

**CITY OF SAINT PAUL
HERITAGE PRESERVATION COMMISSION STAFF REPORT**

FILE NAME: 241 Kellogg Boulevard East
HISTORIC NAME: Depot Bar
CURRENT NAME: Kelly's Depot Bar
APPLICANT: Jim LaValle – TJL Development LLC
OWNER: Richard and Jean Kelly
DATE OF APPLICATION: September 14, 2018
DATE OF PRE-APPLICATION REVIEW: October 4, 2018
HPC DISTRICT: Historic Lowertown Heritage Preservation District (1984)
INVENTORY #: RA-SPC-4519
NRHP SITE/DISTRICT: Lowertown Historic District (1983) RA-SPC-4580
PERIOD OF SIGNIFICANCE: 1867-1929
CATEGORY: Non-Contributing **WARDS:** 2 **DISTRICT COUNCILS:** 17
ZONING: B5
CLASSIFICATION: Pre-Application Review
BUILDING PERMIT #: N/A
STAFF INVESTIGATION AND REPORT: Christine Boulware
DATE: September 28, 2018

A. SITE DESCRIPTION: The Depot Bar is a one-story, brick load-bearing building constructed by William Baumeister at the corner of Wacouta Street and Kellogg Boulevard in 1924 as a store for the Hamm Realty Company. The building permit index card notes the estimate cost of construction as \$2000 and describes the building as 21 ft. in width, 36 ft. in length, and 14 ft. in height. The National Register nomination form for the Lowertown Historic District describes the Depot Bar as a “small but nevertheless obtrusive bar which was extensively and inappropriately altered in 1945.” It appears that the Hamm Realty/Hamm Brewing Company owned the building at least throughout the 1930s. In 1945, a building permit for a \$2000 alteration/repair was issued and subsequent permits in the 1940s identify the owner of the property as the Depot Café/Depot Tavern. The building is categorized as non-contributing to the Historic Lowertown Heritage Preservation District.

B. PROPOSED CHANGES: The applicant proposes to construct a seven-story, market rate apartment building with parking in the first and second levels for a total of 35 stalls. The proposed footprint is 94 ft. along Kellogg Boulevard with a six-foot setback from the building to the east and 132 ft. along Wacouta Street with an eight-foot setback from the alley to the north. The proposed height is 75 ft. (seven-stories). Plans illustrate a box-massing with traditional base/shaft/capital form. Preliminary materials include: cast stone base, brick veneer, aluminum storefront windows, cementitious or metal panels, metal cap flashing and decorative lighting. Signage location is shown at the corner of Kellogg and Wacouta. The plans depict projecting balconies along the Wacouta elevation. The non-primary elevation materials change from brick to either cementitious or metal panels. Access to first level parking is proposed through garage doors at Kellogg and second-level parking would be accessed through the alley north of the building.

C. THE MEETING FORMAT FOR PRE-APPLICATION REVIEWS

Typically, the HPC allows for 20-30 minutes for review of each project. The informal review format is as follows:

- *Staff will make a brief presentation (5 minutes) identifying issues that should be addressed by the HPC.*
- *The applicant will make a brief presentation (5 minutes) describing the historic preservation design considerations pertaining to the project scope.*
- *The HPC will discuss the project and consider whether the project is consistent with the applicable design review guidelines and the SOI. While committee members may discuss the appropriateness of a design approach in addressing the guidelines or SOI, their role is not to*

design the project. Given the nature of some large rehabilitation projects, the HPC may suggest that the applicant retain a preservation architect.

➤ At the end of the review, the HPC Chairperson will summarize the issues that were identified, the position of the committee members, and list all recommendations for revisions. The summary includes majority as well as minority or split opinions. The summary should cite all applicable design guidelines and Standards.

Although the HPC works to provide comments that will result in a project that will be recommended for approval by the HPC, the discussion is preliminary and cannot predict the final recommendation of staff, public comment, and the decision of the full HPC during the Public Hearing Meeting. If final plans do not incorporate direction provided during the HPC pre-application review, approval is not likely.

It is assumed that one pre-application review will take place prior to a project being submitted for an HPC Public Hearing Meeting. On certain occasions, the HPC may recommend that an additional pre-application review take place. If another pre-application review is scheduled, then neighboring property owners may be notified of the review within at least 350 feet from the project site.

D. BACKGROUND:

This section will be completed for the final staff report. The applicant can provide information on the timeline and process.

E. PRESERVATION PROGRAM CITATIONS AND PRELIMINARY FINDINGS:

The Secretary of the Interior’s Standards for Rehabilitation
Historic Lowertown Heritage Preservation District Legislative Code Sec. 74-112.

PRESERVATION PROGRAM CITATIONS	Meets Preservation Program?	PRELIMINARY FINDINGS:
		<p>1. On March 22, 1984, the Historic Lowertown Heritage Preservation District was established under Ordinance No. 17120, § 2. The Heritage Preservation Commission shall protect the architectural character of heritage preservation sites through review and approval or denial of applications for city permits for exterior work within designated heritage preservation sites §73.04.(4).</p> <p>2. The property is categorized as non-contributing to the character of the Historic Lowertown Heritage Preservation District.</p>
<p><u>The Secretary of the Interior’s Standards for Rehabilitation</u></p>		
<p>SOI 9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize a property.</p>	<p>Need more information</p>	<p>3. The proposed new construction would require the demolition of the non-contributing Depot Bar. The size and features of the Depot Bar</p>

<p><i>The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.</i></p>		<p><i>are not consistent with the storefront and warehouse character of the surrounding historic district and its historic character has been compromised by alterations and additions completed after the period of significance for the heritage preservation district. The new construction would not destroy distinctive historic materials, features, spaces and spatial relationships that characterize the property. More detail reading the materials, features, and details will be necessary to determine if the new construction will be differentiated and compatible with the historic materials, features, size, scale and proportion, and massing.</i></p>
<p>SOI 10. <i>New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.</i></p>	<p>Yes</p>	<p>4. <i>The proposed new construction will be setback from the adjacent historic buildings and if removed in the future would not impair the essential form and integrity of the property and its environment.</i></p>
<p>Sec. 74-112.I New Construction Guidelines</p>		
<p>Sec. 74-112.I.A. Setback—Siting. <i>There should be no major variation in setback from the building line. Minor variations for bays and entrances are permissible. The proportion of built edge to open space should preserve the plane of the street wall, particularly along the streets facing Mears Park and the Farmer's Market.</i></p>	<p>Yes/No</p>	<p>5. <i>The setbacks comply with the guideline that states, “The proportion of built edge to open space should preserve the plane of the street wall....” This proposal is consistent in setback from Kellogg with the historic Weyerhauser-Denkman Building (Lowertown Lofts) to the east, the Union Depot Head House to the west, and the new construction Oaks Union Depot building north of the site along Wacouta Street.</i></p> <p><i>Partially inset balconies along the Wacouta Street elevation a minor variations in the street wall. The introduction of projecting balconies on primary elevations is discouraged.</i></p>
<p>Sec. 74-112.I.B Massing, volume and height. <i>The buildings of the district built before 1900</i></p>	<p>Yes/Not enough information</p>	<p><i>The proposed building footprint covers nearly the whole parcel and complies with the guidelines</i></p>

<p>are generally small to medium in volume and up to seven (7) stories in height. Sometimes several buildings are grouped. Buildings constructed after 1900 are generally large in volume and up to eight (8) stories in height, with the Burlington Northern Building being thirteen (13) stories. The structures of the district are distinguished by their boxy profiles; preservation of this aspect is the most essential element for maintaining the unity of the district. New construction should be compatible with the massing, volume, height and scale of existing adjacent structures.</p>		<p>for massing and volume. The preliminary elevation plans submitted show the proposed heights, but do not show how the floor levels relate to the adjacent historic and newer buildings. The base, shaft and capitol detailing of the building relates to the nearby buildings and along Fourth, Wacouta, and Kellogg complying with the guideline.</p> <p>The building setback from the neighboring historic building is six feet and should not compromise the historic integrity, long-term use and viability of the adjacent historic building by requiring any closure of existing, historic openings. Although this secondary façade of the Weyerhauser-Denkman building was exposed and visible for many decades, there are not visible advertising or ghost signs on the west elevation and this proposal will still allow for maintenance and repairs of the historic masonry wall.</p>
<p>Sec. 74-112.I.C. Rhythm and directional emphasis. The rhythm and directional emphasis is Lowertown can be found both in the relation of several buildings to each other and in the relation of the elements on a single building facade. Rhythm between buildings is usually distinguished by slight variations in height, windows and doors, and details, including vertical and horizontal elements. Rhythm may, as in the case of Park Square Court, be accentuated by slight projections and recessions of the facade, causing the scale of the building to match that of its neighbors. The rhythm and directional emphasis of the new construction should be compatible with that of existing adjacent structures.</p>	<p>Yes</p>	<p>Rhythm is created by window and door spacing, bays and detailing. The building has a boxy appearance which is recommended by the Lowertown Guidelines. The building also has a vertical emphasis and is horizontally organized by the storefront base, the shaft and the upper floor capital. This is consistent with surrounding structures. The storefront bays generally line up with the shaft and upper two floors. The use of similar colors, despite changes in materials, should be used to reinforce rhythm and directional emphasis.</p>
<p>Sec. 74-112.I.D. Roofs, caps and cornices. New roof, cap and cornice designs should be compatible with existing adjacent structures. Generally roofs in the district are flat. It is important for roof cornices and roof edges to</p>	<p>Yes/Not enough information</p>	<p>The guideline states “It is more important for roof edges to relate in size and proportion, than in detailing.” The proposed cornice complies with the guidelines. The</p>

<p><i>relate in scale, proportion and detailing.</i></p>		<p><i>flat roof is also consistent with the character of Lowertown.</i></p> <p><i>The applicant has indicated that a rooftop amenity feature is being considered and will be illustrated in future plans. The setback, materials, details and finishes of a rooftop patio will need to be reviewed for visibility and consistency with the preservation program.</i></p>
<p>Sec. 74-112.I.E. Materials and detail. <i>The materials of new construction should relate to the materials and details of existing adjacent buildings. New buildings in the district should provide more detailing than typical modern commercial buildings, to respond to the surrounding buildings and to reinforce the human scale of the district. Walls of buildings in the district are generally of brick, or occasionally of stone. All non-masonry surfaces, if painted, should be of colors compatible with the masonry character of the district.</i></p>	<p><i>Yes/No/Need more information</i></p>	<p><i>New construction in the historic district should reinforce the unique qualities and character of Lowertown without mimicking the historic buildings. The use of materials in new construction is paramount and can mean the difference in complying with the guidelines or not. One way to reinforce the existing character of Lowertown with new construction is to simplify the number of materials present on primary elevations. Brick and stone are the dominant materials in Lowertown and should be for new construction.</i></p> <p><i>The cementitious or metal panels are shown to the plans. Metal panels would be preferred to cementitious panels given the historic precedent of metal used in cornices and storefront details used in the Lowertown district.</i></p> <p><i>The use of metal panels on primary elevations, while not recommended, is employed in a way that does not dominate the facades. The metal panels are used to reinforce the capital element and a darker finish that would complement the brick color in this element could help to integrate custom vents.</i></p> <p><i>Double-hung window materials were not specified. Aluminum storefront materials were noted. Metal windows are not recommended by the guidelines but have been approved on a</i></p>

	<p>case-by-case basis in the Lowertown District. The material being proposed may not necessarily compromise the overall quality of the design, as long as the windows are appropriately colored and detailed. The guidelines state that "Window and door frames should be wood, appropriately colored or bronze-toned aluminum or vinyl-clad." A bronze toned aluminum would be acceptable. More detailed plans will need to be provided.</p> <p>Balconies are not addressed specifically in the guidelines but have been approved for new construction projects and for non-primary elevations on historic buildings in Lowertown. Balconies are proposed on primary elevations are visible are highly visible feature and have not been approved in the past with the exception of areas recessed into upper floors. If recessed and integrated into the overall design with dark metal railings balconies on the primary facades may comply.</p> <p>The guidelines call for materials to be used that are most prevalent in the District which is natural brick usually of dark red, buff or brown colors and that more detailing be incorporated with new construction than in typical modern commercial buildings. The guidelines do not distinguish between primary and non-primary elevations when addressing materials and detail, however, as with traditional buildings the detailing and material often changes for non-primary elevations. Typically a common brick would be used for non-primary elevations. The proposal continues the main elevation design and materials to the south, alley elevation and wraps the non-primary elevation for one-bay.</p>
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		<i>This is acceptable. The HPC will want to discuss the materials, colors and finishes in more detail.</i>
<p>Sec. 74-112.I.F. Windows and Doors <i>Windows should relate to those of existing buildings in the district in terms of solid to opening ration, distribution of window openings, and window setback. In most of the buildings in the district, the area of openings is between 30% and 50% of the facade wall. The proportion, size and detailing of windows and doors in new construction should relate to that of existing adjacent buildings. Double-hung windows are traditional in the district, and are preferred for new construction. Window mullions should emphasize their vertical direction. Casement windows and horizontal sliding windows are not historically common, and because they were not usually used in commercial district are not preferred for new construction. Window and door frames should be wood, appropriately colored, or baked enamel finish aluminum or vinyl-clad.</i></p>	Yes/No	<p>The guidelines state “Windows should relate to those of existing buildings in the district in terms of solid to opening ratio, distribution of window openings, and window setback. For most of the buildings in the district, the area of openings is between 30% and 50% of the facade wall. The proportion, size and detailing of windows and doors in new construction should relate to that of existing adjacent buildings.” The windows are punched but do not have similar depth from the wall as the historic buildings. The proposed solid-to-void relationship appears to be consistent with existing historic construction and adjacent new construction. The guidelines state “Double-hung windows are traditional in the district, and are preferred for new construction. Window mullions should emphasize their vertical direction.” Single and grouped double-hung windows are proposed above the first floor; this complies with the guideline. Mullions do have a vertical orientation. The first-level storefront windows are proportioned well but <i>should have a more substantial bulk-head to be more compatible with adjacent historic building given that the first-floor will be at grade and not several steps above sidewalk level.</i></p>
<p>Sec. 74-112.I.G. Parking <i>Parking lots should be screened from street and sidewalk either by walls or plantings or both. If walls are used, their materials should be compatible with the walls of existing adjacent buildings. Walls should be at least eighteen (18) inches high. Walls or plantings should continue the planes of existing adjacent buildings.</i></p>	No/Yes	<p>Given the grade change along Wacouta Street, <i>parking access for the first level is proposed from Kellogg Boulevard and is not consist with other buildings along Kellogg Boulevard.</i> Access for the second level is at the alley elevation and complies with the guideline.</p>
<p>Sec. 74-112.I.H. Landscaping and street furniture. <i>When lots are used for green</i></p>	Need	<p>Street trees, lighting and street furniture were not shown in the</p>

<p>space or parking, a visual hole in the street "wall" may result. Landscape treatment can eliminate this potential problem by avoiding a wall of enclosure for the street. Traditional street elements of the area, such as granite curbs, should be preserved. New street furniture should complement the scale and character of the area.</p>	<p>information</p>	<p>preliminary plans, but have been discussed with the applicant. The Wacouta plans should be consistent with the HPC approved plans for the Oaks at Union Depot construction and Kellogg plans should be consistent with the existing historic lighting and street features.</p> <p>If street trees are required, accessible trees grates shall be used and not pavers. If there are brick gutters, granite curbs and brick or granite pavers that will be disturbed in the Public Right-of-Way around the site, including the alley, and the applicant will need to maintain these historic elements and make any necessary repairs.</p>
<p>Sec. 74-112.III Signs and accessories</p>		
<p>Sec. 74-112.III.A Materials. Sign materials should complement the materials of the related building and/or the adjacent buildings. Surface design elements should not detract from or conflict with the related structure's age and design in terms of identification symbol (logo), lettering, and related patterns or pictures. Materials used should be the same as those used for signs during the period of the building's construction, such as wood, wrought iron, steel, and metal grill work. Newer materials such as extruded aluminum and plastics may not be appropriate.</p>	<p>Need information</p>	<p>The corner projecting sign is a place holder for future signage. Materials and details were not provided.</p>
<p>Sec. 74-112.III.B Types. The sign type should enhance the building's design and materials. New billboards are not permitted in the Lowertown District.</p>	<p>Yes</p>	<p>Corner blade-signs are a sign type historically found in the Historic Lowertown Heritage Preservation District.</p>
<p>Sec. 74-112.III.C Location and method of attachment. There should be no sign above the cornice line or uppermost portion of a facade wall. Signs should not disfigure or conceal architectural details. Painted signs of pedestrian scale may be permissible on glass windows and doors. The facade should not be damaged in sign application except for mere attachment. The method of attachment should respect the structure's architectural integrity and should become an extension of the</p>	<p>Generally, but need more information</p>	<p>Corner projecting signs are an appropriate location. Given the grade change at the location, the location between the second and fourth floors should not conceal architectural details, but will need to have a separation from the facades. More details regarding the proposed signage and attachment will be required.</p>

<p><i>architecture. Projecting signs should have a space separating them from the building. (Protection of architecture in method of attachment shall be regarded as a basis for granting variance of the normal zoning code prohibition against guy wire supports for projecting signs).</i></p>		
<p>Sec. 74-112.III.D Lighting. <i>Location of exterior lights should be appropriate to the structure. Signs should generally be lit from on the site. There should be no flashing, blinking, moving, or varying intensity lighting. Subdued lighting is preferred. Backlit fluorescent or exposed neon are generally inappropriate.</i></p>	<p>Need more information</p>	<p><i>Signage details have not been provided. Decorative lighting is shown along the brick, vertical areas along the primary elevations and rear elevation. So long as the fixtures and finishes are compatible with the design and guidelines and the lighting is subdued, the lighting will comply.</i></p>
<p>Sec. 74-112.III.E. Grills, exhaust fans, Etc. <i>Grills, exhaust outlets for air conditioners; bath and kitchen exhaust fans should be incorporated into filler panels and kept out of principal facades, if possible. They may be painted the same color as the filler panel.</i></p>	<p>Generally, but need more information</p>	<p><i>The guidelines state “Grills, exhaust outlets for air conditioners, bath and kitchen exhaust fans should be incorporated into filler panels and kept out of principal facades, if possible. They may be painted the same color as the filler panel.” There are pre-finished metal architectural louvers/vents proposed on all elevations and while not recommended, they are generally integrated into the overall design but should be colored to match the surrounding panels.</i></p>
<p><i>(Ord. No. 17120, § 2, 3-22-84)</i></p>		

G. PRELIMINARY RECOMMENDATIONS: based on the preliminary findings staff recommends the applicant incorporate the following comments and recommendations into the project design:

1. Provide architectural renderings and photo overlays showing the proposed new construction in context as it would relate to the footprints and elevations of the surrounding buildings in the heritage preservation district. This information will be necessary to make findings regarding setback, footprint, height and massing.
2. Masonry and mortar specifications and details will need to be provided for final review.
3. More details regarding the changes to the hardscape, landscape, and proposed changes to the roadway, sidewalk, and curb alignments will need to be submitted for review. Those features and details should follow historic precedent as closely as possible and comply with Chapter 74 of the City of Saint Paul Legislative Code.
4. Landscaping and fencing/screening plans will need to be included with the final submission.
5. The pre-existing condition of the surrounding public right-of-way shall be documented prior to any demolition, and all extant historic materials shall be carefully removed, salvaged, secured, and reinstalled. This includes but is not limited to tree grates, granite/stone curbs, brick gutters and brick/stone alley.
6. The pre-finished architectural louvers on the two primary elevations are acceptable in this case given they are custom, colored appropriately, and integrated into the overall design.

However, the exhaust hood vents on the two primary elevations shall not be approved.
Alternatives shall be submitted to staff for final review and approval.

7. The door and window glass shall not be reflective, tinted or mirrored.
8. A more substantial bulkhead should be added at the base of all store-front windows along Kellogg.
9. Some signage and lighting was indicated on the plans, however, a separate application and details will be required.
10. Construction level plans will need to include materials, details, colors and finishes.

H. ATTACHMENTS:

1. HPC Design Review Application
2. Preliminary plans and photographs submitted by applicants