

Preliminary Section 106 Findings Memo

Date: 06/08/2021

To: George Gause, Saint Paul Heritage Preservation Supervisor

From: Renee Barnes and Maggie Jones, Historians, MnDOT Cultural Resources Unit

RE: Kellogg Boulevard/Third Street (S.P. 164-158-028)

The professionally qualified staff (as per 36 CFR 61, Section 106) in the Minnesota Department of Transportation (MnDOT) Cultural Resources Unit (CRU) have reviewed the above-referenced Federal Highway Administration (FHWA) undertaking pursuant to our FHWA-delegated responsibilities for compliance with Section 306108 (formerly known as Section 106 of the National Historic Preservation Act [54 USC 300101 et seq.]) and its implementing regulations, 36 CFR 800, and as per the terms of the 2015 Section 106 Programmatic Agreement between the FHWA, the U.S. Army Corps of Engineers (Corps), MnDOT, and the Minnesota State Historic Preservation Office (SHPO).

Project Description

This project will reconstruct Kellogg Boulevard / Third Street retaining walls, approach roadway, and Bridge Nos. 62080 and 62080A over Union Pacific Railroad, BNSF Railway, Bruce Vento Nature Sanctuary, Commercial Street, and Interstate (I-94). The preliminary project limits extend from Broadway Street to Mounds Boulevard. The project involves demolition of the current structure and reconstruction of piers, abutments, beams, bridge deck, railings, parapets and approach roadways. Traffic operations on the existing bridge have been restricted from four-lane capacity to three traffic lanes and one six-foot wide sidewalk due to structural deficiencies. The proposed bridge will accommodate four traffic lanes and 12-foot wide shared bicycle/pedestrian facilities in both eastbound and westbound directions. Traffic signal and intersection accommodations for the proposed Gold Line bus rapid transit (BRT) will also be included in this project. Excavation will be required to construct foundations and for storm utilities.

Area of Potential Effects

As defined in 36 CFR 800.16, the area of potential effects (APE) is “the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist.” The APE includes areas of physical alteration and ground-disturbing activities; visual, audible, and atmospheric changes during and after construction. The APE encompasses the proposed construction limits including staging areas and a 300-foot buffer around bridge construction for potential vibratory effects (Figure 1).



Figure 1: Area of Potential Effects

Consultation

Per 36 CFR 800 and existing agreements between FHWA and certain tribes, our unit invited the following groups to consult on the Section 106 process: Fort Peck Tribes, Lower Sioux Indian Community, Prairie Island Indian Community, Santee Sioux Nation, Shakopee Mdewakanton Sioux Community, Sisseton Wahpeton Oyate of the Lake Traverse Reservation, Turtle Mountain Band of Chippewa, Upper Sioux Community and the Saint Paul Heritage Preservation Commission.

Identification and Evaluation

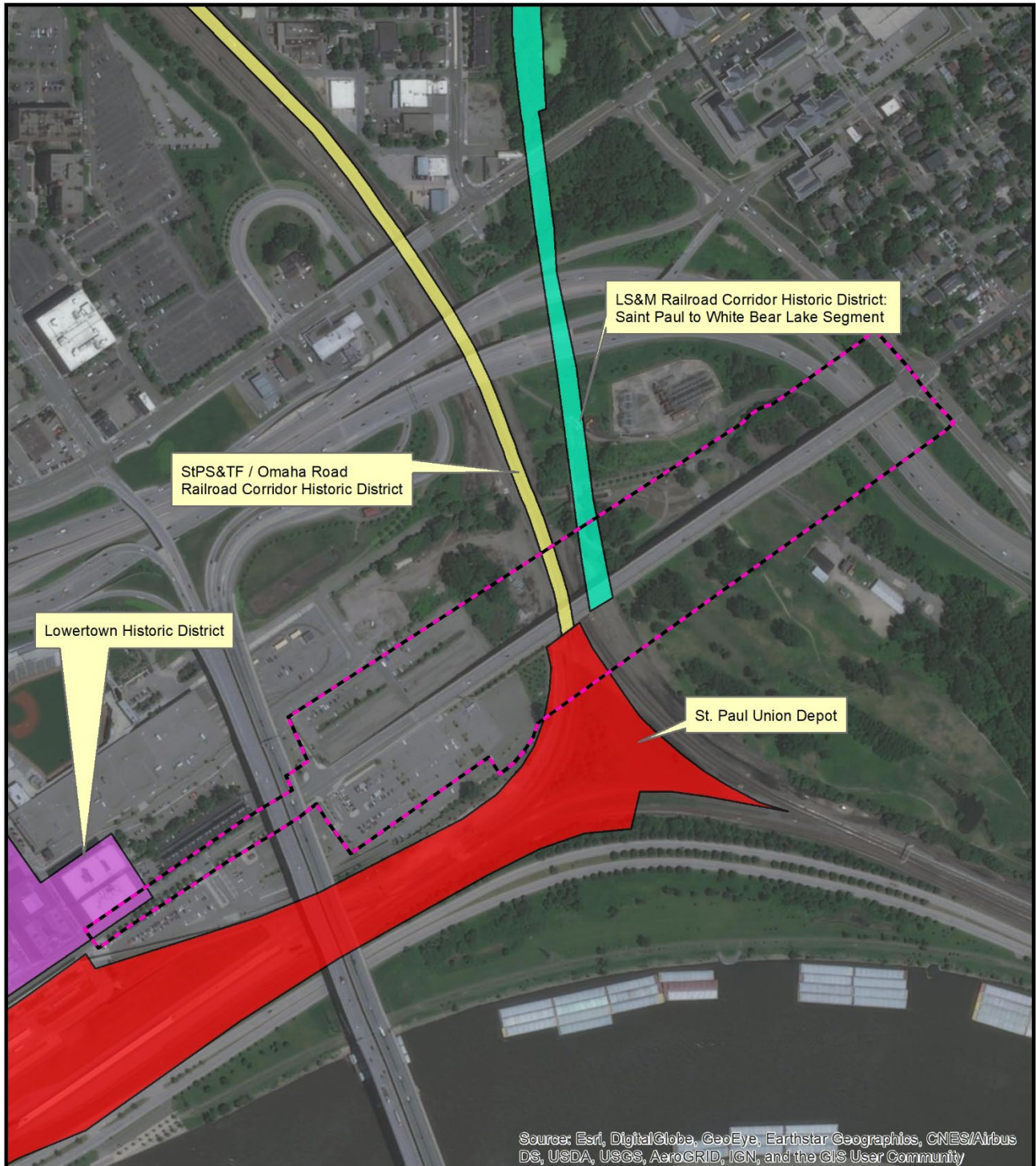
CRU staff reviewed information on known historic properties (i.e., those determined eligible for or listed on the National Register), significant state sites, and burials/cemeteries, including databases maintained by SHPO, Office of the State Archaeologist (OSA) (including the unrecorded historic cemeteries database), and the Minnesota Indian Affairs Council (MIAC).

Archaeology

There are no known archaeological sites within the APE. MnModel 4 Landscape Suitability Model was used to assess the potential for archaeological sites. Although the areas within the APE have high site potential based on the landscape, the area has been significantly disturbed by development and railroad construction. It is unlikely that an intact significant site is within the APE, it is our unit's recommendation that no survey is warranted.

Architecture History

The APE has previously been surveyed for architecture/history properties. There are no bridges of historic age within the APE. Dayton's Bluff Historic District is a Local Heritage Preservation District adjacent to the project area, however, the historic district is outside of the APE. Figure 2 details the boundaries of the four historic properties within the APE (Figure 2).






<p>Legend</p> <p> Area of Potential Effects (APE)</p> <p>Name</p> <p> LS&M Railroad Corridor Historic District: Saint Paul to White Bear Lake Segment</p> <p> Lowertown Historic District</p> <p> St. Paul Union Depot</p> <p> StPS&TF/Omaha Road Railroad Corridor Historic District</p>	<p>KELLOGG BRIDGE SP 164-158-028 RAMSEY COUNTY HISTORIC PROPERTIES IN APE</p>	  <p>0 100 Meters</p>  <p>0 440 Feet 1:6,000</p> <p>Date Saved: 6/8/2021 11:38:41 AM</p>
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Figure 2: Historic properties in APE

Table 1: Historic Properties in the APE

Inventory Number	Historic Property Name	Eligibility
XX-RRD-CNW001	StPS&TF / Omaha Road Railroad Corridor Historic District	Eligible
RA-SPC-4580	Lowertown Historic District	National Register Listed; Local Heritage Preservation District
RA-SPC-5225; RA-SPC-6907	St. Paul Union Depot	National Register Listed; Contributing to Lowertown Historic District
XX-RRD-NPR001	Lake Superior & Mississippi Railroad Corridor Historic District: Saint Paul to White Bear Lake Segment	Eligible

Saint Paul, Stillwater & Taylors Falls / Chicago, Saint Paul, Minneapolis & Omaha Road Railroad Corridor Historic District (StPS&TF/Omaha Road Historic District) is an approximately 15-mile-long railroad corridor running roughly northeast-southwest between the Saint Paul Union Depot (RA-SPC-5225, RA-SPC-6907) and Stillwater Junction, southwest of Stillwater. The only resource within the APE is the extant railroad roadway which is contributing.

The StPS&TF/Omaha Road Historic District is eligible for inclusion in the National Register under Criterion A in the area of Transportation. It meets the Railroad MPDF registration requirements for a railroad corridor historic district as a railroad that made an early connection between Saint Paul and Chicago and as a Granger Railroad, providing transportation for agricultural products from southern Minnesota to terminal markets in Saint Paul, Chicago, and Omaha. The period of significance begins in 1871, when the railroad was completed between Union Depot and Stillwater Junction, and extends to 1957 when the Omaha Road ceased to operate independently and formally merged with the Chicago & Northwestern.

Lowertown Historic District (RA-SPC-4580) covers 16 blocks located on the eastern edge of downtown Saint Paul, north of the Mississippi River. The district contains primarily late 19th- and early 20th-century warehouses and wholesale buildings constructed for railroad-related businesses. The commercial buildings serve a utilitarian function but were often designed by prominent architects to convey the prominent styles of the time, including Italianate, Queen Anne, Richardsonian Romanesque, Beaux Arts, and Classical Revival. The Lowertown Historic District was listed in the National Register in 1983 and is significant under Criterion A in the areas of Commerce, Industry, and Transportation for being the site of a major railroad hub and the location of Saint Paul’s

warehouse and wholesaling district during the late 19th and early 20th centuries. Lowertown is also significant under Criterion C in the areas of:

- Architecture, for its collection of commercial buildings, many designed by nationally recognized architects;
- Community Planning, for the grid street platting and design and grade changes made to accommodate the needs of the growing warehousing area, and for the placement of Mears (formerly Smith) Park; and
- Landscape Architecture for Mears (Smith) Park which has been maintained since the block's conversion to a park in the 1870s.

The historic district's period of significance extends from 1870 to 1923, the construction dates of the earliest and last contributing resources within the district, respectively. Character-defining features include the design of the contributing properties, which have simple block massing with a variety of applied styles; a grid street pattern; sloping topography toward the river; and Mears (formerly Smith) Park as the nucleus and visual center—all "dramatic street patterns and grade changes which were made in the 1870s." While the roadways and sidewalks provide a physical framework for the historic district, they have been rebuilt or reconstructed numerous times since the end of the period of significance and no longer maintain integrity of material, design, or workmanship. Additionally, Lowertown was designated a City of St. Paul Local Heritage Preservation District in 1984.

St. Paul Union Depot (RA-SPC-5225; RA-SPC-6907) was constructed between 1917 and 1926 at the southern edge of downtown St. Paul and overlooking the Mississippi River, the Saint Paul Union Depot (Union Depot) is a five (5)-story, limestone-clad, Neoclassical style railroad depot that is now a multimodal facility. Union Depot was originally listed in the National Register in 1974 and the boundary was increased in 2014. The property has statewide significance under Criterion A in the areas of Transportation, Commerce, and Industry and under Criterion C in the areas of Architecture and Engineering. In the areas of Transportation, Commerce and Industry, Union Depot characterizes St. Paul's early 20th-century buildings which reflected the importance of railroad transportation in the early growth, expansion, and prosperity of the quickly growing commercial center. In the area of Architecture, Union Depot is significant for its use of the Neoclassical style, which was prevalent in public and governmental buildings between the World Wars. In the area of Engineering, Union Depot is significant for the construction of the train deck and yards. The period of significance extends from 1917, the year construction began, to 1963 when Union Depot's use as a transportation hub and passenger depot declined.

Character-defining features of Union Depot include the Neoclassical design elements, vaulted interior passenger concourse, a semi-circular front approach, train deck, elevated rail yards, connection to the rail yards, and significant grading and placement on sloping topography toward the Mississippi River. Another character-defining feature is the setting and prominent placement of Union Depot within the Lowertown neighborhood, illustrating the relationship of Union Depot to St. Paul as a vibrant commercial center in the early 20th century. Union Depot contributes to the Lowertown Historic District, discussed above. It is also located within the boundaries of the locally designated Lowertown Heritage Preservation District.

The **Lake Superior & Mississippi (LS&M) Railroad Corridor Historic District: Saint Paul to White Bear Lake Segment (XX-RRD-NPR001)** extends from a wye junction just east of Union Depot (RA-SPC-5225, RA-SPC-6907) in downtown Saint Paul to the 1935 White Bear Lake Depot (RA-WBC-0121). The historic property, originally built by the LS&M Railroad in 1868, is an approximately 11-mile segment of a 155-mile-long railroad corridor that ran from Saint Paul to Duluth's port on Lake Superior in 1870.

The LS&M Railroad Corridor Historic District: Saint Paul to White Bear Lake Segment is eligible for inclusion in the National Register under Criterion A in the area of Transportation as an early segment of what became the primary rail connection between the navigable waterways of the Mississippi River and Lake Superior and as an important railroad connection between downtown Saint Paul and the summer tourism industry of White Bear Lake. The LS&M Railroad Corridor Historic District meets the registration requirements in the Railroad MPDF. Within the Project APE, the only resources are the railroad roadway, which is contributing.

Preliminary Assessment of Effects

The Project is anticipated to have **No Adverse Effect** on the **Saint Paul Union Depot**. The historic property would not be physically affected by the Project, nor would any Project elements visually effect the transportation/multimodal character of the historic property. Vibration will not affect the rail-related resources within the APE. The Project would not alter any of the characteristics that qualify the historic property for inclusion in the National Register or diminish the historic property's integrity of location, design, setting, materials, workmanship, feeling, or association.

The Project is anticipated to have **No Adverse Effect** on the **StPS&TF / Omaha Road Railroad Corridor Historic District**. The potential bridge footings are within the boundary of the historic district. The project will introduce a new bridge within the viewshed of the historic district, but the change is minimal from the current condition. Vibration will not affect the rail-related resources within the APE. The Project would not alter any of the characteristics that qualify the historic property for inclusion in the National Register or diminish the historic property's integrity of location, design, setting, materials, workmanship, feeling, or association.

The Project is anticipated to have **No Adverse Effect** on the **Lowertown Historic District**. The historic property would not be physically affected by the Project, nor would any Project elements visually effect the of the historic property. Vibration related to bridge footing construction will be over 600 feet from the district and has no potential to effect the historic district. The Project would not alter any of the characteristics that qualify the historic property for inclusion in the National Register or diminish the historic property's integrity of location, design, setting, materials, workmanship, feeling, or association.

The Project is anticipated to have **No Adverse Effect** on the **Lake Superior & Mississippi Railroad Corridor Historic District: Saint Paul to White Bear Lake Segment**. The potential bridge footings are within the boundary of the historic district. The project will introduce a new bridge within the viewshed of the historic district, but the change is minimal from the current condition. Vibration will not affect the rail-related resources within the APE. The Project would not alter any of the characteristics that qualify the historic property for inclusion in the National Register or diminish the historic property's integrity of location, design, setting, materials, workmanship, feeling, or association.

Preliminary Findings

The proposed work includes reconstruction of infrastructure that has existed in this location for many decades and the essential physical features of the historic properties within the APE will not be affected. The proposed work will not diminish any of the seven aspects of integrity that convey the historic significance for the properties listed above. As such, it is the preliminary finding of MnDOT CRU that the undertaking will have no adverse effect to those properties. This finding is based on the condition that our unit will review plans at 30/60/90 percent completion to ensure any project modifications do not result in any substantive changes, meaning those that would create an adverse effect on historic properties.