

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

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FILE NAME: 740 Seventh Street East  
DATE OF APPLICATION: February 4, 2014  
APPLICANT: Mississippi Market  
OWNER: City of Saint Paul – Housing and Redevelopment Authority (HRA)  
DATE OF HEARING: September 11, 2014  
HPC SITE/DISTRICT: Dayton’s Bluff Heritage Preservation District  
CATEGORY: Vacant Land  
CLASSIFICATION: New Construction  
STAFF INVESTIGATION AND REPORT: Bill Dermody  
DATE: September 5, 2014

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**A. SITE DESCRIPTION:**

The subject site encompasses the northeastern 1.03 acres of a 2.78-acre vacant lot bounded by 7<sup>th</sup> Street, Maple Street, 6<sup>th</sup> Street, and Bates Avenue. The lot formerly contained the Hospital Linen development in its northeastern portion and several residential buildings in its southwestern portion, all of which have been demolished. The lot slopes downhill from northeast to southwest. The southwestern portion of the lot is anticipated to be developed as a multi-story residential building that is not part of this application.

**B. PROPOSED CHANGES:**

The applicant proposes to construct a new grocery store with a footprint of approximately 15,252 square feet, and a 54-space surface parking lot to the rear (southeast). The northeastern portion of the building is 1-story, while the southwestern portion has a 2<sup>nd</sup> floor and a basement level that is partially above ground due to the site slope. Site plans, floor plans, and elevations are attached.

**C. BACKGROUND:**

Earlier in 2014, the HPC held two pre-application reviews for the subject proposal. In 2004-05, the HPC approved demolition plans for the previous buildings on the lot, including Hospital Linen. Also in 2005, the HPC held a pre-application review for a multi-family residential project that was never constructed.

**D. GUIDELINE CITATIONS:**

***Dayton’s Bluff Heritage Preservation District Design Guidelines (1992)***

**Leg. Code § 74.87. General principles.**

- 1. All work should be of a character and quality that maintains the distinguishing features of the building and the environment. The removal or alteration of distinctive architectural features should be avoided as should alterations that have no historical basis and which seek to create an earlier appearance. The restoration of altered original features, if documentable, is encouraged.*
- 2. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.*

3. *Deteriorated architectural features should be repaired rather than replaced whenever possible. In the event of replacement, new materials should match the original in composition, design (including consideration of proportion, texture and detail), color and overall appearance.*
4. *New additions or alterations to structures should be constructed in such a manner that if such additions or alterations were to be removed in the future, the form and integrity of the original structure would be unimpaired.*
5. *The impact of alterations or additions on individual buildings as well as on the surrounding streetscape will be considered; major alterations to buildings which occupy a corner lot or are otherwise prominently sited should be avoided.*
6. *New construction should be compatible with the historic and architectural character of the district.*

**Sec. 74.90. - New construction and additions.**

**(b) General guidelines:**

**(1) Site evaluation.** *Existing historic buildings and landscape features should be retained and rehabilitated in plans for redevelopment.*

**(2) General character.** *New construction should reinforce the historic architectural and visual character of the area. Specifically, it should refer to the traditional two- and three-story dwelling and commercial building module and typical setbacks already established in the district and in the adjacent area.*

**(3) Pedestrian circulation and parking.** *New construction should be oriented toward streets which are inviting environments for pedestrians. Parking areas should be placed at the rear of buildings wherever possible or screened with landscaping, low walls or appropriately detailed fences.*

**(4) Views and vistas.** *Exceptional views of the city and river valley provided from the public way should not be obstructed by new buildings or structures.*

**(c) Principal buildings; additions:**

**(1) Massing and scale.** *New construction should conform to the massing, volume, height, facade proportions and scale of surrounding structures and also comply with existing zoning regulations. The gross volume of any new structure should be visually compatible with the buildings and elements within the surrounding area. New dwellings and commercial buildings should be compatible with the height of existing adjacent buildings.*

**(2) Materials and details.** *Materials and details should relate to those of existing nearby buildings. Wood or masonry construction is typical for existing residential buildings in the district, while masonry is typical of commercial buildings. These materials are preferable to vinyl, metal or hardboard siding. Imitative materials such as artificial stone or brick veneer should not be used. Materials will be reviewed to determine their appropriate use in relation to the overall design of the structure. The use of vinyl, metal or hardboard siding will be considered by the commission on a case-by-case basis. These materials may be permissible in new construction of principal buildings if appropriately detailed.*

**(d) Building elements:**

**(1) Roofs.** *The gable and hip roof or their variants are the primary historic roof forms in the district, with many variations and combinations. In new construction, the*

*skyline or roof profile should relate to the predominant roof shape of nearby buildings. Highly visible secondary structure roofs should be compatible with the roof pitch, color and material of the main structure.*

*The roofing materials used on new buildings should be appropriate to the design of the building and the visibility of the roof.*

*Roof hardware such as skylights, vents and metal pipe chimneys should not be placed on the front roof plane.*

**(2) Windows and entries.** *Vertically oriented, double-hung sash are the predominant historic window type in the district. The proportion, size, rhythm and detailing of windows and entries should be compatible with that of existing nearby buildings. The rhythm of solids to voids created by openings in the facade of the new structure should be visually compatible with surrounding structures.*

**(3) Porches and decks.** *Porches are a standard feature of many historic houses in the district and whether enclosed or unenclosed they are an important part of the streetscape. In new construction, the front entry should be articulated with a design element such as a porch, portico or landing which provides a transitional zone between the semipublic and public exterior zones and the private interior zone. This design element should be appropriately detailed and compatible with the size and scale of the building.*

*Decks should be constructed at the rear of the building and should be integrated into the overall design. Decks should be appropriately detailed and should not be raised in a manner which makes them conspicuous.*

**(f) Site considerations:**

**(1) Setback and siting.** *The setback of new buildings in most residential and commercial areas should be compatible with the setback of existing adjacent buildings.*

**(2) Parking.** *Residential parking areas should be confined to the rear of existing or new buildings. Parking spaces should be screened from view from the public street by landscaping such as hedges, grade changes or low fences.*

**(3) Fences.** *Fences which allow some visual penetration of front yard space are preferable to complete enclosure. Fences of wrought iron or wood which enclose the front yard should be no higher than three and one-half (3½) feet. Cyclone fences should not be used to enclose front yards in the front half of side yards.*

**(4) Retaining walls.** *Stone, brick and split face concrete block are preferable to landscape timber for the construction of retaining walls. Masonry retaining walls should be finished with caps or appropriate details.*

**(5) Public improvements.** *New street and landscape improvements, lighting, street furniture and signs should be compatible with the character of the historic district. The historic urban pattern of gridplan streets should be retained and enhanced in improvement projects.*

**(6) Signs.** *Sign materials and design should complement the materials and design of the building and adjacent buildings. (See also: Storefront Guidelines.)*

**(7) Views and vistas.** *New buildings or other structures should not block key views and vistas of the river valley and the downtown skyline.*

**(C.F. 92-900, § 2(I)(B), 7-23-92)**

**Storefront Guidelines**

**(g) East Seventh Street: Hope Street to Bates Street.**

**(1) General provisions:** *The passerby can travel up or down East Seventh Street without much of a sense of the historic neighborhood on each side of the avenue. The four-lane street is a major artery and divides the Swede Hollow corner of the district from the rest of the bluff. East Seventh is visually dominated by the large institutional mass of the Wilder Residence. A scattering of historic and modern commercial buildings and a few residences constitute the other structures. Excellent views of downtown Saint Paul and the river valley are afforded from various points along the streets. Vacant parcels are found on both sides of the street, and there is a small public park triangle at the north side of the Maple Street intersection.*

*This portion of East Seventh Street has been a mixture of residential, commercial and institutional uses since the late nineteenth century. In 1892, the corridor between Bates and Hope streets was occupied by several mansions and a number of double houses, as well as a variety of commercial buildings. The street was not lined with a continuous row of stores and shops, such as those still found along Payne Avenue or farther up the street at the Arcade Street intersection. However, existing historic commercial buildings are built out to the sidewalk with no setback from the property line. This creates a uniform alignment of facades that provides a visually strong streetscape. The Stutzman Block—with its wedge shape and corner turret—is the most architecturally significant.*

**a. Design.** *New construction along East Seventh should serve as an attractive frame for the historic neighborhood behind it. Fewer historic reference points are found here than along adjacent streets. However, the important route of East Seventh through the neighborhood requires very sensitive consideration of land use, siting and building design issues.*

**b. Siting and setback.** *New construction, particularly commercial, should maintain the uniform setback of older commercial buildings along the street. Where facades must be set back from sidewalks, low walls, landscaping or other elements should define the street edge.*

**c. Parking.** *Parking areas should be located at the side or at the rear of the buildings and should be screened with landscaping, low walls or appropriately detailed fences. Large paved areas should be divided with landscaping at the interior of the site.*

**d. Massing, height and scale.** *New construction should conform to the massing, volume, height, facade proportions and scale of buildings within view of the site, and also comply with existing zoning regulations. The gross volume of any new structure should be visually compatible with the building elements within the surrounding area.*

**e. Materials and details.** *Although the architectural character of the street is quite eclectic, materials and details should be compatible with those in the district. Wood or masonry construction is typical for existing residential buildings in the district, while masonry is typical of commercial construction. These materials are preferable to vinyl, metal or hardboard siding. Imitative materials such as artificial stone or brick veneer should not be used. The use of vinyl, metal or hardboard siding will be considered by the commission on a case-by-case basis. These materials may be permissible in new construction if appropriately detailed.*

**(2) Building elements:**

**a. Roofs.** *Flat roofs are more typical of commercial buildings while the gable and hip roof or their variants are the primary historic residential roof forms in the district.*

*In new construction, the skyline or roof profile should relate to these predominant roof shapes.*

*Roofing materials used on new buildings should be appropriate to the design of the building and the visibility of the roof.*

*Roof hardware such as skylights, vents and metal pipe chimneys should not be placed on the visible portion of the roof such as the front roof plane.*

**b. Windows and entries.** *Prominent first floor display windows and distinctive entries facing the street are typical for existing historic commercial buildings.*

*Vertically oriented, double-hung sash is the predominant window type for upper stories in the district. The location, proportion, size, rhythm and detailing of windows and entries should address these traditional district forms.*

**c. Signs and lighting.** *Signs, graphics and lighting should be designed as part of the facade. Signs on commercial blocks housing several adjacent business should be designed to unify the facade, while providing identity for individual businesses. Type style, sign color and sign materials should complement the building exterior. Lighting should be compatible with the building exterior and signs. Internally lighted signs should not be used where they overpower the facade or setting.*

#### **E. FINDINGS:**

1. On July 23, 1992, the Dayton's Bluff Heritage Preservation District was established under Ordinance No. 17942 (Council File #92-900). 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).
2. The subject site is located within the Dayton's Bluff Historic District and is currently vacant land. Located at the intersection of 7<sup>th</sup> Street and Maple Street, the proposed building has two primary elevations: one along each street frontage.
3. General character: The general form, heights, and setback of the proposed building *reinforce the historic architectural and visual character of the area* and are typical for commercial buildings already established nearby along 7<sup>th</sup> Street and are not out of character with the 2-3 story single-family and multi-family buildings nearby. The large (for the area) building footprint is effectively broken up into distinct parts to better reflect the smaller commercial building forms prevalent along 7<sup>th</sup> Street.
4. Pedestrian circulation and parking: The proposed building is *oriented toward streets* and the elevations provide *inviting environments for pedestrians* with windows at both 1<sup>st</sup> floor and basement levels, materials changes, architectural details such as blind windows at the basement level, and a cut-corner entrance facing the street intersection. Appropriately, customer parking is *placed at the rear of buildings*. The parking should be screened from off-site view. Parking lot screening from Maple Street is proposed to be partially provided by landscaping, primarily in Phase II, with ornamental (generally open) metal fencing. Screening from 7<sup>th</sup> Street is provided by the building. Screening from the southeast residential properties is a combination of retaining walls, shrubs, and trees.
5. Views and vistas: Although a view study was not provided, the 1- to 3-story building would not appear to obstruct *exceptional views of the city and river valley provided from the public way*.
6. Massing, height and scale: The building generally conforms to *the massing, volume, height, facade proportions and scale of buildings within view of the site*. The

massing is somewhat differing from surrounding structures because the building's gross volume is larger, and therefore has blocking of materials to visually reflect the predominant narrower commercial building frontages along 7<sup>th</sup> Street. The building is *compatible with the height of existing adjacent buildings*, which are 2-3 stories.

7. Materials and details: The brick portions of the building *relate to* the brick used on many *existing nearby buildings*, including the adjacent multi-family building across Maple Street on 7<sup>th</sup> Street and other buildings along 7<sup>th</sup> Street. The painted fiber cement panels, akin to hardboard, are generally not preferred, but can be *considered by the commission on a case-by-case basis*, and the material *may be permissible in new construction if appropriately detailed* – as presented, the panels lack detail typical for the area, including as compared to the Stutzman building across 7<sup>th</sup> Street. The cement panels are used as a second primary material to break up the building into distinct blocks. The building also uses corrugated metal as a sign band (accent) material, though it is not found nearby. As called for by the design guidelines, the building uses no vinyl or metal siding, nor imitative materials such as artificial stone or brick veneer.
8. Roofs: The flat roof *relates to the predominant roof shape of nearby buildings*, including the adjacent multi-family building, and is *typical of commercial buildings* in the district. The multi-tiered roofline is different from nearby buildings, but is necessary to provide proper massing in this historic context. In accordance with the guidelines, no roof hardware or mechanical systems are *placed on the visible portion of the roof*, per the submitted plans. The plans provide a view analysis of the rooftop mechanical systems that shows the systems to be first viewable from 96' away to the northeast (uphill), 209' away to the southeast, 130' away to the southwest (downhill), and 117' to the northwest.
9. Windows and entries: The building has typically *prominent first floor display windows*, though it would be more compatible with surroundings, especially the Swede Hollow Café in the Stutzman building across 7<sup>th</sup> Street, to use solid plate-glass display windows near the 7<sup>th</sup> Street entrance. However, in general, the *proportion, size, rhythm and detailing of windows and entries is compatible with that of existing nearby buildings*. The *rhythm of solids to voids created by openings in the facade is visually compatible with surrounding structures*. Window frames should have a dark finish.
10. Setback and siting: The zero setback along 7<sup>th</sup> Street and wrapping around to the Maple Street frontage is *compatible with the setback of existing adjacent buildings along 7<sup>th</sup> Street, maintain(s) the uniform setback of older commercial buildings along the street*, and is compliant with the zoning regulations for setbacks.
11. Parking: It is appropriate that the parking lot is located behind the building. The parking lot *should be screened from view from the public street by landscaping such as hedges, grade changes or low fences*, and *large paved areas should be divided with landscaping at the interior of the site*. The parking lot is screened from 7<sup>th</sup> Street by the building. From Maple Street, the parking lot is screened by an ornamental metal fence.
12. Fences: The proposed ornamental metal fences *allow some visual penetration of front yard space*, are constructed of appropriate materials. Though fence heights are not provided, they should be *no higher than three and one-half (3½) feet* in front yards (along 7<sup>th</sup> & Maple Streets). The fences should have a dark finish.
13. Retaining walls: Proposed retaining walls appropriately use *concrete block* materials,

which should be *finished with caps or appropriate details*. The “formal-face” style shown in the material details, which is a split-faced style, should be selected rather than the “casual” style.

14. Public improvements: The sidewalk and public right-of-way landscaping improvements are *compatible with the character of the historic district*. The site does not contain any historic streets, according to historic plats, so there are no such connections to be re-established or enhanced through this site.
15. Signs and lighting: The proposed 20’-high parking lot lights are *compatible with the building exterior and signs*. Details on wall lights and any relocated or new sidewalk light poles were not provided with the application and will require future review. All lights, wall and free-standing, should have a dark finish. The proposed wall signs and projecting sign are of appropriate sizes and in appropriate locations that complement the building design and appear to be *designed as part of the facade* with type style that complements the building exterior. The sign backgrounds are a metal material that complements metal used elsewhere on the façade. Though the letter materials are not provided, they appear to be plastic with internally illuminated individual lettering, which should be changed to indirectly lit signage so as to not *overpower the facade or setting*.

**F. STAFF RECOMMENDATION:**

Based on the findings, staff recommends approval of the building permit application provided the following conditions are met:

1. All windows, doors, fences, and lights shall have a dark finish.
2. The wall signs and projecting sign should use indirect lighting rather than internal lighting, and should not include plastic as a visible material.
3. Retaining wall blocks shall use the “formal” style, which resembles split-faced rather than smooth-faced block.
4. All final materials and details shall be submitted to HPC staff for final review and approval.
5. Any revisions to the approved plans must be reviewed and approved by staff and/or the HPC.
6. The HPC stamped approved construction drawings remain on site for the duration of the construction project.

**G. ATTACHMENTS:**

1. HPC Design Review Application
2. District 4 & Citizen Testimony
3. Street View Images
4. Plans
5. Materials Specifications



*Saint Paul Heritage Preservation Commission  
 Department of Planning and Economic Development  
 25 Fourth Street West, Suite 1400  
 Saint Paul, MN 55102  
 Phone: (651) 266-9078*

## HERITAGE PRESERVATION COMMISSION DESIGN REVIEW APPLICATION

This application must be completed in addition to the appropriate city permit application if the affected property is an individually designated landmark or located within an historic district. For applications that must be reviewed by the Heritage Preservation Commission refer to the HPC Meeting schedule for meeting dates and deadlines.

### 1. CATEGORY

Please check the category that best describes the proposed work

- |  |   |  |
|--|---|--|
| <input type="checkbox"/> Repair/Rehabilitation | <input type="checkbox"/> Sign/Awning          | <input checked="" type="checkbox"/> New Construction/Addition/<br>Alteration |
| <input type="checkbox"/> Moving                | <input type="checkbox"/> Fence/Retaining Wall | <input type="checkbox"/> Pre-Application Review Only                         |
| <input type="checkbox"/> Demolition            | <input type="checkbox"/> Other _____          |  |

### 2. PROJECT ADDRESS

Street and number: 750 East Seventh Street Zip Code: 55106

### 3. APPLICANT INFORMATION

Name of contact person: Christina Nicholson

Company: Mississippi Market Cooperative, Inc.

Street and number: 622 Selby Ave

City: Saint Paul State: MN Zip Code: 55104

Phone number: (651) 379-5246 e-mail: cnicholson@msmarket.coop

### 4. PROPERTY OWNER(S) INFORMATION (If different from applicant)

Name: \_\_\_\_\_

Street and number: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_

Phone number: (\_\_\_\_) \_\_\_\_\_ e-mail: \_\_\_\_\_

**5. PROJECT ARCHITECT (If applicable)**

Contact person: Bruce Cornwall

Company: LHB

Street and number: 701 Washington Avenue N

City: Minneapolis State: MN Zip Code: 55401

Phone number: (612) 338-2029 e-mail: bruce.cornwall@lhbcorp.com

**6. PROJECT DESCRIPTION**

Completely describe ALL exterior changes being proposed for the property. Include changes to architectural details such as windows, doors, siding, railings, steps, trim, roof, foundation or porches. Attach specifications for doors, windows, lighting and other features, if applicable, including color and material samples.

Construction of a 25,300 sf, 1.5 story retail grocery store. The basement level (6000 sf) will house a kitchen production facility. See attached plans for details on doors, windows, materials, and other applicable specifications.

*Attach additional sheets if necessary*

**7. ATTACHMENTS**

Refer to the *Design Review Process sheet* for required information or attachments.

**\*\*INCOMPLETE APPLICATIONS WILL BE RETURNED\*\***

**ARE THE NECESSARY ATTACHMENTS AND INFORMATION INCLUDED?**

**YES**

Will any federal money be used in this project?	YES	<u>      </u>	NO	<u>  x  </u>
Are you applying for the Investment Tax Credits?	YES	<u>  x  </u>	NO	<u>      </u>

I, the undersigned, understand that the Design Review Application is limited to the aforementioned work to the affected property. I further understand that any additional exterior work to be done under my ownership must be submitted by application to the St. Paul Heritage Preservation Commission. Any unauthorized work will be required to be removed.

Signature of applicant: [Signature] Date: 8.15.14

Signature of owner: \_\_\_\_\_ Date: \_\_\_\_\_

**FOR HPC OFFICE USE ONLY**

Date received: 8-21-14 FILE NO. 14-039  
Date complete: \_\_\_\_\_  
District: DB /Individual Site: \_\_\_\_\_  
Pivotal/Contributing/Non-contributing/New Construction/Parcel:  
Type of work: Minor/Moderate/Major

\_\_\_\_ Requires staff review

Requires Commission review

Supporting data: YES NO  
Complete application: YES NO

The following condition(s) must be met in order for application to conform to preservation program:

**It has been determined that the work to be performed pursuant to the application does not adversely affect the program for preservation and architectural control of the heritage preservation district or site (Ch.73.06).**

\_\_\_\_\_  
HPC staff approval

Date \_\_\_\_\_

Submitted:

- 3 Sets of Plans
- 15 Sets of Plans reduced to 8 1/2" by 11" or 11" by 17"
- Photographs
- CD of Plans (pdf) & Photos (jpg)
- City Permit Application
- Complete HPC Design Review application

Hearing Date set for: 9-11-14

City Permit # \_\_\_\_\_ - \_\_\_\_\_

**Spong, Amy (CI-StPaul)**

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**From:** Durant, David <durant@uky.edu>  
**Sent:** Wednesday, August 13, 2014 8:55 PM  
**To:** Spong, Amy (CI-StPaul)  
**Cc:** Gail Graham  
**Subject:** re: the Miss. Market proposed store on 7th st

Dear members of the HPC:

As residents of 401 Maple Street, Saint Paul, we are immediately adjacent to the proposed new Mississippi Market on 7th street.

We have been impressed by the openness and cooperation that the market's representatives have demonstrated in their planning for the site. In the several public meetings to which they've brought their plans, they've consistently been candid and alert to community issues. They also have met with the immediate neighbors twice. In both cases they listened to our ideas, made changes when they felt them possible, and were open about they could do.

We believe that the proposed store will strengthen our neighborhood. A cooperative venture is, of course, committed to community in some senses wherever it's located. Here it will give the neighborhood good food as well as a locus for the neighborhood.

While the proposed building is certainly not in early 20th century style, as are the houses on our block of Maple Street, it echoes some of the aspects of the surrounding buildings in appearance and styles.

We are sure that the Market has planned its exterior and its landscape with a great sense of responsibility to their new neighbors.

We therefore recommend that the HPC approve their proposal.

Tammy and David Durant

# Stutzman Group of Dayton's Bluff

July 23, 2014

Council President Lantry  
320 City Hall  
15 West Kellogg Blvd  
Saint Paul, MN 55101

Dear Kathy,

Having seen the current drawings of the proposed Senior Housing for the West portion of the Hospital Linen site, we would like to express our concerns about two prominent features of this project:

1. The scale of this building is not in keeping with the surrounding area. Although the designers have done a good job of trying to break up the façade it is still larger than anything on East 7<sup>th</sup> Street, including the original parking ramp design for Metro State.
2. There is no retail on the street level. We are trying to reestablish a commercial strip on East 7<sup>th</sup> Street and a "walkable community". We would hate to miss an opportunity to build on this vision.

Although we believe this is a quality project and is certainly needed; we have long-range concerns about it. We would like to see the project go forward in Dayton's Bluff on a site more suited to a building of this size. Could it be built on the larger parcel of land to the East, possibly across from the Health Clinic in Beacon Bluff?

We look forward to discussing this further.

Thank you,



Susan Tietjen  
President

CC: Christine Boulware PED  
Amy Spong PED  
Deanna Forster Dayton's Bluff Community Council

619 Bates Avenue, Saint Paul, MN 55106  
**Owners of the Historic Stutzman Building**



View looking northeast down 7<sup>th</sup> Street. Vacant subject site is on the right.



View from farther away, looking in same direction. Foreground portion of the vacant lot includes land that is not part of this application, but anticipated to become multi-family residential.



View across the subject site toward Downtown Saint Paul.



Close-up view of the Stutzman building across 7<sup>th</sup> Street to the west of the subject site.



Another view of the Stutzman building.



Streetscape farther northeast on 7<sup>th</sup> Street. The multi-family building on the far right is just across Maple Street from the subject site.



Still farther northeast along 7<sup>th</sup> Street.