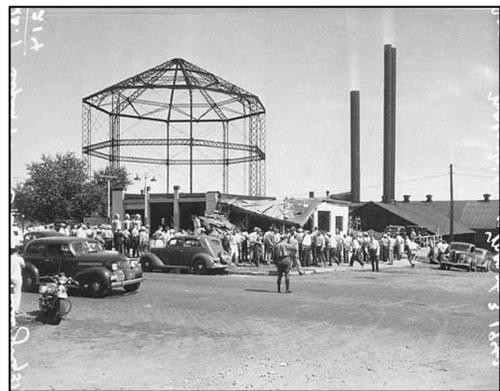
Loading docks, most protected by canopies, are indicated by light gold (frame construction) and gray (iron or iron-clad) rectangles projecting from the side and rear of some buildings; this coloring is from the original Sanborn map. Wood construction also appears at the gas works over an expansive 12-foot-high coal shed, a machine shed, a gas-oil storage tank, and a cylindrical gasholder, which has iron-clad sides.

The scale of the buildings and the variety in their height resulted in the irregular massing that historically characterized the area east of Broadway. This was further fostered by erratic taller elements including the metal framework of the gasometer at John and Fifth Streets and the gas work's smokestacks, all visible in the historic photograph to the right.

In terms of land use, the area is characterized by a large amount of open space, another contrast with the densely developed Lowertown area. Spacing between buildings is irregular. Development of the Gas Light Company complex was incremental, with structures built or added to in response to operational needs. The map shows how the street grid of the area east of Broadway does not align with Lowertown's, reflecting the different platting that further differentiates the two areas.

## Conclusions

The history of the project site is related to Lowertown but is of interest in its own right. The area is distinguishable in both the types of industries it served and the physical environment that these industries created. New construction on the site should be differentiated from the massing and scale that characterizes Lowertown to avoid creating the false impression that development patterns were the same on both sides of Broadway.



*The framework of the gasometer at the corner of John and Fifth and smokestacks of the gas works are visible in this 1940 photograph, which depicts the results of an explosion at the William C. Young Filling Station at Olive and Sixth. Note the scale of the gas works buildings in the background. (Minnesota Historical Society photograph)*

## Attachment C: Public Participation

Saint Paul Ballpark, Ramsey County

SHPO Number: 2013-0116

December 2013

The following documents provide insight into the extensive public participation process that has been implemented for this project:

1. **Environmental Assessment Worksheet (EAW).** The EAW was conducted by the City of Saint Paul's Department of Planning and Economic Development. Staff reviewed information related to traffic impacts, water quality, vehicle emissions, visual impacts, noise and odor issues, and other potential impacts as well as public comments collected at an open house and through other feedback channels. The full report can be found here: <http://www.ci.stpaul.mn.us/index.aspx?nid=5150>.
2. **DEED/EPA Public Participation Plan (attached).** This identifies the community process that has been undertaken and continues to this date, which has included more than fifteen Lowertown Ballpark Design and Construction Committee meetings (LBDCC), EAW public hearings, Access Advisory Committee meetings, and many other engagements to address specific community concerns.
3. **Historic Preservation Coordination Summary (attached).** This has involved numerous meetings with parties interested in the historic effects of new construction adjacent to the historic district.
4. **LBDCC Vision Statements (attached).** The LBDCC is a fifteen-member citizens group representing local residents and business owners. These volunteers have committed many hours of their time to participate in meetings, prepare for those meetings, and discuss the project with other members of the public. The meetings of the LBDCC have been open to the public with the goal of making the process is transparent and interactive as possible. The vision statements, finalized at the group's sixth meeting in March 2013, represent a consensus on design and other issues that are key to a successful ballpark development from the community's perspective.
5. **Meeting Minutes from Recent LBDCC Meetings (October 22 and November 19, 2013) (attached).** These minutes discuss preservation issues and the review process.

Up-to-date information on project planning is publicly available at <http://lowertownballpark.com/>. The website includes both telephone and email contact information for anyone having questions or needing more information. It invites feedback on the design at "Open Saint Paul" (<http://www.stpaul.gov/index.aspx?nid=5000>), the city's online civic engagement forum. On that forum under the topic "What design features would make the Lowertown Ballpark an asset to the neighborhood?" there have been over 450 visitors and some 43 feedback statements, many of which address historic preservation issues.

In addition, the fifteen-year **Lowertown Master Plan** was an important point of reference for the design team. The master plan, which was approved by the city council in April 2012, was the product of a lengthy process that included public meetings and other opportunities for public comment.

The design has been presented as a business item to the **Saint Paul Heritage Preservation Commission**. While there was not a vote on the design and commissioners had a spectrum of opinions about it, four asserted that it met the Secretary of the Interior's Standards.

# Minnesota Department of Employment and Economic Development (DEED)

## Community Relations Plan

### Lowertown Ballpark Site; St. Paul, Minnesota

October 2013

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#### 1. Overview

The purpose of this Community Relations Plan (CRP) is to document communication strategies to address the needs and concerns of the citizens of the city of St. Paul (City), particularly those directly or potentially affected by the environmental remediation at the Lowertown Ballpark Site (Site). Figure I shows the location of the site.

The remediation activities are being undertaken by the city of St. Paul (Applicant). The Minnesota Department of Employment and Economic Development (DEED) maintains a Minnesota Cleanup Revolving Loan Fund (MCRLF), which is funded by grants from the United States Environmental Protection Agency (U.S. EPA) and the loan and sub-grant are authorized by Section 104(d)(1) of the Comprehensive Environmental Response, Compensation and Liability Act. DEED is contemplating a loan for up to \$800,000 and a sub-grant of up to \$200,000 from their MCRLF to support the cleanup.

This CRP provides an overview of how the Applicant has involved and will continue to involve affected citizens and local organizations in the decision-making process regarding the environmental remediation and mitigation efforts at the Site. The Applicant is primarily responsible for implementing community relations pertaining to the Site.

#### 2. Spokesperson and Information Repository

The spokesperson for this project is Ms. Jody Martinez. Ms. Martinez' contact information is:

Ms. Jody Martinez  
Design and Construction Division  
City of St. Paul  
400 City Hall Annex  
25 West 4<sup>th</sup> Street  
St. Paul, MN 55102  
Phone: 651-266-6424  
Email: [martinez.jody@ci.stpaul.mn.us](mailto:martinez.jody@ci.stpaul.mn.us)

The City Hall Annex office listed above is the repository for the proposed project's administrative file, environmental assessments, response action plan, and related documents. The public may view this information beginning October 31, 2013 at the City Hall Annex offices (address listed above) or at the web-site [www.lowertownballpark.com](http://www.lowertownballpark.com) under the "Resources" tab. City Hall Annex Office hours are 8:00 AM to 4:30 PM Monday through Friday. Anyone who

wishes to make arrangements to see the information at the City Hall Annex offices should contact Kristi Wells at 651-266-6348 or [Kristi.wells@ci.stpaul.mn.us](mailto:Kristi.wells@ci.stpaul.mn.us).

The City's environmental consultants will also discuss the cleanup plan with the public during a public meeting at 6:00 pm on November 6, 2013 at the Jerome Hill Theatre located at 180 East Fifth Street, Suite 160, Saint Paul, MN 55101.

The Site is enrolled in the Minnesota Pollution Control Agency (MPCA) Voluntary Investigation and Cleanup Program and is assigned identification number VP14223. The MPCA contact for the project is Amy Hadiaris (651-757-2402; [Amy.Hadiaris@state.mn.us](mailto:Amy.Hadiaris@state.mn.us)).

### **3. Site Description and History**

The 9.7-acre Site includes the addresses of 310 and 333 East Fifth Street in St. Paul, Ramsey County, Minnesota, 55101 and portions of 5<sup>th</sup> Street and John Street, which the city will vacate as part of the redevelopment. It is bordered by Interstate 94 to the north, Highway 52 to the east, Prince Street to the south, and Broadway Street to the west. The Site is currently owned by the city of St. Paul and is occupied by a 3-story, 644,797 square foot commercial building known as the Diamond Products Building. The building was constructed in 1969 and has been vacant since 2004. Demolition of this building began in July of 2013 and will be completed in November of 2013. The remainder of the site is currently used for surface parking. Past uses on the Site include coal gas manufacturing, a shoe factory, cold storage, meat packing, gas stations, transformer storage, and personal care products and paper correction fluid manufacturing.

### **4. Proposed Use of Site**

The Site consists of the existing Diamond Products Building and several surface parking lots. Demolition of the building is currently underway. The development proposal includes management and removal of contaminated soil and construction of the Lowertown Ballpark. The Lowertown Ballpark will be the official home of the St. Paul Saints and will also host youth and amateur baseball teams from across the region. In addition, the facility will host more than 100 non-baseball events annually. The approximately 7,000-seat ballpark will be owned by the City of Saint Paul and operated by the St. Paul Saints.

### **5. Nature of Threat to Public Health**

Elevated concentrations of volatile organic compounds (VOCs) and polynuclear aromatic hydrocarbons (PAHs) associated with the coal gas manufacturing have been identified in the soil, groundwater, and soil vapor. In addition, chlorinated solvents, petroleum impacts, and elevated concentrations of lead have been detected in soil and groundwater at the site. The contaminated soil at the Site poses a risk through potential ingestion or human contact with soil. During redevelopment of the Site, possible exposure scenarios include incidental ingestion, inhalation, and dermal contact. The city of St. Paul is requesting EPA loan and sub-grant dollars from DEED to assist in the removal of contaminated soil.

## 6. Community Profile

The city of St. Paul is located in the southwestern portion of Ramsey County and has a population of 286,367. Major industries include services, wholesale and retail trade, manufacturing, and government. The Lowertown Ballpark project is located within the Lowertown neighborhood, which lies within the larger Capitol River/Downtown neighborhood represented by the Capitol River (District 17) Neighborhood Council. Lowertown is an authentic urban neighborhood with a unique history and strong identity. In order to understand the community, an explanation of its history is necessary.

From the 19th century to the 1930s, the area was a major center of manufacturing, wholesaling and distributing for the entire Upper Midwest. By the 1940s, Lowertown was virtually neglected. Buildings were abandoned, streets were empty. In the 1970s, the City of Saint Paul and the McKnight Foundation decided to reinvest in Lowertown: the Lowertown Redevelopment Corporation (LRC) was created to direct the growth and revitalization of the neighborhood. Over the next 30 years, Lowertown grew slowly, deliberately and incrementally. Over 3.5 million square feet of warehouse space was renovated; the Farmers' Market moved into Lowertown; the neighborhood was listed on the National Register of Historic Places and designated by the City as a Saint Paul Heritage Preservation Site; and Mears Park was rebuilt. The Ballpark project site is notably outside of the boundaries of the Heritage Preservation Site and the National Register of Historic Places registry.

By focusing on existing assets, Lowertown managed to avoid the path common to most urban areas during this time period: large scale demolition and urban renewal, undifferentiated architecture, chain stores and gentrification. Even during the most recent real estate boom, Lowertown remained "under the radar" when compared to other warehouse districts across the country. Lowertown protected and invested in its assets. Now, Lowertown is on the brink of significant change. In recent years, new condominiums and restaurants have opened, attracting new residents and visitors. Union Depot, the long-closed railroad station that was once a regional transportation hub, will be soon reopen as a 21st century multi-modal station linking Amtrak, Greyhound, Jefferson, commuter rail lines and the Central Corridor LRT. The redevelopment of the dilapidated Diamond Products building and surrounding parking lots as a regional ballpark and associated parkland is a significant addition to the community.

The Lowertown Neighborhood is a mixed-use, mixed-income community. Notably, Lowertown has a large population of artists who live and work in the community and are important in defining the community identity. Demographics of the community, as represented by the larger Capitol River/Downtown neighborhood, are as follows: the neighborhood population is predominantly white (70.6% non-Hispanic white). Black or African Americans comprise 16.0% of the population, Hispanic or Latinos comprise 4.7%, and Asians comprise 4.9%. The population is generally well educated: 93.8% of the adult population has achieved at least a high school level of education (compared with 87.4% of the City's population), and 53.9% have a Bachelor's degree or higher (compared with 37.8% for the City). The poverty status of the community (20.6% have incomes below poverty status) slightly exceeds the City's rate of 18.3%. [Source: "Minnesota Compass Community Profiles: Saint Paul Neighborhood Profile Planning District 17, CapitolRiver/Downtown," based on Census 2010 and ACS 2005-2009 data, October 2011. Available at: <http://www.mncompass.org/twincities/neighborhoods.php>.

English is the only language spoken at home for 88.6% of the population (compared to 76.6% for the City), however, many of these individuals speak English “very well.” A wide variety of native languages are represented by the 11.4% of the population who speak a language other than English at home, with the predominant languages being Spanish (2.8% of the population), Chinese (1.2%), French (1.9%), and “other Asian language” (3.1%). Of these populations, the Spanish, Chinese and “other Asian language” populations predominantly self-selected in Census surveys as speaking English less than “very well.” [Source: ACS 2007-2011 data; Census Tracts Ramsey County, MN 342.01 and 342.02].

## **7. Chronology of Community Involvement**

The following community involvement activities specific to the cleanup plan and the RLF loan and sub-grant are underway at the end of October 2013:

- a. The City published a public notice in the Pioneer Press on October 31, 2013, regarding the RLF application and the status of the contamination cleanup activities on the Site. The public notice provided information on where the public can review the environmental documents and how to address comments. The public notice also stated that comments will be received through November 7, 2013.
- b. Comments will be accepted for a 7 days (through November 7, 2013). The City will document all comments and respond to substantive comments in writing.
- c. The City and its environmental consultants will hold a meeting to discuss the cleanup plan with the public. The meeting will be held at 6:00 p.m. on November 6, 2013 at the Jerome Hill Theatre located at 180 East Fifth Street, Suite 160, Saint Paul, MN 55101.

The Lowertown Ballpark project has a long history of community involvement, in part because it involves extensive public financing and significant acreage at the eastern edge of downtown Saint Paul. The City and its partners have provided several avenues for the public to be informed and to contribute to the planning process, including City public hearings, neighborhood district council committee meetings, and the Environmental Assessment Worksheet and Master Planning processes. A brief summary of those efforts is provided here.

### **City of Saint Paul Public Hearings**

The City has held the following Public Hearings in regards to various aspects of the project:

- **4/18/12 Public Hearing 12-98:** Adopting the Greater Lowertown Master Plan Summary as an amendment to the Comprehensive Plan.
- **7 /18/12 Resolution Public Hearing 12-21:** Approving and authorizing the execution of the contingent real estate acquisition agreement with the Port Authority for land needed for a ballpark in downtown Saint Paul, contingent upon conveyance of Midway Stadium, the budget amendment, and bond related matters.
- **7/18/12 Public Hearing 12-193:** Final Order to authorize acquisition of properties to develop a ballpark in Downtown Saint Paul.
- **7/24/13 Public Hearing 13-184:** Amending the financing and spending plans in the Lowertown Ballpark Project in the amount of \$9,000,000, and designating the St. Paul Port Authority as the issuer of Taxable Limited
- **8/21/13 Public Hearing 13-214: Tax-Supported Ballpark Revenue Bonds.** Granting final approval to an increase in the Mandatory Tax Levy under Minnesota Statutes, Section

469.053, at the request of the Port Authority to provide security to be pledged to Taxable Ballpark Revenue Bonds to be issued by the Port Authority.

### **Lowertown Ballpark Design and Construction Committee**

The Lowertown Ballpark Design and Construction Committee (LBDCC) was established as a committee of the Capitol River Council (the District 17 Neighborhood Council) in July 2012 to provide a forum for community input throughout the design and construction process. The committee's focus is to ensure that the ballpark enhances the historic and artistic character of the neighborhood and to maintain a livable and economically viable neighborhood throughout the construction process and after the ballpark is operational.

The 15-member committee is comprised of residents and business representatives from Lowertown and nearby areas. Committee members applied for their positions and were appointed by the District 17 Community Council. The Capitol River Council oversees the committee.

The LBDCC has influenced the project design and has played an important advisory role for the Lowertown Ballpark project team in completing the design, and communicating construction activity. The project team is addressing or has addressed several issues raised by the LBDCC, including the dog park, tailgating, construction impacts on the community, event programming, pedestrian and vehicle traffic flows, connections to bicycle and pedestrian trails, public art in the ballpark, and more. Notably, the LBDCC played a critical role in the decision to add a second entrance on the east side of the ballpark.

Although all of the LBDCC meetings are effective and important, two meetings are of particular note: the April 18, 2013 meeting was focused on gathering greater public input to the design process, and the October 16, 2013 meeting focused on accessibility outreach.

The LBDCC meets the third Tuesday of each month, and occasionally meets more frequently. All meetings are open to the public. LBDCC meeting minutes are available at the Capitol River Council Website: <http://www.capitolrivercouncil.org/committees/lowertown-ballpark-design-construction/>

### **The Lowertown Ballpark Environmental Assessment Worksheet**

The City of Saint Paul completed an Environmental Assessment Worksheet (EAW) for the Lowertown Ballpark. The EAW was conducted by the City's Department of Planning and Economic Development. Staff reviewed information related to traffic impacts, water quality, vehicle emissions, visual impacts, noise and odor issues, and other potential impacts as well as public comments collected at a March 20, 2013 open house and through other feedback channels. Several documents were posted on the City's website for the public to review, including the Response Action Plan for the environmental cleanup. During the public comment period, comments were received from 12 members of the general public. During the open house, comments were received from four individuals. The City responded to the 16 individual commenters in writing. The EAW Record of Decision was executed on April 23, 2013 and states that the City has determined that the project does not have the potential for significant environmental effects. The EAW and the EAW Record of Decision are available at the City's web-site: <http://www.ci.stpaul.mn.us/index.aspx?nid=5150>.

## **8. Key Community Concerns**

The following goal has been identified for the Site:

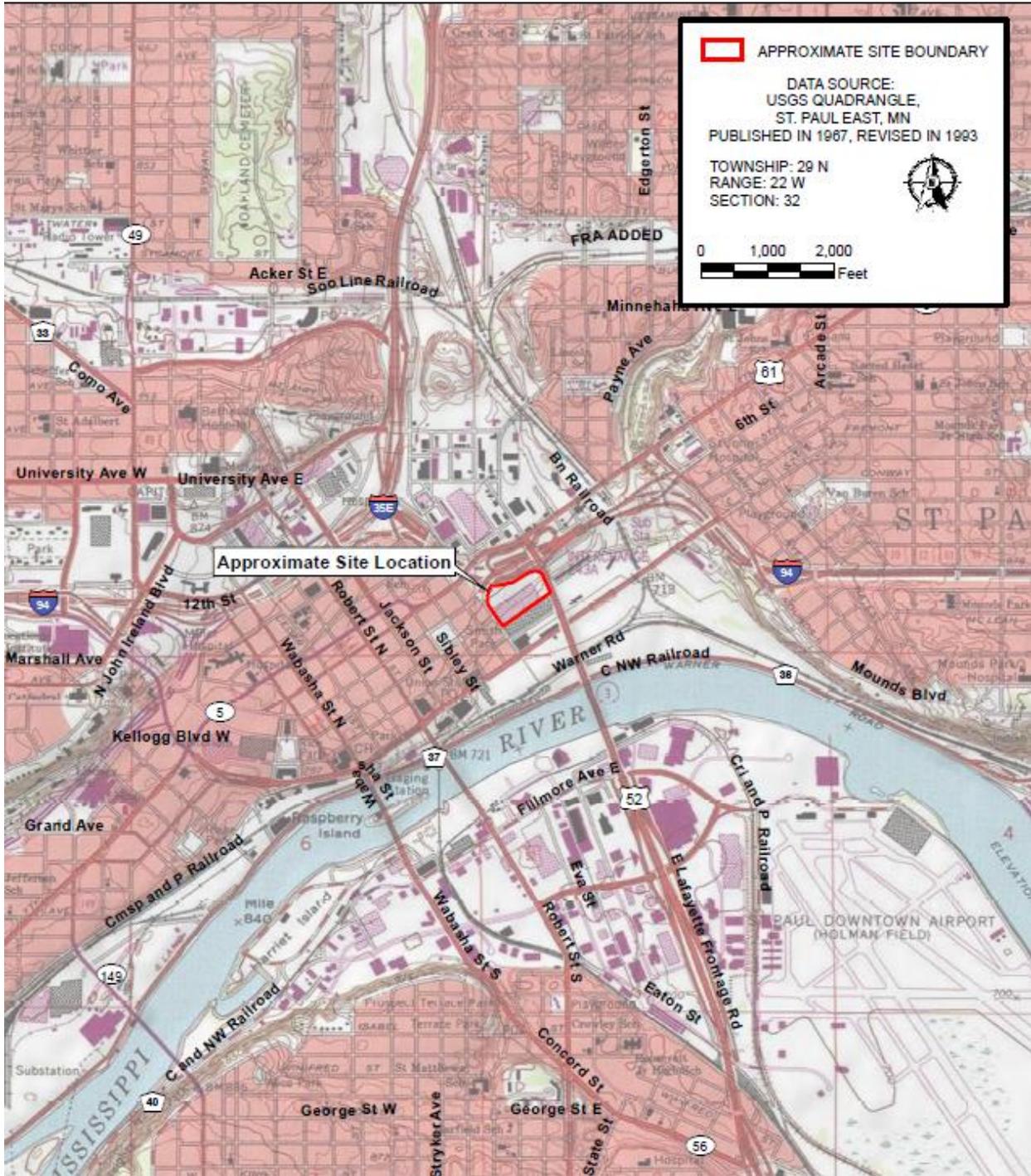
- Reclaim the beneficial use at the Site, thereby providing an amenity to community members.

This goal will be refined, as needed, based upon the outcome of the public comment processes.

## **9. Continued Community Involvement**

The City and its partners maintain a Lowertown Ballpark website (<http://lowertownballpark.com>). This website provides ongoing project status updates. This website will be the primary means of keeping the community informed of the status of the cleanup and redevelopment. As appropriate, the City will also present information at the routine meetings of the Lowertown Ballpark Design and Construction Committee meetings. As needed and as appropriate, the City will provide translation services for written materials and meetings. Ms. Jody Martinez should be contacted if translation services are needed.

Figure 1





# Historic Preservation Coordination Summary

## Glossary

St. Paul Heritage Preservation Commission (“HPC”)

State Historic Preservation Office (“SHPO”)

Minnesota Historical Society (“MHS”)

United States Environmental Protection Agency (“EPA”)

United States Secretary of Interior Standards for Rehabilitation (“Interior Standards”)

106 Guidelines (Federal Historic Guidelines from Section 106 of National Historic Preservation Act)

138 Guidelines (State of Minnesota Historic Guidelines from MN Statute Chapter 138)

## Timeline

June 2009 – SHPO and the Saints meet for project briefing

June 2011 – The Saints meet with HPC for project briefing

July 18, 2012- Lowertown Ballpark Design and Construction committee (LBDCC) is created via Council resolution :

WHEREAS, an advisory Lowertown Ballpark Design and Construction committee will be created. The membership will include residents and business representatives from Lowertown and nearby impacted areas appointed by the District 17 Community Council, and including the design center. This advisory committee will be charged with providing input on the Lowertown Ballpark design and construction process with a focus on ensuring that a livable and economically viable neighborhood is maintained throughout the construction process and after the Ballpark is in operation; and

October 2012 – Parks & Rec meets with SHPO for project briefing. SHPO indicates that the State funding (DEED Grant) triggers SHPO review. There is no known federal funding at this point.

November 12, 2012- LBDCC 1<sup>st</sup> meeting ; meetings have commenced at least once per month for over a year now until March 2014.

February 27, 2013– SHPO issues letter (in response to EAW efforts) notifying the project it will be subject to MN Historic Sites act (related to Chapter 138 guidelines) and the Secretary of the Interior Standards guidelines for new construction.

March 4, 2013 – Environmental Assessment Worksheet ( EAW) published.

March 20, 2013 – EAW Public hearing takes place.

March-April 2013 – Public comment period for the (EAW).

March/April 2013 – Phone conversations with Kelly Gragg-Johnson (SHPO) which denies the project teams’ request to meet and discuss the design approach. SHPO requests the initial review

occur when the design is 30% complete (approximately the end of Schematic Design in September.)

April 8, 2013 – Lowertown Ballpark Design and Construction committee (LBDCC) sponsored Public Open House held as part of design process to gain broad public input.

May 2013 – Schematic Design (SD) issued and cost overruns are identified. The project is put on hold while new funding is secured and design revisions are made.

August, 6 2013 – Budget gap is met and project is restarted. Ryan reaches out to Kelly Gragg-Johnson (SHPO) to update her on the project.

September, 30 2013 – Schematic Design is completed and a design submittal was made to SHPO.

October 2013 – HPC Staff asks for a review of the ballpark design.

October, 31 2013 – EPA sends a letter to the SHPO regarding the recent addition of federal funding administered to the ballpark project via the DEED RLF fund. It states the site is not of historic significance and was sufficient to meet the 106 process.

November 1, 2013 – SHPO responds to the 30%/SD review via letter. Letter states proposed design is not compatible with Lowertown in scale and massing and recommends more masonry.

November 5, 2013 – Ryan Co. sends send SHPO submission to HPC staff and suggests the opportunity to discuss the project.

November 14, 2013 – Project team meets with SHPO. SHPO commented during discussion that massing was not a concern any longer.

Mid November – Federal funding is approved for soil mitigation.

November 22, 2013 – SHPO issues a letter to the EPA stating that the project is “federalized” as a result of the contamination DEED cleanup loan. The SHPO also states that the project’s community process and definition of the APE or Area of Potential Effect are inadequate.

November 22, 2013 – The EPA issues a letter stating that the Federal cleanup loan that was administered via the DEED RLF fund only affects the specific scopes of work for which it is funding, not the ballpark architecture.

December 5, 2013 – Design team presents project to the HPC Board.

December 13, 2013 – 100% Design Development (DD) documents issued. Significant design changes after this milestone will incur additional cost.

Mid December – 60% design completion/DD submission will be sent to SHPO and HPC prior to meeting early in January 2014.

Early January 2014 – Design team will meet with SHPO to discuss the 60% completion submission with HPC staff in attendance.

Mid January 2014 – Ballpark team will present to HPC Board with the opportunity for public comment.

February 1, 2014 – GMP (guaranteed maximum price) will be determined. GMP is based on 100% DD documents.

March and April 2014 – 100% construction documents issued and ballpark construction begins.

## Notes

- SHPO has requested to communicate to the ballpark project through DEED because they are the State funding partner.
- DEED has verbally agreed to transfer its “authority” to the City of Saint Paul.

- SHPO and the EPA disagree on the “Federalization” status of the project. A small portion of the project funding (a \$1M DEED contamination cleanup loan) originates from federal funding and came to the project very late in the process. SHPO contends that we must follow 106 (federal) guidelines for the entire project. (During the Revolving Loan Fund (RLF) application process, the Port Authority and its consultants advised the ballpark team that federalization would be limited to contamination cleanup only.) The EPA disagrees with SHPO and has determined the federalization is limited to the soil remediation only with no federal oversight on the project’s architecture. The EPA and SHPO have sent letters to each other with conflicting opinions without current resolution.
- Interior Standards forbid false historic design and recommend “a design language compatible with adjacent historic buildings...” also “differentiated” from surrounding properties.
- The ballpark design team has strived to understand the “design language” of Lowertown (various applications of masonry, use of steel, and use of wood in interior and exterior structural and decorative treatments) and have incorporated those elements into the current design.
- HPC and SHPO have an advisory capacity; it’s our intent to work with both to continue a historically sensitive design.
- The project team has engaged the services of Hess Roise to continue to investigate the history of the site.

## Lowertown Ballpark LBDCC Vision Statements

### **1. Art Integration and Artist Community**

- a. *Provide greater visibility to the Lowertown and Minnesota artist community by allotting space(s) for exhibition of artists' work.*
- b. *Enhance the Lowertown artists' community events and organizations by coordinating resources and consideration of needs, making the ballpark a cultural center.*
- c. *Make game day unique by integrating artist work into the ballpark design and fan experience.*

### **2. Ballpark Programming & Functionality**

- a. *Provide park-like use by allowing for community gatherings, events and athletic activities in designated areas.*
- b. *Enhance Lowertown as a unique Twin Cities destination by incorporating intimate and beautiful functionality for outdoor amphitheater-like concerts and community nights out, leveraging existing community assets.*
- c. *Activate the ballpark and life on the street by hosting diverse events year round, creating a destination that draws people to the neighborhood on non-event days.*
- d. *Ensure coordination with Lowertown events and celebrations, including the Farmer's Market.*
- e. *Exemplify Saint Paul's historic involvement in and support of amateur baseball.*

### **3. Lowertown Context**

- a. *Weave the ballpark into the Lowertown context, yet make an architectural statement and exemplify Lowertown and Saint Paul as an innovative design leader and a great place for business and economic development.*
- b. *Expand the impact by creating physical and visual connection(s) between downtown Saint Paul and natural community assets to the east.*
- c. *Improve the neighborhood quality of life by contributing open, airy and gracious public realm to Lowertown.*
- d. *Minimize the environmental impact of the ballpark by designing and constructing in a sustainable manner and meeting the State B3 and City of Saint Paul's Sustainable Building Policy.*

### **4. Neighborhood Concerns**

- a. *Positively affect resident quality of life by:*
  - i. *Minimizing the impact from the loss of off-street parking.*
  - ii. *Maintaining a dog park and its functionality during construction and after opening day.*
  - iii. *Minimizing the external impacts of events hosted at the ballpark, such as light, noise and traffic. Including impacts on existing events during construction.*

**Lowertown Ballpark Design & Construction Committee**  
**Meeting Minutes**  
**October 22, 2013**

Present: Lenny Russo, Julie Snow, Paul Johnson, Bob Close, Chip Lindeke, John Miller, Cheryl Wilgren Clyne, Winna Bernard, Roger Nielson, John Mannillo, Dominic Tallarico, Tom Smith, Julio Fesser, Tim Griffin, Annie Huidekoper, Jody Martinez, Logan Gerken, Andrew Dull, Bill Thurmes, Bill Hosko, Melissa Martinez-Sones, Tim Ryan. Other guests from the public.

Introductions.

The dog park location was discussed. Discussion on whether or not to leave it in the temporary site after the ballpark is complete or put it back as originally planned. The City is on board either way. Discussion on process and the appropriate way to move forward: CRC committee? MnDOT is open to the conversation and the current lease allows for some extensions but not necessarily 20 years. Mannillo feels it should go to another committee or have a hearing of some sort rather than be decided by the LBDCC. Current budget allows for the dog park to be part of the ballpark design. Comments from the public expressed concern that it has become an option to keep it in the temporary location because there is not enough space there. CRC staff along with the LBDCC Chair and the design team will figure out how to hold this public meeting.

Artist selection has been made and Futures North has been chosen. They are from the Twin Cities and some background information was provided for the committee. They will be attending the next meeting on November 4<sup>th</sup>. Roger Nielson shared information about a donation for the Saints from the Boy Scouts. He will pass along the information directly to the Saints.

Bob Close presented updates to the Landscape Plan. Updates include:

- Shifted curb line to match OMF sidewalk
- Two potential stage locations
- Raised planters with native grasses
- At grade planting bed with metal framed vine wall
- 20 bike racks
- Security bollards
- Street level wood benches

Some discussion about the bike lane. Needs clarification and we will hear back on this. Dog park:

- Variety of materials. Mix of wood chips, rock mulch, and grass. Larger than former dog park. Parks will maintain.

Question about where the idea came from to move the park. Discussion. Consensus reached that it is best to leave the dog park in the ballpark plan and not consider keeping it in the temporary location.

North concourse slide discussion: What about winter and snow removal? No plans to heat the sidewalks and maintenance is to be determined. Roger Nielson needed to leave the meeting early but shared that he is feeling better about the design because he understands it is “not a boring flat wall.”

Event Plateau slide. 14,800 square feet of lawn area. Discussion and questions. 4<sup>th</sup> Street Entry slide. Questions and discussion. The work is now at 60% design development.

Demo update: Northbound lane shut down on the 30<sup>th</sup>, 31<sup>st</sup>, and the 1<sup>st</sup>. Still access, only affects the eastbound lane. Discussion on crosswalks and how guests will cross Broadway to enter the park. Concerns about safety. Logan has the notes and will take under advisement.

Other business. Mannillo shared information on Weiming Lu's book on Lowertown. It relates to the question of compatibility with Lowertown. Chip Lindeke had a question about the design team's reaction to the feedback on materials. Logan asked for clarification and asked if he had heard consensus at the last meeting on the warmer tones. Agreement from committee on "yes" to warmer tones. Logan shared that new, better renderings would be coming.

Meeting adjourned.

**Lowertown Ballpark Design & Construction Committee**  
**Meeting Notes**  
**November 19, 2013**

Present: Bob Close, Cheryl Wilgren Clyne, Tim Griffin, Julio Fesser, Lucy Thompson, Tom Smith, Roger Nielsen, John Mannillo, Domini Tallarico, Lenny Russo, Winna Bernard, Jim Ivey, Annie Huidekoper, Bill Hosko, Craig Rafferty, Tad Vezner, Derek Sharrer, Eric Morin, Dave Thune, Kitty Cahill, Tom Cahill, Bill Lamson, Pamela Belknap, Tom Erickson, Wendy Bednar, James McClean, Judy Meyer, Sheldon Johnson, Debbie Kenney, Tom Goldstein, Chip Lindeke, Julie Snow, Andrew Dull, Logan Gerken, Paul Johnson, John Miller, Jody Martinez, Chris Stark, Charles Senkler, Frank Jossi, Dennis Thompson, Patrick Driscoll, Jeanne Hall, Robert Hall, Jane Prince, Larry Englund, Mark Maghrak, Kevin Kirkwold, Melissa Martinez-Sones

Introductions.

**Pioneer Press Article.** Committee asked for any reaction or discussion related to the November 8<sup>th</sup> Pioneer Press article on the ballpark design. Member stated disappointment that it was handled that way; in DD, nothing has been forced down our throats. The article was premature and deceitful. Other members agreed with this assessment (Tallarico, Russo, Wilgren Clyne, etc.). Mannillo stated he was contacted by the reporter but stands by his remarks. Concern is that public has not had input into this project. Russo feels there is a conflict in aesthetics and he really loves the design and there is already a mix of architectural styles in Lowertown. Mannillo stated he is not the public and the committee is not the public. Mannillo wants to see options to see what people like and don't like. Tom Smith shared that he has a problem with the design but appreciates the renderings, and the design should be separated from the process because he felt things were too far down the road. Process got off track with the review of materials and is also interested in other options. Julie Snow shared that the renderings that were published in the newspaper were taken without her knowledge and permission and then published, and that feels like a violation of her good-faith efforts. Fesser stated that there has been a twisting of the facts, and this is a work in progress where drawings we saw were actually intended to show massing, and there is a great gap between fact and reality. Logan Gerken shared his frustration, and Russo thought the sharing of those renderings with the newspaper felt like someone was intent on subverting the process – the article did not help, it hindered. Andy Remke suggested that if there is a time to slow down a bit, it needs to happen now and not any farther down the road. He feels it doesn't have to look like Lowertown. The Chair invited comments from the public: A design charrette was suggested. Ballpark should not have luxury suites. It's a prairie-based city and prairie style architecture is good, let's go with it. Concern about process. Go back and create options. Dayton's Bluff was not included in the process and Parks needs to talk with Dayton's Bluff. Meetings are warm and fuzzy but then after meetings input is discounted. Who is the audience for the ballpark? Does Dave Thune think we should have a charrette? Dave shared that he is excited to see the new drawings. Design should be tested against historic design standards. Embrace openness and not feel threatened. Julie Snow again shared that the drawings were taken out of context and she did not have an opportunity to explain them. The big idea million dollar idea winner was present and affirmed the excitement and reiterated

the need to incorporate Dayton's Bluf. The Greater Lowertown Master Plan calls for "stitching the seam."

**Vision Statements + Design.** Logan Gerken reviewed the vision statements created by the community and Gerken and Julie Snow presented a point by point review of the vision statements as they relate to the ballpark design. They took questions from the public. Questions about the finality of the design – is this is? Logan addressed programming and functionality. Question about protection for patrons and the lack of overhead coverage. Bill Hosko asked how the design has changed from renderings brought in September. Logan shared that the team is still figuring out the cost implications for brick.

**SHPO.** Design team met last week with SHPO and discussed schematic design and the plan for review. There is a 30-60-90 review by SHPO, and that starts with a review at 100% schematic, then again at 100% DD, and then 50% construction documents. Determination will not happen until after CD, likely March or April. Mannillo feels this needs to be handled sooner rather than later. SHPO did not want to meet until after schematic design, but the design team is working with them. Question about where to get information about the project – the Lowertown Ballpark website is the place.

**Construction/Demo update.** Demo is progressing with only a slight delay. The rest of the structure will come down the first week of December and then demo is considered complete. Question about inclusion of fiber, and there will be a rough-in for fiber but not part of the design. The pathways will be there, though.

**Public Art.** The team is getting integrated into the project and will begin outreach and research in January, then in February a presentation of options to the committee. This committee is the primary public forum for that process.

**LBDCS Schedule.** Logan shared a draft LBDCS schedule for December through March.

**Other Business.** Mannillo expressed concern that there is no record, no meetings that are approved. He would like them brought to the committee for approval. He also identified the agendas and minutes and how they are posted as issues. He would also like them emailed out in advance. Other committee members preferred to read them on the website because of too many emails. Consensus that minutes will be posted on the website in advance of the meeting, not emailed out. Mannillo stated he still would like his emailed to him. Agenda will be sent out in advance. Anything can be added as part of "other business" which is included on the agendas. It was suggested that we're spending a lot of time looking backwards and need to be more forward thinking. A request was made to go around the room and ask committee members to check in:

Griffin: It's a design build process, ballpark right now is outstanding, inspiring, and he encouraged everyone to go up to the Union Depot train deck and scan that view.

Remke: Images are more encouraging this time, disappointed the skating rink is in no man's land

Wilgren Clyne: Love the design, agree with the suggestion to view from Union Depot

Mannillo: Chooses to use this time to state that somebody from the HPC should be invited to attend

Tallarico: Very satisfied with the design, like how the low profile offers the vista view

Russo: Love it, is mindful of the difficult footprint the design team is working with and all things considered they are doing a remarkable job

Bernard: love it love it love it, like how they have added the brick

Ivey: Happy with the design, feels they are making great progress

Lindeke: Fabulous, will be a great addition to the neighborhood, open space is great because it is a park, the team answered every vision statement; a citywide open meeting would be a great idea

Hosko stated he would like to ask the room about a design charrette. Tom Goldstein stated that this was not a real public process. Jim Ivey asked that Public Works be invited to attend a future meeting.

Meeting adjourned.

## **Attachment D: Assessment of Effects**

Saint Paul Ballpark, Ramsey County

SHPO Number: 2013-0116

December 2013

In a letter to Joseph Dufficy, EPA, dated November 22, 2013, Sarah Beimers, SHPO, noted that the APE for indirect effects delineated in a 2011 report from Summit Envirosolutions was “a two-block buffer around the Site, only taking into consideration potential visual and noise effects on the District.” She concluded that “there has not been adequate analysis of visual, auditory, or atmospheric effects to the district including potential indirect effects during the construction of the ballpark and future operations of the facility.” These potential effects were, however, considered in the Environmental Assessment Worksheet (EAW) that was completed for the project. That document is available at <http://www.ci.stpaul.mn.us/DocumentCenter/View/63526>. Based on the EAW, the City of Saint Paul, acting as the Responsible Government Unit, issued a “negative declaration” after determining that “the Lowertown Ballpark project does not have the potential for significant environmental effects.” As a result, an Environmental Impact Statement (EIS) was not required.

When reviewing the EAW in February 2013, Mary Ann Heidemann, SHPO, observed that preparing an EAW “does not automatically fulfill requirements of the Minnesota Historic Sites Act because they are two separate laws. However, materials prepared for an EAW may provide some of the information needed to address potential direct or indirect effects under the Minnesota Historic Sites Act.” At that time, there did not appear to be federal involvement that would trigger Section 106, but the same statement applies to the relationship between an EAW and Section 106. Hence, the discussion below highlights sections from the EAW that are relevant for analyzing visual, auditory, or atmospheric direct or indirect effects to the Lowertown Historic district both during construction and after the ballpark opens.

### **Background**

From the mid-1800s through the early decades of the twentieth century, Lowertown buzzed with activity that was initially stoked by river-borne commerce from the Lower Landing and, later, by passenger and freight traffic from the railroads. It is difficult today to imagine the district’s clogged streets as wagons transported raw commodities, finished products, and wholesale goods to and from the factories and warehouses that were concentrated there. In its heyday, the area was also populated by hundreds of laborers, craftsmen, jobbers, clerks, managers, and other workers.

A long period of decline in the mid-twentieth century was followed by decades of effort to create an “urban village” in Lowertown. Many of the district’s older buildings have been renovated for housing and commercial uses, and more projects are underway by both the private and public sectors. Significant examples of the latter include the Metropolitan Council’s construction of the Central Corridor light rail line and MnDOT’s reconstruction of the Lafayette Bridge. The Central Corridor Light Rail Transit Operations and Maintenance Facility (OMF) is directly south of the ballpark site. Because of the number and scale of these public and private efforts, it is difficult to conclusively attribute all potential indirect effects of the ballpark’s operation on the historic district. Some potential indirect effects, however, are easier to identify. The following information from the EAW provides a useful basis for evaluating these effects.

### **Direct Effects**

Direct (as well as indirect) effects to historic properties were discussed in the EAW (pages 27–32). The direct effects from the construction of the ballpark were limited to potential archaeological sites that would be disturbed by excavation. While the EAW asserted that no elements of the project would directly affect the Lowertown Historic District, construction will undoubtedly cause short-term disruption in the district—such is the inherent nature of construction. This disruption, however, should not be of the magnitude to result in notable short- or long-term adverse effects.

### **Indirect Effects**

The EAW acknowledges (page 4) that the ballpark will have an influence beyond its boundaries, and concludes that this influence will be positive: “The purpose for the ballpark is to provide a venue for the City of Saint Paul to hold events in downtown near mass transit. The ballpark will bring visitors to existing restaurants and bars reinvigorating the businesses in the Lowertown area. The ballpark will also be used by the Saint Paul Saints for home games.” Specific indirect effects are considered below.

### **Traffic**

An in-depth traffic study was conducted for the EAW and the results were summarized in that document (pages 19–24). The full traffic study is available at <http://www.ci.stpaul.mn.us/DocumentCenter/View/63530>.

The study evaluated the projected usage of the ballpark, and also considered how the traffic associated with this activity would interact with other large traffic generators in downtown Saint Paul. The report concluded: “The transportation network surrounding the proposed site is expected to safely accommodate the expected events of various attendance levels up to 15,000. No major traffic impacts in the area are expected and no roadway mitigation is necessary.”

### **Odors and Emissions**

These issues were considered in the EAW (pages 25–26) and found to have little effect: “Neither construction nor use of the ballpark is expected to generate objectionable odors. Cooking odors are anticipated during events where concession stands are operational, but such odors are not anticipated to be significant.” The document also observed: “If the smoke, odor, or grease-laden air becomes a concern to the city or others affected, there is an option to use a mechanical scrubber that can remove the smoke, odor, and majority (greater than 90%) of the grease from the air stream. If deemed necessary this technology can be investigated and utilized.”

### **Auditory**

An in-depth noise study was conducted for the EAW and the results were summarized in that document (pages 26–27). The full noise study is available at <http://www.ci.stpaul.mn.us/DocumentCenter/View/63695>

The analysis was based on the assumption that the “primary sources of noise for the proposed ballpark include construction, crowd noise, concert sound, and traffic.” The main source of noise in the area is now, and will continue to be, traffic at the I-94/Lafayette Bridge interchange. The demolition of the building that stood on the ballpark site removes a barrier to that noise that the new construction will not completely replace, causing a slight rise in ambient noise.

The study notes that “while some increase in noise from traffic on local streets will occur, noise levels are expected to be close to or below existing ambient in the neighborhood closest to the ballpark. Limited impacts can be expected in other areas of downtown with lower ambient levels.” In other words, the effect of any increase in traffic noise is expected to be minimal, if any.

The most anticipated change in noise levels is from activities at the ballpark: “Crowd noise levels were estimated from 85% of a baseball crowd shouting at the same time. Since the shouting effort cannot be maintained for any length of time, this raised sound level will likely last for less than six total minutes in an hour and therefore not be governed by the L10 standard. Concert sound levels were estimated for three different performance types. Assuming worst-case scenario, L10 sound level in excess of the City of St. Paul and Minnesota standard limits were predicted at buildings adjacent to the ballpark. Potential mitigation of concert levels, including venue design and sound system selection can minimize outdoor concert sound levels.” It is worth noting that concerts will be required to obtain individual use permits. They have not been explicitly approved under the EAW. This further strengthens the city’s ability to manage and enforce the impacts from these events.

It seems highly unlikely, given the urban setting, that sound levels would be permitted at a volume that could physically harm buildings in the Lowertown Historic District. The potential economic effect is more difficult to anticipate. If the noise made buildings more difficult to lease or sell, thereby reducing their value, owners might not be able to afford necessary maintenance, resulting in preservation issues. At the same time, though, many people will be attracted to the area because of its proximity to the ballpark, regardless (or maybe even because of) the occasional spike in noise. For those moving to the area going forward, the ballpark will be a given. Considering the number of housing and commercial units being added to Lowertown at this time, property owners and their financiers are apparently not concerned about the impact of noise on their ability to fill their buildings.

### ***Lighting***

Lighting is critical for the ballpark’s operation. Eight tall poles with multiple 1500W fixtures will be installed as part of the project. The EAW indicated (page 33) efforts that will be taken to reduce the effects of the lighting: “To minimize glare for motorists and nearby residents, the fixtures will be required to have downward-directing glare shields (internal and/or external). A photometric analysis will be completed as part of the design process to further analyze lighting at the field, potential glare issues and measure and minimize the anticipated light spill relative to the project boundaries. Compared to existing lighting, lighting of nighttime ballpark events will create a new source of light in the vicinity of the ballpark during these events, but it is anticipated that such lighting will become a part of the fabric of the neighborhood over time.”

As of this writing, a preliminary photometric analysis has been done. It indicates that foot-candles of light from the sport lighting will not be measurable beyond the property line. An assessment of glare impacts is in process.

As with noise, the lighting seems unlikely to have a major economic or other impact on property in Lowertown.

### **Cumulative Effects**

As the EAW observes (pages 34–35), “It is likely that this development will induce other off-site development and/or redevelopment actions which are not considered phased or connected actions with the proposed ballpark.” It continues: “Demand for adjacent development is

anticipated to be incrementally increased in direct response to the 400,000 additional Lowertown visitors each year. Based on conservative estimates, over the next decade, the project could potentially leverage the following adjacent development on surrounding neighborhoods:

- Residential units: 1,495
- New tax base: over \$219 million of assessed value
- New taxes: over \$4.4 million per year
- New office, service and retail jobs: 189”

Given that applications for building permits in the Lowertown Historic District are reviewed by the Saint Paul Heritage Preservation Commission, which has guidelines in place to maintain the district’s historic character, the development that results from the ballpark should advance ongoing preservation efforts in the district.

### **Conclusions**

Lowertown was a hub of activity for many decades after settlement began in the nineteenth century. By the mid-twentieth century, however, the area had slipped into a period of somnolence. It was only through decades of efforts by the Lowertown Redevelopment Corporation, city agencies, private developers, and others that the area’s historic vibrancy is returning. The new ballpark will further advance that trend, bringing a unique amenity to the area. While the ballpark will affect the neighborhood, the effects appear to be of a sufficiently minor nature to result in a finding of “No Adverse Effect” regardless of whether the boundaries of the Area of Potential Effects encompass the entire Lowertown Historic District or even a larger area.

## **Attachment E: Renderings**

Saint Paul Ballpark, Ramsey County

SHPO Number: 2013-0116

December 2013











