SAINT PAUL'S RIVER BALCONY:
A LAND USE HISTORY AND REVIEW OF HISTORIC RESOURCES

Prepared for the

City of Saint Paul Department of Planning and Economic Development

by

Landscape Research LLC
Saint Paul, MN

2015

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A Land Use History and Review of Historic Resources

Prepared for the

City of Saint Paul
Department of Planning and Economic Development
25 W. 4th Street
St. Paul, Minnesota
Attention: Lucy Thompson, Principal City Planner

by

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1.0 INTRODUCTION AND OBJECTIVES

In 2015, the City of Saint Paul hired Landscape Research LLC to provide historic resource consulting as part of the River Balcony Master Plan and Phase I Schematic Design. The River Balcony was proposed in the Saint Paul *Great River Passage Master Plan* (2013) to extend along the downtown Mississippi River bluff from the Science Museum of Minnesota to the Saint Paul Union Depot. Comprised of a series of parks and development sites linked by a continuous broad pedestrian walkway, this public promenade will link key downtown development sites and offer many gathering places overlooking the river.

The historic resources study is a foundation for the planning team's understanding of the area's past history of land use and current opportunities. The bluffs were of great significance to the Dakota people, and with permanent white settlement became a staging area for early river and rail transportation. Remaining historic resources in the bluff-defined study area have been previously recorded, but previously unidentified or under-documented resources were noted for further evaluation and potential use in future interpretation. The consultants also developed a powerpoint presentation containing many of the images in this report.

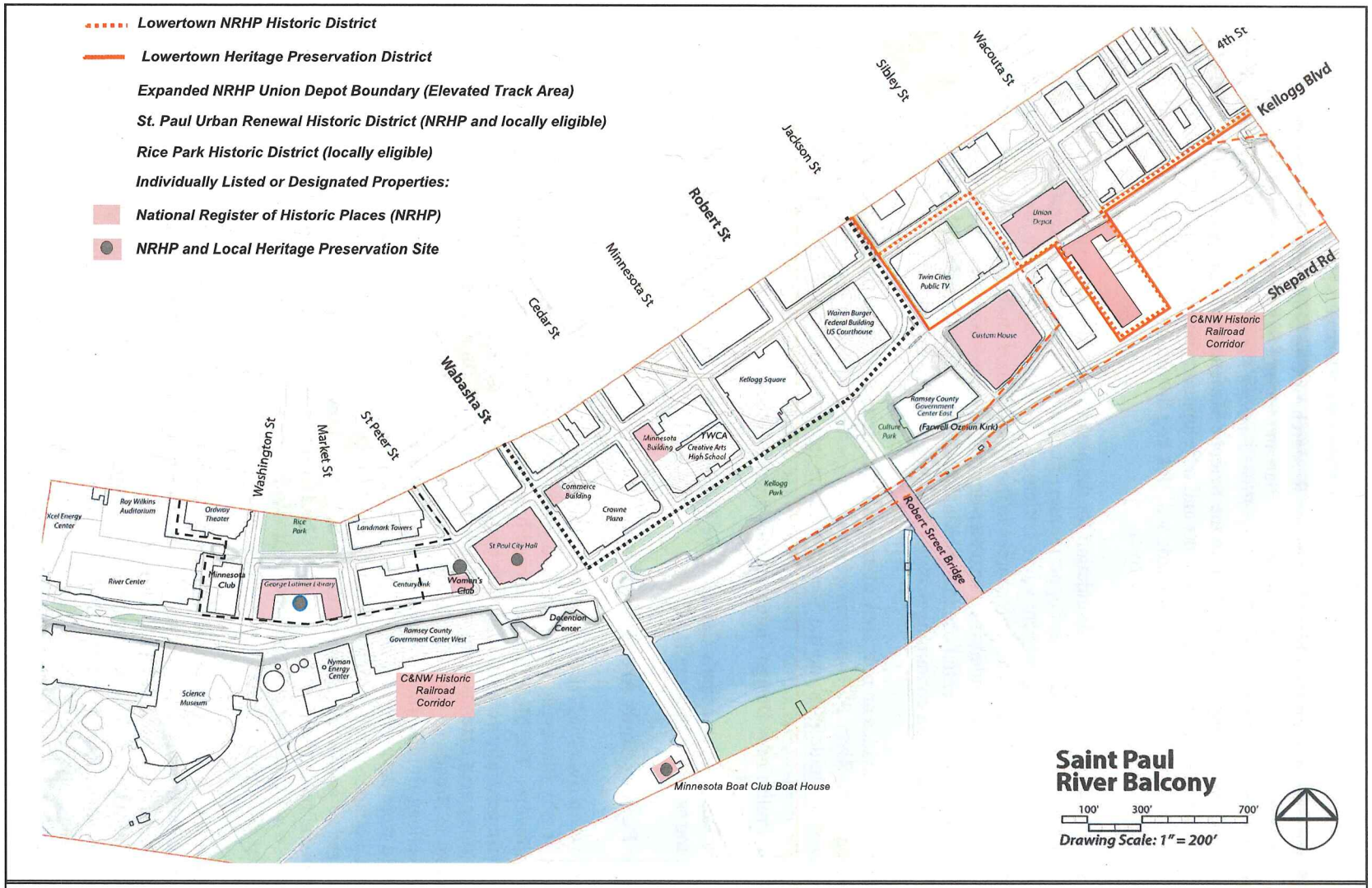
The study also provides an overview of existing historic preservation guidelines with potential application to the River Balcony area's historic properties, including the Lowertown Historic District Design Guidelines and the Secretary of the Interior's *Standards for the Rehabilitation of Historic Properties* (*Standards*). During the course of the study, Landscape Research participated in drafting Preliminary Design Guidelines for the project area.

Landscape Research principals Carole Zellie and Amy Lucas conducted the fieldwork and research and prepared this report.

1.1 River Balcony Study Area Description

The downtown river bluff rises about 100 feet above the river at Wabasha Street and is comprised of layers of gray Platteville Limestone and yellow and white St. Peter Sandstone, capped by a thin layer of alluvium. The bluff face is exposed between the Wabasha and Robert Street bridges, but is otherwise generally covered over with building, bridge, and other construction. The River Balcony study area extends along the bluff roughly from Chestnut Street and the Upper Landing at the west to Broadway Street at the east, and from the north side of Shepard Road to the south side of Kellogg Boulevard. The adjacent approximately twenty-five blocks of the city's early street grid were developed during the late 19th century as an industrial, commercial, and residential quarter, but buildings primarily constructed after 1900 now occupy this area. The modernized infrastructure of the steamboat hub at the Lower Landing (at Jackson Street) remains, but the broad rail corridor at the base of the bluff, as well as Union Depot and adjacent Lowertown warehouse district, are the most vivid evidence of the nationally-significant railroad center that grew here.

Little evidence remains of the mid-19th-century alignment of the original street system on the lower bluff, although Eagle, Hill and Ontario Streets retain their early names. Shepard and Warner Roads, largely built on fill during the 1960s, traced over the historic river levee. Atop the bluff, E. Third Street was lined with the city's important early financial and commercial businesses, but beginning in the 1920s, it was replaced with Kellogg Boulevard, and nearly all of the 19th- and early 20th-century buildings were removed. Kellogg Boulevard construction involved a system of concrete ramps and approaches that are still in use.



Saint Paul River Balcony Historic Designation Map

Figure 1

St. Paul's River Balcony: A Land Use History and Review of Historic Resources
Landscape Research LLC
November 2015

Base Map: Metropolitan Design Center

2.0 SOURCES AND METHODS

2.1 Background Research

The consultants conducted research at the Minnesota Historical Society and the Saint Paul Public Works and Parks and Recreation Departments. The *Annual Reports* of the Saint Paul Public Works Department are among sources for documentation of the construction of the city's riverfront infrastructure. Public Works Department records also document the details of street construction from ca. 1890 to the present. Maps dating from 1851 to the present document the land use history of the area. The 1884 and 1916 city atlases (G.M. Hopkins) and fire insurance maps (1884-1951) were valuable in compiling a land use history. The City of Saint Paul assisted with compiling and plotting 1927 Sanborn and 2014 map coverage for the study area.

Minnesota Historical Society collections include photographs, paintings and drawings of the bluff from ca. 1855 to the present. The *Saint Paul Globe*, *Saint Paul Pioneer Press* and *Minneapolis Tribune* for the period 1887-1930 were also consulted.

2.2 Previous Evaluations

Cultural resource evaluations have been conducted for properties within the current project area since the 1970s, beginning with National Register of Historic Places (NRHP) nominations for properties such as the Saint Paul Public Library/James J. Hill Reference Library, listed in 1975.

Evaluation studies, inventory forms, and NRHP nominations within the study area were reviewed and the results are reported on Table 1 (Appendix). The current study did not prepare any new property inventory forms but was prepared to recommend any properties requiring additional identification and evaluation. Archaeological resources were not included in the scope of this study.

The 16-block Lowertown National Register Historic District includes the Saint Paul Union Depot. The district was listed in the NRHP in 1983 and as a local historic district in 1984. It includes 37 contributing properties spanning the period 1880-1920. With the exception of three blocks along Jackson Street, the NRHP historic district is also designated as a local heritage preservation district (Figure 1).

In 1999, the NRHP eligibility of Kellogg Boulevard between Eagle Street and the Lafayette Bridge was evaluated as part of the Kellogg Boulevard Streetscape Project. The boulevard was recommended as not eligible for the NRHP. The study noted the roadway and a number of buildings were constructed during the period 1915 to 1940, but recommended that there was not a "high enough concentration of potentially contributing buildings to represent a district." The study observed, "While the historical significance of Kellogg Boulevard is clear, its historical integrity is poor."[1] Engineering significance was not among the areas of significance evaluated in depth, however, and this may be an area for future study.

Preparation for the Shepard/Warner/East CBD Bypass Project (1994) and Science Museum construction (1997) included archaeological investigations of the area near Chestnut Street and

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[1] Andrew J. Schmidt and Kristen Zschomler, *Evaluation of National Register of Historic Places Eligibility for Kellogg Boulevard.* Submitted by the 106 Group Ltd. to SRF Consulting Group and City of St. Paul Department of Public Works, 1999.

the Upper Landing.[2]

Cultural resource evaluations for the Central Corridor Light Rail project began in the mid-1990s.[3] The route was later realigned off the I-94 corridor and resulting changes to the area of potential effect were evaluated in 2004. The *Supplemental Historic Properties Investigations and Evaluations for the Central Corridor Light Rail Transit Project* (2008) included Union Depot, the Saint Paul Athletic Club, and the Minnesota Mutual Life Insurance Company Building.[4] The proposed Saint Paul Urban Renewal Historic District was determined NRHP-eligible by SHPO. Addition of the Union Depot Elevated Rail Yard to the Union Depot boundary was recommended by the Union Depot Multi-Modal Transit Hub Phase I and II Architectural History Survey (2007) and was subsequently revised in the NRHP.[5] Various studies have evaluated the Rice Park area; the *Historic Sites Survey of Saint Paul and Ramsey County, 1980-1983* (1983) recommended that the Rice Park Historic District was potentially NRHP eligible.[6] No SHPO concurrence has been located. The area was also evaluated for local designation in 2001.[7]

As shown on Figure 1, within the project area the Saint Paul Heritage Preservation Commission has locally designated the Lowertown Historic District, the Saint Paul Central Library (George Latimer)/James J. Hill Research Library, the Saint Paul Women's City Club, the Saint Paul City Hall/Ramsey County Courthouse, and the Minnesota Boat Club Boathouse. The downtown Saint Paul riverfront is part of the 72-mile-long Mississippi National River and Recreation Area, established by Congress in 1988.[8]

2.3 Fieldwork

The project team conducted fieldwork across the project area by automobile and pedestrian survey. The objective was to record character-defining features of the bluff line and surrounding area and to view all buildings, structures, and landscapes.

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[2] 106 Group Ltd., *Shepard/Warner/East CBD Bypass Archaeological Sites Potential.* St. Paul, Minnesota. Submitted to City of St. Paul Department of Public Works, 1993; 106 Group Ltd., *Additional Research for Potential Historic Archaeological Sites, Shepard/Warner/East CBD Bypass Project*, St. Paul, Minnesota. Submitted to City of St. Paul Department of Public Works, 1994; 106 Group Ltd, *Literature Search for the the Science Museum Relocation Expansion Project, City of St. Paul Ramsey County, Minnesota*. Submitted to the St. Paul Department of Planning and Economic Development and SRF Consulting Group, 1997.

[3] Hess, Roise and Company and Foth and Van Dyke, *Phase I and II Cultural Resources Investigations of the Central Corridor, Minneapolis, Hennepin County, and Saint Paul, Ramsey County, Minnesota.* Submitted to Minnesota Department of Transportation, Ramsey County Regional Railroad Authority and Hennepin County Regional Railroad Authority, 1995.

[4] Hess, Roise and Company, *Supplemental Historic Property Investigations and Evaluations for CCLRT Project: Minnesota Mutual Building and St. Paul Urban Renewal Historic District.* Submitted by Hess, Roise and Company, Minneapolis, Minnesota, 2008.

[5] William E. Stark and Jeanne-Marie Mark, *Phase I and II Architectural History Survey for the Union Depot Multi-Modal Transit Hub Project, St. Paul, Ramsey County, Minnesota*. Submitted by the 106 Group Ltd., St. Paul, Minnesota, 2007; Cleary Larkin, "St. Paul Union Depot National Register of Historic Places Registration Form," July 1, 2013.

[6] Patricia Murphy and Susan Granger, *Historic Sites Survey of St. Paul and Ramsey County, 1980-1983: Final Report.* Prepared for the Ramsey County Historical Society and the St. Paul Heritage Preservation Commission, 1983.

[7] Carole Zellie and Garneth O. Peterson, "Rice Park Historic District Study." Prepared by Landscape Research and BRW/URS for the St. Paul Heritage Preservation Commission, 2001.

[8] John O. Anfinson, *River of History: A Historic Resources Study of the Mississippi National River and Recreation Area* (Minneapolis: University of Minnesota Press, 2003), 13.

3.0 LAND USE HISTORY AND SUBCONTEXTS:
Saint Paul's Downtown River Bluff, 1949-1978

3.1 Introduction

Historic contexts developed for downtown Saint Paul and the Mississippi River assist in evaluating properties for historic significance and in determining historic integrity. Previously developed historic contexts applicable to the study area include "Downtown Saint Paul," 1849-1975."[9] Certain properties are also related to the statewide contexts, "Railroads and Agricultural Development, 1870-1940," "Urban Centers, 1870-1940," and the Multiple Property Documentation Form, "Railroads in Minnesota 1852-1956." *River of History: Historic Resources Study of the Mississippi National River and Recreation Area* (2003) outlines other river corridor themes and contexts.[10]

Five subcontexts were developed to provide a foundation for River Balcony planning:

1. The River Gateway to Saint Paul: Geology and the Landscape Architect and Artist
2. The Bluff and Saint Paul's Pioneer Period: 1837-1862
3. The Railroad Hub: 1862-1972
4. Third Street Becomes Kellogg Boulevard: 1900-1940
5. Tearing Down Downtown: Urban Renewal: 1955-1978

These subcontexts are also useful in compiling a land use history for the downtown river bluff. As shown on Table 1, all properties within the corridor have been previously inventoried as part of National Register of Historic Places evaluations and other studies. The landscape feature comprising the downtown bluff, which does not appear to retain enough historic integrity to be considered an historic property, was not evaluated. Its pattern of historic land use, however, is the subject of this study.

Certain properties within the study area have been determined eligible for the NRHP as contributing to the Lowertown Historic District (NRHP and locally-designated). The Lowertown District is comprised of buildings primarily related to warehousing and railroads. The areas of significance include Commerce, Industry, and Transportation, Engineering, and Architecture. As shown on Table 1 and Figure 1, certain properties are individually NRHP-listed or have been determined NRHP-eligible. The Saint Paul Urban Renewal Historic District (2008), which was determined NRHP-eligible, includes properties bordering Kellogg Boulevard (Figure 1).

3.2 Subcontext 1:
The River Gateway to Saint Paul:
Geology and the Landscape Architect and Artist

> It is acknowledged, by visitors who appreciate the beautiful in nature, that St. Paul possesses, to an exceptional degree, a varied and pleasing landscape. Elevations from which can be viewed long stretches of river bluffs on the one hand, and a broad expanse of charmingly undulating surface of land on the other, are to be found in various parts of

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[9] Carole Zellie and Garneth O. Peterson, "Historic Context: Downtown St. Paul, 1849-1975." Prepared for the St. Paul Heritage Preservation Commission by Landscape Research and BRW/URS, St. Paul, Minnesota, 2001.
[10] Anfinson (2003).

> the city. Very few, if any, cities in the land are so highly favored in this respect by nature as is St. Paul.
>
> Josiah B. Chaney, "Early Bridges and Changes of the Land and Water Surface in the City of St. Paul," 1904.[11]

Framed by the Trout Brook and Chestnut Street ravines, Saint Paul's downtown river bluff was the gateway feature that announced the city's location to early travelers and traders. The bluff edge of downtown Saint Paul is about about ninety feet above the river on a deep shelf of Platteville Limestone and St. Peter Sandstone. The bluff descends to Broadway, and then rises to an elevation of nearly two hundred feet at Dayton's Bluff. The city and surrounding bluffs offer panoramas up and down the river.

The ancient Mississippi washed the bluffs into a narrow channel at this point. The layers of St. Peter Sandstone are composed of soft white and yellow sand deposited on the beach of an ancient ocean. The exposure of St. Peter Sandstone on the east side of the city was the basis for the Dakota name for Saint Paul, *Imnizha ska,* or "white rock." Native Americans of the Hopewell culture placed burial mounds atop Dayton's Bluff. Dakota lived in this area from the 17th century until the Treaty of 1837, and the Dakota village of Kaposia was located at the foot of Dayton's Bluff east of downtown.[12]

Dayton's Bluff offered a spectacular elevation above Trout Brook and Phalen Creek. Carver's Cave, just below Indian Mounds Park on the bluff, is important to Dakota tradition and culture and is one of the best-known natural landmarks on the Upper Mississippi River.[13] Jonathan Carver visited the cave in 1766 and published a description that attracted 18th- and 19th-century explorers and tourists.[14]

Above the St. Peter Sandstone is a narrow band of soft, gray Glenwood Shale, and the hard, light-colored buff or gray Platteville Limestone. Although prone to weathering, the limestone proved to be an excellent material for bridges, foundations, and many types of buildings.

In the 1850s, and in the decades following, some citizens were interested in preserving the views from the downtown bluff, but no action to place downtown riverfront parcels in public ownership was taken; arguably, there was greater urgency to develop trade along the steamboat and railroad corridors. When landscape architect H. W. S. Cleveland arrived in Saint Paul in February 1872 to deliver an address to the Chamber of Commerce, and visited again in June 1872 to address the Common Council, he would have observed two decades' worth of development that supported a population of about 20,000. Construction concentrated around the downtown river levee and along the Trout Brook Valley. The valley, cutting through oak-studded upland prairie broken by small creeks, and the terrace below the bluffs provided routes for the railroad lines already edging out the business blocks, dwellings, civic buildings, and churches, as well as the warehouses and factories that would comprise most of Lowertown during the late 19th century. The city's few public squares had few landscape improvements (Figure 2).

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[11] Josiah Chaney, *Early Bridges and Changes of the Land and Water Surface in the City of St. Paul.* Collections of the Minnesota Historical Society, vol. 12 (St. Paul: Minnesota Historical Society, 1908), 5.

[12] Anfinson, 14.

[13] Anfinson, 59.

[14] Alan R. Woolworth and Nancy Woolworth, "Carver's Cave: An Enduring Landmark on the Upper Mississippi River" (Minneapolis: Institute for Minnesota Archaeology). Accessed at http://www.fromsitetostory.org/sources/papers/carverscave/carverscave.asp

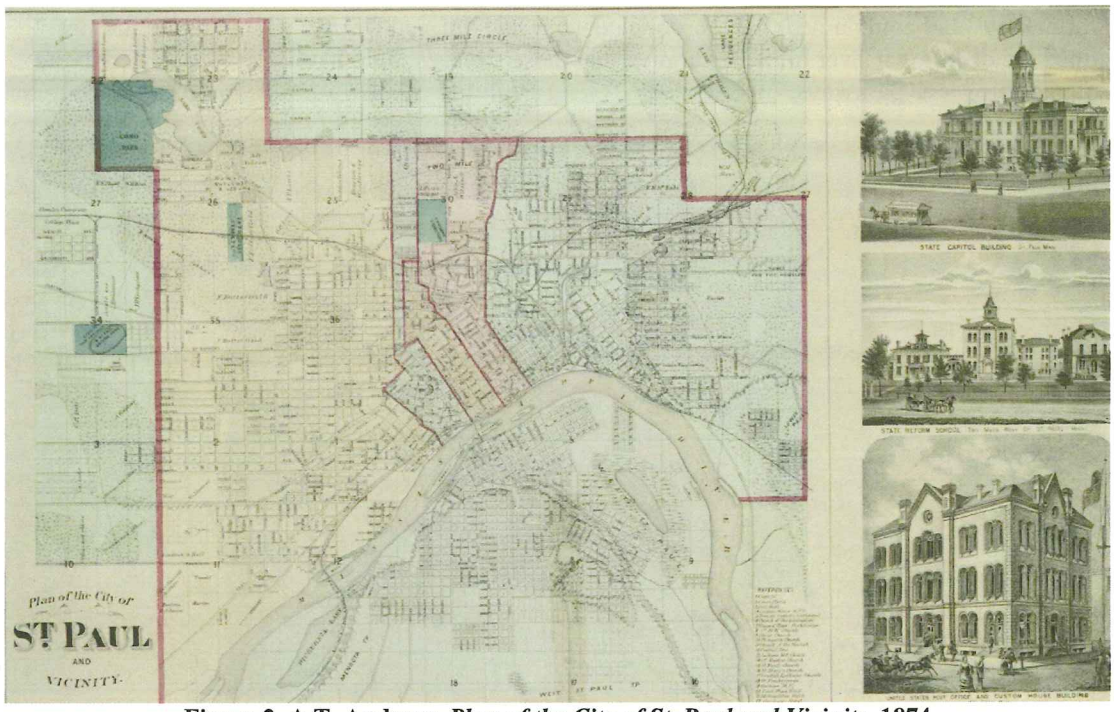

Figure 2. A.T. Andreas, *Plan of the City of St. Paul and Vicinity*, 1874

Inspired by the river gorge between Minneapolis and Saint Paul, which provided the armature for his writings, lectures and park plans during the next twenty years, Cleveland urged both cities to acquire riverfront property before it was too late. In "A Park System for the City of St. Paul," a lecture delivered in June 1872, he cited the success of older cities such as New York and Chicago in creating park systems.[15] He urged Saint Paul to preserve what "nature had furnished without cost." He noted:

> The steep and densely wooded bluffs comprise one of the most important objects in the general outlook. They can posses but little intrinsic value, but if suffered to be marred by quarries, and their picturesque features destroyed, as they are liable to be if left in private hands, they will present a most unsightly aspect, in conspicuous view from all parts of the city . . . a park, or least a fine driveway along the bluff, should by all means be secured, and the bluffs themselves preserved from desecration.
>
> H. W. S. Cleveland, *A Park System for the City of St. Paul,* June 24, 1872

Cleveland lamented the loss of public bluff views from Summit Avenue because it had not been laid out along the bluff's edge. He singled out Carpenter Park (later Summit Overlook) at Ramsey Street as a remaining opportunity. He urged the preservation of hills and elevated points for public grounds, and preserving "breathing places" for the "toiling multitudes who have neither the time nor the means to visit the extensive pleasure grounds."[16] In 1910, Josiah Chaney observed that Saint Paul had already "lost several of its most beautiful park sites by man's greed

[15] H.W. S. Cleveland, *A Park System for the City of St. Paul.* Lecture delivered to St. Paul Common Council, June 24, 1872:14.
[16] Ibid, 7.

for money" and complained that the stone quarries had defaced Dayton's Bluff and buildings lined the downtown river bluff. He argued that these streets should have been "dedicated to the public forever as parkways."[17]

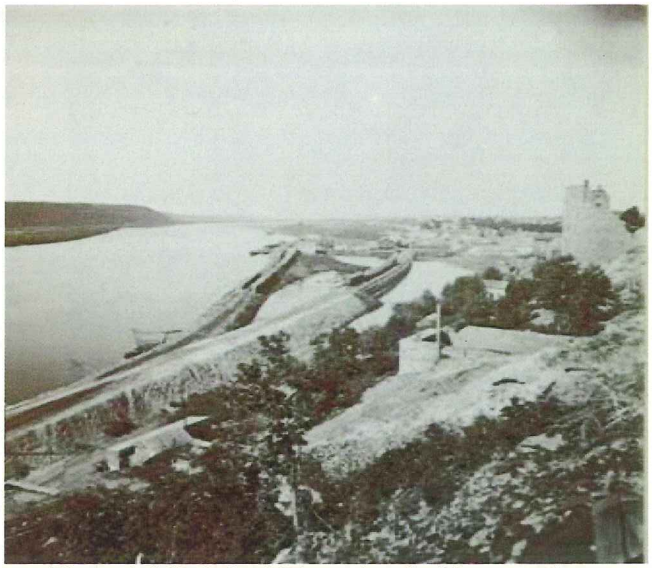

Figure 3. Mississippi River view, looking west from Third and St. Peter Streets, ca. 1870.

Following the first railroad construction in 1862, a succession of rail companies carved the bluffs to accommodate tracks, railyards and bridges, as well as other industrial land uses. Blasting, filling, and piling built up the floodplain at the river's edge (Figure 3). In 1866 the U.S. Army Corps of Engineers further improved the river channel with dredging and dams.[18] Although Harriet and Raspberry Islands survived, other small islands near the mouth of Phalen Creek were removed during river improvement. Early construction projects by railroad and street builders required engineering to buttress the bluffs, as illustrated by an 1873 panorama of the area flanking Chestnut Street (Figure 4).

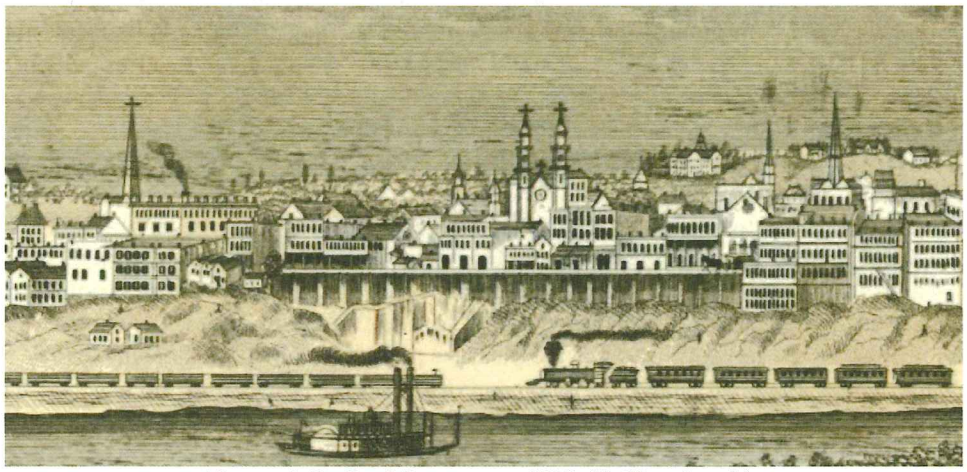

Figure 4. St. Paul Panorama, 1873 (G. Hageboeck).

[17] Ibid.
[18] Anfinson, 14.

Builders of West Publishing Company, who located on Kellogg Boulevard west of the Wabasha Bridge by the mid-1880s, tunneled into the bluff face to create storage for their products (Figure 26). The firm initially occupied a three-story building fronting Third Street, with five stories below the street line. The company noted, "large area ways have been made in the soft sandstone, along the sides of which are piled thousands of stereotype plates in boxes duly marked, so that if an edition of any one of their law books is exhausted, a new lot can be put on the market in four or five days."[19]

Railroad and bridge engineers sought ways to reshape the bluff, but geologists studying the action of the last Wisconsin glacier were especially interested in the surface geology of the river valley and bluff stratigraphy. In 1888 State Geologist N. H. Winchell examined the drift on Fifth Street near Sibley, noting the depth of the soil and character of the deep sloughs in the area.[20]

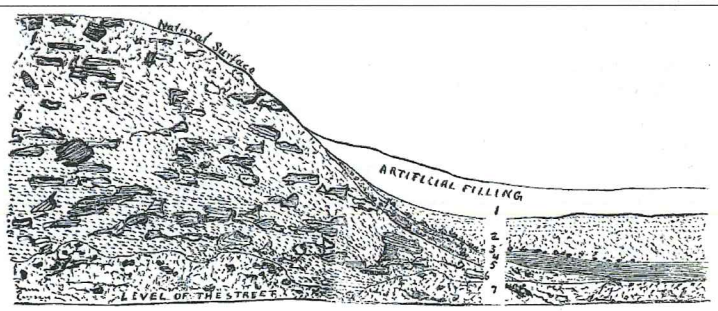

FIG. 26. SECTION OF THE VALLEY DRIFT ON FIFTH STREET, NEAR SIBLEY STREET, ST. PAUL.

EXPLANATION OF FIG. 26.

1. Artificial filling, - - - - - - - - - - - - 6–8 feet.
2. Quicksand, - - - - - - - - - - - - - - 0–8 feet.
3. Stones and pebbles, - - - - - - - - - - - 1 foot.
4. Laminated brick-clay, gray, - - - - - - - - - 0–4 feet.
5. Clayey and stony, somewhat till-like, - - - - - - - - - 0–3 feet.
6. Gray stones and gravel, mainly a residuum from the gray till from the northwest. The boulders are prevailingly blocks of Trenton limestone. Seen, - - - 0–50 feet.

NOTE. In some places No. 6 seems to have had a thickness of nearly 100 feet. These cuts were exposed in 1877 when the grading was begun which has resulted in the removal bodily of the drift-materials of several blocks for a depth of 20–75 feet, for the double purpose of leveling and lowering the original bluffs, and of filling the low land near the river now crossed by Third street and extending south from Third street to the river, over which now run the railroads in their approach to the Union depot.

Figure 5. N. H. Winchell, *Geology of Minnesota* (1888).

In 1936, in *The Geology of the Minneapolis-St Paul Metropolitan Area*, geologist George Schwartz explained the footings required by construction of the First National Bank Building completed in 1931.[21]

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[19] David Ramaley, *Picturesque St. Paul: Unrivaled for Beauty and Situation* (St. Paul: Ramaley Printing, 1907), 22.

[20] N. H. Winchell, *Geology of Minnesota*, in Geological and Natural History Survey, Final Report (Minneapolis: Johnson, Smith and Harrison, 1888), Figure 26.

[21] George Schwartz, *The Geology of the Minneapolis-St. Paul Metropolitan Area* (St. Paul: Minnesota Geological Survey, 1936), Figure 39.

Figure 6. Henry Lewis, *Valley of the Mississippi Illustrated* (1857).

Many landscape artists, beginning in the 1850s when Henry Lewis observed the "beautiful situation" of the town on the eastern shore of the river, depicted the river bluffs between Saint Paul and Minneapolis. In the *Valley of the Mississippi Illustrated* (1857), Lewis employed the conventions used in many of his works, including an Indian overlooking the changing scene from a dead tree branch. An island and a tree-covered bluff with simple dwellings represents the Saint Paul settlement (Figure 6). Less pastoral views were offered by early 20th-century artists, who focused on the rough edges of the Third Street buildings attached to the bluff edge, and the layers of trestles, bridges, and buildings past their prime (Figure 7).

Figure 7. Third Street, George Resler, ca. 1920.

More than fifty years later, Mike Lynch's portrayal of the riverfront similarly highlighted the character of the raw bluff supporting industrial and commercial buildings, and the wide ribbons of railroad tracks and transmission lines that blocked the view of the river (Figure 8).

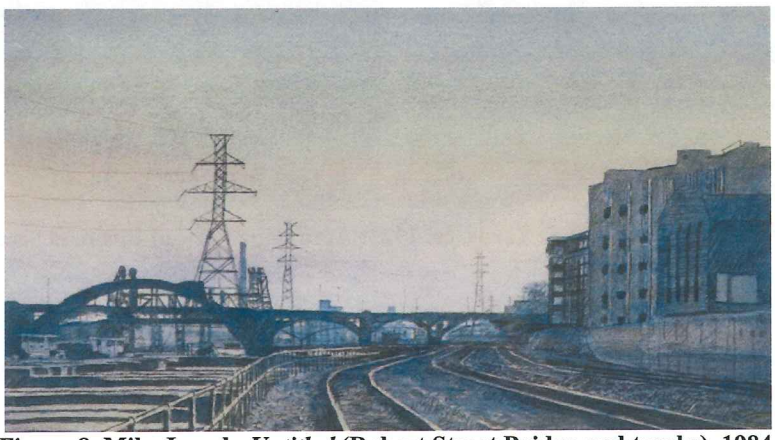

Figure 8. Mike Lynch, *Untitled* (Robert Street Bridge and tracks), 1984.

The encroachment of industry did not deter publication of many engraved views and panoramic photographs of downtown Saint Paul's picturesque setting. Various types of advertising as well as local histories always highlighted Saint Paul's scenery, as represented by an 1878 essay in the New York *Daily Graphic:*

> Standing on the promenade along the bluff overhanging the river, the eye takes in the sweep of the majestic river for miles, backed by the rock ribbed hills, forest crowned and of great contour, or the meadow like bottom lands stretching for miles in the distance toward the south . . . No city can have a grand inspiration of presence or a commanding beauty, which lies on a flat, dead level.
>
> *Daily Graphic*, August 30, 1878, 415.

Late 19th-century bird's eye views of the city often exaggerated downtown bluff height and color, in contrast to later 20th-century postcard artists' "smoothing" of natural features to suggest a continuous seam of industry and commerce (Figures 9, 10).

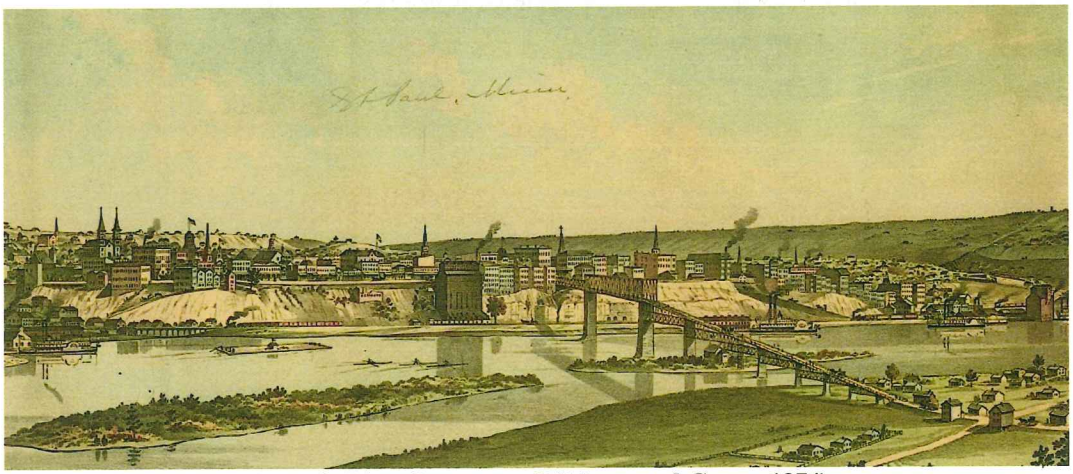

Figure 9. River Panorama (Ellsbury and Green, 1874).

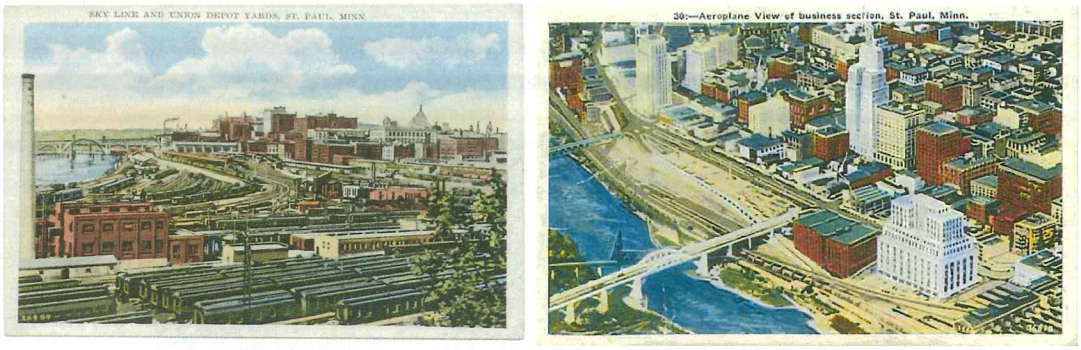

Figure 10. Skyline and Union Depot Yards, ca. 1925; Aeroplane View of Business Section, ca. 1940.

3.2.1 Inventoried Properties

No buildings or structures from the period 1837-1862 are extant. Remaining portions of streets from the original townsite plat (1849) best represent this subcontext.

Although partially buttressed and reshaped for rail traffic, the bluff remains exposed between the Wabasha and Robert Street bridges (Figure 11). Current demolition (2015) of the West Publishing building complex and the former Ramsey County Adult Detention Center will expose a large area, which may reveal man-made or natural caves as well as the infrastructure that attached the historic construction to the bluff.

Figure 11. Bluff between Wabasha and Robert Street bridges above Shepard Road, 2015 (left); the bluff in ca. 1925 (right). Fuel storage tanks and billboards line the bluff edge.

3.3 Subcontext 2:
The Bluff and Saint Paul's Pioneer Period: 1837-1862

Saint Paul's early white settlement focused on the river. The population core of French and French Canadian traders, including those recently forced from the Fort Snelling military reservation in 1837-38, gathered in small cabins between the Upper and Lower Landings. The early townsite was well situated at the head of Mississippi River navigation; the upriver stretch to the Falls of St. Anthony was rocky and often shallow. The log house of Edward Phelan, a discharged soldier who claimed land between Eagle and St. Peter Streets, was located near the river below Kellogg Boulevard.[22] Liquor trader Pierre Parrant claimed a tract from Minnesota Street to Jackson, extending to the bluffs behind what is now downtown Saint Paul.[23]

In 1849 the newly created Minnesota Territorial Legislature selected Saint Paul as capital of the Minnesota Territory. The settlement's population totaled about 900. It began a steady increase when treaties with the Dakota opened the land west of the Mississippi in 1851. In 1854, Saint Paul incorporated as a city and at statehood in 1858 became the capital of the State of Minnesota.[24]

When the plats of the Town of Saint Paul (Saint Paul Proper) and Rice and Irvine's Addition were recorded in 1849 they provided little acknowledgment of the townsite's picturesque perch on the steep bluff. The grid-plan blocks, some surveyed across small hills of glacial drift, were aligned to the river, while most subsequent plats followed the cardinal points of the compass (Figure 13). George Nichol's map of 1851 shows the city's downtown bluff lines as well as the modest provision for public space. Two blocks were intended for occupancy by the courthouse and the Minnesota State Capitol, and Market Square (Rice Park), Smith Park, and a residential quarter that became Irvine Park were also set aside. Variously acquired by donations, the squares were characterized as a "haphazard lot of open spaces, which had come to the possession of the city in all sorts of ways"[25] (Figure 12). Like the upriver settlements of Minneapolis and St. Anthony, no single plat envisioned impressive broad avenues lined with civic spaces; such proposals would wait decades.

Figure 12. George Nichols, *Map of the City of Saint Paul, Capitol of Minnesota* (1851).

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[22] Zellie and Peterson 2001, 1.
[23] Ibid.
[24] St. Paul Surveyor's Office, accessed as http://www.stpaul.gov/index.aspx?NID=1013
[25] Lloyd Peabody, "History of the Parks and Public Grounds of St. Paul," (St. Paul: *Collections of the Minnesota Historical Society,* 1915), 610.

Saint Paul's early economy was based on overland trade as well as the Mississippi River route opened by the steamer Virginia in 1823. The settlement collected its first church (1841) established by Father Lucien Galtier above the landing at Second and Cedar Streets, a school (1847), established by Harriet Bishop, and the offices of the Saint Paul Pioneer Press (1849).

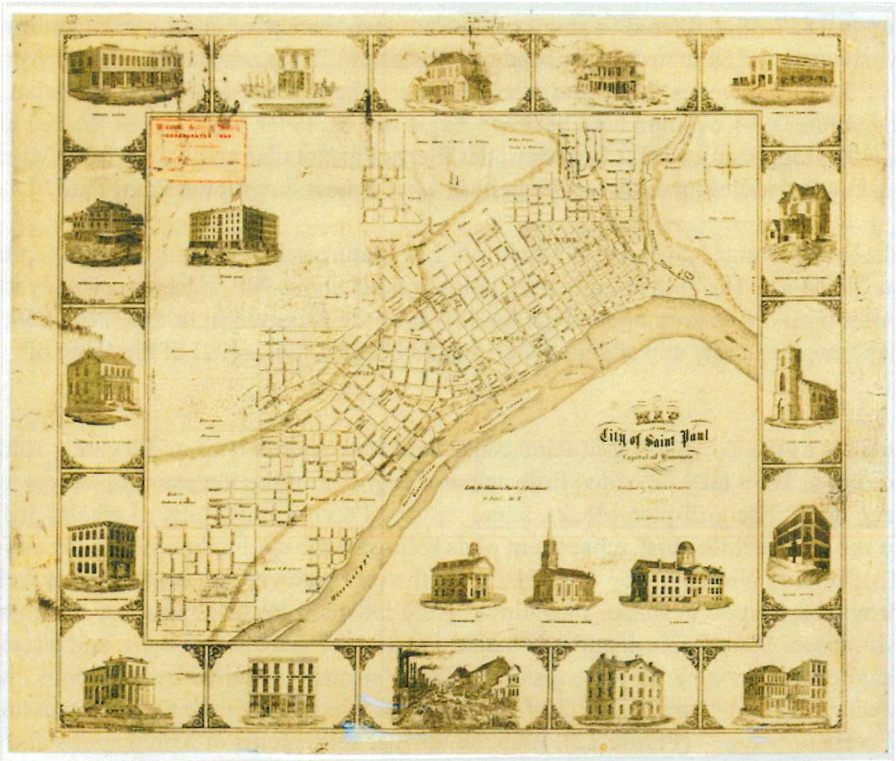

Figure 13. ***Map of the City of Saint Paul Capitol of Minnesota,*** **1857.**

3.3.1 Lowertown and Uppertown

A deep slough divided the townsite from the river, requiring filling and bridging. The pioneer Saint Paul settlement was focused on trade centers at the steamboat landings at the Upper (Chestnut Street) and Lower (Jackson Street) landings. Both landings were situated at natural breaks in the bluff. On top of the bluff, builders contended with a number of small glacial hills dispersed across the townsite, and the excavated fill was used to level streets and low-lying areas.[26] The steep Baptist Hill, on the site of the present Mears Park in Lowertown, took years to cut down and carve into lots. These points are labeled on the 1853 Thompson and Ritchie view, "City of Saint Paul, Capital of Minnesota" (Figure 14).

[26] Zellie and Peterson, 4.

Figure 14. City of Saint Paul, Capital of Minnesota (Thompson and Ritchie, 1853).

The Lower Landing was the primary point of river trade (Figure 15). Overland routes, including those from the Red River valley, converged at Saint Paul and created demand for storage of bulk goods and supplies that investors in the surrounding Lowertown area would soon meet. Thousands of newly-arrived European immigrants as well as migrants from the East Coast disembarked in Saint Paul during the shipping season. Saint Paul enjoyed 95 arrivals in 1849; by 1853, 200, and by 1858, 1,090.[27] On the Mississippi, the St. Louis and Saint Paul Packet Company, the Diamond Jo line and other steamboat companies were in decline by 1880, with only the successor to the Diamond Jo remaining in operation between St. Louis and Saint Paul.[28] On the shallow Minnesota River, which joined the Mississippi downriver at Fort Snelling, steamboat navigation began in the 1850s but by the turn of the century was very limited in scope.[29]

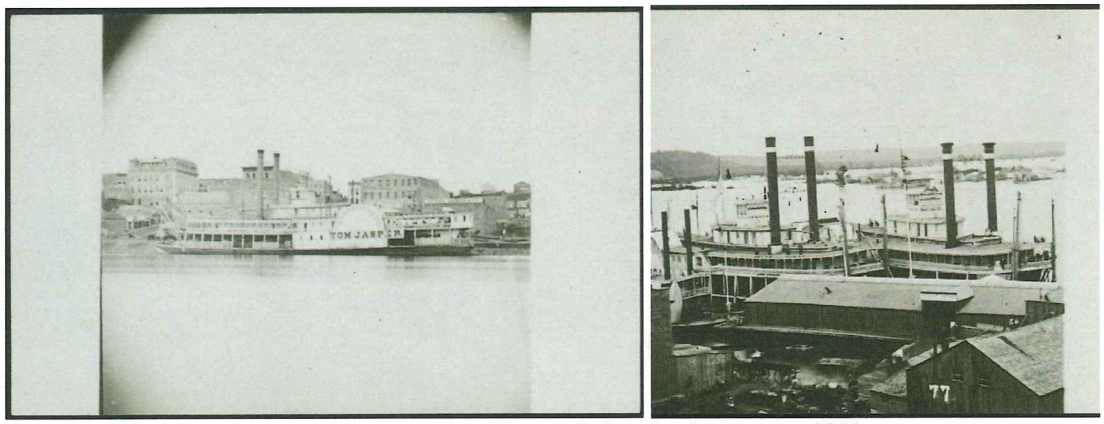

Figure 15. Lower Landing and river landscape, ca. 1870.

By 1852, a pair of steam sawmills occupied opposite ends of the bluff.[30] One was on Olive Street below Hill Street and another was near the Lower Landing at Broadway. Mid-point, the 1859 construction of Saint Paul's first Mississippi River crossing at Wabasha Street ensured the early

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[27] Anfinson, 76.
[28] Henry Castle, *The History of St. Paul and Vicinity,* vol 1 (Chicago and New York: Lewis, 1912), 214.
[29] Castle, 217.
[30] George Nichols, *Map of the City of St. Paul, Capital of Minnesota* (New York: Miller & Boyles' Lith., 1851).

development of West St. Paul and connection to points to the south, including Mendota. Although grain storage was part of the early riverfront, Minnesota's large-scale milling industry would concentrate upriver at the Falls of St. Anthony. West of the Lower Landing, Third Street rose along the bluff as the city's principal commercial avenue. The Upper Landing at Chestnut Street served traffic from the Minnesota River, and encouraged the growth of a commercial district around Seven Corners (Figure 16).

With limited waterpower, until the arrival of the railroad in 1862, early manufacturing opportunities were modest. In 1857, the St. Paul Gas Light Company located its gasworks at Fifth and John Streets, the first building in what remained an area of electric plants, foundries, and factories. The firm initially supplied gas for Saint Paul street lights. They expanded into electric service in 1885 with a generating plant closer to the river on Hill Street.[31]

A small wholesale district was also evident after the Civil War, with a row of buildings on the east side of Jackson Street between Third Street and the river offering groceries, storage, and commission warehouses[32] (Figure 16). Third Street boasted Saint Paul Press headquarters (1869), the city's first four-story office block, at Minnesota Street, and the Saint Paul Fire and Marine Insurance Company (1871) at Jackson Street. Storage and commission warehouses also fronted the levee. Lumber was initially a large business, outpacing wholesale goods and the fur trade. Saint Paul's early custom-house business assisted in importation of foreign goods, and dozens of firms engaged in importing products including hops, tea, hardware, musical goods, groceries, and fur and textiles.[33]

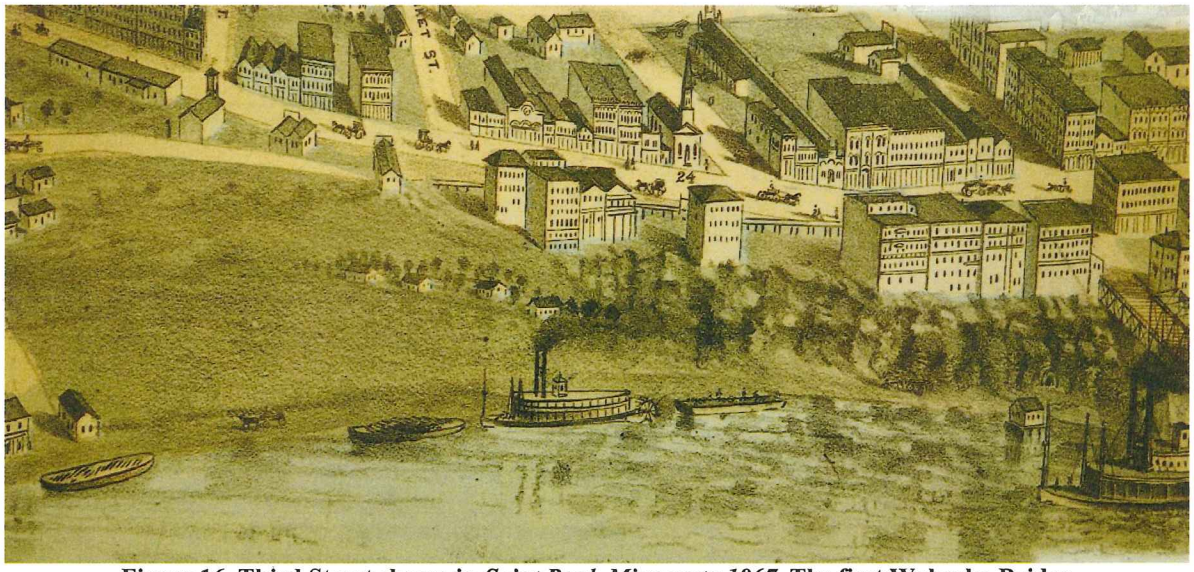

Figure 16. Third Street shown in *Saint Paul, Minnesota 1867*. The first Wabasha Bridge (1859) at Bridge Square is at right.

In 1960, Saint Paul's population of 10,401 was comprised predominantly of French Canadians, New England Yankees, Germans, Swedes and Irish. Periodic bursts of good economic conditions boosted building, only to decline after events such as the panic of 1857, a major 1860 fire that

[31] H.W. Meyer, *Builders of Northern States Power Company* (Minneapolis: Northern States Power, 1957), 8.
[32] Castle, 266.
[33] Castle, 270.

consumed Third Street, and the Civil War. Brick and stone replaced much initial frame construction, and by the early 1870s Third Street was lined with brick, Italianate style buildings housing a variety of enterprises. Many of the two- and three-story structures rested on limestone foundations, and were trimmed in cut stone. Liquor and furs laid the foundation for early retail trade, and increased specialization of goods greatly expanded the offerings from those of the first general stores.

As noted in Section 3.2, there was early discussion about preservation of views from the river bluff. Newspaper editor Thomas M. Newson claimed that by 1854 he had urged the City to purchase all the river front on Third Street from Bridge Square to above the Metropolitan Hotel, and that it "be forever held sacred as the "bay window to St. Paul." He noted, "the scenery on the Mississippi at this point equaled anything in Europe and it ought to be preserved, but it was not. Some day in the future the advice will be heeded—but at a big cost."[34]

3.3.2 Inventoried Properties

Because no pioneer buildings survive within the study area, remaining street alignments from the original townsite plat best represent this subcontext.

Street alignments of the Rice and Irvine's and Saint Paul Proper plats filed in 1849 are reflected in the existing layout of Washington, Market, St. Peter, Wabasha, Cedar, Minnesota, Robert, Jackson, Sibley, Wacouta and Fourth Streets. Along Third (Kellogg) and Bench (Second) Streets, the grid plan was redesigned with Kellogg Boulevard improvements. Short streets at the west end of the bluff have been absorbed into new construction, notably Olive and Hill Streets; the latter survives only as the connection between Chestnut Street and the Science Museum (2001). Eagle Street, now Eagle Parkway, was also realigned for Science Museum construction. Ontario Street, leading from Shepard to the parking lot behind District Energy, may be a short surviving street alignment from the original townsite plat.

3.4 Subcontext 3:
The Railroad Hub: 1862-1972

> St. Paul is the great distributing center for an empire extending from the Mississippi River almost to the Pacific coast, and from central Iowa into the Queen's dominions. It is the focus of a vast network of railroads, rendering accessible all this territory and bringing this immense market for wares within easy reach.
>
> Frank Bliss, *St. Paul, its Past and Present* (1888), 121.

The construction of ten miles of Saint Paul and Pacific Railroad Company track between Saint Paul and St. Anthony in 1862 began the Lowertown transformation from a steamboat center to railroad hub. Rail construction also squeezed out most residential land use from the immediate area. Wholesale and manufacturing firms located near the rail facilities, and filling of the low-lying area east of Jackson Street increased. Each new rail company contributed new freight houses and administrative buildings, as well as rail yards and other facilities.

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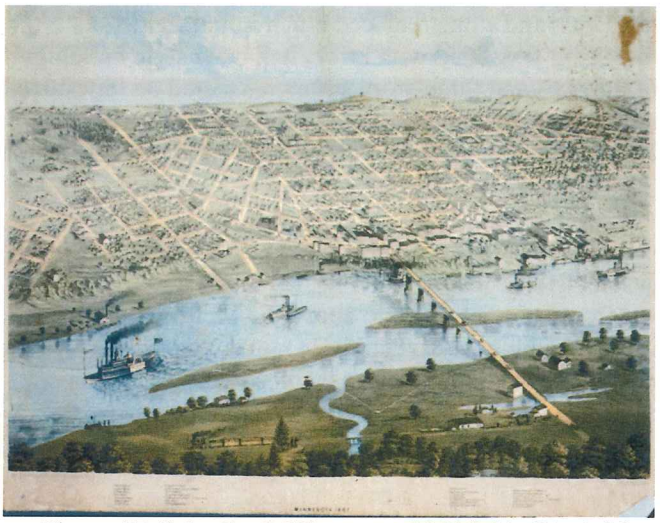
[34] Ramaley, 649.



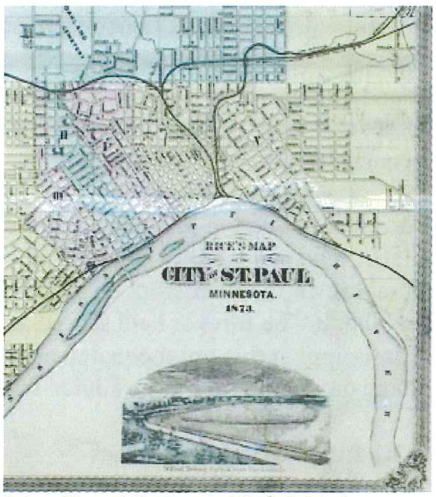


Figure 17. ***Saint Paul, Minnesota, 1867*** **(left);** ***Rice's Map of the City of St. Paul,*** **1873 (right).**

After 1862, the floodplain east of Sibley Street was transformed into rail yards, passenger and freight depots, and building sites for warehouses and transfer businesses. The area around the Lower Landing was increasingly crowded by the nine railroads that would soon pass through Saint Paul along the base of the downtown bluff. An 1867 panoramic view of Saint Paul shows a jumble of land uses typical of late 19th-century riverfronts along the Upper Mississippi in the period prior to railroad construction (Figure 17, left). At this point, rail service only followed along the Trout Brook Valley, but by 1869, the rail corridor was cut along the bluff by the St. Paul and Chicago Railway as far as Hastings en route to Chicago.[35]

Saint Paul's population nearly doubled during the period between 1860 and 1870, rising to 20,030. Manufacturing and the agricultural economy grew along with railroad construction, but the Panic of 1873 ended the upward trend. The next decade brought a surge of investment; the cost of Saint Paul's building construction for 1888 was ranked third on the list of American cities, outranked only by New York and Chicago.[36]

[35] Richard Prosser, *Rails to the North Star* (Minneapolis: University of Minnesota Press, 1966), 12-13.
[36] Frank C. Bliss, *St. Paul, Its Past and Present* (St. Paul: F. C. Bliss Publishing Company, 1888), 115.

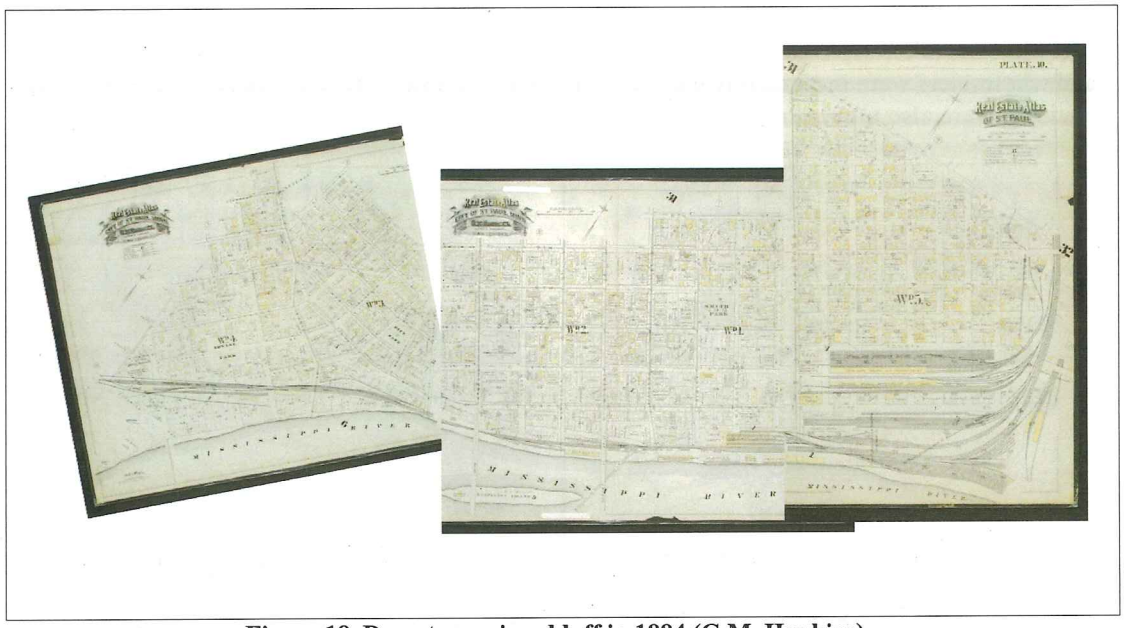


Figure 18. Downtown river bluff in 1884 (G.M. Hopkins).

From 1862 forward, Saint Paul was the central node of Minnesota's railroad hub. Merchandise was concentrated and distributed, and "great railroad systems meet and connect and where travel halts and is transferred," noted one historian.[37] The Northern Pacific completed the first transcontinental railroad in 1888, crossing the state from the Twin Cities to Moorhead.[38]

Figure 19. Lowertown and the Saint Paul railyards, ca. 1885-1890.

The 1884 Hopkins real estate atlas and the 1884 Sanborn fire insurance map for the bluff area below Third Street west of Wabasha Street show the impact of the previous decade of railroad construction (Figures 18 and 20, left). At Wabasha, Bridge Square is framed by the Central Block, the Saint Paul Library, and the Masonic Hall. Below the bluff, frame houses labeled as shanties flank the St. Paul Roller Mill and the St. Paul Warehouse and Elevator. Four sets of tracks line the riverfront, opposite large woodpiles. Third Street, on top of the bluff, is lined with

[37] Castle, 220.
[38] Anfinson, 156.

stores, offices, and warehouses, and a growing number of buildings devoted to social and cultural life. Major retailers were beginning to locate to the north along Fifth and Sixth Streets, however, and wholesalers were increasingly concentrating in Lowertown. Bank builders such as the First National were also moving north, to Fourth Street.

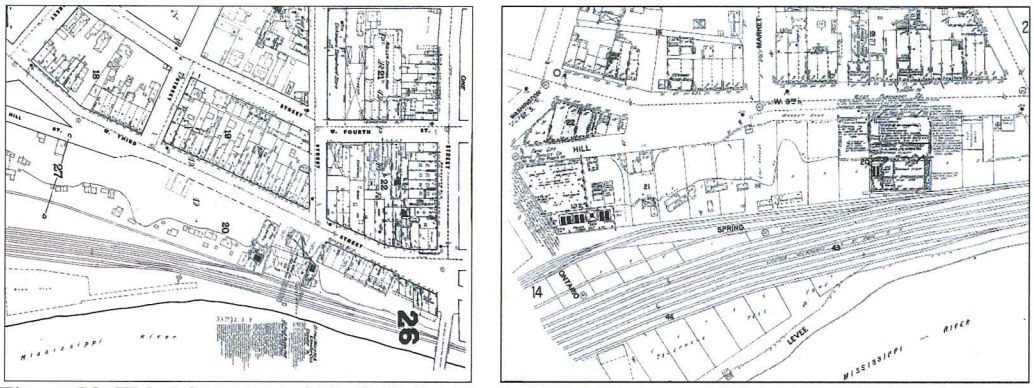


Figure 20. Third Street, ca. 1885 (left, Sanborn); Third Street, ca. 1903 (right, Sanborn).

Bench Street (Second Street) boasted Tivoli Gardens (Grote's Tivoli), a beer and concert hall occupying the former Bellevue Hotel and owned by Herman Grote.[39] The Tivoli claimed a view of the river until its destruction following an August 1904 tornado (Figure 21). Further west on Third, the Catholic Block, Pioneer Press, and the St. Paul Fire and Marine Insurance Company anchor long blocks devoted to stores and shops. East of the Robert Street Bridge (1884-5), freight houses line the riverfront, with tracks squeezed against the bluff. Between Sibley and Broadway, the rail yards to the east spur to the Union Depot, which would be under almost constant expansion until its eventual 20th-century replacement. River trade was quickly eclipsed by the railroad's huge volume of passenger and freight traffic.

Figure 21. Grote's Tivoli, ca. 1890 at foot of Wabasha Bridge.
The original bridge (1859) was replaced in 1889.

[39] George E. Warner and Charles M. Foote, comps. *History of Ramsey County and the City of St. Paul* (Minneapolis: North Star Publishing Co., 1881), 534.

Two bridges were attached to the bluff by 1885. The first Wabasha Street Bridge of 1859 was replaced in 1889, and again in 1998. The first Robert Street Bridge was built in 1885-86 and replaced in 1926 (NRHP). Its design was engineered around the Great Western Railroad lift bridge (extant, 1913).

3.4.1 Union Depot

In 1870, the nine rail companies serving Saint Paul incorporated as the St. Paul Union Depot Company to build a "single, jointly owned passenger station."[40] Instead of multiple stations serving scattered track segments, the first Union Depot allowed consolidation of passenger services. Tracks were placed on trestles along the river and through the swampy Phalen Creek Valley, terminating at several depots at the levee. Construction of the Union Depot (1881), a two-story stone Romanesque Style building, was also hampered by high water in its floodplain location.[41] This facility served 268 trains per day by 1880, when Saint Paul was ranked as the third busiest rail hub in the country.[42] The depot was rebuilt after a fire in 1883 and destroyed by another fire in 1913.

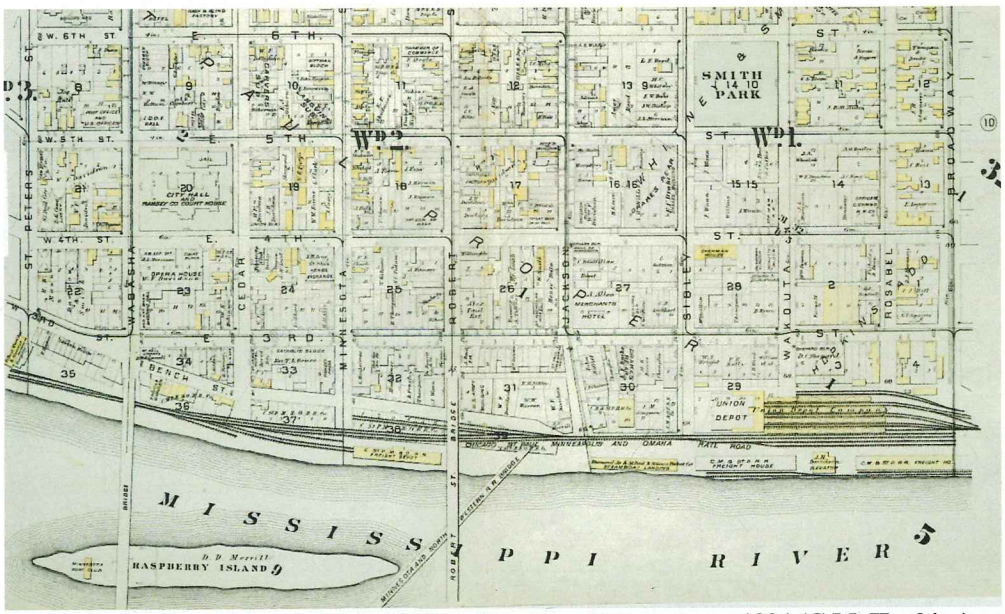


Figure 22. Downtown river bluff, Union Depot and Lowertown, 1884 (G.M. Hopkins).

A new Union Depot, bordered by Fourth Street, Kellogg Boulevard, Sibley and Wacouta Streets, was called the "largest construction project in St. Paul in the century."[43] Planned and constructed between 1917 and 1926, it included a raised deck to mitigate flooding and provide grade separation over Sibley Street (Figure 25, left). The new station echoed the neoclassical motifs of other important urban railroad centers, including those in Chicago and New York. The project architect was Charles Sumner Frost with Toltz Engineering Company of St. Paul. Built during a high point in the popularity of rail shipment during Minnesota's "Golden Age of Rail, ca. 1880-1920," the complex project involved complete infrastructure alteration, with sewer and

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[40] Cleary Larkin, "St. Paul Union Depot National Register of Historic Places Registration Form," July 1, 2013, 8-3.
[41] Ibid.
[42] Larry Millett, *Twin Cities Then and Now* (St. Paul: Minnesota Historical Society, 1996), 128.
[43] Ibid.

water line relocation and new roadway construction.[44] The street grid was realigned to suit station needs, and the Chicago Great Western (GCW) Bridge was raised to meet the new

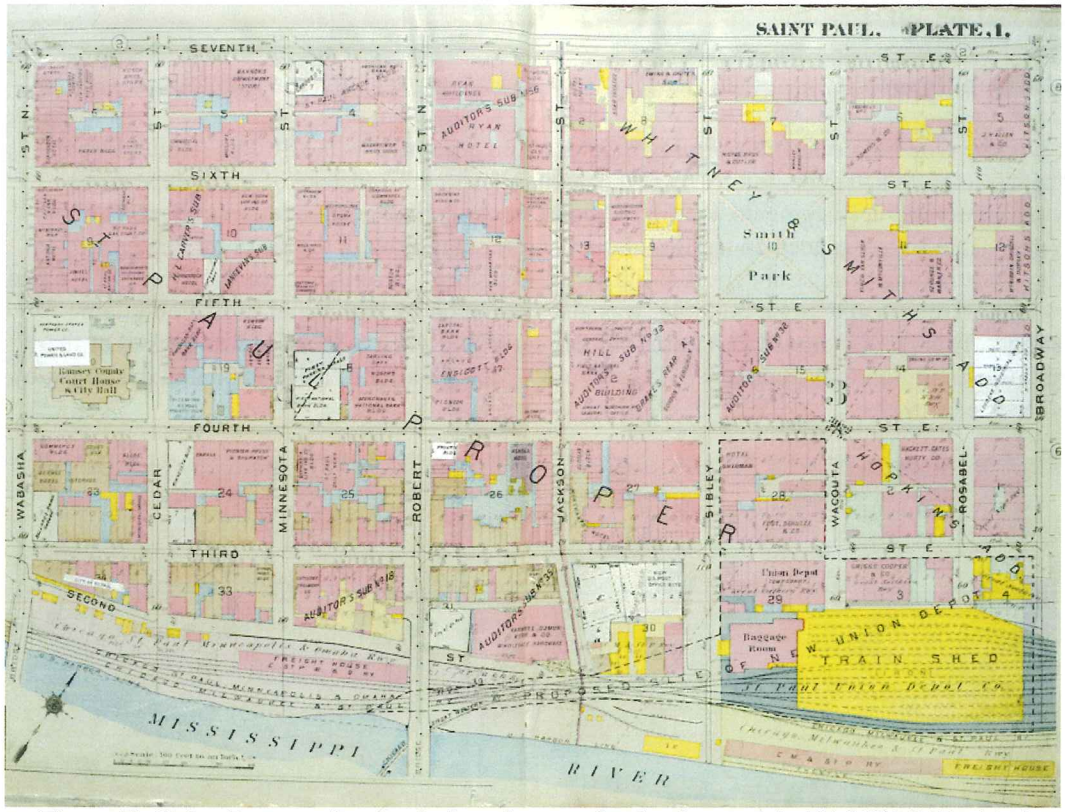

Figure 23. Union Depot and train shed on the eve of redevelopment in 1916 (G.M. Hopkins).

Figure 24. Lower Landing at the foot of Jackson Street, ca. 1925.

[44] Ibid, 8-8; 8-9.

grade.[45] The Concourse spans Kellogg Boulevard to connect the Headhouse with the Waiting Room. More than 18 million passengers were transported by rail through Saint Paul in the early 1920s, but this peak number dropped to fewer than five million in 1929.[46] At least 14 rail companies used the depot and rail yards by 1951.[47] Despite increased demand during wartime, especially when gas and other supplies were rationed, freight shipment was gradually shifted to truck haulage, and passenger traffic to automobiles. The shift to trucks favored the facilities at the Midway Transfer Yards at the western edge of Saint Paul. Interstate highway construction following World War II, and the growth of surrounding suburbs further accelerated rail demand.[48] The last Amtrak train passed through the station in 1971.

At the west end of the downtown riverfront, during the 1920s, 1930s and beyond, rail trestles still edged the levee. Various types of depots, factories, and foundries continued the previous decades' land use pattern (Figure 25, right). Clearance and redevelopment of the area, eventually including the Science Museum of Minnesota (2000), followed the decline of freight and passenger service after World War II and new planning for Shepard Road construction (Figure 37).

Figure 25. Union Depot, ca. 1925 (left); the bluff and rail trestle behind Northern States Power Co. and West Publishing Co., ca. 1925 (right).

3.4.2 Inventoried Properties

Properties associated with this subcontext are listed in the NRHP or have been determined eligible. Included are the Lowertown NRHP Historic District, also designated as a local historic district, and the Union Depot (NRHP) and its Concourse, which are individually eligible and part of the district. The expanded depot boundary (2014) includes the rail yards. The Chicago Northwestern rail corridor between Union Depot and Chestnut has previously been determined NRHP-eligible.[49]

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[45] Ibid, 7-1.
[46] Ibid, 8-9.
[47] Stark and Mark, 53.
[48] Larkin, 8-11.
[49] Stark and Mark, 50-55.

3.5 Subcontext 4:
Third Street Becomes Kellogg Boulevard: 1900-1940

In 1900, Saint Paul's population reached 163,065; the city's northern boundary extended to Larpenteur Avenue and encompassed the Midway Transfer Yards, which routed national rail traffic to the west and north. Much of the downtown quarter was fully built-out, with a roughly eight-square-block area of large department stores, retail shops, offices, and civic buildings, including the Ramsey County Courthouse.

Figure 26. Booth and Co. and West Publishing Block, ca. 1905.

By 1903 the Twin City Rapid Transit Power House claimed the corner of the block at Hill Street, one of a succession of power facilities on this block, along with St. Paul Gas Light Company Hill Street Station and the Consumer Power Company. Beer depots, including those for the Val Blatz, Anheuser Busch, and Pabst breweries, joined the Minnesota Soap Company factory and stone yard in the vicinity (Figure 20, right). Third Street now boasted second-hand stores rather than the offices of important business firms. A few Washington Street tenements and other dwellings, including the bordello associated with Nina Clifford, crowded the edges of the bluff at the west (Figure 27). [50]

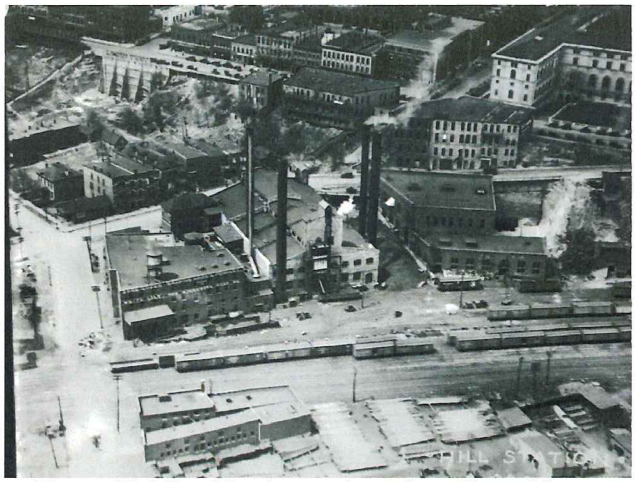

Figure 27. Mixed land uses along the rail corridor at the foot of the bluff at Hill Street, 1925.

[50] K. Anne Ketz, Elizabeth J. Abel, and Andrew J. Schmidt, "Public Image and Private Reality: An Analysis of Differentiation in a Nineteenth-Century St. Paul Bordello," *Historical Archaeology* 39(1):74-88.

In this period the West Publishing and the Booth and Co. Cold Storage firms claimed several bluff-line buildings west of the Wabasha Street Bridge, along with the Rogers Block and the Bridge Square Hotel (Figure 26).

By 1931, many of the tenements were cleared from Washington Street, but the Ramsey County Morgue at 164 Washington Street remained, next door to the Saint Paul Sewer Department. At the east end of the bluff, the importance of wholesale trade was reflected in Lowertown and its surrounding business and financial enterprises. With an expanding passenger and freight rail industry, Saint Paul's connection to national markets anchored it as a railroad hub and ideal location for jobbing houses and wholesalers.

The massive eight-story Farwell, Ozmun and Kirk Co. Warehouse, a modern reinforced concrete building that accommodated warehousing as well as manufacturing, was representative of the might of Saint Paul's downtown industrial and commercial core (Figure 29, far right). Designed by Louis Lockwood, the fireproof, reinforced concrete structure was completed in 1905. It housed the firm established in 1859 and incorporated in 1887.[51] FOK, as it was known, became one of the largest hardware houses in the Northwest. The five-story United States Army Headquarters for the Department of the Dakota (1885), fronting Robert and Second Streets, occupied the parcel to the west.[52]

The FOK warehouse was expanded by 1910 for an expanded tin-manufacturing department. The adjoining new metal products department was constructed in 1920. The firm remained in this building until 1970 and is currently the Ramsey County Government East Building. (Another FOK warehouse at 300 Broadway [1895] is now the Tilsner Artists Cooperative.)

Early in the 20th century, the City worked through the United Improvement Commission to decongest automobile traffic and upgrade downtown Saint Paul's appearance. In 1917, following John Nolen and A. C. Comey's *Preliminary Plan of the Central Districts of St. Paul* (1911), the Saint Paul Planning Board was created. It provided planning oversight and was managed by engineer George H. Herrold with Edward H. Bennett of Chicago as consultant.[53] The resulting *Plan of St. Paul* (1922) recommended locations for new parks and public buildings as well as zoning controls. Ultimately, the "Third Street Improvement Project" addressed "traffic problems, opened up the view of the river valley, and cleared what was generally perceived to be a blighted district." [54]

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[51] Stark and Mark, 36.
[52] Bliss, 71.
[53] John Nolen and A. C. Comey. *Preliminary Plan of the Central Districts of St. Paul*. Prepared under the direction of the City Planning Commission of the City of Saint Paul and the City Plan Committee of the Saint Paul City Club. N.p., 1911.
[54] Stark and Mark, 20.

Figure 28. Third Street east of Wabasha Bridge before clearance for Kellogg Boulevard, ca. 1925.

Figure 29. River bluff and Third Street from the Robert Street Bridge, ca. 1925; buildings have not yet been cleared for Kellogg Boulevard. The Department of the Dakota U.S. Army Headquarters Building (1885, razed) is at the bridgehead adjacent to Farwell, Ozmun and Kirk Co. (1905-).

Between 1928 and 1933, Kellogg Boulevard was constructed along the alignment of the formerly 53-foot-wide Third Street from Market to Jackson Streets (Figure 31, right; Figure 32). The section between Seven Corners and Market Street was constructed between 1935 and 1937, and WPA funds were used to complete the last portion. Heading east, the boulevard led beneath the Union Depot underpass to connect to Dayton's Bluff and Mounds Boulevard. Buildings fronting Third Street, including the West Publishing Company buildings, Saint Paul Public Library / James J. Hill Reference Library and Farwell Ozmun and Kirk Co. wholesale hardware warehouse were retained, but eventually most late 19th-century buildings were cleared, beginning with those on the south side of Third Street and all of those on Second (Bench) Street.[55] Some historic buildings on the north side of the street remained until a second wave of urban renewal efforts began in the 1950s and 1960s.

[55] Schmidt and Zschomler, 5-6, 23.

The Kellogg Boulevard roadway included the Exchange Street ramp, which tunnels into the bluff north of Eagle Street and includes a viaduct consisting of reinforced concrete deck girder spans supported by concrete-jacketed columns. Decorative elements of the original boulevard design remain, including wrought iron railings with teardrop-patterned motifs, which are placed between concrete posts along the southern edge of the roadway.[56]

The Kellogg Mall (Kellogg Park), originally the Third Street Esplanade (Figure 32, right), is supported by concrete-jacketed steel columns with arched concrete stringers. Stairs at the eastern end of the mall connect with the Second Street viaduct. The deck of Second Street, which intersects with Kellogg east of Wabasha, is also supported by concrete-jacketed columns anchored to the bluff. The Second Street viaduct curves along the park at the west, and runs east-west beneath it. Additional concrete retaining walls were added to shore up the bluff[57] (Figures 31, 36).

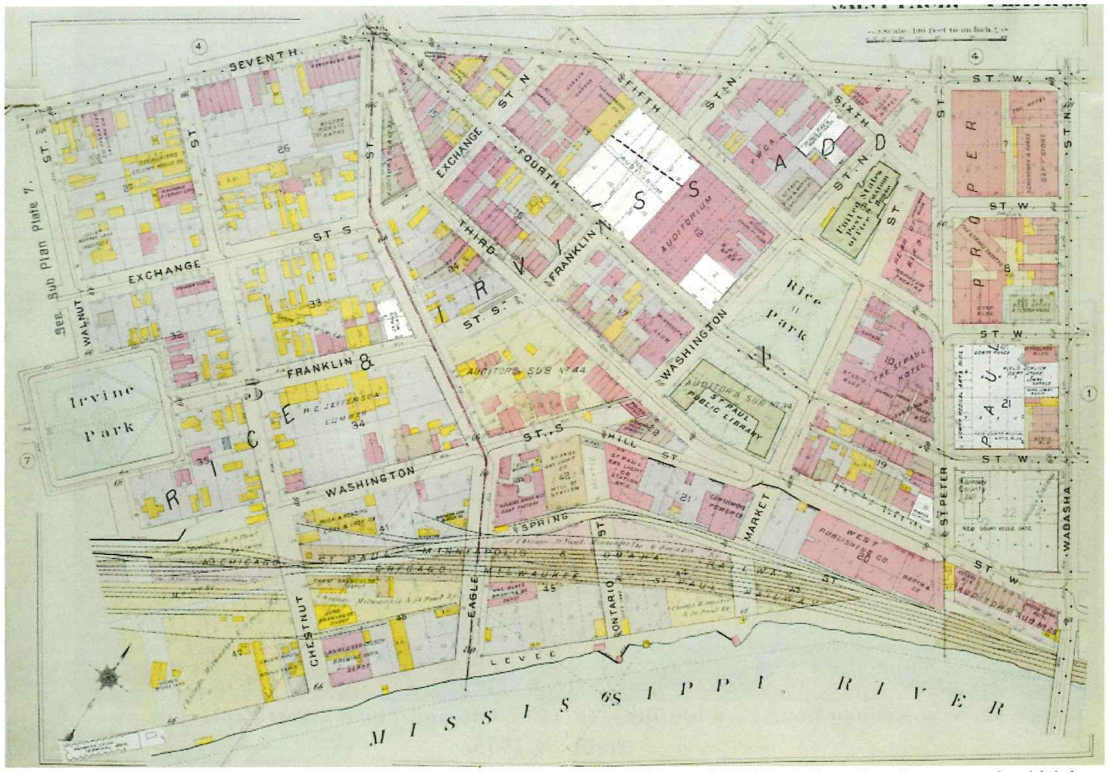

Figure 30. Third Street and area at the levee prior to Kellogg Boulevard redevelopment in 1916 (G. M. Hopkins).

[56] Ibid.
[57] Schmidt and Zschomler, 12, 21.

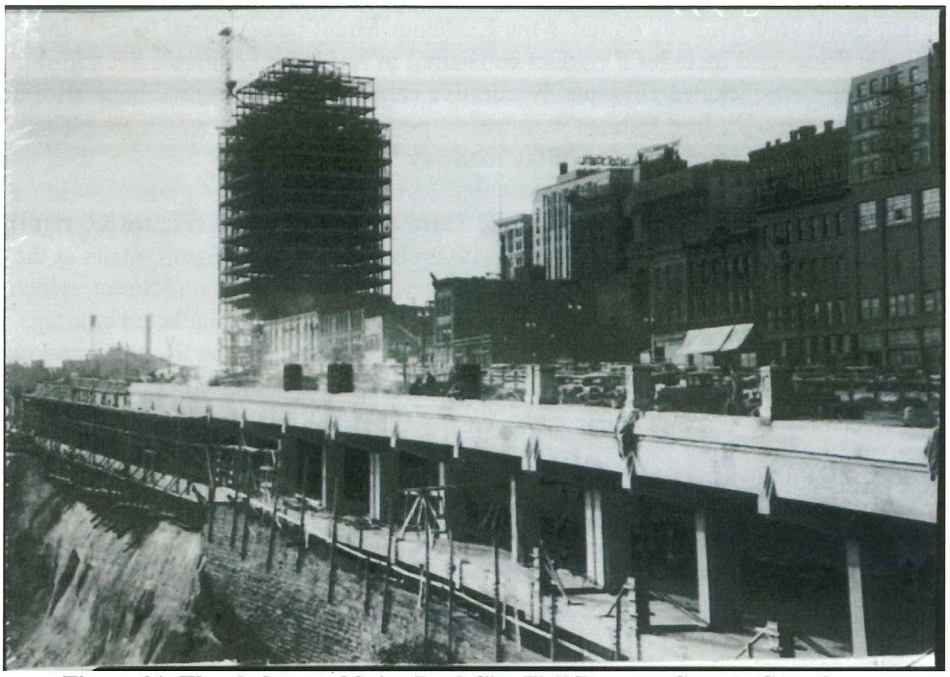

Figure 31. The skeleton of Saint Paul City Hall/Ramsey County Courthouse rises above the new Kellogg Boulevard, ca. 1930.

Figure 32. New Kellogg Boulevard bluffline, ca. 1935, left, and Third Street Esplanade, right, ca. 1935.

The boulevard was planned as the backdrop for a new generation of civic, institutional, and commercial buildings (Figures 32, right, 33, 35). These buildings would exemplify a new architectural vocabulary, encompassing the Art Deco, Streamlined Moderne, and International styles. Most notable were the Women's City Club (1931), First National Bank (1931), Saint Paul City Hall and Ramsey County Court House (1933), U.S. Post Office and Custom House (1934), and the Tri-State Telephone Company (1936).[58] The boulevard also framed the newly-completed Robert Street Bridge (1925). Varied landscape treatments along the corridor included grassy medians. Kellogg Boulevard Mall (originally the Third Street Esplanade) and the Cultural Community Park now occupy the bluff edge between Wabasha and Robert Streets. Galtier's Monument, memorializing Fr. Lucien Galtier's 1841 church, is placed opposite Minnesota Street.

[58] Ibid, 16.

Figure 33. First National Bank (1931) at left; U.S. Post Office and Custom House (1936) at right.

The City of Saint Paul led the Kellogg improvements, but in 1936 the U.S. Army Corps of Engineers built a new embankment below the Robert Street Bridge. Flood control and river improvement were ongoing tasks (Figure 34, left). The new construction was part of improvements to the Saint Paul Harbor and Upper Mississippi, extending below the Farwell, Ozmun and Kirk Warehouse and the U.S. Post Office and Custom House (Figure 34, right).

Figure 34. Bluff below Wabasha Street Bridge in ca. 1917 with cribbing (left); Corps of Engineers embankment, 1936, shown during 1951 flood (right).

3.5.1 Inventoried Properties

Properties within the study area associated with this subcontext are listed in the NRHP or have been determined eligible. The Lowertown Historic District borders the area east of Jackson within the study area, and the Urban Renewal Historic District, determined NRHP-eligible and eligible for local designation, borders the area between Jackson and Wabasha on the north side of Kellogg Boulevard.[59] As shown on Figure 1, there are three individually-designated NRHP properties located east of the Urban Renewal Historic District: the Saint Paul City Hall/Ramsey County Courthouse; Saint Paul Women's City Club, and the Saint Paul Public Library/James J. Hill Reference Library. A 1999 historic resources evaluation recommended that Kellogg Boulevard,

[59] See Lowertown Historic District Guidelines accessed at http://www.stpaul.gov/index.aspx?NID=4338&ART=7988&ADMIN=1 and Lowertown Historic District Nomination Form, on file, St. Paul Heritage Preservation Commission; see also Hess, Roise and Company (2008).

including the park (redesigned in 1991) and concrete viaduct and infrastructure, was not eligible for the NRHP (Figure 36).[60] This recommendation was based on the level of alteration to the roadway, Esplanade, some decorative details, and the intrusion of modern buildings on the south side of the corridor. [61]

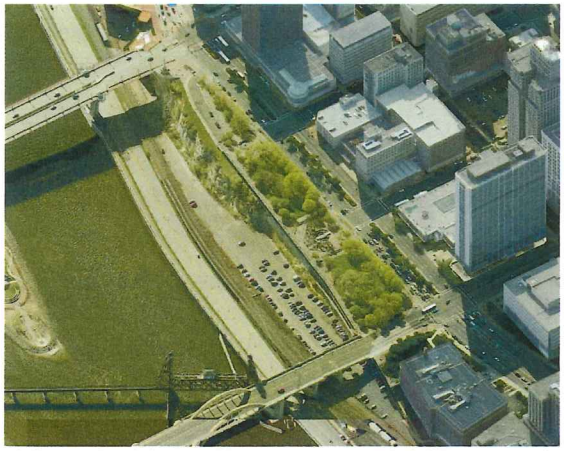

Figure 35. Kellogg Boulevard and Mall between Robert and Wabasha Street Bridges, 2012 (left) and ca. 1940 (right). A portion of the Urban Renewal District is shown at left, bordering Kellogg Boulevard.

Figure 36. Kellogg Boulevard and Second (Bench) Street, 1937. (United States Farm Security Administration and Office of War Information (FSA-OWI), John Vachon, photographer).

[60] Schmidt and Zschomler, 1-3.
[61] Ibid, 26.

3.6 Subcontext 5:
Tearing Down Downtown: Urban Renewal, 1955-1978

The effort to redevelop aging downtown Saint Paul was relaunched in the 1950s, following the completion of Kellogg Boulevard and a first generation of its new civic and commercial buildings. The effort gathered further steam in the 1960s. Initially guided by an influential 1945 plan by Raymond Loewy, the city was envisioned with modern business and residential blocks, some connected by skyways. With the exception of the surviving Pioneer Press and Endicott Buildings now listed on the National Register of Historic Places, there was little sympathy for the city's past. Blocks of 19th–century buildings were cleared for projects such as the Minnesota Mutual Insurance Company headquarters at 345 Cedar Street and the Saint Paul Fire and Marine Insurance Company headquarters at Fifth and Washington Streets. Dayton's Department Store constructed a new building in 1963 at Fifth and Wabasha Streets.[62] Closer to the river, the Metropolitan Improvement Committee (MIC) oversaw the development of the Hilton Hotel (1965) at the corner of Kellogg Boulevard and Wabasha Street.[63] The hotel's top floor featured a revolving restaurant.

Large-scale building demolition was conducted along Fourth, Fifth and Sixth Streets during 1965-1970 as part of the Capital Centre project.[64] The project called for modern office, civic and residential buildings including the Warren Burger Federal Courts Building (1966) at Kellogg and Boulevard and Robert Streets and the Kellogg Square Apartments (1972). By 1976 and the observance of America's Bicentennial, however, historic preservation drew increased national and local attention. Locally, it encouraged rehabilitation of some formerly disregarded downtown buildings, including blocks of warehouses in Lowertown. Adaptive reuse for residential and office use was encouraged by federal historic tax credits and other incentives. Listing of the 16-block Lowertown Historic District in the NRHP in 1983 was part of redevelopment efforts in the area. The City of Saint Paul designated the Lowertown Historic District as a local heritage preservation district in 1984.

Figure 37. Filling along the future Shepard Road below the West Publishing Co. and Northern States Power and other businesses, ca. 1947.

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[62] Zellie and Peterson, 25.
[63] Stark and Mark.
[64] Ibid.

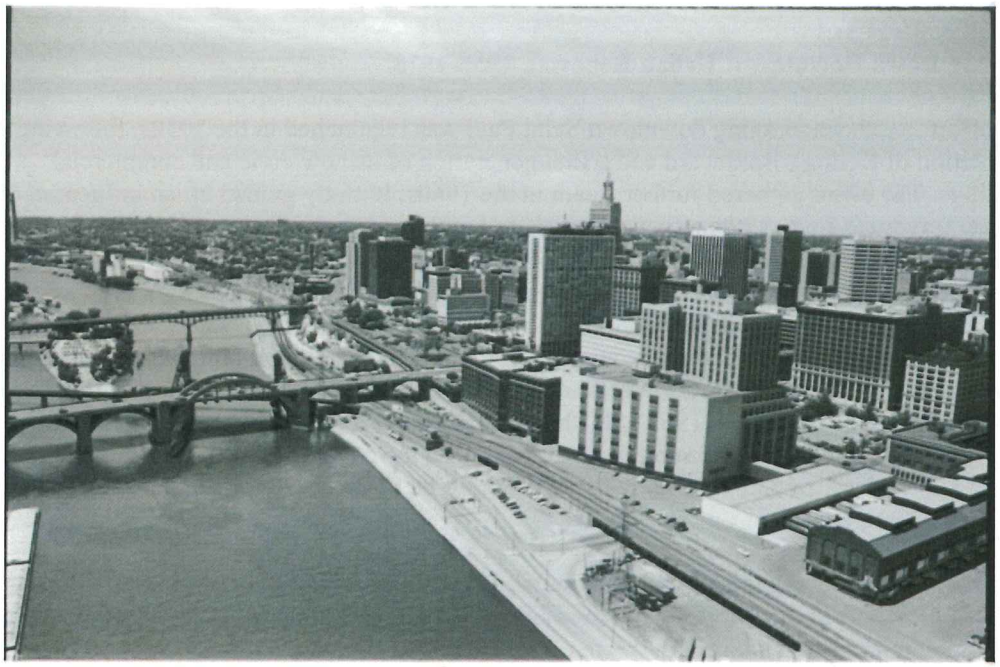

Figure 38. Shepard and Warner Roads and a modern skyline along Kellogg Boulevard, ca. 1970.

During the 1960s, Shepard Road (west of Jackson Street) and Warner Road (east of Jackson Street) were built on filled land over the historic levee at the river's edge (Figures 37, 38). By this time most remaining historic buildings and structures on the rail corridor and river landing had been long abandoned, and new road construction regularized the roadway and removed much evidence of prior land use.

3.6.1 Inventoried Properties

New construction along Kellogg Boulevard during the Urban Renewal period of the 1950s and 1960s is associated with this subcontext. As noted in Sections 2.2 and 3.5.1, a 1999 study recommended that Kellogg Boulevard was not eligible for the NRHP due to loss of integrity.[65] The Urban Renewal Historic District, determined NRHP-eligible and eligible for local designation, borders the area between Jackson and Wabasha.[66] As shown on Figure 1, there are four contributing historic district properties on the north side of Kellogg Boulevard within the district: the former Hilton Hotel, YWCA, Kellogg Square, and the Warren Burger Federal Building.

[65] Schmidt and Zschomler, 1-3.
[66] Hess, Roise and Company, 2008.

4.0 SUMMARY AND RECOMMENDATIONS

4.1 Introduction

This study focuses on historic land use patterns and a review of historic resources along Saint Paul's downtown river bluff. The project team periodically consulted with the River Balcony design team and HPC and SHPO staff to review the following general recommendations.

Design guideline development for the River Balcony should address the great variety of historic properties within the project area (see Figure 1, Table 1). All elements of balcony construction, siting and associated development—including choice of materials, landscape design, wayfinding and signage, lighting, street furniture and bicycle and transit facilities—may have an impact on specific historic properties as well as the overall historic character of the area. Public art and historic and cultural interpretation are also components of potential future development. While proposed new construction may potentially have *direct* effects on only a few NRHP-listed or eligible properties, new construction may have a variety of *indirect* visual effects on adjacent properties and districts. Therefore, future design proposals should be evaluated with guidance from the Saint Paul Heritage Preservation Commission (HPC) and Minnesota State Historic Preservation Office (SHPO).

4.2 Background: River Balcony Historic Property Designations

With the exception of buildings constructed since ca. 1975, most of the properties within the study area are located within the Lowertown NRHP Historic District or the Urban Renewal Historic District (determined NRHP eligible), or are individually eligible for the NRHP (Figure 1). The HPC also designated the Lowertown Historic District as a local historic district, and the Saint Paul Public Library, Saint Paul City Hall/Ramsey County Courthouse and Saint Paul Women's Club, all listed in the NRHP, are also locally-designated. The Minnesota Boat Club Boathouse on Raspberry Island is listed on the NRHP and is also locally-designated. A 1999 study recommended that Kellogg Boulevard—including the roadway, ramps, Third Street Esplanade (Mall, Kellogg Park), and balustrades—was not eligible for the NRHP. [67]

The HPC uses local heritage preservation guidelines to evaluate rehabilitation, demolition and new construction proposals within the Lowertown Historic District and for other designated properties (see Appendix). The guidelines are based on the Secretary of the Interior's *Standards for the Rehabilitation of Historic Properties* (see Section 4.3).

For properties and districts determined eligible or listed in the NRHP—but not locally designated—federally-funded actions may require review under provisions of Section 106 of the National Historic Preservation Act of 1966. Section 106 requires federal agencies or their applicants to take into account the effects of their undertakings on historic structural and archaeological properties. The Section 106 process must be completed prior to the spending of federal funds or issue of a federal license or permit for the undertaking. The Section 106 process must be conducted according to federal regulations in 36 CFR Part 800.[68]

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[67] Schmidt and Zschomler, 27.
[68] http://www.achp.gov/work106.html.

Figure 39. Kellogg Boulevard and Second Street: an example of a previously evaluated historic resource (1999) that may need updated evaluation if federal funds are used in project area construction, August 2015.

Design review in accordance with the Secretary of the Interior's *Standards for the Rehabilitation of Historic Properties* is also required for renovation, redevelopment or other alterations to the Union Depot under the terms of a conservation easement agreement. The SHPO conducts these reviews using the *Standards*, which also guide Section 106 reviews.

4.3 Standards for the Treatment of Historic Properties

The *Standards* can be applied to all types of properties, including landscapes and roadways:

1. A property will be used as it was historically, or be given a new use that maximizes the retention of distinctive materials, features, spaces, and spatial relationships. Where a treatment and use have not been identified, a property will be protected and, if necessary, stabilized until additional work may be undertaken.
2. The historic character of a property will be retained and preserved. The replacement of intact or repairable historic materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate, and conserve existing historic materials and features will be physically and visually compatible, identifiable upon close inspection, and properly documented for future research.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. The existing condition of historic features will be evaluated to determine the appropriate level of intervention needed. Where the severity of deterioration requires repair or limited replacement of a distinctive feature, the new material will match the old in composition, design, color, and texture.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will 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.

10. 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.

4.4 Adverse Effect

Future projects may require determination of adverse effect to historic and cultural resources, which may also include visual effects and scenic resources. These effects may be especially pronounced in an area like the river bluff, one with a broad viewshed encompassing many historic properties. Depending on funding sources, such review may be coordinated with the City of Saint Paul, Saint Paul HPC, SHPO, and other agencies. Review would be initiated when specific design proposals are developed.

Figure 40. A portion of the project area viewshed from the Wabasha Bridge, September 2015.

Section 106 regulations (36 CFR § 800) define an adverse effect as one that occurs when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration is required to be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative (36 CFR § 800.5(a)(1)). One example of an adverse effect is the introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features (36 CFR § 800.5(a)(2)(v)).

4.4.1 Visual Effect

Visual effect is present when the proposed object is viewable from a historic property. A visual effect may be beneficial or adverse and, may affect the historic property in an aesthetic or obstructive manner. The determination that a visual effect exists does not automatically imply that the effect is adverse.[69]

An adverse visual effect occurs when the undertaking's visual impact has a negative effect on the historic property as determined through the aesthetic effects and obstructive effects:

> *Obstructive effect* occurs when the proposed project obstructs any part of a historically-significant property or scenic view from the viewpoint of the historic property. Adverse obstructive effects on historic properties are those that obstruct in whole or part of the property, and that cause a diminishment of the property's historic character and integrity.
>
> *Obstruction of a historic property* occurs when a project potentially obstructs the historic property from being viewed from the project site or other area. If the historic property is visually appreciated from surrounding viewpoints, obstructing its view may affect its feeling, setting, location, or association.

Adverse visual effects are those that diminish the property's integrity, which negatively affects its historic significance and hence its eligibility for listing in the NRHP. Additions to buildings listed on or eligible for the NRHP and other types of construction introduced to a landscape may cause adverse visual effects to surrounding properties. Adverse visual effects may be caused by a change in aesthetic values or by obstruction of views.

Figure 41. Example of one type of visual effect: looking south on Jackson Street in the Lowertown Historic District to Kellogg Boulevard and the Farwell, Ozmun & Kirk Warehouse (NRHP) and U.S. Post Office and Custom House (NRHP), August 2015. Physical connection to historic properties and obstruction of views of NRHP-eligible facades would be among factors considered in design review.

Figure 42. View of the bluff face and limestone retaining wall below Kellogg Boulevard, looking north from the Wabasha Bridge. (August 2015)

[69] See http://www.achp.gov/work106.html.

4.5 Historic and Cultural Resource Planning and Design Guideline Recommendations

Section 4.5.1 provides general preservation planning recommendations for the River Balcony. Additional landscape character, new design, and historic and cultural interpretation guidelines are included within the *Saint Paul River Balcony Master Plan Design Guidelines.* The *Master Plan Design Guidelines* provide direction for the design of the River Balcony and related spaces in the public realm, as well as adjacent development and infrastructure. They also provide criteria for evaluating designs that emerge in both the public and private realms.

Where there is a potential effect on locally-designated and/or NRHP-eligible properties, design proposals and any questions about review should be coordinated the Saint Paul HPC and/or SHPO. Future project planning should anticipate possible use of federal funds that might require Section 106 review, including walkway and balcony construction.

4.5.1 General Preservation Planning Recommendations

4.5.1.1 Consult with SHPO and the Saint Paul HPC on determination of an Area of Potential Effect (APE) for use in evaluating indirect and direct effects to cultural resources.

4.5.1.2 With SHPO consultation and prior to completion of final design proposals, evaluate the need for a Section 106-level study of the entire River Balcony project area to avoid or mitigate cultural resource issues related to locally designated and NRHP-eligible properties.

4.5.1.3 In consultation with SHPO and the Saint Paul HPC, determine if reevaluation of the NRHP-eligibility of Kellogg Boulevard and Second Street may be required. Reevaluation should focus on engineering and urban planning (City Beautiful and WPA-era) areas of significance.

4.5.1.4 Complete inventory forms and, as appropriate for properties more than 50 years old, prepare Phase I evaluations for properties noted as "not evaluated" in Table 1.

4.5.1.5 Consult with SHPO on proposed construction adjacent to the NRHP-eligible historic railroad corridor.

4.5.1.6 Evaluate archaeological potential when building demolition, new construction, or other bluff-area activities are proposed.

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APPENDIX

Table 1. Downtown Bluff Property Inventory, 2015
Lowertown Heritage Preservation District Map and Guidelines (local/NRHP)
Saint Paul Urban Renewal Historic District Boundary (DOE/NRHP)
Saint Paul Union Depot Expanded Boundary, 2014
Lowertown NRHP Historic District Boundary, 1984

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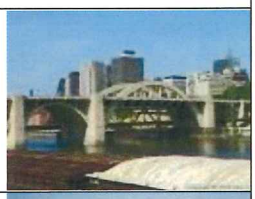
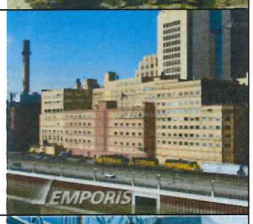
Table 1.
River Balcony Study Area
NRHP and/or Local Heritage Preservation Properties: Determined Eligible or Listed, 2015

SHPO Inventory	Name	Address	Date	Architect/Builder	NRHP/ HPC Status	Photo
Not assigned	Kellogg Boulevard	W. 7th Street to Mounds Boulevard	1928-1937	George H. Herrold, Engr., City of Saint Paul	Recommended not NRHP-eligible (1999); not evaluated for engineering significance.	
RA-SPC-3177	Bridge No. 9036/Robert Street Bridge	Robert Street at Kellogg Blvd.	1926	Toltz, King and Day	NRHP, 1989. Eligible for local designation.	
RA-SPC-	Union Pacific Lift Bridge/Chicago Great Western Bridge	Near Robert Street and Kellogg Blvd.	1913, 1925	L.C. Fritch and C. Chandler, Waddell and Harrington	Not evaluated	
RA-SPC-4518	U.S. Post Office and Custom House	180 E. Kellogg Blvd.	1934, 1939	Bassindale, Lambert, Ellerbe and Company, Holabird & Root, Louis A. Simon	NRHP, 2014. Eligible for local designation.	
RA-SPC-4517	Farwell, Ozmun and Kirk Co. Warehouse/ Ramsey County Gov. Center East	160 E. Kellogg Blvd.	1905, 1992	Louis Lockwood/ Winsor Faricy Architects	NRHP-eligible (Union Depot Phase I/II 2007). Eligible for local designation.	
Not assigned	Kellogg Mall Park-Cultural Community Park. Includes Galtier Chapel Site.	Kellogg Blvd. at Wabasha Street	1841 (chapel site) 1931, 1989, 1991		Recommended not NRHP-eligible (1999).	
Not assigned	River Centre Parking Ramp	150 W. Kellogg Blvd.	1970		Not evaluated-less than 50 years.	

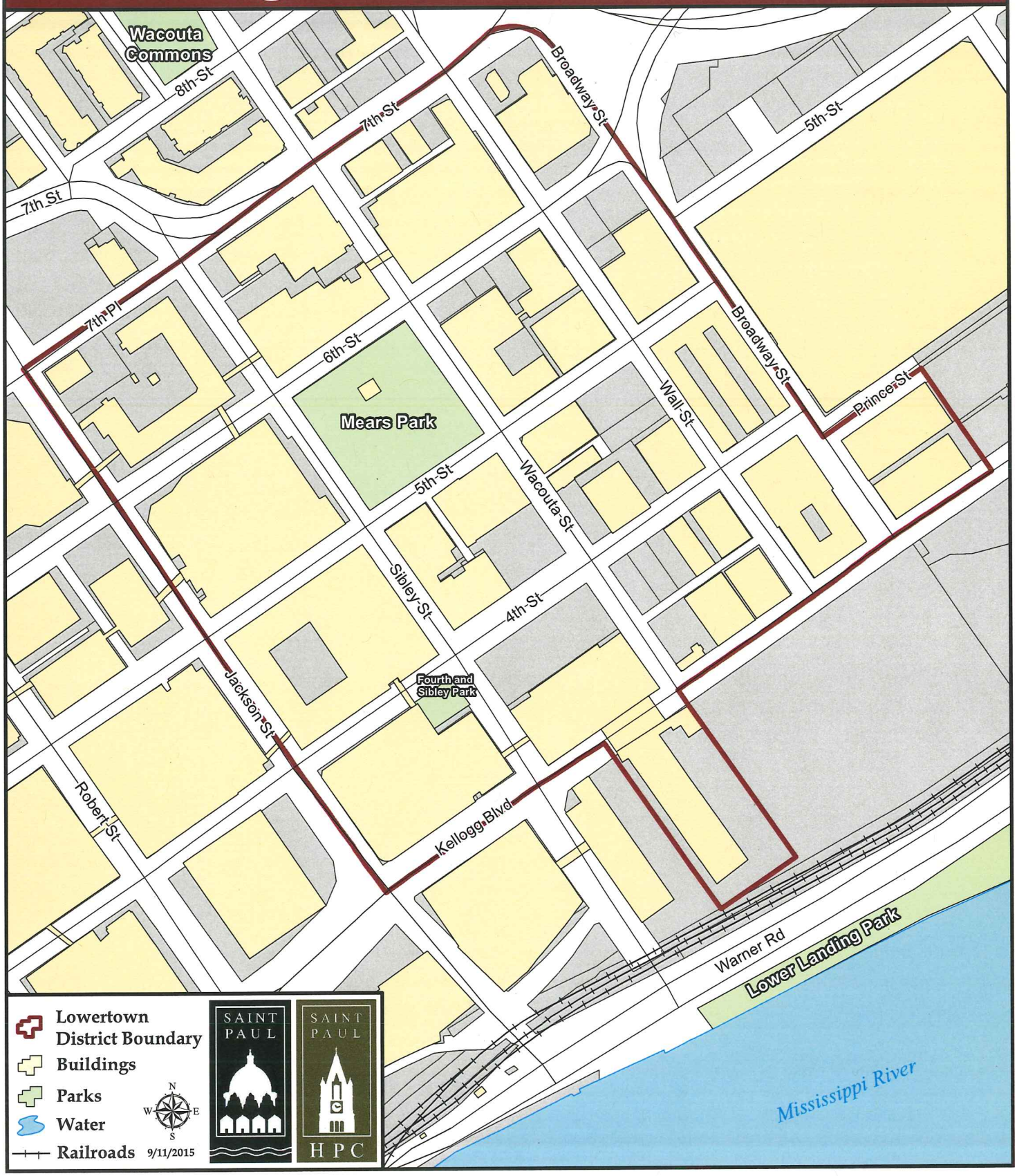
SHPO Inventory	Name	Address	Date	Architect/Builder	NRHP/ HPC Status	Photo
Not assigned	Kellogg Parking Ramp	129 W. Kellogg Blvd.			Not evaluated-less than 50 years	
Not assigned	Science Museum of Minnesota	120 W. Kellogg Blvd.	2000	Ellerbe Becket	Not evaluated-less than 50 years.	
Not assigned	Xcel Energy Center	199 W. Kellogg Blvd.	2000	HOK Sports Facilities Group	Not evaluated-less than 50 years.	
Not assigned	District Energy St. Paul Inc./Hans O. Nyman Energy Center	76 W. Kellogg Blvd.	ca. 1920; 1983, 2003	Ellerbe Becket (2003)	Not evaluated.	
RA-SPC-4529	West Publishing/ Ramsey County Government Center West	50 W. Kellogg Blvd.	1886, 1911, 1940s	J. Walter Stevens, Reed and Stem Note: in process of demolition 8/2015	No updated evaluation since Historic Sites Survey (1981).	
Not assigned	Saint Paul River Centre	175 W. Kellogg Blvd	1998	HGA	Not evaluated-less than 50 years.	
RA-SPC-	Minnesota Club	317 Washington St.	1915	Clarence Johnston	Determination of Eligibility (DOE) as contributing to Rice Park Historic District (local).	
RA-SPC-4530, 4531, 4532	Northwestern Bell Telephone Company/Qwest/ Tri-State Telephone Company	59 W. Kellogg Blvd.; 70 W. 4th St.	1935, 1965, 1978	Clarence Johnston Jr./ Ellerbe Associates	1935 building determined NRHP-eligible, additions not eligible.	

SHPO Inventory	Name	Address	Date	Architect/Builder	NRHP/ HPC Status	Photo
RA-SPC-4528	St. Paul City Hall-Ramsey County Courthouse	15 W. Kellogg Blvd.	1931	Holabird and Root with Ellerbe Architects	NRHP, 1983; Saint Paul Heritage Preservation Site, 1979.	
RA-SPC-4527	Ramsey County Adult Detention Center	12-14 W. Kellogg Blvd.	1980	Wold Association and Gruzen Associates	Not evaluated, less than 50 years.	
RA-SPC-8090	St. Paul Hilton/ Crowne Plaza-Riverfront	11 E. Kellogg Blvd.	1966, 1996	William Tabler/ Winsor Faricy Architects	DOE-NRHP eligible (in Saint Paul Urban Renewal NRHP Historic District, 2008). Eligible for local designation.	
RA-SPC-8110	Parking Ramp-People's Bank	45 E. Kellogg Blvd.	2001		Non-contributing (in St. Paul Urban Renewal NRHP Historic District, 2008).	
RA-SPC-8091	YWCA/Creative Arts Secondary School/Paul and Sheila Wellstone Elementary School	65 E. Kellogg Blvd.	ca. 1961, 1988	Grover Dimond Assoc. (1961)	DOE-NRHP eligible (in St. Paul Urban Renewal NRHP Historic District, 2008). Eligible for local designation.	
RA-SPC-8092	Kellogg Square Apartments	111 E. Kellogg Blvd.	1970	Convention Center Architects	DOE-NRHP eligible (in St. Paul Urban Renewal NRHP Historic District, 2008). Eligible for local designation.	
RA-SPC-8094	Kellogg Square Townhouses (at rear)	111 E. Kellogg Blvd.	1973	Convention Center Architects	DOE-NRHP eligible (in St. Paul Urban Renewal NRHP Historic District, 2008). Eligible for local designation.	
RA-SPC-8093	Kellogg Square Parking Ramp/Capital City Ramp	111 E. Kellogg Blvd.	1970	Convention Center Architects	DOE-NRHP eligible (in St. Paul Urban Renewal NRHP Historic District, 2008). Eligible for local designation.	

SHPO Inventory	Name	Address	Date	Architect/Builder	NRHP/ HPC Status	Photo
RA-SPC-3166	Warren E. Burger Federal Building-U. S. Courthouse	316 N. Robert St.	1961, 1969	Walter Butler Co. Haarstick Lundgren and Assoc.	DOE-NRHP eligible (in St. Paul Urban Renewal NRHP Historic District, 2008). Eligible for local designation.	
Not assigned	St. Paul and Sioux City Railroad corridor (Chicago, Minnesota and Omaha; Chicago and Northwestern)	Segment from Broadway Depot to Chestnut Street	1869-		NRHP-eligible; see Multiple Property Documentation Form, "Railroads in Minnesota 1852-1956."	
RA-SPC-	Minnesota Club Boat House on Raspberry Island	1 Wabasha St.	1910	Geo. H. Carsley	NRHP, 1982; Saint Paul HPC Heritage Preservation Site, 1985.	
RA-SPC-3490	St. Paul Women's City Club	305 N. St. Peter St.	1931	Magnus Jemne	NRHP, 1982; Saint Paul Heritage Preservation Site, 1979.	
Not assigned	Minnesota Telecenter/Twin Cities Public Television/ St. Paul Radiology Addition	172 E. 4th St.	1988	HGA	Not contributing in local HPC Lowertown Historic District.	
RA-SPC-5225	St. Paul Union Depot	214 E. 4th St. Elevated yard between E. Kellogg Blvd, Shepard Rd, E., Robert Street, and 1000 feet east of the Lafayette Bridge	1923 1917-25	Charles Frost Frederick Mears *Note*: Subject to Conservation Easement	NRHP 1974, also in locally designated NRHP Lowertown Historic District, 1983 and Lowertown Heritage Preservation District, 1984. NRHP boundaries enlarged (2014) for elevated rail yard.	
RA-SPC-5245	St. Paul Public Library/James J. Hill Reference Library	80-90 W. 4th St.	1917	Electus Litchfield	NRHP, 1975; Saint Paul Heritage Preservation Site, 1979. DOE as contributing to Rice Park Historic District (local).	

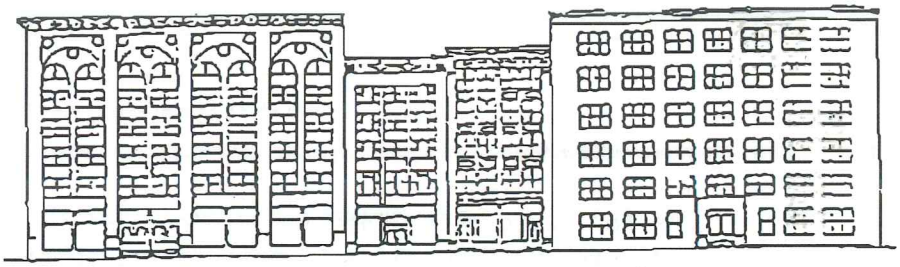
SHPO Inventory	Name	Address	Date	Architect/Builder	NRHP/ HPC Status	Photo
RA-SPC-4580	Lowertown Historic District	Roughly bounded by Kellogg, Broadway, E. 7th and Jackson Streets	1890s-1910	various	NRHP Lowertown Historic District, 1983. Locally designated Lowertown Heritage Preservation District, 1984. Expanded NRHP boundary to include elevated railyard, 2014.	
RA-SPC-	St. Paul Urban Renewal Historic District	Roughly bounded by Kellogg, Wabasha, W. 6th, and Jackson Streets	1950s-1960s	various	DOE-NRHP eligible (in St. Paul Urban Renewal NRHP Historic District, 2008). Eligible for local designation.	
RA-SPC-	Rice Park Historic District (local)	Including Rice Park and roughly bounded by Kellogg, property lines east of Washington Street, W. 6th Street, and St. Peter Street.	1849-1936	various	DOE as local district, 2001.	

Lowertown Heritage Preservation District



LOWERTOWN HERITAGE
PRESERVATION DISTRICT

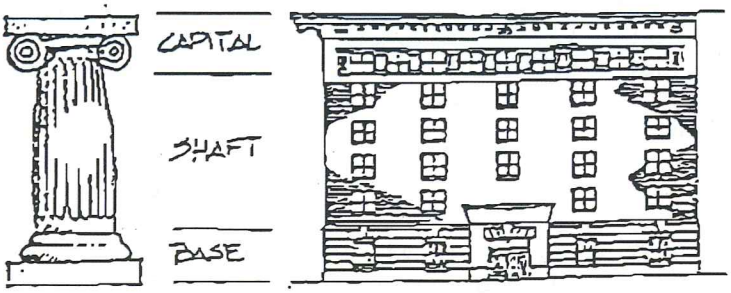
ARCHITECTURAL
CHARACTERISTICS



The purpose of designating the Lowertown Area as a Historic Preservation District is to protect and enhance the unique architectural, visual and historical character of Lowertown, a remarkably intact warehouse district dating from before the 1880s. There are 44 buildings in the 16 block proposed district, all but four of which have been classified as either pivotal or supportive to the district.

Most of the buildings of the district were constructed between 1880 and 1920. Although the area went into a period of gradual decline from the 1920s until the 1970s, the uses of the buildings remained basically the same--warehousing, wholesaling and commercial

Stylistically, the buildings in the area include the Italianate, Queen Anne, Richardsonian, Romanesque, Beaux Arts and Classical Revival styles. Most of the buildings in the area are faced in brick, projecting a sense of balance and continuity. In general, those buildings constructed before 1900 are four to seven stories tall. Many of the pre 1900 structures have cast-iron storefronts and most incorporate Victorian ornamentation. Those built after 1900 are generally large utilitarian buildings which incorporate Classical Revival detailing. They are generally taller and more massive than the Victorian period structures and were built using reinforced concrete and structural steel.



The facades of most buildings in Lowertown have a distinct rhythm, both vertically and horizontally, set off by piers, string courses and fenestrations. The major design features can better be understood in relation to the components of a column: the base, shaft, and capital. The base generally encompasses the bottom floor or two, the shaft is the body of the building, and the capital includes the roof, cornice area, and possibly the top floor.

A major focal point within the district is Mears Park. This park serves as the major public open space for the Lowertown Community. The snug compatibility among the buildings strengthens the ties of community focused on this central open space. It is this character and atmosphere we hope to enhance in the historic Lowertown District.

GUIDELINES FOR DESIGN REVIEW

I. INTRODUCTION

The following guidelines for design review will serve as the basis for the Heritag Preservation Commission's permit review decisions in the proposed Lowertown Heritage Preservation District. The guidelines define the most important elements of the Lowertown district's unique physical appearance and state the best means of preserving and enhancing these elements in rehabilitation or new construction. These guidelines are not hard and fast regulations. They are flexible criteria. Their purpose is to provide assurance to property owners that permit review will be based on clear standards rather than the taste of individual Commission members The guidelines will be interpreted with flexibility depending on the particular merit of the building, part of the building, or area under review. Consideration will be given to the availability of historical materials. When applying the guidelines, the Commission will also be considerate of clearly defined cases of economic hardship or deprivation of the owner of reasonable use of his/her property. Decisions of the Heritage Preservation Commission are subject to appeal to the City Council within ten days by anyone affected by the decision.

II. NEW CONSTRUCTION

The basic principle for new construction in the Lowertown area is to maintain the scale and character of present buildings. New construction refers to totally new structures, moved-in structures and new additions to existing structures undergoing restoration and rehabilitation.

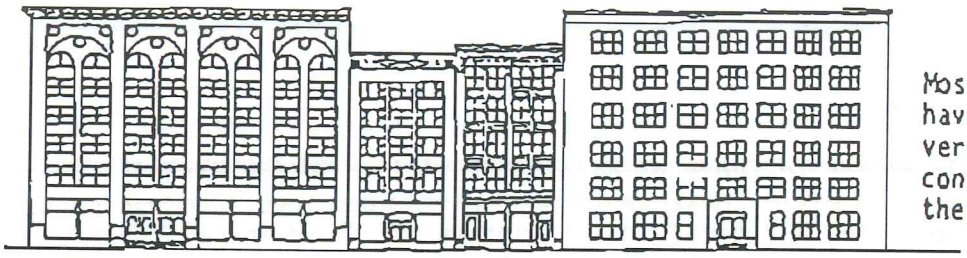
Architectural diversity is characteristic of Lowertown. When first confronted with this variety, it is easy to overlook the overall thread of continuity of the area. Generally, any structure should provide height, massing, setback, materials and rhythm compatible to surrounding structures. The reproduction of historic design and details is expensive, artificial, and is recommended only for some cases of infill or small scale construction. Guidelines for new construction focus on general rather than specific design elements in order to encourage architectural innovation.

A. SETBACK - SITING

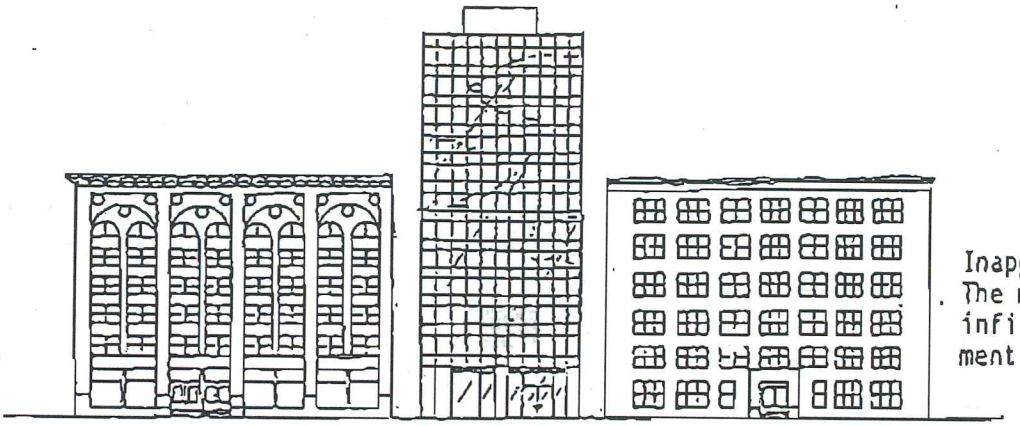
There should be no more than a 5% variation in setback from existing adjacent buildings. The proportion of built edge to open space should preserve the plane of the street wall, particularly along the streets facing Mears Park and the Farmer's Market.

B. MASSING, VOLUME AND HEIGHT

The buildings of the district built before 1900 are generally small to medium in volume and up to seven stories in height. Sometimes several buildings are grouped. Buildings constructed after 1900 are generally large in volume and up to eight stories in height, with the Burlington Northern Building being 13 stories. The structures of the district are distinguished by their boxy profiles; preservation of this aspect is the most essential element for maintaining district unity. New construction should be compatible with the massing, volume, height, and scale of existing adjacent structures.



Most buildings in Lowertown have distinct horizontal and vertical rhythms. New construction should enhance these patterns.



Inappropriate new construction. The massing and materials of infill structures should complement the existing buildings.

C. RHYTHM AND DIRECTIONAL EMPHASIS

The rhythm and directional emphasis in Lowertown can be found both in the relation of several buildings to each other, and in the relation of 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 new construction should be compatible with that of existing adjacent structures.

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 more important for roof edges to relate in size and proportion, than in detailing.

E. MATERIALS AND DETAIL

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. Walls are usually natural brick colors--dark red, yellow, and brown. When walls are painted, similar subdued colors are usually used.

F. WINDOWS AND DOORS

Windows should relate to those of existing buildings in the district in ter. of solid to opening ratio, distribution of window openings, and window setbac 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 districts are not preferred for new construction. Window and door frames should be wood, appropriately colored or bronzed-toned aluminum or vinyl-clad.

G. PARKING

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 18" high. Walls or plantings should continue the planes of existing adjacent buildings.

H. LANDSCAPING AND STREET FURNITURE

When lots are used for green space or parking, a visual hole in the street "wall" may result. Landscape treatment can eliminate this potential problem by providing a wall of enclosure for the street. Traditional street elements of the area, such as granite curbs, should be preserved. New street furnit should complement the scale and character of the area.

III. RESTORATION AND REHABILITATION

General Principles for Restoration and Rehabilitation:

1. All work should be of a character and quality that maintains the distinguishin features of the building and the environment. The removal of architectural features is not permitted.

2. 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, color, texture and appearance. Duplicatic of original design based on physical or pictorial evidence is preferable to using conjectural or "period" designs or using parts of other buildings.

3. Distinctive stylistic features or examples of skilled craftsmanship characteristic of structures of a period should be treated sensitively. Furthermore, if changes in use of a building are contemplated, they should be accomplished with minimum alteration to the structure and fabric.

4. In general, it is expected that buildings will be restored to their original appearance. However, alterations to buildings are sometimes significant because they reflect the history of the building and the district. This significance should be respected, and restoration to an "original" appearan may not always be desirable. All buildings should be recognized as products of their own time and not be altered to resemble buildings from another era.

A. MASONRY AND WALLS

Use of Materials:
Original masonry and mortar should be retained whenever possible without the application of any surface treatment. A similar material should be used to repair or replace, where necessary, deteriorated masonry. New masonry added to the structure or site, such as new foundations or retaining walls, should be compatible with the color, texture and bonding of original or existing masonry. Formstone, stucco, wood or metal siding, or paneling should not be used.

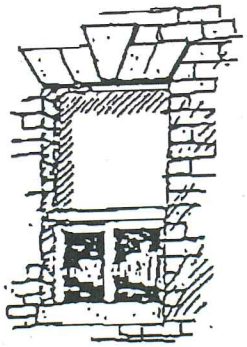
Cleaning:
Masonry should be cleaned only when necessary to halt deterioration or to remove graffiti and stains and always with the gentlest method possible such as low pressure water (under 300 psi) and soft bristle brushes. Brick and stone surfaces should not be sandblasted with dry or wet grit or other abrasive This method of cleaning erodes the hard surface of the material and accelerates deterioration. Chemical cleaning products which could have an adverse chemical reaction with the masonry material such as acid on limestone or marble should not be used. Chemical solvents should not be used at all except for removing iron and oil stains. It is preferable to use water with a non-ionic bio-degradable detergent. Mortar should be repointed and window frames should be caulked before cleaning. Waterproof or water repellent coatings or surface consolidation treatments should not be applied unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.

Repointing:
Repointing should only be done on those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand on the mortar joint. Using pneumatic hammers to remove mortar can seriously damage the adjacent brick. Vertical joints should be hand chiseled. When repointing, it is important to use the same materials as the existing mortar. This includes matching the color, texture, coefficients of expansion and contraction, and ingredient ratio of the original mortar mix, creating a bond similar to the original. A professional mortar analysis can give this information. Repointing with Portland cement mortar may create a bond stronger than is appropriate for the building materials, possibly resulting in cracking or other damage. Old mortar should be duplicated in joint size, method of application and joint profile.

Painting:
The original or early color and texture of masonry surfaces should be retained, including early signage wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons. Paint should not be indiscriminately removed from masonry surfaces as this may subject the building to damage and change its appearance.

B. WINDOWS AND DOORS

Openings:
Existing window and door openings should be retained. New window and door openings should not be introduced into the principal elevations. Enlarging or reducing window or door openings to fit stock window sash or new stock door sizes should not be done. Infilling of window openings may be permissible on minor facades if standard sizes approximate the size and proportions of the opening. Generally, a minor facade will be considered as any facade not facing the street and not having the ornamentation and higher quality materials usually associated with street facades.



Reducing window openings to fit stock window sizes should not be done.

Plastic or metal awnings, and fake shutters should not be used.

Panes, Sashes and Hardware:
It is desirable to retain original windows and doors, but they may need replacement for functional reasons. Replacement is clearly acceptable for functional reasons if new materials closely match original materials. Differ. materials may be acceptable on a case-by-case basis. Window panes should be two-way glass. No reflective or spandrel glass is permitted. The stylistic period or periods a building represents should be respected. Shutters are generally inappropriate in the district. Missing or irrepairable windows should be replaced with new windows that match the original in material, size, general muntin and mullion proportion and configuration and reflective qualities of the glass. Replacement sash should not alter the setback relation between window and wall. Heating and air conditioning units should not be installed in the window frames when the sash and frames may be damaged. Window installations should be considered only when all other viable heating and cooling systems would result in significant damage to historic materials. Window installations may be acceptable in minor facades.

Storm Windows:
Storm windows and doors should be compatible with the character of the building and should not damage window and door frames, or require removal of original windows and doors. Exterior storm windows should be appropriate in size and color and should be operable.

Awnings and Canopies:
Awnings and canopies should not be used when they conceal richly detailed entries and windows. Aluminum or plastic awnings should not be used. Large or garish lettering should not be used on awnings.

Lintels, Arches and Sills:
Lintels, sills, architraves, pediments, hoods and steps should be retained or repaired if possible. Existing colors and textures should be matched when repairing these elements.

Storefronts:
Existing storefronts should be retained and repaired including windows, sash, doors, transoms, signage, and decorative features where such features contribute to the architectural and historic character of the building. Where original or early storefronts no longer exist or are too deteriorated to save, the commercial character of the building should be retained through: (1) contemporary design which is compatible with the scale, design, materials, color and texture of the historic buildings; or (2) an accurate restoration of the storefront based on historical research and physical evidence. Storefronts or new design elements on the ground floor, such as arcades, should not be introduced which alter the architectural and historic character of the building and its relationship with the street or its setting or which cause destruction of significant historic fabric. Materials which detract from the historic or architectural character of the building, such as mirrored glass, should not be used. Entrances through significant storefronts should not be altered.

C. ROOFS, CORNICES AND DETAILS

Roof Shape:
The original roof shape should be preserved. New skylights and vents should be behind and below parapet level. When the roof is visible from street level, the original material should be retained if possible, otherwise it should be replaced with new material that matches the old in composition, size, shape, color and texture.

Cornices and Other Details:
All architectural features that give the roof its essential character should be preserved or replaced. Similar material should be used to repair/replace deteriorating or missing architectural elements such as cornices, brackets, railings, shutters, steps and chimneys, whenever possible. The intricacy of detail is least important for new elements at or near the roof line. The same massing, proportions, scale and design theme as the original should be retained.

IV. SIGNS AND ACCESSORIES

Signs should be compatible with the character of the District, and blend with the character of the structures on or near which they are placed. Signs should not conceal architectural detail, clutter the building's image, or distract from the unity of the facade; but rather should complement the overall design.

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.

B. TYPES

The sign type should enhance the building's design and materials. There are a number of types of signs which may be used: (1) single-faced; (2) projecting, double-faced; (3) three-dimensional; (4) painted wall signs; and (5) temporary signs. New billboards are not permitted in the Lowertown District.

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 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 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.)

D. LIGHTING

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.

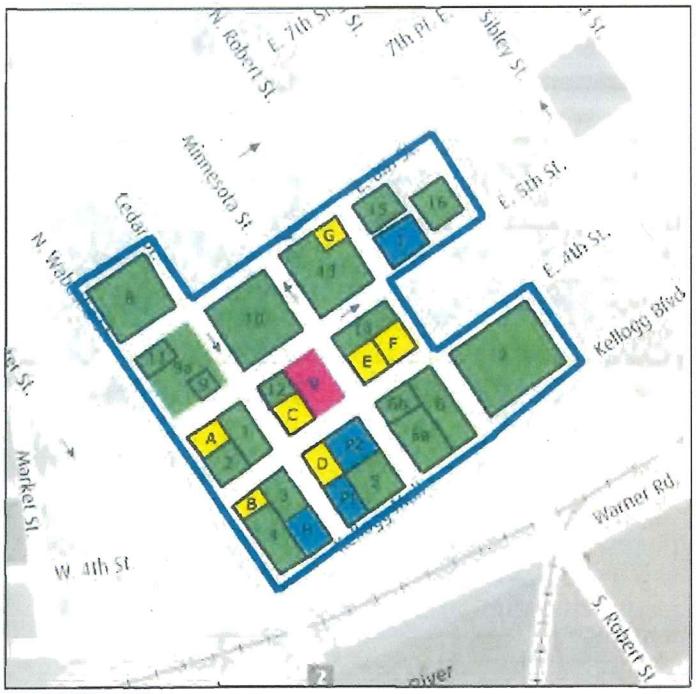
E. GRILLS, EXHAUST FANS, ETC.

Grills, exhaust outlets for air conditioners, bath and kitchen exhaust fans should be incorporated into filler panels, if possible. They may be painted the same color as the filler panel.

V. DEMOLITION

The Heritage Preservation Commission will follow the guidelines stated in the Heritage Preservation Ordinance (#16006), Section 6 (1)(2), when reviewing permit applications for demolition:

"In the case of the proposed demolition of a building, prior to approval of said demolition, the Commission shall make written findings on the following: architectural and historical merit of building, the effect on surrounding buildings, the effect of any new proposed construction on the remainder of the building (in case of partial demolition), and on surrounding buildings, the economic value or usefulness of building as it now exists, or if altered or modified in comparison with the value or usefulness of any proposed structure designated to replace the present building or buildings."



Saint Paul Urban Renewal Historic District
Recommended Boundaries

Contributing Properties (built between 1955 and 1974)

1. **Minnesota Mutual Life Insurance Company** (1955), 345 Cedar Street
2. **Victory Ramp** (1955-1960), E. Fourth and N. Wabasha Streets
3. **Degree of Honor Building** (1962), 325 Cedar Street
4. **Saint Paul Hilton** (ca. 1965), 11 E. Kellogg Boulevard
5. **Saint Paul YWCA** (1961), 65 E. Kellogg Boulevard
6. **Kellogg Square** (1970), 111 E. Kellogg Boulevard

6a. **Kellogg Square Parking Ramp** (1970)

6b. **Kellogg Square Townhouses** (1973)

7. **Federal Courthouse** (1961), 316 N. Robert Street
8. **Dayton's** (1963), 411 Cedar Street
9. **Osborn Building** (1968), 370 North Wabasha Street

9a. **Osborn Plaza** (1968)

10. **Northwestern National Bank** (1971), 55 E. Fifth Street
11. **Capital Centre Building** (1973), 366 N. Wabasha Street
12. **First Federal Savings and Loan** (1971), 360 Cedar Street
13. **American National Bank Building** (1974), 101 E. Fifth Street
14. **First Bank Addition** (1969), 332 Minnesota Street
15. **Minnesota Department of Economic Security** (1967), 390 N. Robert Street
16. **Farm Credit Banks** (1965), 375 Jackson Street

Other Properties (are contributing)**

A. **Northern States Power Company**** (1932), 360 N. Wabasha Street

B. **Commerce Building*** ** (1912), 10 E. Fourth Street

C. **Saint Paul Athletic Club*** **(1918), 340 Cedar Street

D. **Minnesota Building*** **(1930), 42-48 E. Fourth Street

E. **First National Bank*** **(1931), 332 Minnesota Street

F. **First Farmers and Merchants Bank**** (1916), E. Fourth and N. Robert Streets

G. **The Buttery**** (ca. 1930), 395 N. Robert Street

H. **Radisson Hotel Addition** (1996), Kellogg Boulevard and Cedar Street

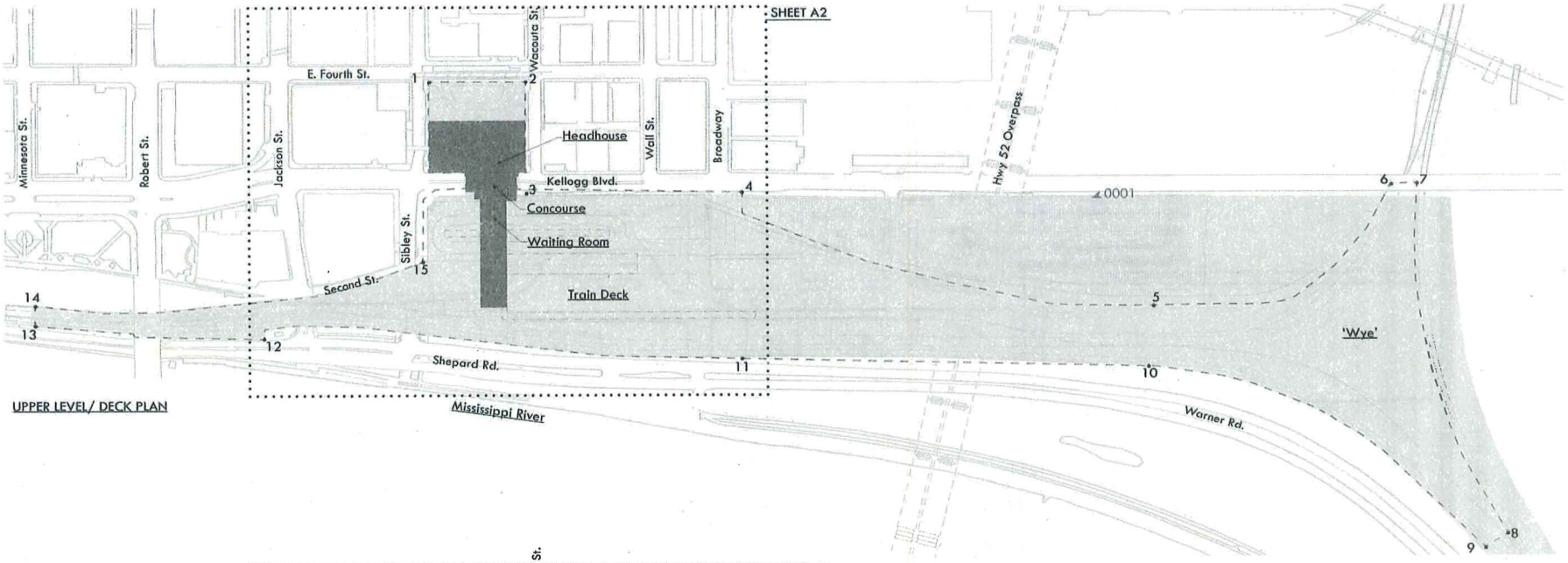
I. **Farm Credit Banks** (1979), 135 E. Fifth Street

P1. **Parking Structure** (2001), 45 E. Kellogg Boulevard

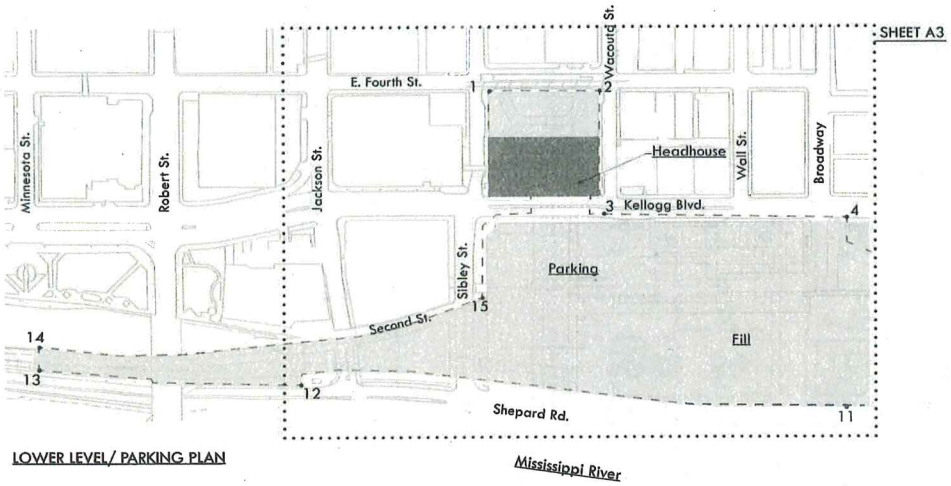
P2. **Parking Structure** (2001), 50 E. Fourth Street

V. **Vacant lot** (surface parking)

* National Register listed or eligible properties.



UPPER LEVEL/ DECK PLAN



LOWER LEVEL/ PARKING PLAN

LEGEND

- Previously listed (1974)
- Revised boundary (2013)
- UTM coordinates
- 0001 Photo Key

0 50' 100' 200'

Project North

Geographic North

St. Paul Union Depot | RAMSEY COUNTY: ST. PAUL, MINNESOTA

LOCATION PLANS & PHOTO KEYS

FEBRUARY 15, 2013
RVSD JULY 01, 2013

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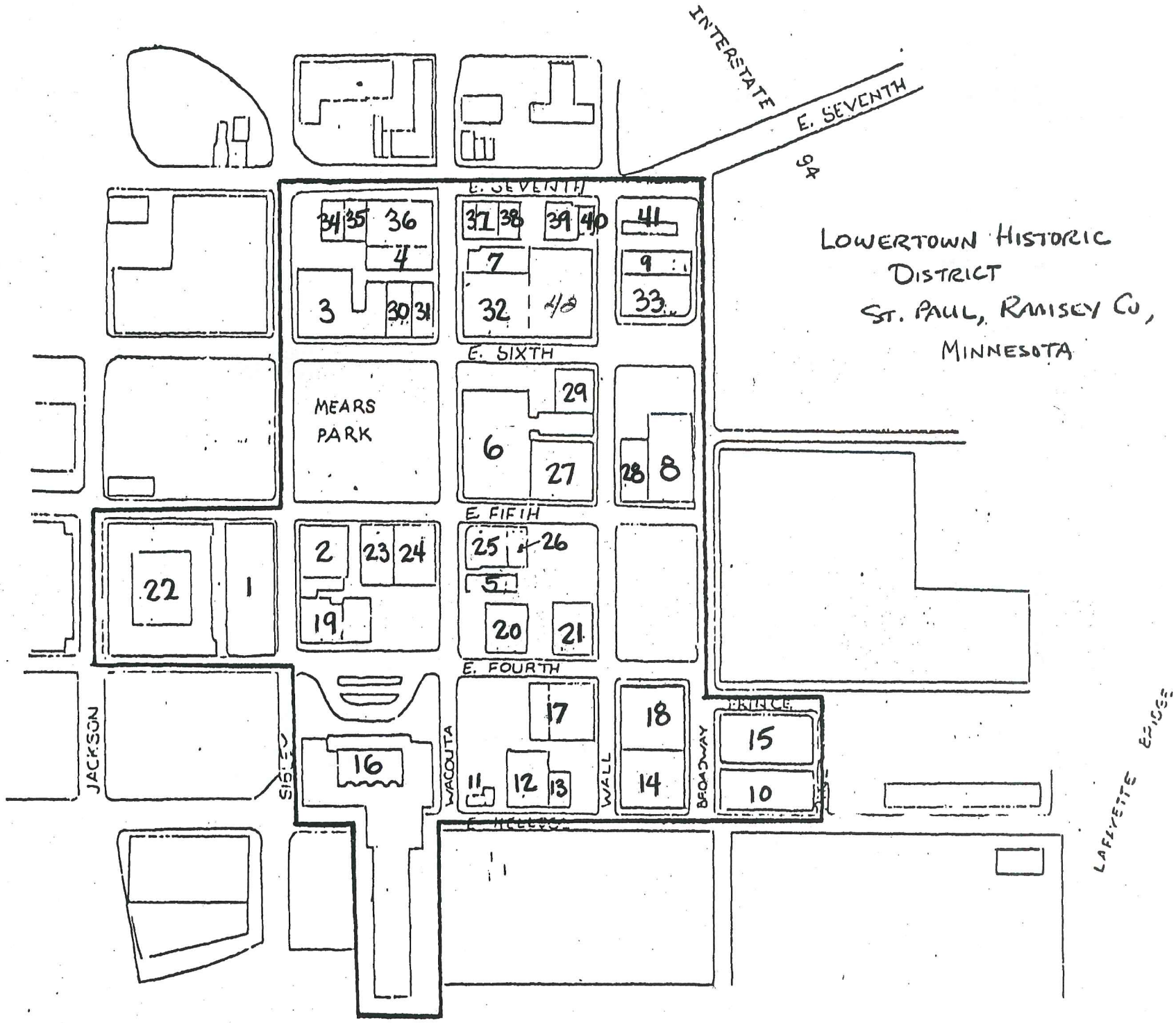
LOWERTOWN HISTORIC DISTRICT
ST. PAUL, RAMSEY CO, MINNESOTA
INTERSTATE 94
E. SEVENTH
E. SIXTH
E. FIFTH
E. FOURTH
MEARS PARK
JACKSON
SIBLEY
WACOUTA
WALL
BROADWAY
PRINCE
LAFAYETTE BRIDGE
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