SAINT PAUL RIVER BALCONY

MASTER PLAN

Draft for public review
April 7, 2017

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Saint Paul Skyline, 1928

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March 2017

Welcome to the River Balcony- one of the most exciting ideas to come out of Saint Paul's vision for reconnecting to the Mississippi River in the 21st century, the *Great River Passage Master Plan.*

One of Saint Paul's greatest assets is the Mississippi River, and the River Balcony will play an important role in creating vibrant places that connect our downtown community to this wonderful natural landmark. The Great River Passage encompasses 26 miles of Mississippi riverfront within the city's boundaries and, along with Minneapolis, comprises the most urban section of the Mississippi National River and Recreation Area. It is a precious environmental, recreational, cultural, historic and economic resource for Saint Paul and the region, and it is that legacy we celebrate with the River Balcony.

The 1.5-mile elevated pedestrian pathway on the downtown river bluff will provide new visual and physical connections between downtown and the Mississippi River, creating vibrant outdoor spaces that will extend from the Science Museum of Minnesota to Union Depot. Not only will it provide a jaw-dropping panoramic view of the great river valley, but it will also allow people to access the river's edge as they engage in some of their favorite activities. Personally, I'm looking forward to crossing another item off my mayoral bucket list: having a beer along the river in downtown Saint Paul.

Embracing the Mississippi River as downtown Saint Paul's front yard has been a priority of mine and this city's for decades. I am pleased to present the *River Balcony Master Plan* as the next step in realizing our community's vision for the Great River Passage. I look forward to partnering with all of you on its implementation.

Sincerely,

Christopher B. Coleman, Mayor

Saint Paul Skyline, 2015

Table of Contents

Chapter 1: **The Great River Passage Master Plan** **7**

Chapter 2: **Land Use History + Cultural Resources** **13**

Chapter 3: **Precedent Projects: Inspiration + Expression** **17**

Chapter 4: **The River Balcony Master Plan** **39**

Chapter 5: **River Balcony Design Guidelines** **57**

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

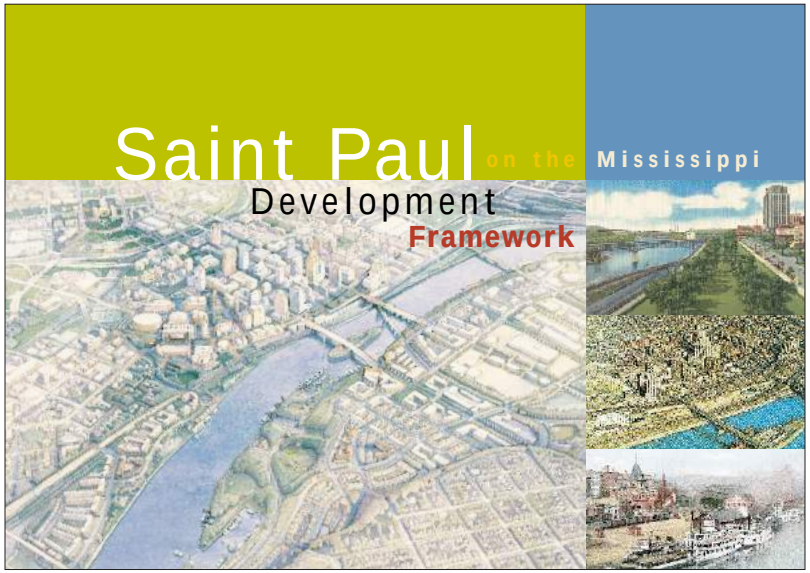
RADISSON
1st

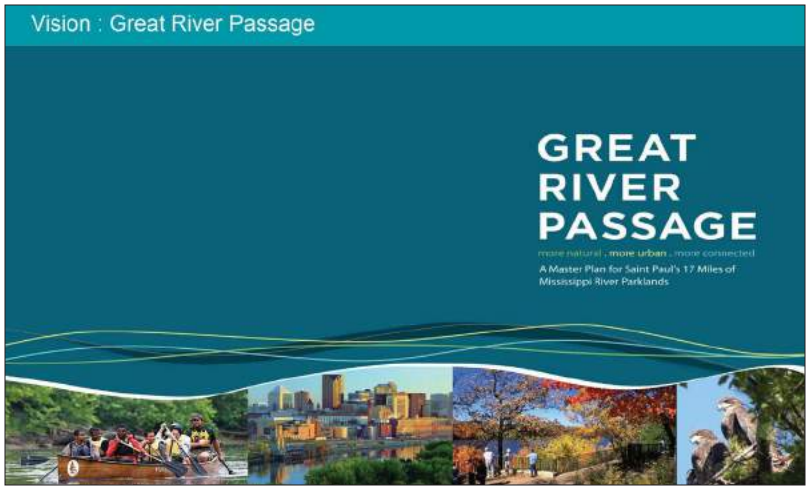
1 The Great River Passage Master Plan

Foundation and Vision

Reconnecting to the Mississippi River has been a City of Saint Paul and community priority since completion of the *Saint Paul on the Mississippi Development Framework* in 1997. Like so many American river cities, Saint Paul turned its back on the Mississippi River for decades. But, in the last 20 years, the City and its partners have worked tirelessly to embrace the river and recognize it as a natural, historic, cultural, recreational and ecological amenity.

The Great River Passage Master Plan, adopted by the City Council in April 2013 as an addendum to the Saint Paul Comprehensive Plan, is the City's most recent affirmation of the power of the Mississippi River to define Saint Paul's sense of place. It contains three guiding principles for all public and private development in the Great River Passage. These principles are foundational to the River Balcony.





More Natural
The Great River Passage is first and foremost a place of great natural beauty and value. Every action should respect, protect and enhance the ecology of the river corridor and valley.

More Urban
With such high "place value," the Great River Passage is an area of great economic real estate value. New urban development in the Passage should be high-quality, sustainable and strategically located to enhance the natural environment.

More Connected
Being connected to the Mississippi River and making the river a part of everyday life are fundamental values in Saint Paul. More physical and visual connections should be created to bring more people to the river, respecting the need to balance increased public access with environmental preservation.

THE GREAT RIVER PARK
SAINT PAUL, MINNESOTA

Vision

The River Balcony is envisioned as a publicly-accessible pathway connecting public spaces and bluff-side redevelopment sites from the Science Museum to Union Depot. It will be designed to accommodate walking, outdoor seating, gathering and related public activities; and to be a catalyst for economic development.

Goals

The River Balcony will:

- reconnect downtown to the Mississippi River visually and physically;
- provide a public linear path along the downtown river bluff with occasional vertical connections to the river's edge;
- activate private development on the Ramsey County West/Adult Detention Center, Ramsey County East and Custom House sites; and
- connect public spaces and private development sites along the river's edge in downtown.

Art and culture

Health and wellness

Small gatherings and large events

General Design Principles

1. The River Balcony is a **public space, accessible to all**, at all times of the day and during all seasons.

2. The main purpose of the River Balcony is to provide **visual and physical connections** between downtown and the Mississippi River.

3. The River Balcony is an **integral part of a larger public realm network** comprising the Capital City Bikeway, City and regional parks and trails, streets, plazas and skyways.

4. The River Balcony is **both a horizontal** (linear) **and vertical** (from upper bluff to river's edge) system of movement.

5. The River Balcony will be a **fundamental feature of new development** on private property along the bluff, including Custom House and the Ramsey County riverfront properties.

6. The River Balcony will be designed to **add value** to adjacent private development.

7. The River Balcony will be **built with high-quality, durable materials.**

8. The River Balcony will be designed as **a coherent series of public spaces,** with overall continuity of design, but allowing for site- or district-specific expressions of place.

9. The River Balcony will be designed to **be a "light touch"** on the bluff landscape.

10. The River Balcony will incorporate **natural features** as much as possible, recognizing that some areas will be more predominantly hard-surfaced.

NORTHERN
STATES
POWER CO.

2 Land Use History + Cultural Resources

In order to best reflect downtown's unique relationship to the Mississippi River, the location and design of the River Balcony, as well as economic development opportunities along it, need to be informed by an understanding of historic and cultural resources in the study area. (The Appendix contains the historic and cultural resources study in full.)

Study Area Description

The location of downtown Saint Paul was determined by the geology and location of the Mississippi River and its bluffs. Downtown lies between the Lower and Upper Landings, the original two breaks in the bluffs. The bluff itself was the focus of the earliest permanent white settlement, and the staging area for early river and rail transportation.

The downtown river bluff rises about 100 feet above the river at Wabasha Street. The bluff face is exposed between the Wabasha and Robert Street bridges, but is otherwise generally covered over with building, bridge and other construction. Beyond the River Balcony itself, the adjacent approximately 25 blocks of the city's early street grid were developed during the late 19th century as an industrial, commercial and residential quarter; buildings constructed primarily after 1900 now occupy this area. While the steamboat hub at the Lower Landing (at Jackson Street) remains, the broad rail corridor at the base of the bluff, Union Depot and the 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 retain their early names. Shepard and Warner roads, largely built on fill during the 1960s, traced over the historic river levee. On top of the bluff, E. 3rd Street was lined with the city's important early financial and commercial businesses. Beginning in the 1920s, it was replaced with Kellogg Boulevard, and nearly all of the 19th and early 20th century buildings were removed.

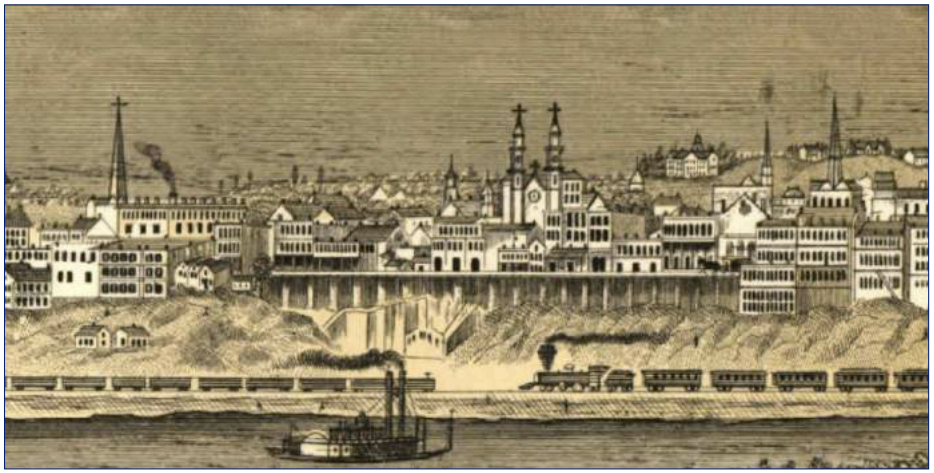


Figure 4. St. Paul Panorama, 1873 (G. Hageboeck).

Previous Evaluations

The proposed alignment of the River Balcony touches several historic sites and districts that were evaluated prior to the adoption of the *Great River Passage Master Plan*, including:

- St. Paul Public Library/James J. Hill Reference Library – listed on the National Register of Historic Places in 1975.
- Lowertown National Register Historic District – listed in 1983.
- Lowertown Heritage Preservation District (local) – listed in 1984.
- Rice Park and the surrounding historic district – determined eligible for the National Register in 1983; evaluated for local designation in 2001.
- Kellogg Boulevard (Eagle Street to Lafayette Bridge) – evaluated for National Register eligibility in 1999; found not eligible due to loss of historical integrity. May warrant re-evaluation based on engineering significance.
- Archeological investigations related to Shepard/Warner/East CBD Bypass Project (1994) and Science Museum construction (1997).
- Union Depot restoration project – elevated rail yard listed on the National Register in 2007.
- St. Paul Urban Renewal Historic District - determined eligible for the National Register in 2008 as part of the Central Corridor light rail transit project.

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

Land Use History and Subcontexts

Five historic subcontexts were developed to provide a foundation for River Balcony planning and design. These subcontexts, as well as broader contexts, were useful in compiling a land use history for the downtown river bluff. They were also helpful in identifying important influences on existing conditions along the River Balcony alignment, and opportunities for interpretation/celebration. The landscape feature comprising the downtown bluff does not appear to retain enough historic integrity to be considered an historic property, so it was not evaluated.

1. The River Gateway to St. Paul: Geology, Prehistory, and the Landscape Architect and Artist
2. The Bluff and St. 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

Figure 7. Fred Resler, 1920.

Application of Historic and Cultural Resource Investigations to River Balcony Design

All elements of River Balcony design, construction, siting and associated development – including choice of materials, landscape design, wayfinding and signage, lighting, street furniture, bicycle and transit facilities, and public art – may directly or indirectly impact historic properties along the Balcony alignment, as well as the overall historic character of the area. The design guidelines in Chapter 5 provide direction for design of the River Balcony and related public spaces, as well as adjacent development and infrastructure; they were prepared with these potential impacts in mind. In addition, future project planning should anticipate the possible use of federal funds for River Balcony design and construction, which may require Section 106 review.

In addition to the design guidelines, the following general planning strategies are recommended to guide more in-depth study of the River Balcony study area as the project progresses.

- Consult with the State Historic Preservation Office (SHPO) and the Saint Paul Heritage Preservation Commission (HPC) to determine an Area of Potential Effect for use in evaluating indirect and direct effects to cultural resources.

- In consultation with SHPO 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 address cultural resource issues with locally-designated and National-Register-eligible properties.

- In consultation with SHPO and the HPC, determine if re-evaluation of the National Register eligibility of Kellogg Boulevard may be required. The re-evaluation should focus on engineering and urban planning (City Beautiful and WPA-era) areas of significance.

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

- Consult with SHPO on proposed construction adjacent to the National-Register-eligible railroad corridor.

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

- Interpret bluff geology and history in future public programming of the River Balcony.

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

3 Precedent Projects: Inspiration + Expression

Successful Models from Around the World

Overview

Precedent research was conducted to inspire and inform the River Balcony master planning process and to expand our thinking on creative design approaches. The following precedents are selected case studies of exemplary waterfront places from near the Twin Cities and across the globe. They inform the look, feel and programming of the Saint Paul River Balcony, as well as how best to integrate it (and use it as a catalyst for) private development.

CHATTANOOGA 21ST CENTURY WATERFRONT PARK, CHATTANOOGA, TN

Hargreaves Associates

Comprising 129 acres of waterfront on both sides of the Tennessee River, the development recaptures the site of the original founding of Chattanooga and reconnects the city to its waterfront. It incorporates 83 acres of open space and infrastructure and 46 acres of new mixed-use development, making the city's goal of "living, working, playing and learning at the river" a reality. Launched by the non-profit River City Company, Chattanooga's riverfront and downtown redevelopment were part of a 20-year plan to transform the city center and its connection to the river. In doing so, it has redefined the riverfront and downtown as vibrant destinations and communities designed to incorporate cultural amenities, iconic open spaces, and urban housing. Redevelopment of this site alone spurred more than $500 million in new development over 15 years. Recurring seasonal activities animate downtown and the riverfront throughout the year, inviting people to rediscover the heart of Chattanooga.

1

1 Aquarium Plaza

2 Ross's Landing

3 Tennesse Riverwalk

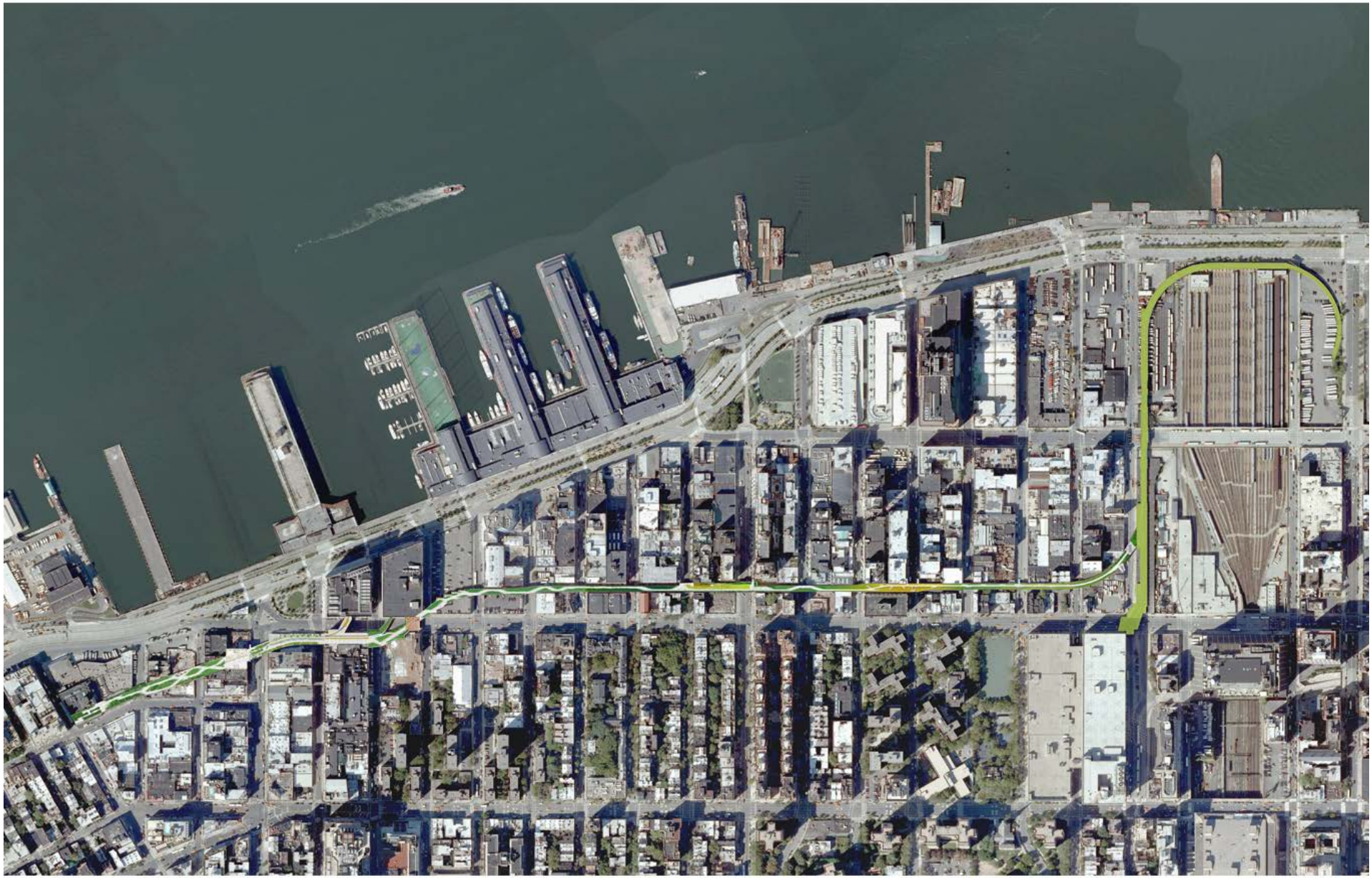
2

3

Budget: $120 million, $61 million for parks
Date: 2002-2005

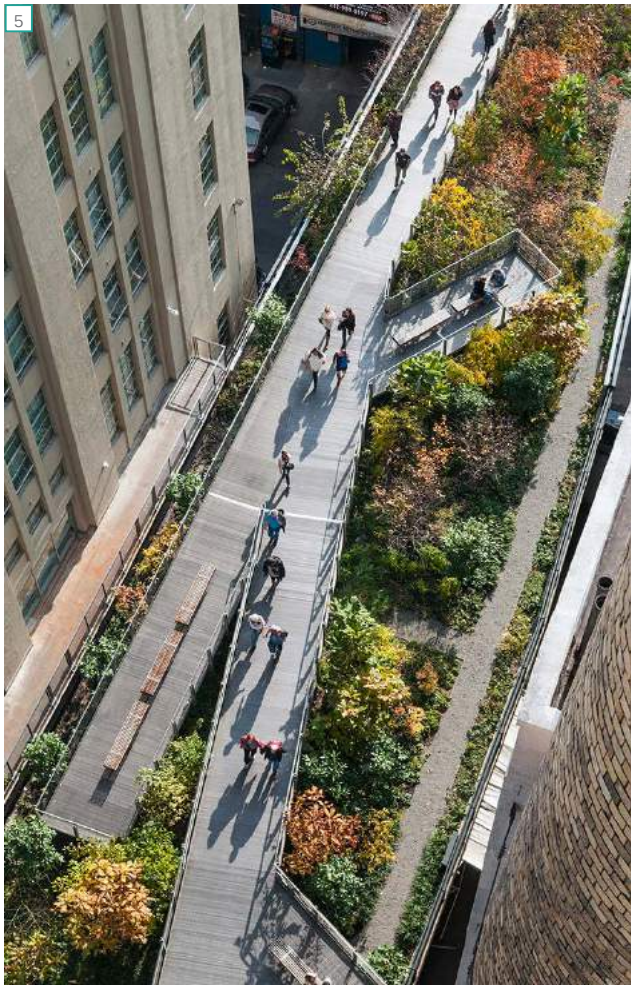
HIGH LINE, NEW YORK, NY

James Corner Field Operations



The High Line is a 1.45-mile-long New York City linear park built on an elevated section of an abandoned New York Central Railroad spur. There are over a dozen access points to the elevated park, and all entrances were designed to attract users to spend time and explore the complete park. The promenade has initiated more than 30 new projects in the nearby neighborhood. Housing prices have grown by 10% within a 1/3rd of a mile of the High Line, and by 2011, the High Line had already contributed to more than $2 billion in economic development.

1. Wooden stadium seating area
2. Spots for lingering in shade
3. Unique overlooks of the city below
4. Atmospheric lighting
5. Plantings that provide beauty and interest in all seasons



WAVERTON PENINSULA RESERVE, BP PARK, SYDNEY, AUSTRALIA

McGregor and Coxall

Located on the Waverton Peninsula, the 2.5 hectare former BP site has emerged from its polluted past to become a contemporary "post industrial" recreational and environmental park. In its former state, 31 oil storage tanks and ancillary facilities stood on massive concrete platforms carved from the sandstone bedrock. As a consequence of remediation to remove contamination, many industrial structures were demolished, leaving behind dislocated historic fragments. Viewing decks and walking platforms float over the dramatic sandstone cliff cuttings; concrete and steel stairs wrap over and around the topography.

1. Bluff Walkway
2. Elevated Bluff Overlook
3. Bluff Walkway Street Access
4. Bluff Landing

Budget: $2.63 million
Date: 2005

HARBOUR GREEN PARK/VANCOUVER WATERFRONT, BRITISH COLUMBIA, CANADA

PWL Partnership

Harbour Green is a 6.5-acre park that celebrates the natural and man-made history of the city of Vancouver. The illustrative elements include a granite and concrete escarpment wall to mark the natural grade change between downtown core and English Bay, and a series of earth mounds that represent the ocean and the edge of the harbor prior to development. Amenities include a parterre, plaza, café and recreational spray pool, all connected by a multi-purpose seawall.

1 Aerial of Riverfront Development

2 Urban Integration into Waterfront Open Sapce

3 Street Access to Waterfront

1

2

3

OLYMPIC PARK, SEATTLE, WASHINGTON

Weiss/Manfredi

The park consists of a nine-acre outdoor sculpture museum and beach. Envisioned as a new urban model for sculpture parks, this project is located on Seattle's last undeveloped waterfront property – an industrial brownfield site sliced by train tracks and an arterial road. The design connects three separate sites with an uninterrupted Z-shaped "green" platform, descending 40 feet from the city to the water, capitalizing on views of the skyline and Elliott Bay, and rising over existing infrastructure to reconnect the urban core to the revitalized waterfront.

1 Moseley Path Entrance
2 The Valley
3 Gates Amphitheater
4 Mimi Gardner Gates Bridge

1

2

3

4

Budget: $85 million
Date: 2007

THE CITYDECK, GREEN BAY, WISCONSIN

STOSS

The site is a two-acre strip of land measuring 50-60 feet wide, running along the edge of the Fox River in downtown Green Bay. It is about one-quarter-mile in length and situated between two bridges. At the project's start, the surrounding area generally turned its back on the river. Adjacent parcels were empty or used as parking lots; nearby downtown parcels were also empty or utilized only during business hours. The goal of the project was to activate the riverfront, connect the city to the river, increase opportunities for social life, create a flexible space for civic gatherings, and frame opportunities for new mixed-use development that would infuse downtown with new life. Since its completion in 2012, the project has spurred $65 million in development, including City Deck Commons, an 84-unit luxury apartment complex with street-level retail.

1 Shopko Landing Extending toward Walnut Street
2 CityDeck Riverfront Boardwalk
3 Public Programming Runs Consistently Throughout the Site

Budget: $14 million
Date: 2012

QUEBEC PROMENADE, QUEBEC, CANADA

Promenade des Gouverneurs runs along the Citadel and leads to Battlefields Park, also known as the Plains of Abraham. The Governor's Walk extends along the cliff edge of Quebec, leading pedestrians to numerous destinations, including Chateau Frontenac, the city center and the riverfront. The site's steep elevational changes are met with creative solutions that allow access from the top of the cliff to the bottom. Terracing stairways, funiculars, and small, pedestrian-only streetscapes allow visitors to easily navigate between the activity on the bluff and the views from the riverfront.

1. Boardwalk Promenade
2. Bluff Edge Stair Access to Waterfront
3. Funicular Connection Between Top and Bottom of Bluff
4. Pedestrian-Scale, Mixed-Use Connections to Waterfront

BUFFALO BAYOU PROMENADE, HOUSTON, TEXAS

SWA Group

The Buffalo Bayou Promenade added over 20 acres of park space to Houston's inner city. The 1.2- mile long Promenade was a critical missing link, tying the pastoral park to the west with the Theater District and Houston's downtown to the east. The site runs through nearly two miles of some of the most challenging urban conditions: overhead freeways and utilities, steep slopes, limited access and critical flood water elevations. The Promenade extends along many of Houston's historic and present day landmarks. Integrated within the wayfinding system, interpretive signage has been designed to highlight the history of the waterway and the city of Houston. Continuous pedestrian and bike trails create direct connections to and from downtown, public art is exhibited throughout, and destination features add regionally unique programming.

1 Bikeways and Trails Weave Underneath Freeways

2 Bridges Create Direct Downtown Connections

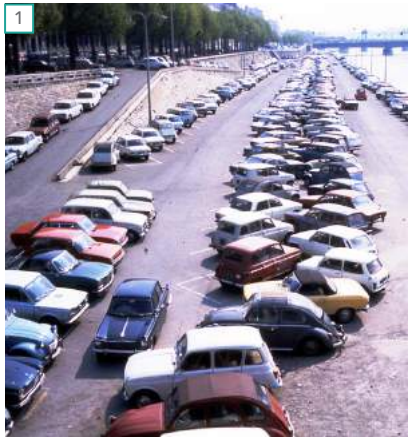
3 Access Paths Lead to Destination Features Address Challenging Elevation

LES BERGE DU RHONE, LYON, FRANCE

IN SITU Architectes Paysagistes

Before designing and landscaping the "Berges du Rhône," parking lots took up all river bank space, and parked cars prevented pedestrians from walking along the Rhône River. Lyon completely redesigned three miles of river banks. Parking lots and highways have been replaced with a public park divided into eight sections, including paths for pedestrians and cyclists, picnic sites, playgrounds, volleyball and bocce courts, fitness areas, a skatepark, wading pools, bicycle parking, grassy lawns, dog runs and a botanical garden.

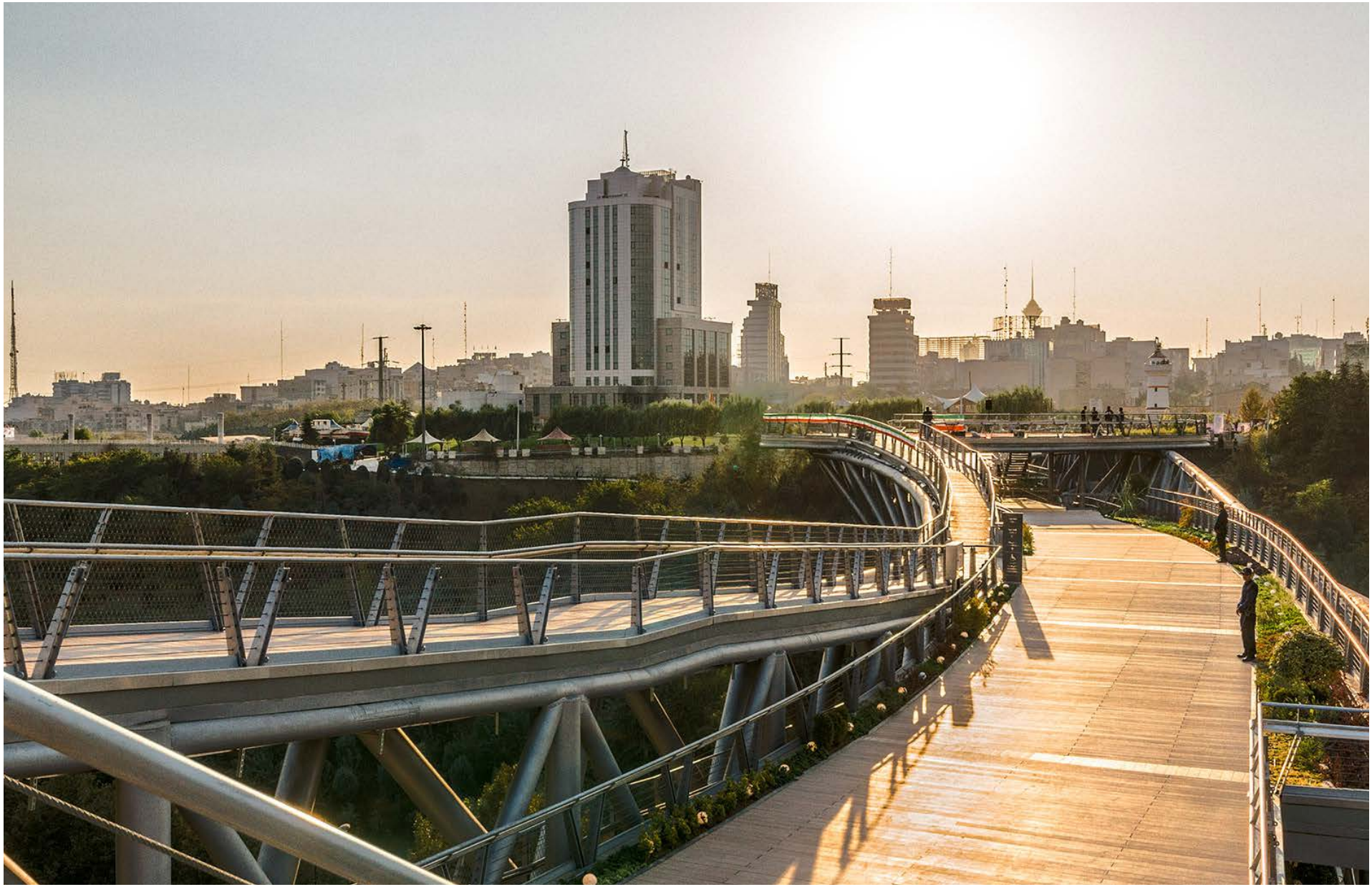
1. Les Berge du Rhone Before 2007 - Parking
2. Open Programming
3. Riverfront Playful Water Feature
4. Illuminated Promenade
5. Direct Access from Downtown to Riverfront
6. Open Greenspace Extends on Either End of Central Riverfront



Budget: $50 million
Date: 2007

TABIAT BRIDGE, TEHRAN, IRAN

Diba Tensile Architecture

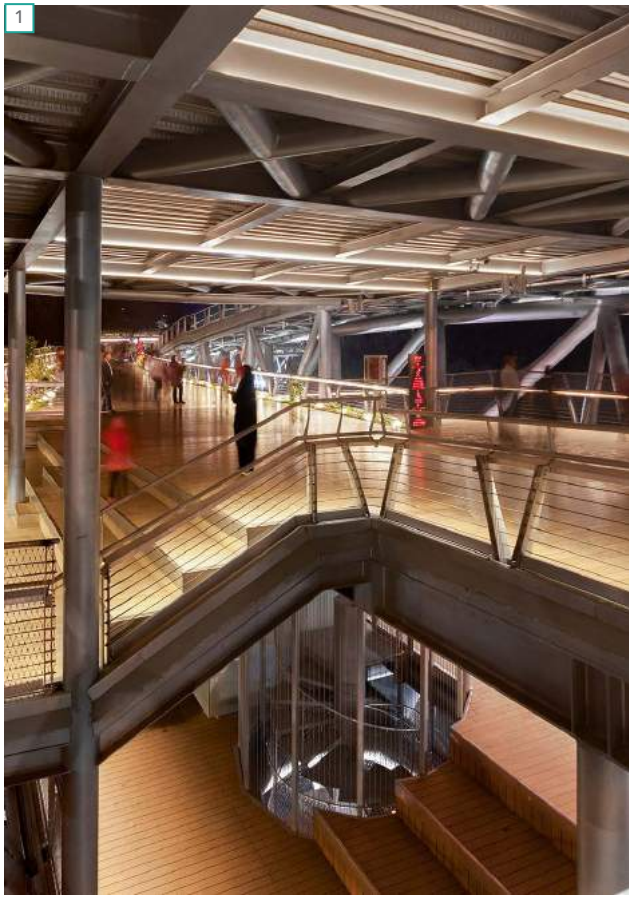


Tabiat ("nature" in Farsi) Bridge was built in 2014 to span over a major highway and connect two public parks. At each end, the structure widens into a plaza and merges seamlessly into the parks. Along the bridge's 270-meter length, two continuous levels are supported by three-dimensional trusses and three tree canopy-inspired columns. Above the columns, additional platforms form a third lookout level. The levels connect by multiple stairs and ramps, creating numerous potential paths of travel and distinct experiences. Curvilinear geometries offer constantly changing views. The bridge is meant to be a place not only to pass over, but also to linger on. A café/gallery and restaurant are built into the lower level, with benches and seating areas throughout.

1 Bridge incorporates multiple stairway typologies

2 Interesting spaces are created through layering

3 Support structure resembles tree canopies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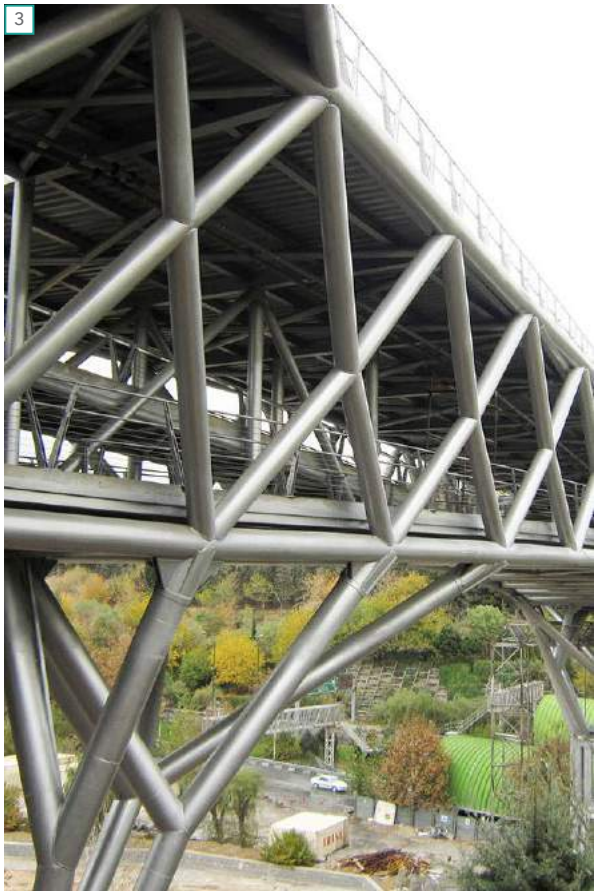
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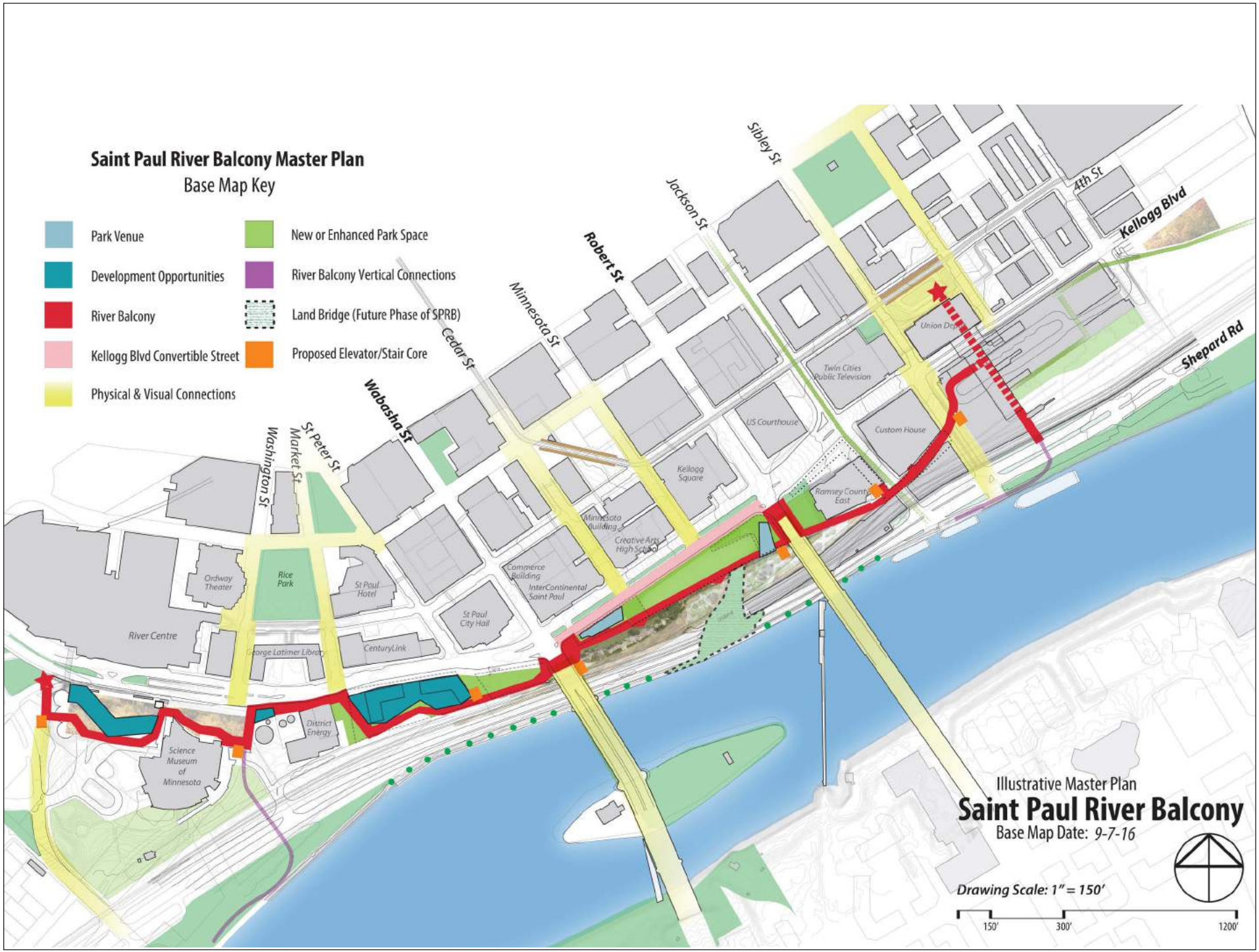

Saint Paul River Balcony Master Plan
Base Map Key
Park Venue
Development Opportunities
River Balcony
Kellogg Blvd Convertible Street
Physical & Visual Connections
New or Enhanced Park Space
River Balcony Vertical Connections
Land Bridge (Future Phase of SPRB)
Proposed Elevator/Stair Core
Sibley St
Jackson St
Robert St
Minnesota St
Cedar St
Wabasha St
St Peter St
Market St
Washington St
4th St
Kellogg Blvd
Shepard Rd
Union Depot
Twin Cities Public Television
US Courthouse
Custom House
Kellogg Square
Ramsey County East
Minnesota Building
Creative Arts High School
Commerce Building
InterContinental Saint Paul
St Paul City Hall
St Paul Hotel
Rice Park
Ordway Theater
River Centre
George Latimer Library
CenturyLink
District Energy
Science Museum of Minnesota
Illustrative Master Plan
Saint Paul River Balcony
Base Map Date: 9-7-16
Drawing Scale: 1" = 150'
150'
300'
1200'

4 The River Balcony Master Plan

Putting All the Pieces Together

The Evolution of an Idea

Over the past two decades, City leaders have been energized by the idea of bringing people to the edge of the river, and re-engaging them with the natural beauty of the Mississippi River and the dynamic valley that contains it. Like so many river cities, Saint Paul has worked diligently to transform a "back door" into a "front door." Comparing the riverfront today with its function and appearance a mere 20 years ago, it is truly remarkable to see how far Saint Paul has come.

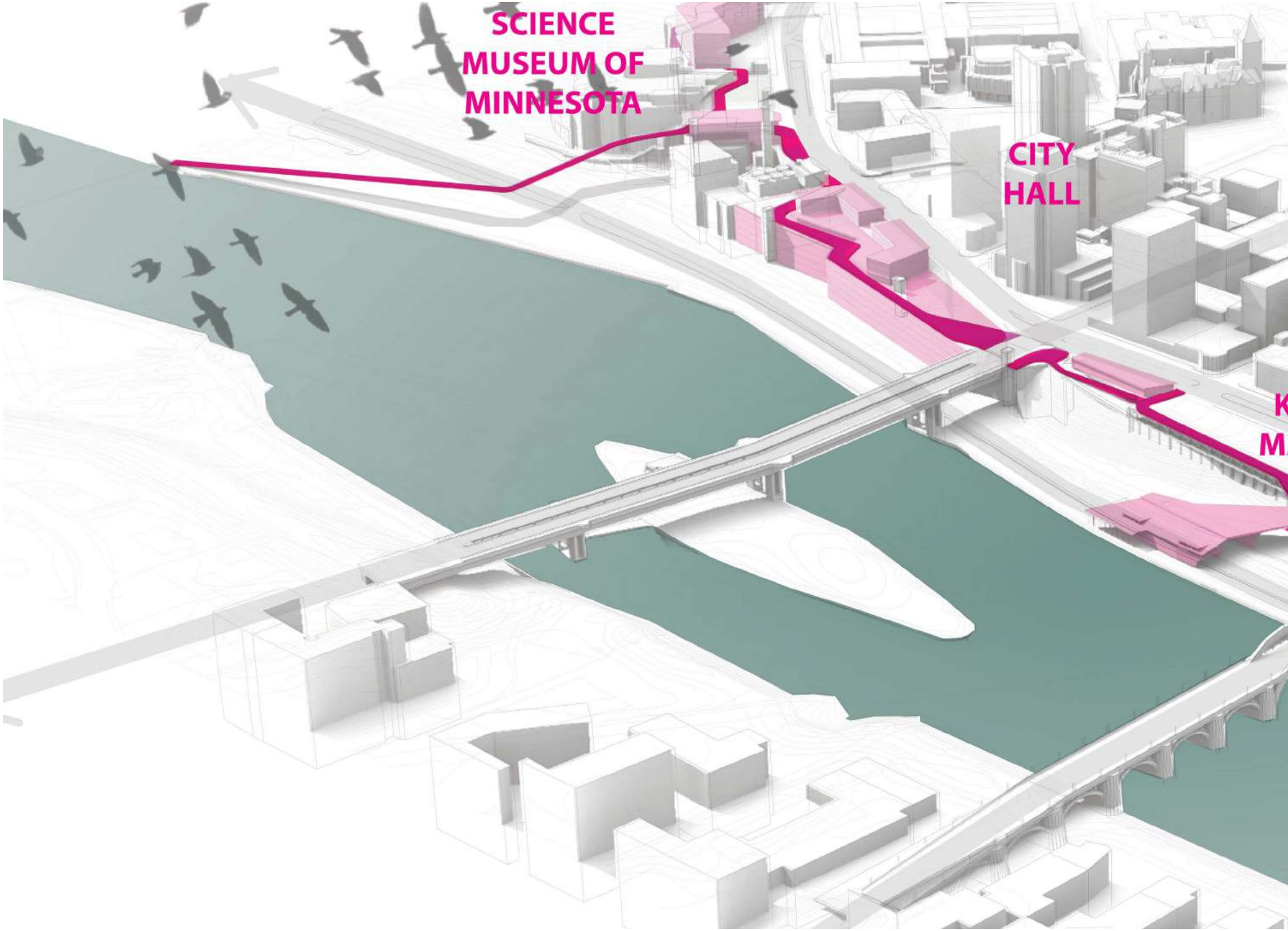
Saint Paul Riverfront – Past

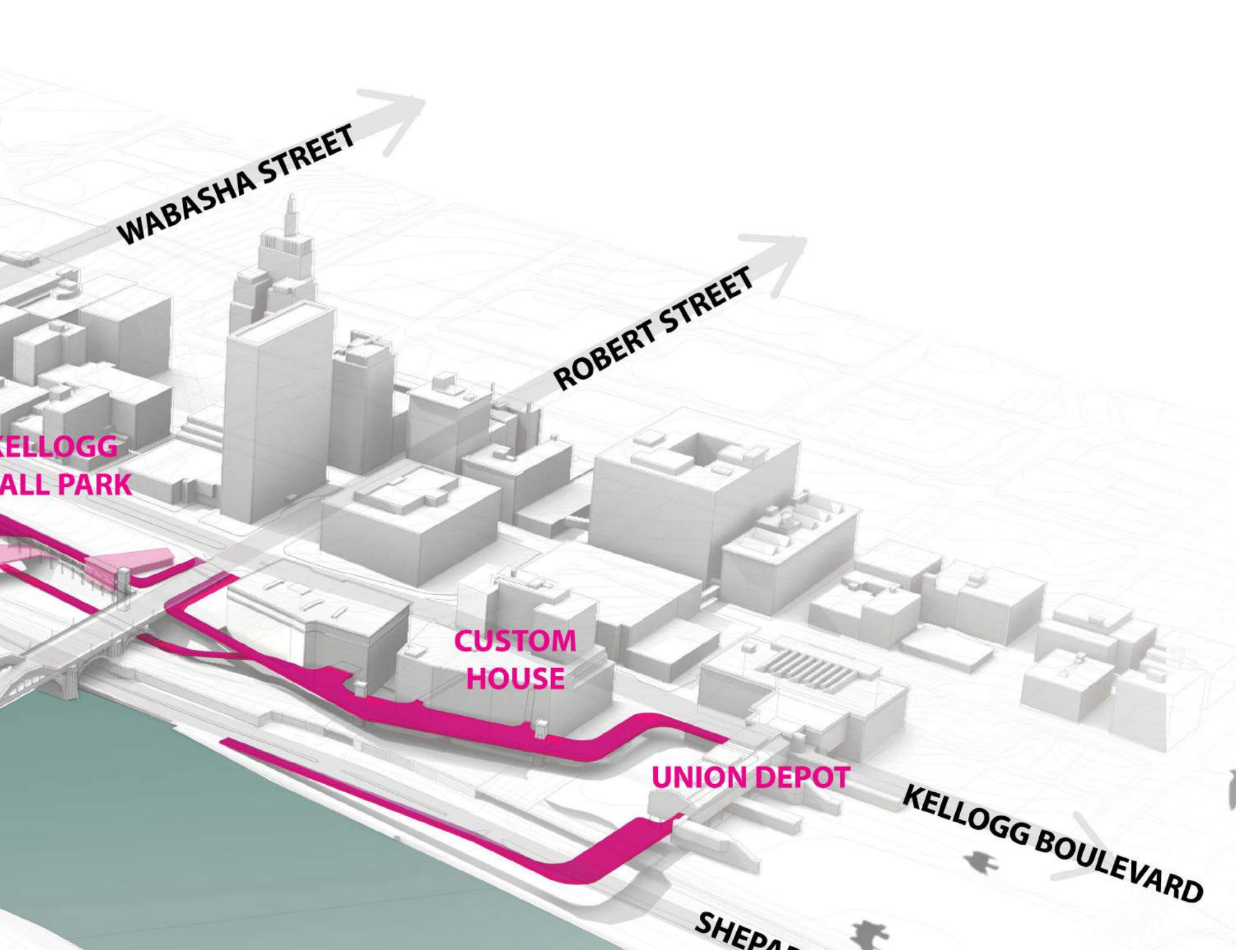
The concept of a "bluff-top promenade" and re-establishing connections to the Mississippi River first emerged as part of the *Saint Paul on the Mississippi Development Framework*, the seminal 1977 document that has shaped the renaissance of Saint Paul for close to two decades. The idea was further advanced in the 2013 *Great River Passage Master Plan*, which more specifically proposes a dramatic "river balcony" along the bluff top, linking buildings, parks and open spaces across the entire length of downtown.

The *River Balcony Master Plan* takes this idea further. In this newest iteration of the River Balcony, the Balcony is more than a dramatic way to get to the water from the downtown bluff. It is also envisioned as: 1) a destination for people who live, work and recreate in downtown; 2) a new armature for movement that reaches back into the city and connects downtown's neighborhoods, amenities and vibrancy with the river; and 3) a transformative extension of the city's infrastructure that will enhance individual buildings and sites, surrounding neighborhoods and the entire image of the city. The River Balcony's continuous connection of key nodes within downtown will further solidify its role, and the role of the Mississippi River, in the overall experience of being in Saint Paul.

Saint Paul Riverfront – Present

The world has changed dramatically since the River Balcony was originally conceived. As a galvanizing new piece of infrastructure, the River Balcony should provide incentive to walk; ride a bicycle; learn about alternative energy sources; experience the arts first-hand; gain access to locally-sourced, health foods; and enjoy the sports


SCIENCE
MUSEUM OF
MINNESOTA
CITY
HALL


WABASHA STREET
ROBERT STREET
KELLOGG
ALL PARK
CUSTOM
HOUSE
UNION DEPOT
KELLOGG BOULEVARD

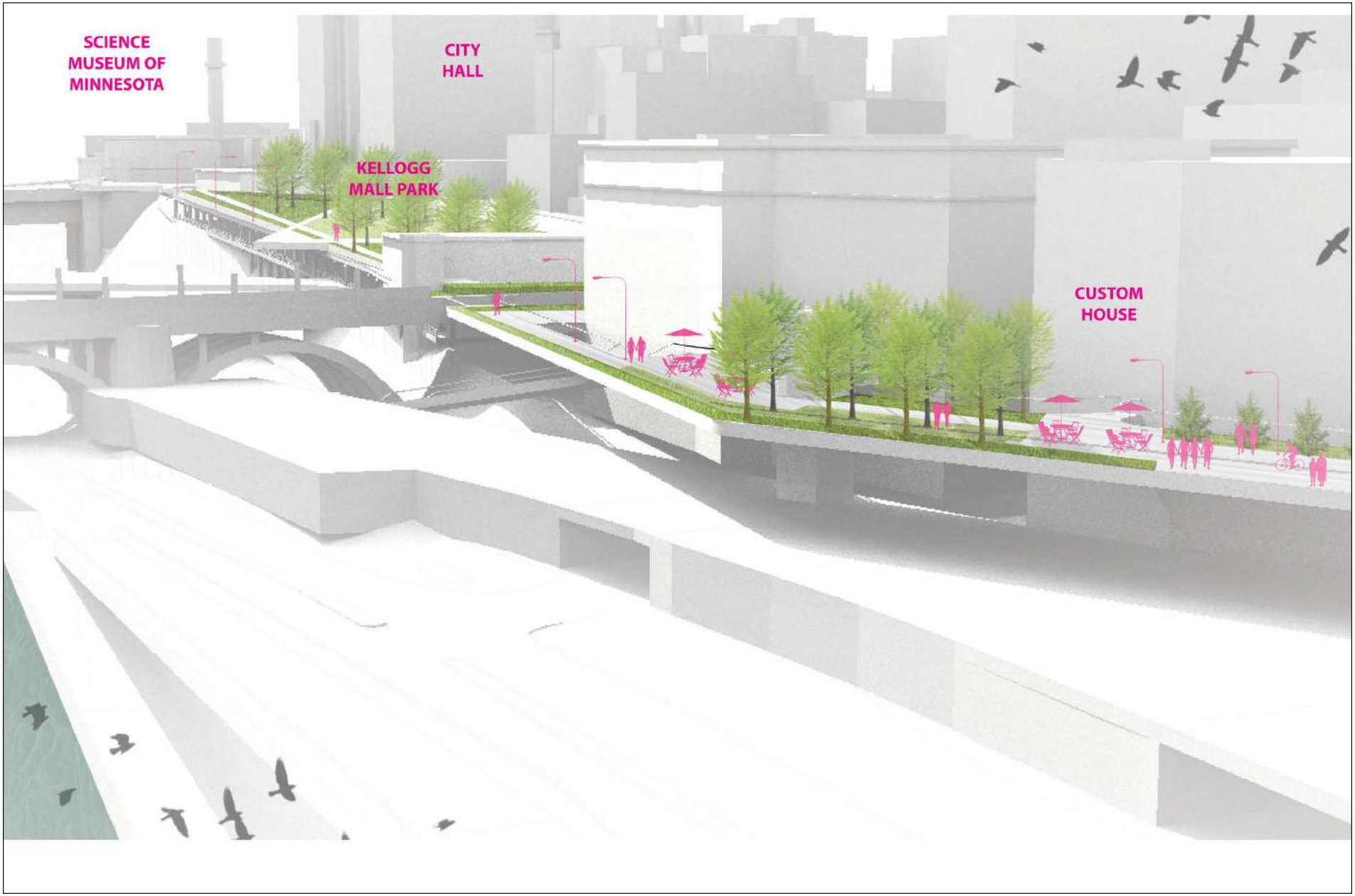
The Three Districts

The River Balcony links three diverse parts of downtown Saint Paul along its bluff-top path. Adjacent land use, infrastructure, building type, historic fabric and relationship to the larger downtown context necessitate different approaches to the location and alignment of the River Balcony as it passes from east to west. While the River Balcony is adaptable and responsive to the unique conditions of each district, it is nonetheless designed with a continuous palette of materials, landscaping, lighting and furnishings. The River Balcony will be designed to celebrate the different spaces and places of downtown while acting as a unifying element in the city.

East District

The **East District** – the Lowertown neighborhood and historic district – is home to an active artist community, the Saint Paul Farmer's Market, CHS Field, Union Depot, a variety of entrepreneurial businesses, housing, and a vibrant bar and restaurant scene. The Balcony begins at Union Depot, a beautifully restored multi-modal transit facility; heads west across Sibley Street past Custom House, the Ramsey County East building and the adjoining Culture Park; and terminates at Robert Street.

The Balcony is airborne along this stretch, designed to preserve historic facades of the three buildings in the district. It touches buildings minimally to provide access, but stays physically separated along most of the facades. A sinuous spur of the Balcony emerges from the south face of Union Depot and crosses the tracks and Shepard Road, curving eastward and touching down by the Sam Morgan Regional Trail in Lower Landing Park.


SCIENCE MUSEUM OF MINNESOTA
CITY HALL
KELLOGG MALL PARK
CUSTOM HOUSE

1. Balcony at Union Depot: Union Depot is the east portal into the River Balcony experience. The Balcony will bring people and activity to the 25,000 SF of available retail in Union Depot.

2. Balcony at Custom House: As the first section of the River Balcony likely to be built, the design has the dual responsibility to establish the overall character of the Balcony going forward, as well as respond to the Mississippi River and the context of this historic part of the city. At Custom House, the design and programming of the River Balcony will play a critical role in activating commercial space on the second floor of the Custom House annex.

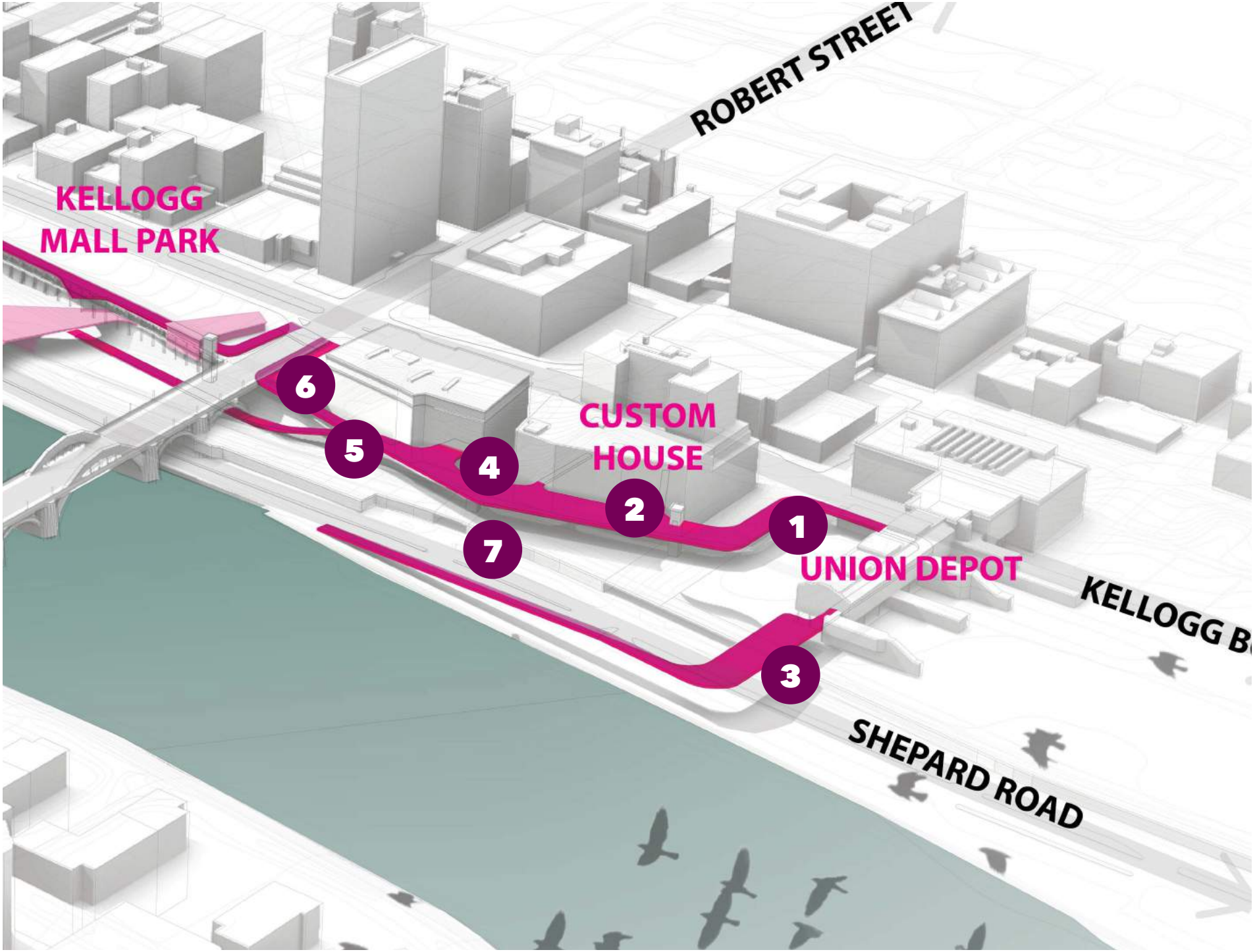
3. The curved path over rail and Warner Road: As the eastern-most connection from the River Balcony to the river, the curving, 14-foot wide elevated boardwalk will slope at 5% to provide access to the river, Lower Landing Park and the Sam Morgan Trail.

4. Balcony Bridge at Sibley and Jackson Street: Where the River Balcony connects over Sibley and Jackson Streets, it is important to recognize the characteristic of "bridge" as both an historic form and a connection to the river.

5. Balcony at Ramsey County East and ramp down to 2nd Street: The River Balcony already exists along this building. Adaptive reuse of the building will allow for design and programming connections between it and the River Balcony. The River Balcony can also extend to the parking lot on the north side of the building, which is an appropriate space for redevelopment once the building has a new use.

6. Balcony at Culture Park: Culture Park offers welcome respite and a unique open space along the River Balcony route. The park is a logical point to establish a vertical connection to 2nd Street and future reclaimed park space below (current Ramsey County parking lot). Pedestrian access across the Robert Street Bridge further connects the River Balcony to the West Side Flats. Reconstructing the River Balcony railing with much greater transparency provides greater continuity, and enhances visual access to the river from the park.

7. Balcony Vertical Connection: Strategic stair and elevator connections between the River Balcony, 2nd Street, future park space below Culture Park and Lower Kellogg Park will provide accessible vertical connections between levels.


ROBERT STREET
KELLOGG
MALL PARK
CUSTOM
HOUSE
UNION DEPOT
KELLOGG B
SHEPARD ROAD
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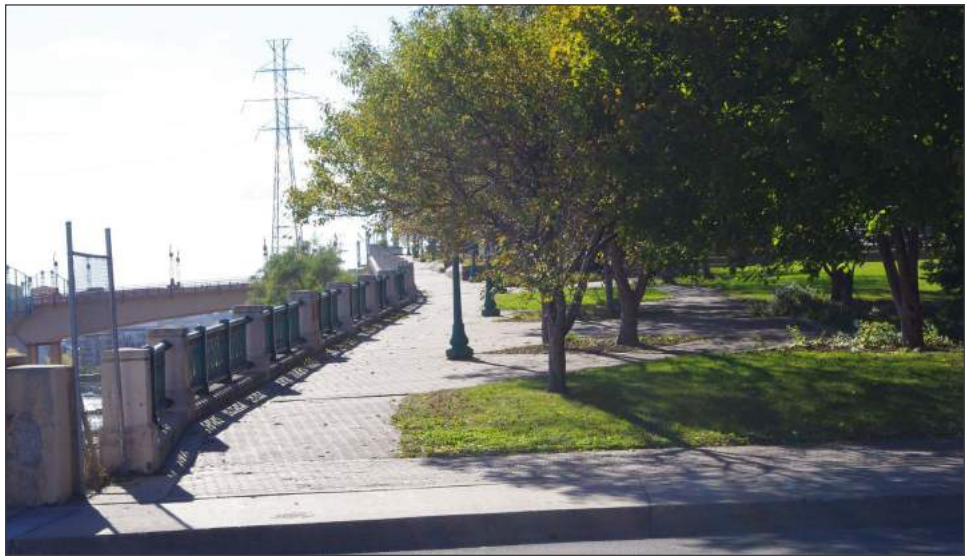
Central District

The **Central District** is primarily Kellogg Mall Park, the three-block public park between the Robert Street and Wacouta Street bridgeheads. Kellogg Mall Park is the major open space abutting Saint Paul's core business district. The River Balcony will follow the existing path along the south edge of the park, providing spectacular views of the river and valley. The long-range plan calls for Kellogg Mall Park to become a signature public space along the River Balcony route. A "land bridge" is proposed to seamlessly extend Kellogg Park to south, covering the railroad tracks and Shepard Road, and providing another important physical connection to the waterfront. The land bridge will be landscaped and could contain a restaurant or cafe overlooking the river.

Within the park itself, two new buildings are proposed. One, near the Wabasha Street bridgehead, is proposed be a beer garden/brew pub, harkening back to Tivoli Gardens (Grote's Tivoli) that occupied that same site until 1904. A second, green-roofed, glass building would occupy a site near the Robert Street bridgehead; this building would serve civic purposes, such as an interpretive center or community gathering space.



CITY
HALL
KELLOGG
MALL PARK

8. Balcony at Kellogg Boulevard and Robert Street: Continuity of the River Balcony walking surface on both sides of Robert Street from the bridgehead to the crosswalk on the south side of the intersection is important for visual continuity and pedestrian safety.

9. Balcony along south edge of Kellogg Mall Park: Kellogg Mall Park will become the central focus for city-wide events and neighborhood activities along the River Balcony. To recapture the Mississippi River as an important aspect of the overall experience of Kellogg Mall Park, the River Balcony railing will be transparent with extended platforms to allow walkers to move beyond the existing bluff and look back to the last remaining segment of natural face of the bluff.

10. A and B Development Pads: Pad A was once the location of the Tivoli Beer Garden, destroyed by fire in 1904. A modern one-story version with an accessible green roof terrace would both activate the western end of Kellogg Park and provide revenue from the land lease to help sustain the park. In addition to the food and beverage activities at Pad A, Pad B would be located at the east end of the park, nestled into the grove of existing trees, creating a venue that could serve as meeting center, park activity center and/or river interpretive center. This would enhance the diversity of attractions, range of ages and cultural backgrounds of people using the park.

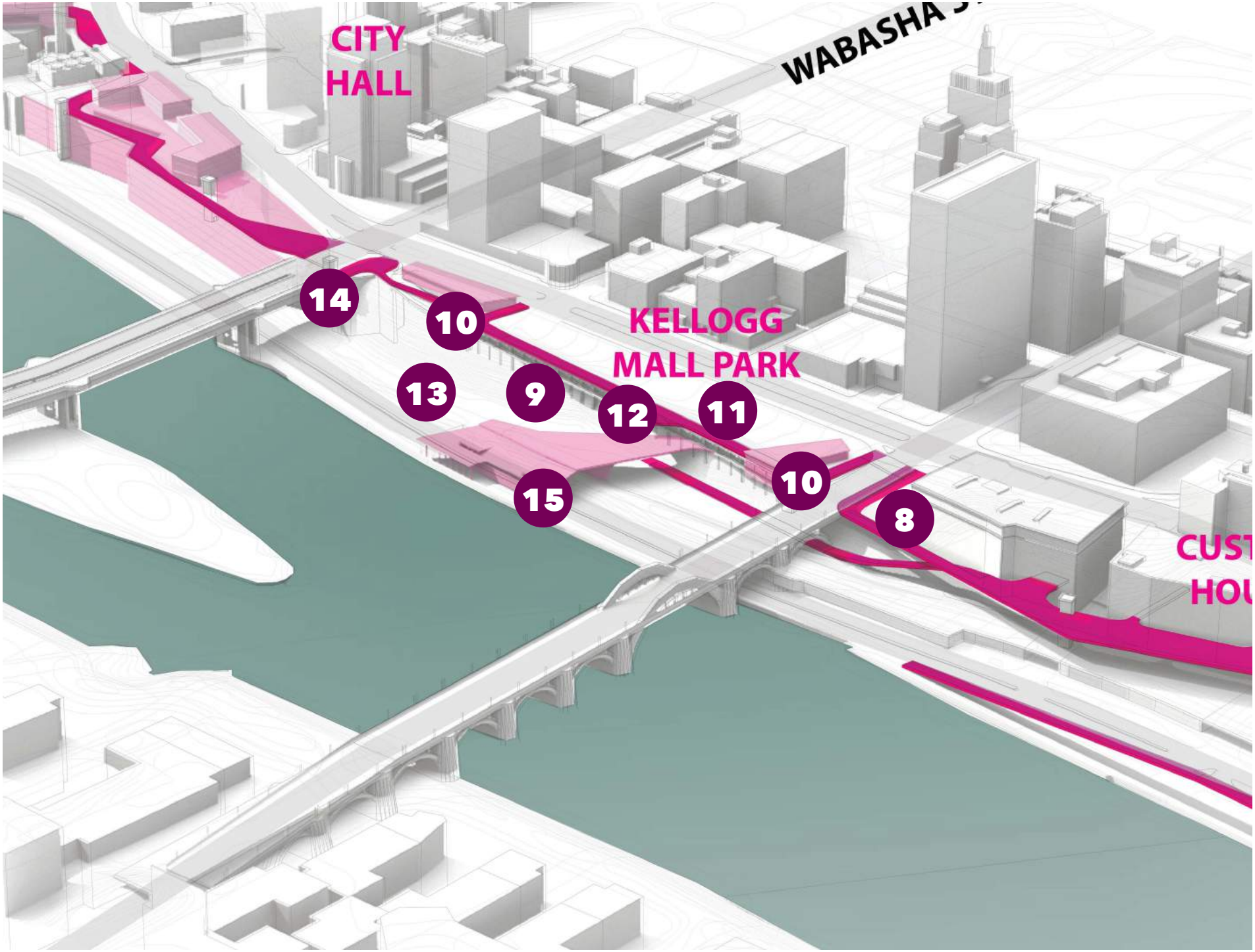
11. Convertible Street at Kellogg: For larger weekend and evening events such as Saturday Market, Music in the Park and seasonal festivals, additional hard surface space will be needed for the park. The east-bound lanes of Kellogg Boulevard would be redesigned to be a "convertible" street, able to be closed for extended park/event use. The west-bound lanes would remain open for vehicular traffic moving in both directions during events.

12. Kellogg Mall Park Upgrades: As part of the River Balcony improvements, additional upgrades would be made to Kellogg Mall Park, including permeable paving surfaces, "dark-sky" LED site lighting, wayfinding kiosks, locally-sourced or sustainably-harvested materials and furnishings, and native plant materials and low-maintenance grasses.

13. Lower Kellogg Park: Because of its location within easy walking distance of Lowertown, the lower park area is ideal for additional community recreation space. It is also an opportunity to restore the edges of the recreation area back to a natural pre-development landscape, which could be an additional Mississippi River interpretive area along the River Balcony. Vertical connections are proposed at either end of the lower park.

14. Wabasha Bridgehead, Vertical Connection: The Wabasha bridgehead is a key crossroads along the Balcony route, providing north-south and east-west connections as well as a proposed new vertical link to Lower Kellogg Park. The Balcony materials palette will clearly identify the intersection with a wayfinding kiosk, lighting, furnishings and landscape.

15. Land Bridge: Connected to 2nd Street at-grade and Kellogg Mall Park by stair, the land bridge spans Lower Kellogg Park, the rail corridor and Shepard Road. Ramps at the south end of the land bridge connect the experience to the river edge. Extending the green of Kellogg Mall Park, the lid over the lower park encourages activities that face and connect directly to the river. The south end of the land bridge could accommodate event and interpretative spaces that will create a river experience unlike anything else along the 1000-mile stretch of the Mississippi River.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West District

The **West District** will witness the most new development, as the Ramsey County West site, a new building on the east edge of the Science Museum Plaza and a new building atop the RiverCentre parking ramp are all anticipated within the next 10 years. The River Balcony will move from downtown-facing spaces, such as the Science Museum Plaza and along Kellogg Boulevard by District Energy, to exterior perches on the river side of the new RiverCentre ramp and the redeveloped Ramsey County West site. The Balcony will continue on the river-side of the small park on top of for former jail site.

A second sinuous spur of the primary balcony departs from Science Museum Plaza and floats above the railroad tracks and Shepard Road, curving west and landing in Upper Landing Park.

Drawing on the strengths of the three segments through which it passes, the River Balcony is adaptable and responsive to the unique conditions of each district. Still, as a linear connector spanning the entire edge of downtown, the River Balcony is designed with a continuous palette of materials, from paving to landscaping, lighting, sustainability strategies, and furnishings. The River Balcony will help celebrate the different spaces and places of downtown while becoming a unifying element in the city.

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MINNESOTA

16. Park at Wabasha Bridgehead: City height restrictions limit building on this parcel, so it should be used as a park at the Kellogg Boulevard elevation. The River Balcony would be designed to follow the bluff line.

17. Balcony at Ramsey County West: This site is critical for both the development of downtown Saint Paul and the continuity of the River Balcony. The River Balcony will be incorporated into the design of new building(s) at this location, and will be located along the river side of the site. This is an important opportunity to guide the programming of the new building to activate the River Balcony, and encourage uninterrupted pedestrian movement and views of the Mississippi River. Additionally, special attention should be paid to how the new building(s) address Kellogg Boulevard.

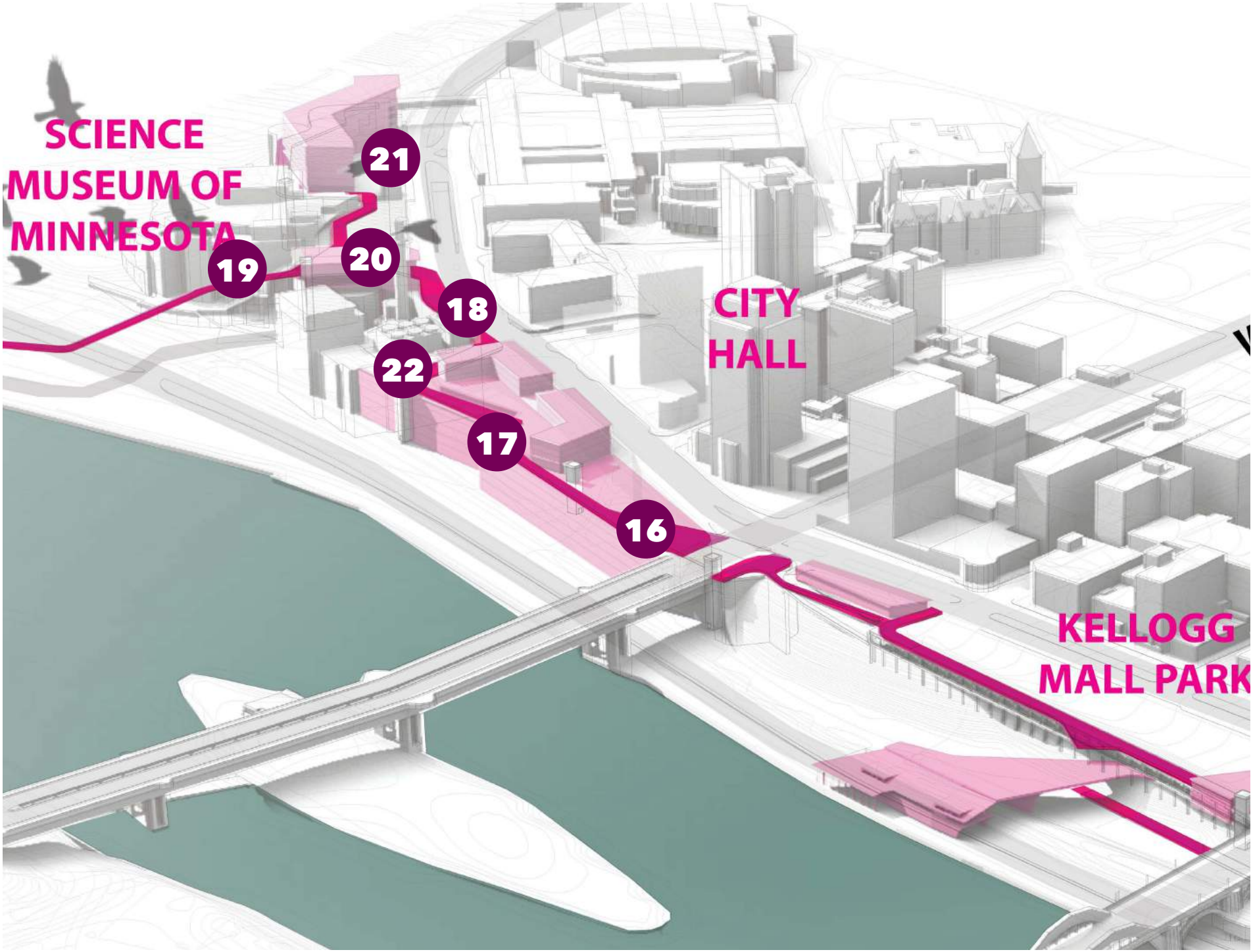
18. Balcony at District Energy: At this location, the River Balcony comes back to Kellogg Boulevard. It should be incorporated into the existing interpretive displays, and enhanced to inform and celebrate the innovations of the Eco-District.

19. The Elevated Boardwalk over Rail and Shepard Road: As the western connection from the river to the River Balcony, the curving 14-foot wide 5% slope connection will link the upper bluff of downtown to the Sam Morgan Regional Trail and Upper Landing Park at the river's edge.

20. Balcony at the Science Museum of Minnesota: The Science Museum of Minnesota Plaza is an important part of the urban fabric and public realm of Saint Paul. As the River Balcony passes through the large plaza, it is important that materials signal the continuity of the River Balcony.

21. Balcony at RiverCentre Ramp: Similar to the Ramsey West Site, reconstruction of RiverCentre parking ramp is an opportunity to integrate the River Balcony into new development.

22. Shepard Road Vertical Connection: A transparent, enclosed stair and elevator connection provides immediate access to the Mississippi River, while the elevated walkway continues west to Upper Landing Park.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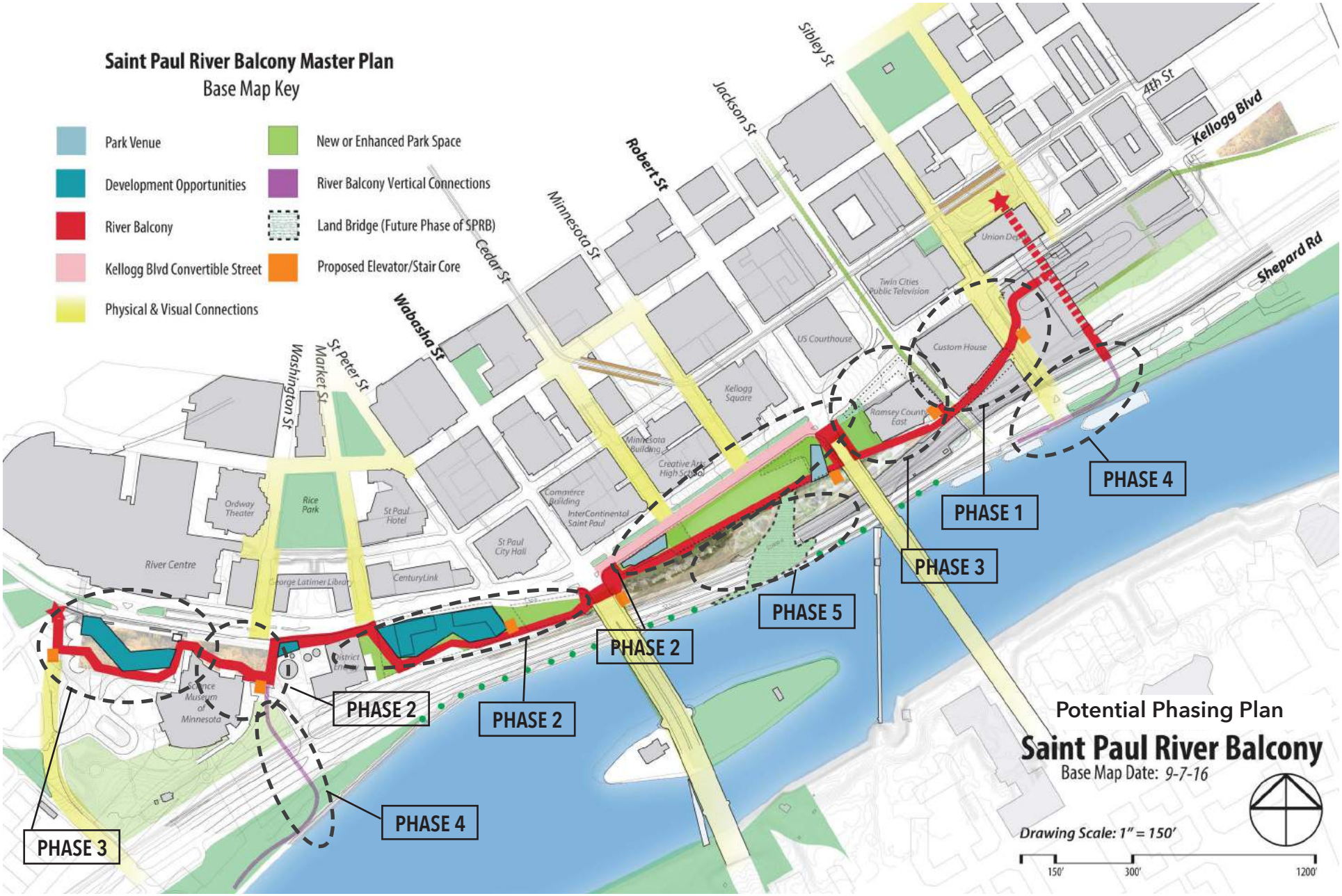
HALL
KELLOGG
MALL PARK

Priority Projects and Phasing

The overall form of the River Balcony and individual works of architecture that engage it will establish new connections into Saint Paul and out to the Mississippi River. The careful attention to detail of architectural facades, and continuity of scale and proportion along the Balcony at the pedestrian level is an essential part of those relationships. The urban artifacts of Saint Paul's past, along with new emerging urban patterns, will need to be understood and incorporated into the implementation projects as outlined in the diagrams on the adjacent page.

The design of each project must adhere to the master plan document as a baseline but also respond to the emerging urban environment by connecting to the street, public realm, new and proposed buildings, and the overall urban form of the city.


Saint Paul River Balcony Master Plan
Base Map Key
Park Venue
Development Opportunities
River Balcony
Kellogg Blvd Convertible Street
Physical & Visual Connections
New or Enhanced Park Space
River Balcony Vertical Connections
Land Bridge (Future Phase of SPRB)
Proposed Elevator/Stair Core
Sibley St
Jackson St
Robert St
Minnesota St
Cedar St
Wabasha St
Washington St
Market St
St Peter St
4th St
Kellogg Blvd
Shepard Rd
Union Depot
Twin Cities Public Television
US Courthouse
Custom House
Kellogg Square
Ramsey County East
Minnesota Building
Creative Arts High School
Commerce Building
InterContinental Saint Paul
St Paul City Hall
St Paul Hotel
Rice Park
Ordway Theater
River Centre
George Latimer Library
CenturyLink
Science Museum of Minnesota
PHASE 1
PHASE 2
PHASE 2
PHASE 2
PHASE 3
PHASE 3
PHASE 4
PHASE 4
PHASE 5
Potential Phasing Plan
Saint Paul River Balcony
Base Map Date: 9-7-16
Drawing Scale: 1" = 150'
150'
300'
1200'

5 River Balcony Design Guidelines

Overview

The Saint Paul River Balcony project consists of a series of publicly accessible open spaces and pedestrian pathways that connect Kellogg Plaza in front of the Science Museum to the Custom House and Union Depot in Lowertown. The River Balcony provides views overlooking the Mississippi River, and connects the downtown street grid at the level of Kellogg Boulevard to the river below in key places.

The following guidelines provide direction for the design of the River Balcony and related spaces in the public realm, as well as adjacent development and infrastructure. The intended audiences for the guidelines are developers and their design teams, as well as City officials and others who review development plans. They are complementary to other plans, guidelines and standards developed by the City of Saint Paul and other relevant agencies that establish height and setback restrictions, and dimensions for streets, bikeways and pedestrian walkways.

The guidelines are organized into three sections: (1) general guidelines for the public realm, (2) guidelines for each component of the River Balcony, and (3) general guidelines for adjacent private development sites.

RIVER BALCONY DESIGN GUIDELINES

Identity

1. The River Balcony area should have a consistent identity with uniform design elements for paving, signage, materials, landscaping, street furniture and lighting. Specific areas or spaces along the River Balcony may still have their distinct design elements and identity but should relate to a larger whole. For example, the Science Museum Plaza in the EcoDistrict may have its own distinct design vocabulary, but the River Balcony will maintain its design elements as it passes along the edge of the Plaza.
2. The River Balcony should consider and, where appropriate, incorporate elements from the Great River Passage identity system. These may include certain types of signage and information that relate to the river corridor as a whole.

Connected Pedestrian Amenities

1. On all streets in the River Balcony study area, the pedestrian zone should be expanded to accommodate higher pedestrian traffic levels and allow sufficient space for street furnishings, lighting, landscaping and outdoor dining.
2. The River Balcony should connect to downtown's pedestrian and open space networks. It should also interface with the Capital City Bikeway.
3. The minimum width of the through-walking-area should be 14 feet. No slope should exceed five percent.

Balcony Structure

While more work needs to be done to explore structural options, the Master Plan process revealed three options that should be studied during the schematic design phase:

1. a simple, more 'form-follows-function' design that draws inspiration from similar structural elements found along the existing Saint Paul riverfront;
2. a mast/cable stay concept suggesting a more contemporary, at times almost invisible, structural system, where the River Balcony "hangs/floats" along the bluff edge; and
3. a more sculptural or interpretive design, such as the Tree Concept, drawing inspiration from natural elements found within the river landscape.

Mast Cable Stay Concept

Tree Concept

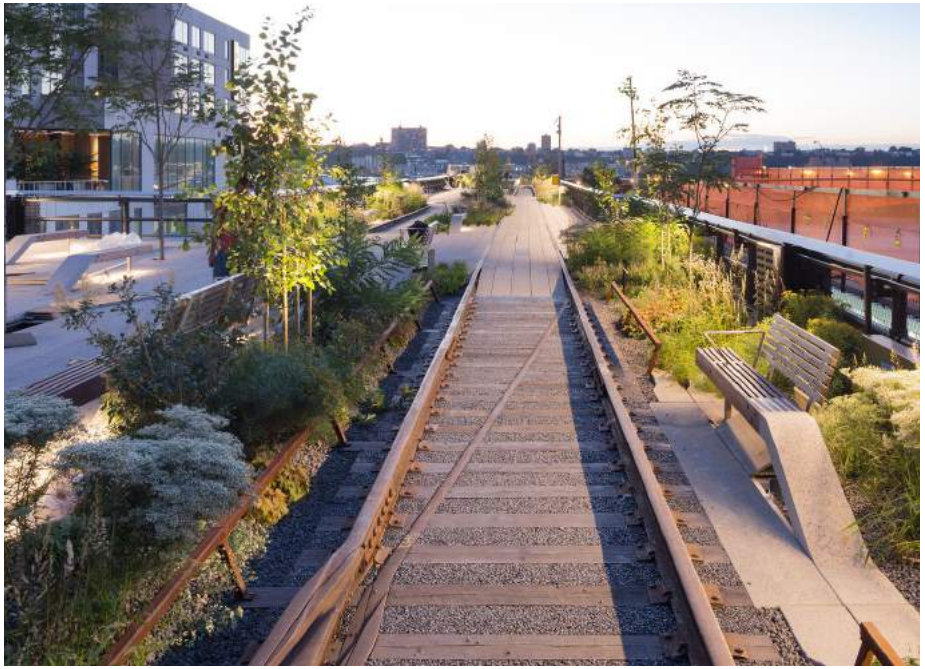
Existing design along riverfront

Materials

1. The River Balcony should be constructed of attractive and durable materials, able to withstand heavy use.
2. Materials for the River Balcony should be blackened steel (optional material: weathering steel), tempered glass, concrete (precast and cast-in-place), and sustainably-grown hardwood or recycled wood.
3. Lighter wood deck structures should be used for the curving, elevated walkways descending from the bluff edge. These structures should be composed of durable and low-maintenance materials, but with a "lighter" structural system.

Landscaping

1. Landscaping should play a significant role along the entire course of the River Balcony, creating a distinctive and appealing environment.
2. The plant palette should emphasize native plants (savanna and valley species) and low-maintenance, drought-tolerant species.
3. The plant palette should emphasize deciduous plants (common to pre-settlement species) with limited evergreen trees.
4. Plants should be used in a consistent manner along the River Balcony, to help denote intersections, transitions, resting areas, overlooks, etc.
5. Plantings should be compatible with the Saint Paul Street Design Manual, and Public Works (for street trees) and Parks and Recreation standards.
6. A mix of "natural" and "architectural" landscape design should be explored, depending on the location and adjacent land uses.
7. Views of the exposed bluff from all riverfront vantage points should be protected. From the bluff and downtown St. Paul, existing views should be retained and enhanced, and new views of the river and river valley should be created where possible.
8. Existing sections of exposed bluff should be conserved. Investigate sources of erosion and other potential threats to deterioration. Where building demolition exposes long-covered segments, evaluate "daylighting" wherever possible. Bluff character and appearance should be considered in the design of buttresses or other stabilization efforts.
9. The bluff feature should be incorporated into proposals for public art and interpretation.



District Systems

Energy

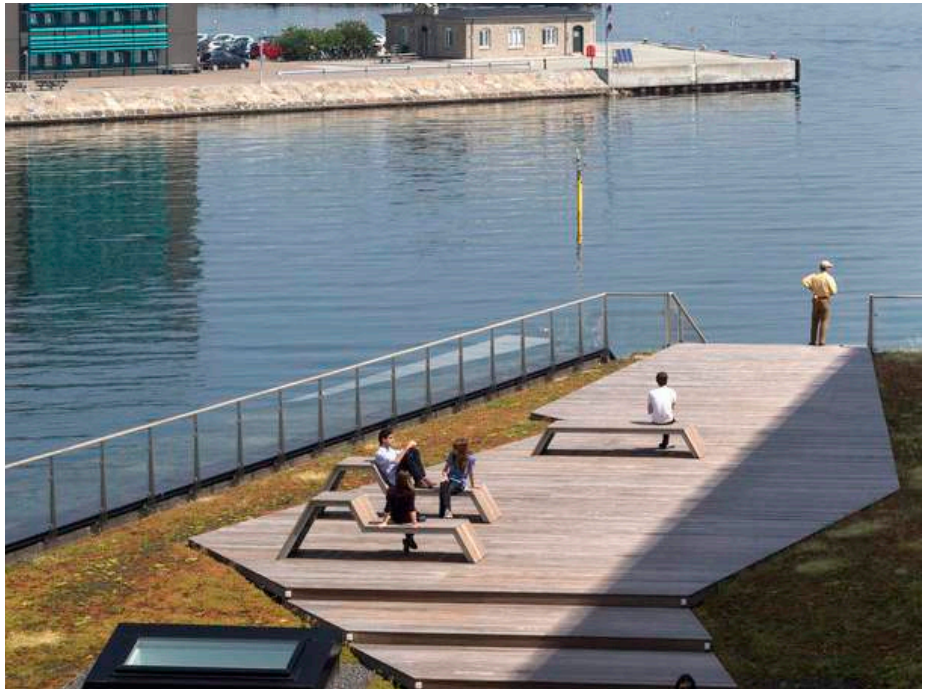
1. District energy (or other waste heat) should be explored as a heat source for snow melting and enhancing outdoor spaces to make them more comfortable during colder weather.
2. Saint Paul District Energy and the EcoDistrict as a whole should be incorporated into the program and activities that occur along the River Balcony.
3. The Science Museum Plaza (Kellogg Plaza) and the space between the Science Museum and District Energy buildings should be used for environmental education. Additional educational facilities associated with District Energy could be placed on the eastern edge of this space.

Stormwater

1. The rate and quantity of direct runoff of stormwater into the river should be reduced or eliminated.
2. Shared (district) stormwater systems should be explored to improve environmental and economic outcomes.
3. Stormwater management systems should be designed to serve multiple functions, including recreation and habitat restoration.
4. The water's edge should be naturalized where appropriate and possible.
5. Rain water should be captured and stored for irrigation and other appropriate uses.
6. Stormwater management should be incroporated into environmental education in the River Balcony area.

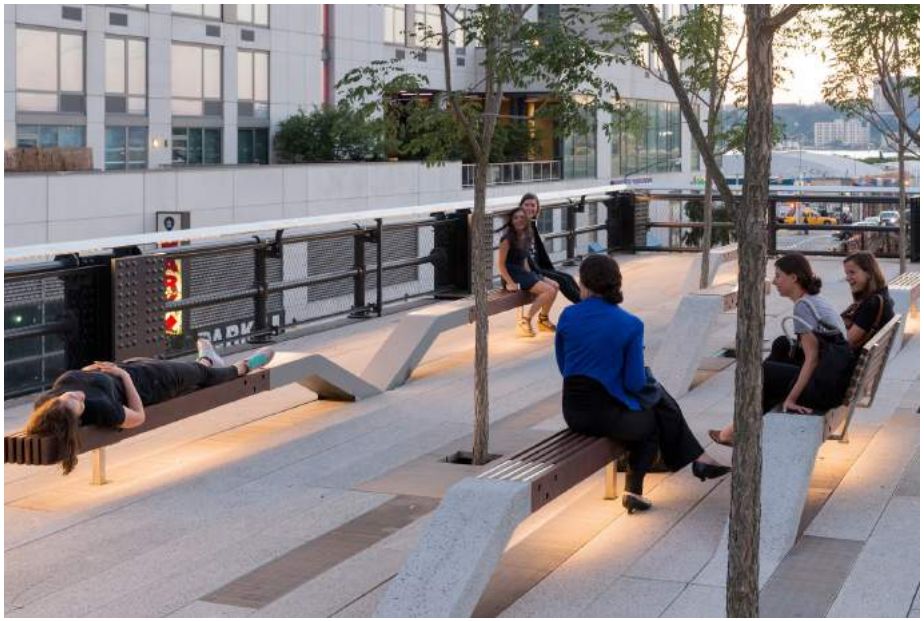
Waste and Wastewater

1. The use of innovative waste and wastewater collection systems should be explored to improve environmental and economic outcomes.



Furnishings

1. A variety of custom benches along the River Balcony should be made of sustainably-harvested hardwood on a black steel frame.
2. Moveable tables and chairs should be provided in gathering spaces.
3. Freestanding custom precast planters, ash urns, trash and recycling receptacles should be located at numerous places along the River Balcony route.

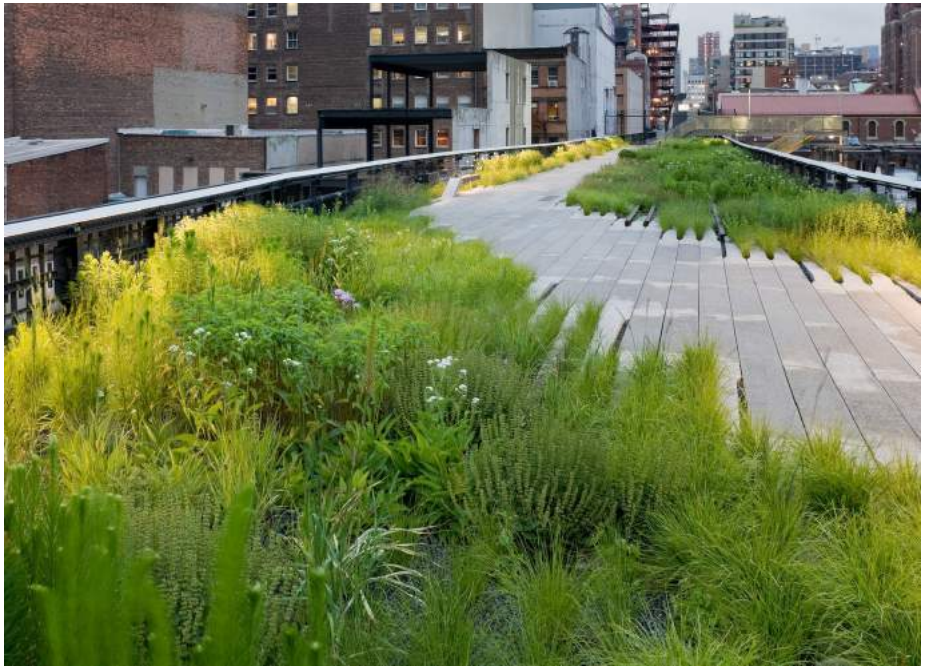


Retaining Walls

1. Cast-in-place concrete retaining walls with cut Kasota stone veneer should be used in more "refined" conditions, e.g. in more urban locations along the primary River Balcony route at the top of the bluff.
2. Dry-laid Kasota stone walls should be used in more "naturalized spaces," such as the proposed landscape in Lower Kellogg Park (at the base of the bluff).

Paving

1. All paving should meet functional requirements and specific design criteria (such as ADA) to provide safe, four-season surface treatments for the entire length of the River Balcony.
2. Paving should be used to provide both continuity (recognizable identity) for the whole River Balcony, and opportunities for design expression (added variety) related to specific locations, adjacent uses, signature destinations and other unique River Balcony features.



Railings

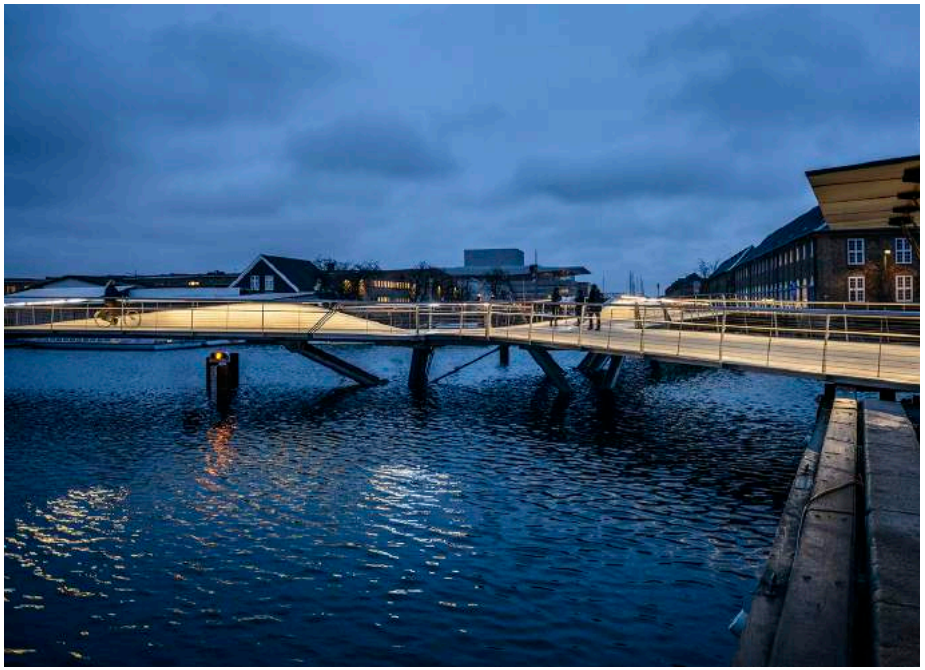
1. Railing design should address basic functional needs related to safety, height, durability and other published criteria.
2. Railing design and materials should integrate art, both in terms of design process and constructed outcomes.
3. Key locations for way-finding and other orientation elements should be identified as part of railing design.
4. Railing materials should be used to help create a variety of experiences along the River Balcony, from see-through (almost invisible) applications, to screen walls/buffers to direct views or provide attractive backdrops to special use areas.

Wayfinding

1. Custom-made, lighted orinetation kiosks should be located at key entrances to the River Balcony. Materials should be primarily steel and wood, compatible with other materials along the route.
2. Small (pedestrian-scale) informational blade signs should further orient the visitor at decision points and building entries.
3. Cultural information signage should be compatible with general signage strategies and located at key sites to be determined.

Lighting

1. Low-level lighting (walkway lighting or low bollards) should be used to safely illuminate the River Balcony, while not interfering with night-time views and dark-sky principles.
2. Primary, low-level fixtures should be consistent along the River Balcony.
3. Additional lighting should be used in key locations to support activities or provide safe passage at intersections. A compatible "family" of fixtures should be selected for these uses.
4. Subtle lighting may also be used to highlight the bluff itself. Lighting of new or renovated buildings should not compete with the bluff's natural beauty.



Vertical Circulation Towers

1. Towers with stairways and elevators should be provided at key locations to provide vertical circulation.
2. The towers should be designed to serve as a unifying design element and predictable location for moving between levels.
3. The elevator towers should be light and transparent. Lighting should provide a striking night-time image.

Historic Resources

1. The River Balcony and related features, including hardscape, lighting and street furnishings, should incorporate simple materials and design motifs that have a low visual impact on surrounding historic buildings and spaces.

Public Art

1. Public art should be incorporated into the design of the River Balcony. It can take the form of free-standing pieces or be integrated with elements of the River Balcony itself and its environs, such as railings, accent paving, furnishings and buildings.
2. Sites should be identified for permanent installations, as well as temporary/rotating installations.
3. The River Balcony should be designed to draw visitors to and enhance the Culture Garden at the Robert Street bridgehead.
4. The bluff (bluff geology and history) should be incorporated into public art, programming and interpretation opportunities.

BALCONY CHARACTER BY LOCATION

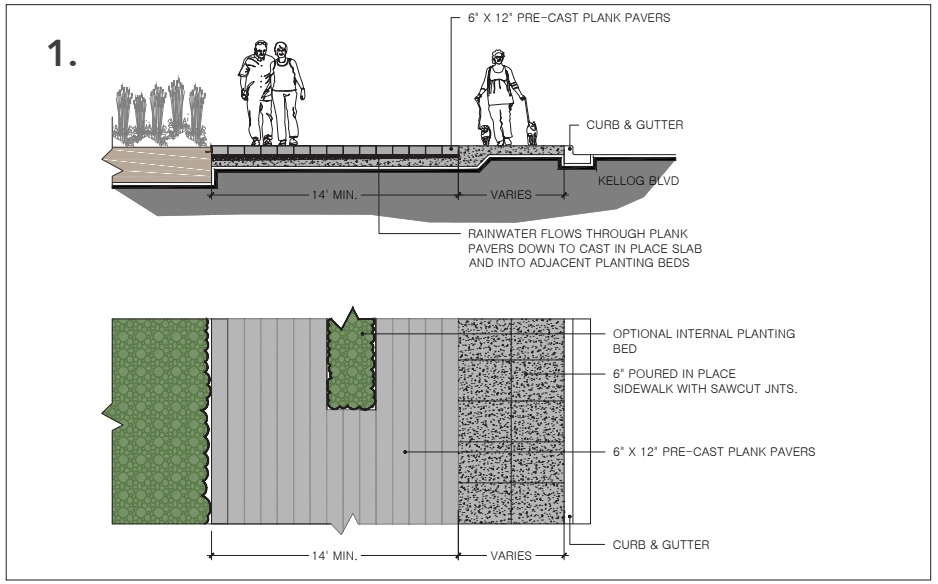
There are four distinct conditions that characterize the River Balcony along its course: on-grade at sidewalks and plazas; on-grade at street crossings; free-standing where the main Balcony becomes airborne and free-standing where the elevated walkways descend from the top of the bluff to the river below.

Balcony on-grade at sidewalks and plazas

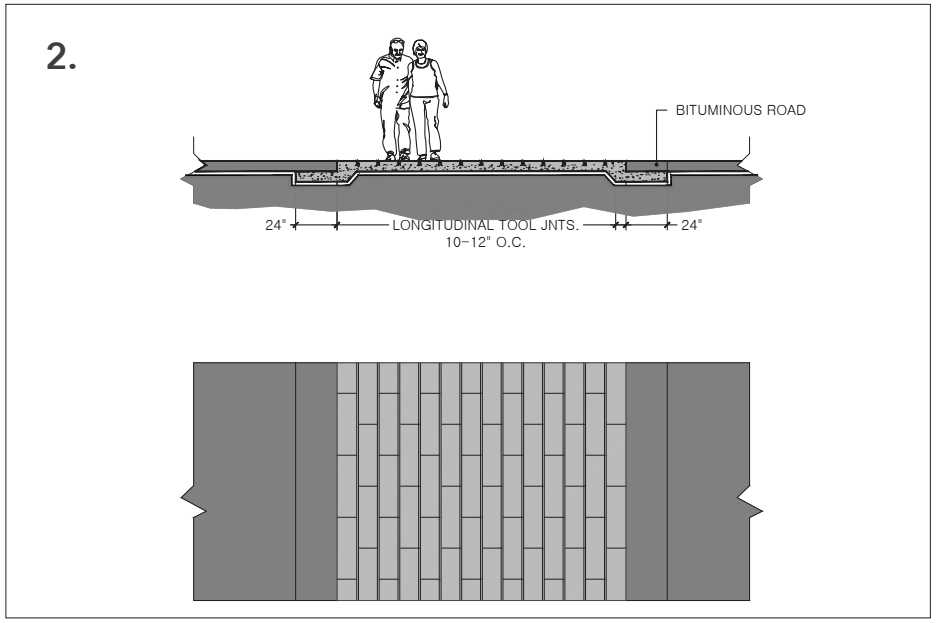
1. In sidewalk conditions, the walking surface of the balcony should be a minimum of 14 feet wide.
2. Two options are available for the balcony on-grade: 1) a precast plank system adjacent to the main sidewalk; or 2) a cast-in-place sidewalk with longitudinal scoring, 10" wide, that replicates the precast plank appearance.
3. Landscaping (primarily native river valley plantings) should be integrated with the River Balcony in at-grade conditions to "bring the river to the balcony."
4. Rainwater should be directed into the plant beds to cleanse the water and irrigate the plants.

Balcony on-grade at street crosswalks (Wabasha and Robert streets)

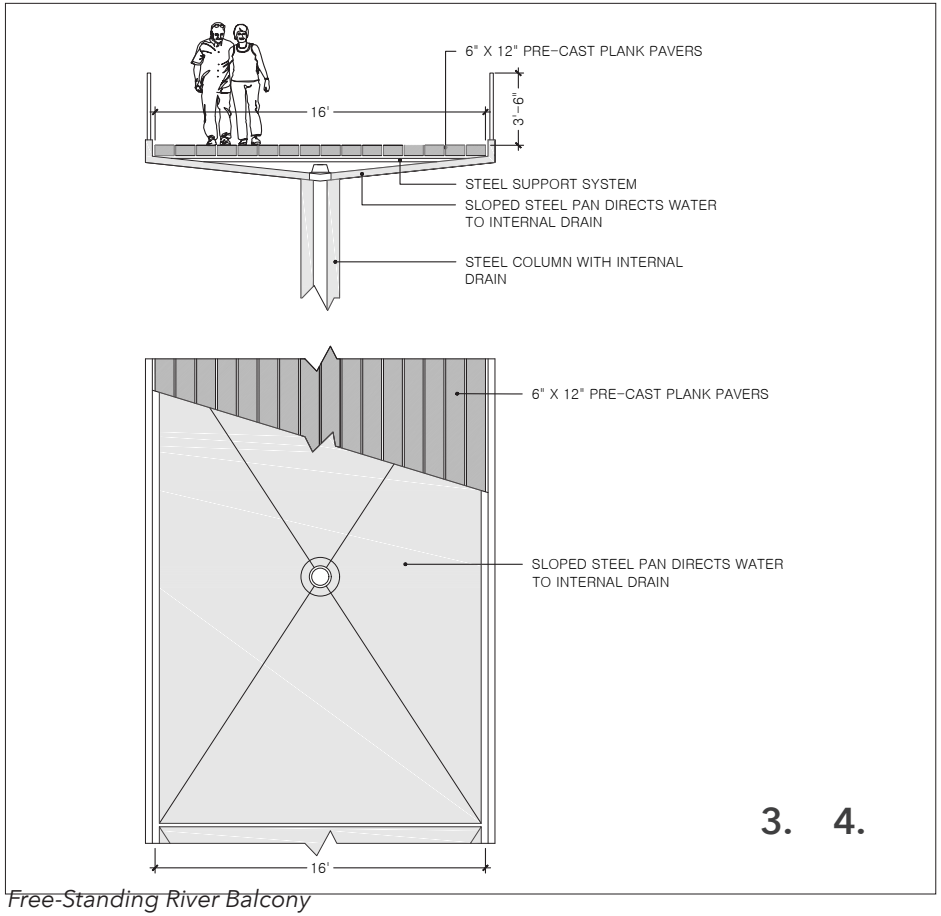
1. The walking surface of the River Balcony at crosswalks should be a minimum of 14 feet wide.
2. Two options are available for the crosswalk condition: 1) a precast plank system laid (not mortared) onto a cast-in-place concrete base and sand setting bed; or 2) cast-in-place concrete. The primary scoring pattern should be longitudinal, in the direction of movement, 10" wide.
3. The crosswalk should be detailed to prevent differential movement with the adjacent roadway surface.



River Balcony at Sidewalk or Plaza



River Balcony at Crosswalk



Free-Standing River Balcony

Free-standing Balcony (where balcony bridges over something or is separated from adjacent buildings)

1. In free-standing conditions, the River Balcony should have a minimum width of 18 feet.
2. The floor should be custom-made concrete plank, 10" width, laid in the direction of movement.
3. Planking should be set in a steel frame with a steel pan system below to collect and direct water to downspouts located at the support columns. Downspouts should direct water at the base of the column to infiltration basins to cleanse and absorb runoff.
4. Railings should be 42" high, made of blackened steel and tempered glass.
5. Super structures should be blackened steel (optional material: weathering steel).
6. Landscaping should be integrated into the River Balcony at specified locations.

Balcony connection to the river

1. Walkway connections should have a minimum width of 14 feet.
2. The floor should be 3"x8" rough sawn recycled wood plank or sustainably harvested wood set in a steel frame.
3. Railings should be 42" high, made of blackened steel and tempered glass.
4. Super structures should be blackened steel (optional material: weathering steel).

GUIDELINES FOR ADJACENT PRIVATE DEVELOPMENT SITES

Introduction

The River Balcony will be connected to downtown Saint Paul in myriad ways. It will be a literal extension of the community's urban infrastructure, and can also become a powerful engine for economic development along its entire course. Combined with its potential to tie into existing, innovative district systems and highlight the "story" of Saint Paul's natural and cultural history, this single addition can transform the way the city views itself and is seen by others. The River Balcony will allow visitors to experience the city in entirely new ways while adding value to the buildings and park spaces that face the river. Further, the River Balcony will highlight Saint Paul's most important natural assets – the south-facing bluff edge where the city plateau plunges to the river valley below and the Mississippi River itself. Straddling this dramatic edge, the Balcony will enhance new building sites, enrich the adaptive re-use of existing structures and celebrate historic buildings. Perhaps most importantly, in several places, the Balcony will bridge existing barriers to connect to the river's edge.

The public realm and the River Balcony that runs through it are shaped by adjacent development. Buildings contribute to the character and vitality of streets and other public spaces. This section consists of design guidelines for private development sites adjacent to the River Balcony.

Site Development

- To the extent possible, there should be a seamless relationship between the Balcony and adjacent development and redevelopment sites, i.e. the Balcony should not feel like an afterthought, but integral to adjacent development.
- The River Balcony should maintain its own identity from end-to-end, but adjacent development or redevelopment sites may have distinctive public realm elements that reinforce the buildings and/or sites.

Building Form and Facade

- New and renovated buildings should optimize visual connections to the Balcony to the extent possible by providing active uses and plentiful fenestration at the Balcony elevation.
- New buildings should be sensitive to the presence and scale of the River Balcony, providing high-quality materials and detailing at the River Balcony elevation and avoiding high, unarticulated facades that overpower users. New buildings should step back after four stories. Overhead canopies may also help define a comfortable human scale against larger facades.

Landscaping

- Landscape design on private development sites should reinforce and frame (not obscure) dramatic views to the valley and connections to the River Balcony. Open views of the valley at all termini should be maintained.
- Plant selection should take into consideration views to and from spaces and buildings. For example, evergreens should not be used where they will conceal an historic facade.
- Plant selection on private sites should be compatible with the River Balcnoy palette at the seam between the two.

Historic Preservation

- The Balcony should be physically separated from historic building facades, with minimal physical connections between the two and allowing excellent views of the buildings from the Balcony.
- Historically-designated buildings should connect to the Balcony at appropriate and limited locations.
- No features of any historic façade should be altered by Balcony construction, except as permitted following applicable Saint Paul Heritage Preservation Commission (HPC) and Minnesota Historic Preservation Office review and in compliance with Saint Paul HPC and Secretary of the Interior's Standards for Rehabilitation.
- The elevated walkway and reltaed features (including hardscape, lighting, and street furnishings) should incorporate simple materials and design motifs that have a low impact on surrounding historic buildings and spaces.
- The River Balcony should be separated from historic buildings to minimize obstruction of views to and from the structure, and also to avoid or minimize physical connections.

Sustainability and District Systems

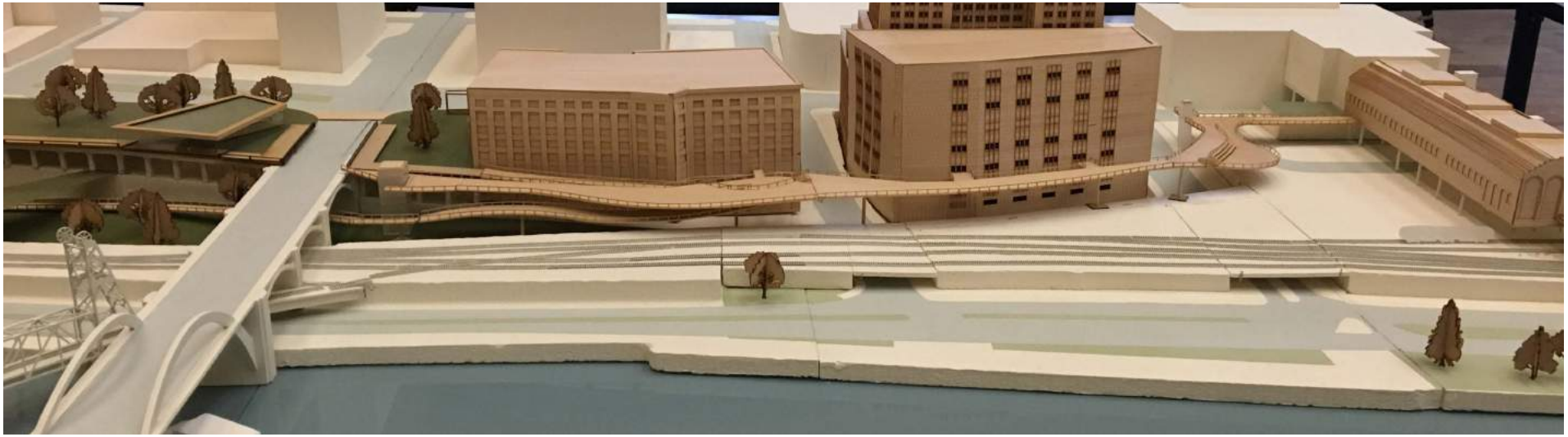
- All new development along the River Balcony should connect to Saint Paul District Energy, as well as district stormwater and other district systems.
- All new developments along the River Balcony should meet the Saint Paul Green Building standard, which includes specific requirements for energy, water, stormwater, indoor environment, materials and waste.

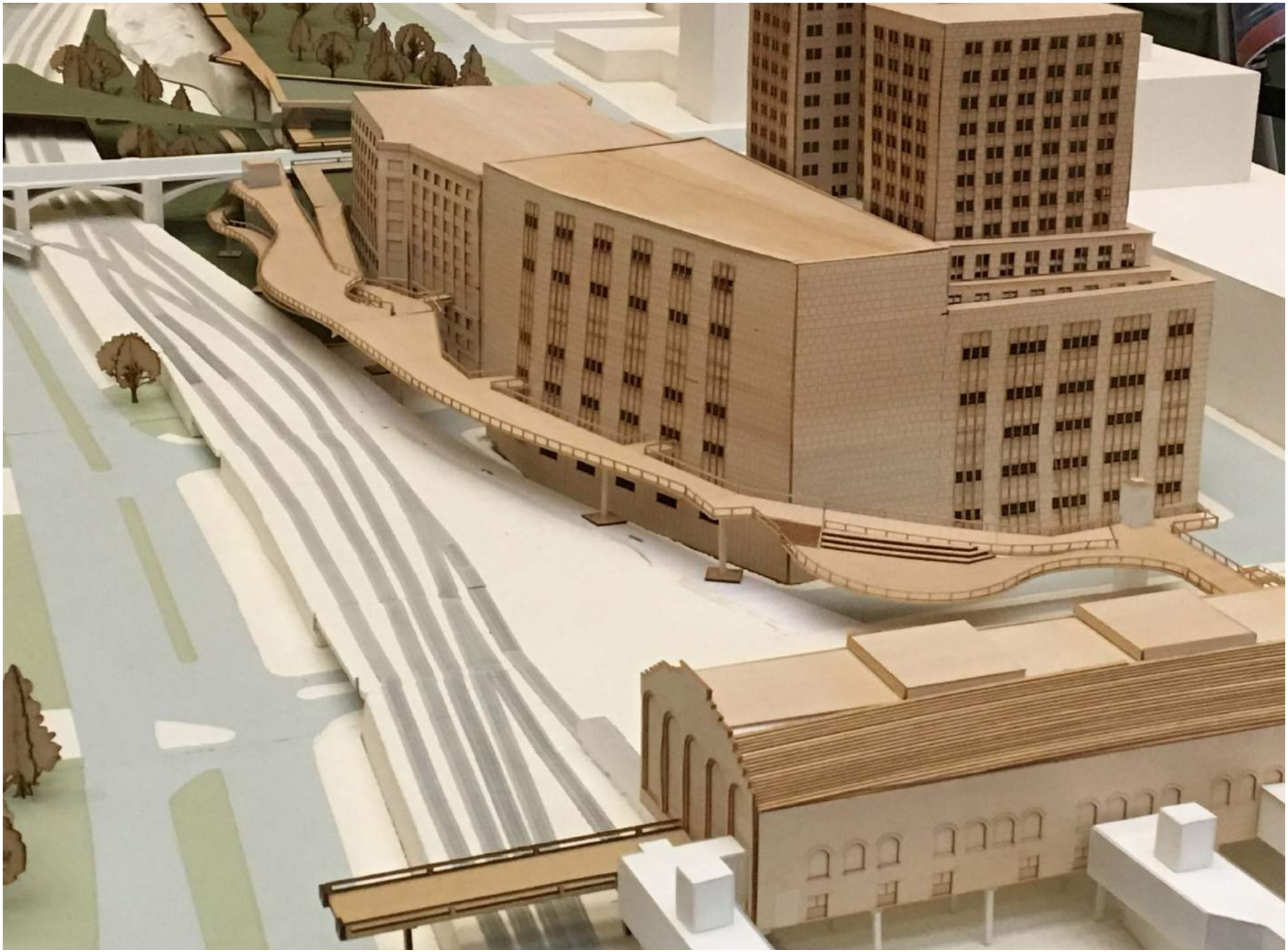
Furnishings

- While the River Balcony will have a "family" of site furnishings, adjacent development may vary from this palette. Private furnishings should be located to complement River Balcony furnishings.
- Furnishings on private development or redevelopment sites should be high quality, durable and easily maintained to ensure that the entire ensemble of furnishings in the River Balcony corridor continue to be visually appealing.

Putting All the Pieces Together . . .

Physical Model of the Proposed Saint Paul River Balcony





Appendix

NORTHERN
STATES
POWER CO.

Land Use History + Cultural Resources

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. Saint Paul's river bluffs were important to Indian people, and after permanent white settlement the bluffs were part of the staging area for early river and rail transportation. Remaining historic resources in this bluff-defined area have been previously recorded, but previously unidentified or under-documented resources were noted for further evaluation and use in developing 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.

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 25 blocks of the city's early street grid were developed during the late nineteenth 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 nineteenth and early twentieth century buildings were removed. Kellogg Boulevard construction involved a system of concrete ramps and approaches that are still in use.

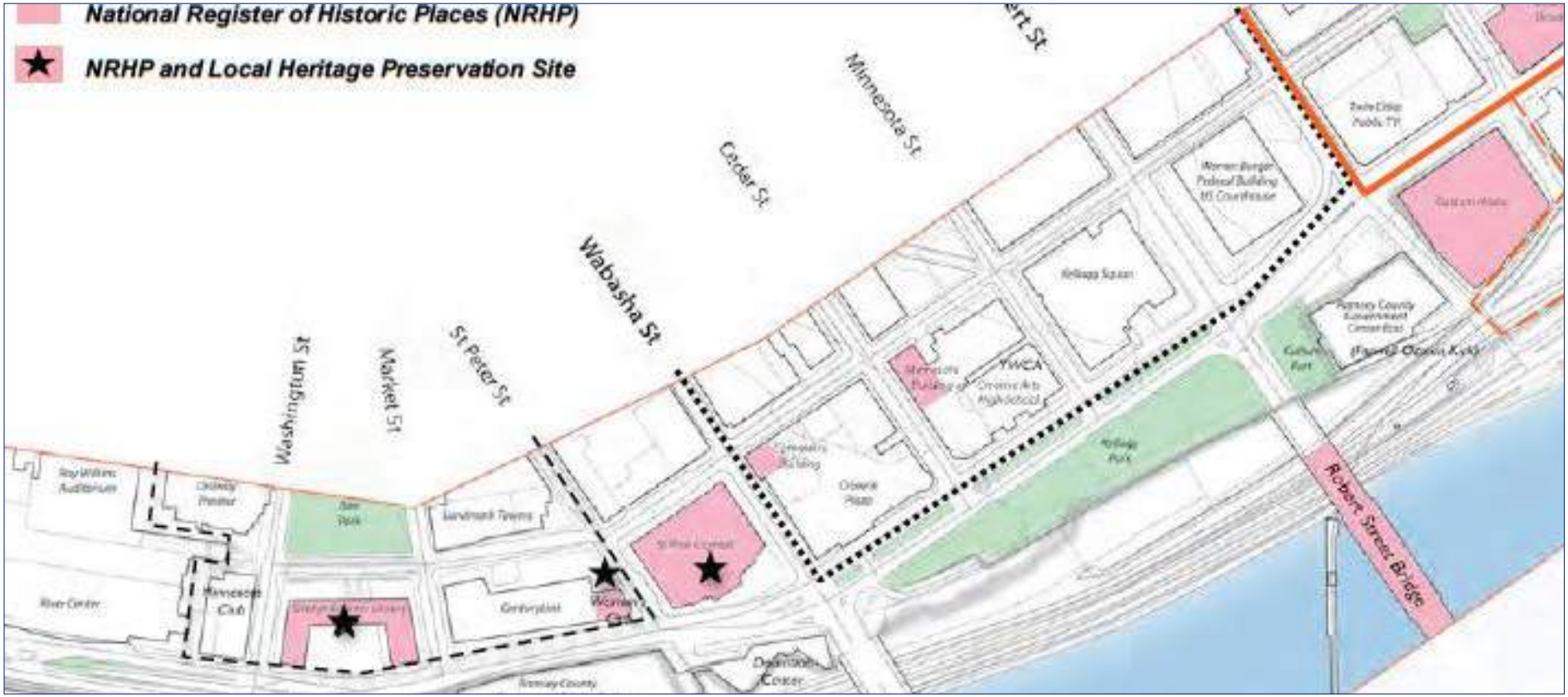


Figure 1. River Balcony Study Area, 2015. (Metropolitan Design Center)

SOURCES AND METHODS

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.

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 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." 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 the Upper Landing.

Cultural resource evaluations for the Central Corridor Light Rail project began in the mid-1990s. 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. 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.

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. No SHPO concurrence has been located. The area was also evaluated for local designation in 2001.

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.

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

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." 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.

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 St. 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 NRHIP eligible, includes properties bordering Kellogg Boulevard (Figure 1).

The River Gateway to St. Paul: Geology, Prehistory, 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 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.

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. 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. Jonathan Carver visited the cave in 1766 and published a description that attracted 18th- and 19th-century explorers and tourists.

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).

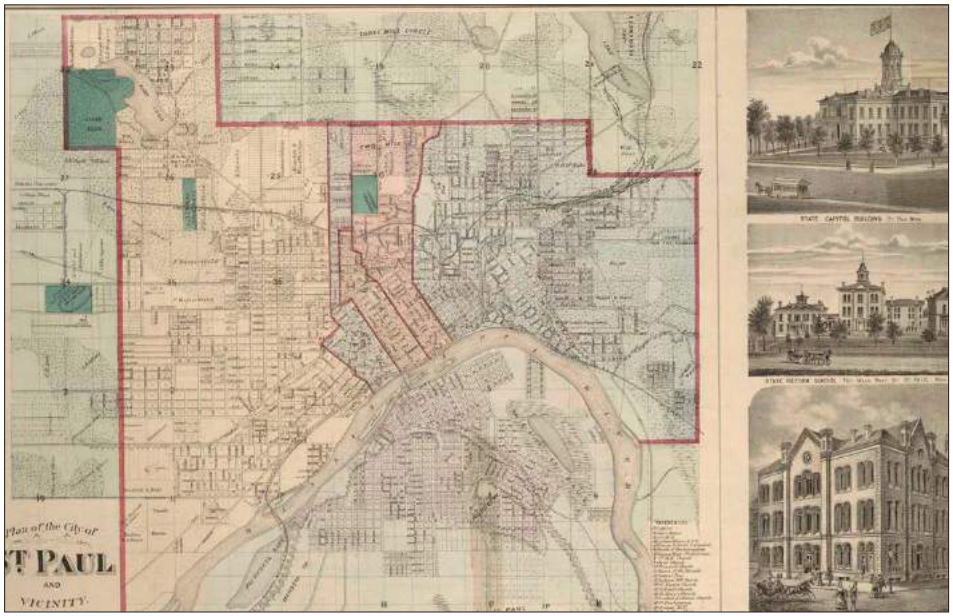


Figure 2. A.T. Andreas, Plan of the City of St. Paul and Vicinity, 1874

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. 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." In 1910, Josiah Chaney observed that Saint Paul had already "lost several of its most beautiful park sites by man's greed 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."

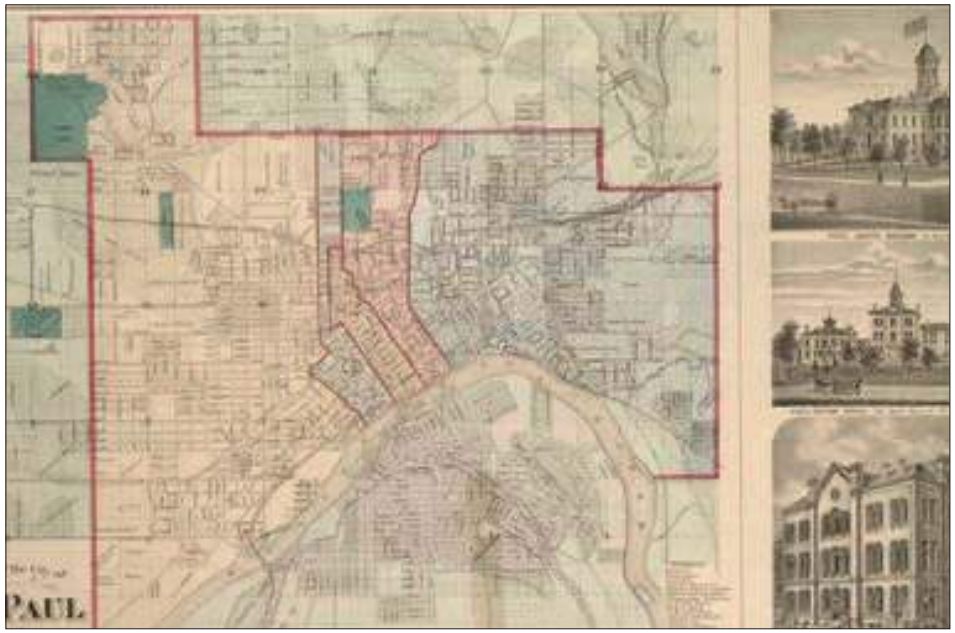


Figure 3. Mississippi River view, looking west from Third and St. Peter Streets, ca. 1870.

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. 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).

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."

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 E. 5th Street near Sibley, noting the depth of the soil and character of the deep sloughs in the area.

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.

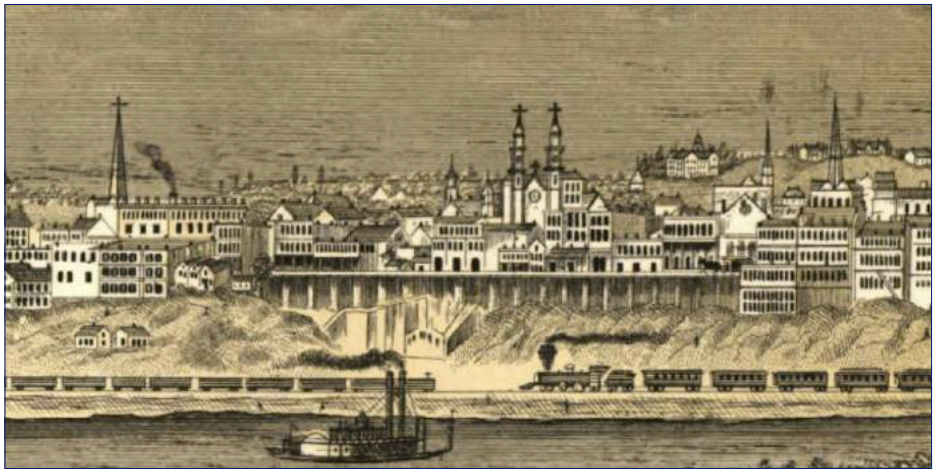


Figure 4. St. Paul Panorama, 1873 (G. Hageboeck).

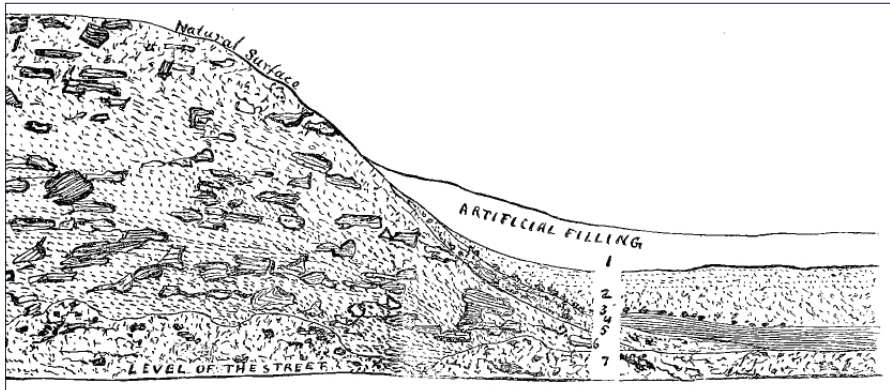


FIG. 26. SECTION OF THE VALLEY DRIFT ON FIFTH STREET, NEAR SIBLEY STREET, ST. PAUL.

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

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

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

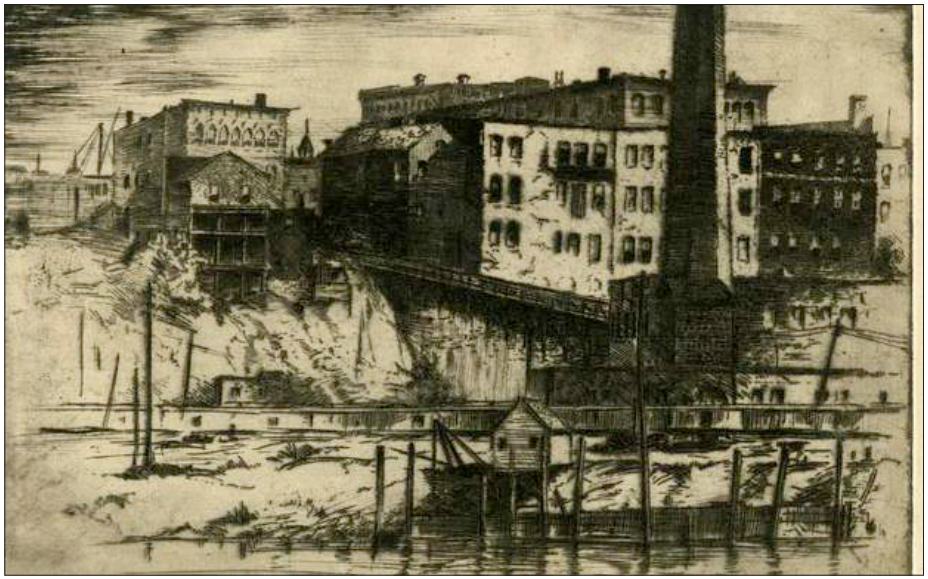


Figure 7. Fred Resler, 1920.

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 twentieth-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).

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).

The encroachment of industry did not deter publication of many engraved views and panoramic photographs of downtown St. Paul's picturesque setting. Various types of advertising as well as local histories always highlighted St. 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 nineteenth-century bird's eye views of the city often exaggerated downtown bluff height and color, in contrast to later twentieth-century postcard artists' "smoothing" of natural features to suggest a continuous seam of industry and commerce (Figures 9, 10).

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

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

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

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.

The Bluff and St. Paul's Pioneer Period: 1837-1862

St. 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. Pierre Parrant claimed a tract from Minnesota Street to Jackson, extending to the bluffs behind what is now downtown St. Paul.

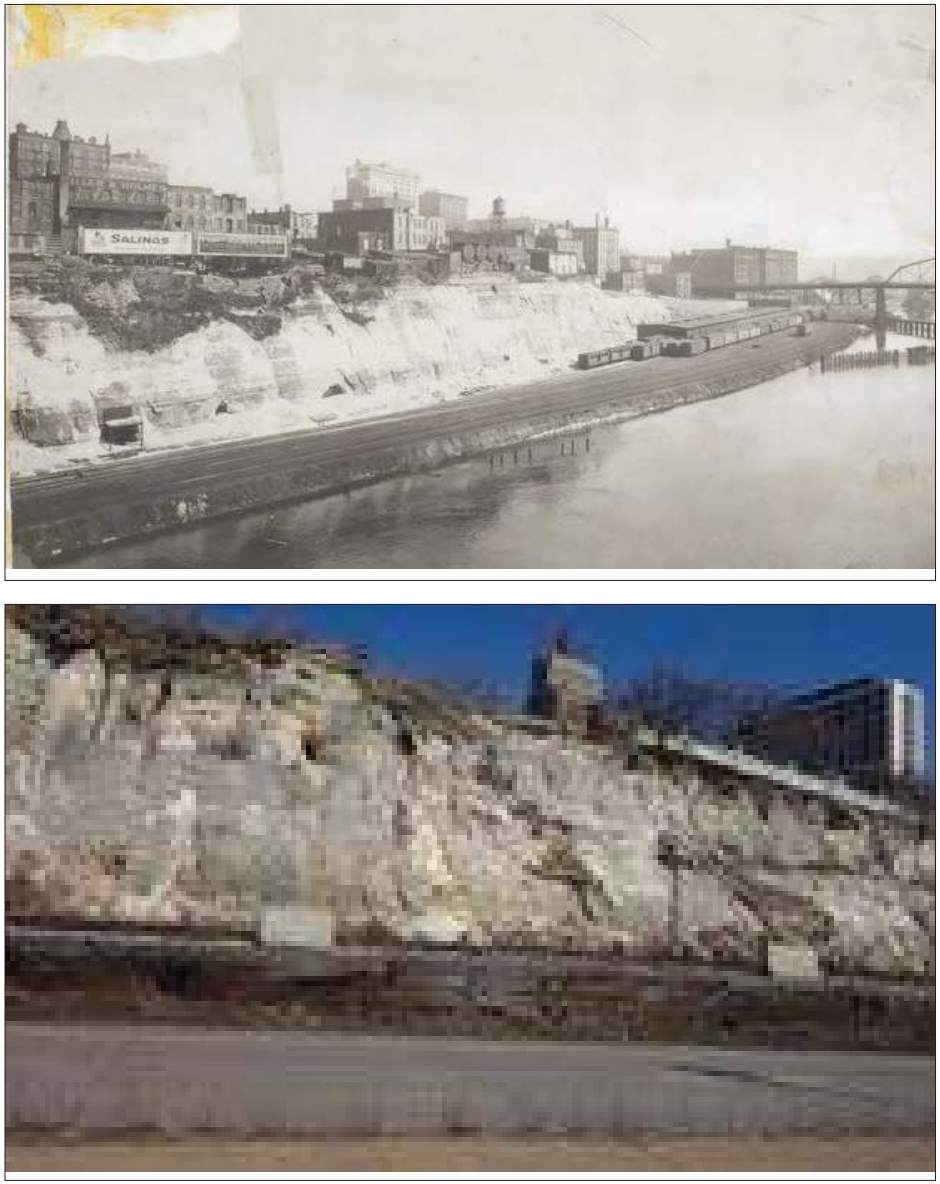


Figure 11. Bluff between Wabasha and Robert Street bridges above Shepard Road, 2015 (left); the bluff in ca. 1925 (right). Fuel storage tanks and billboards line the edge.

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

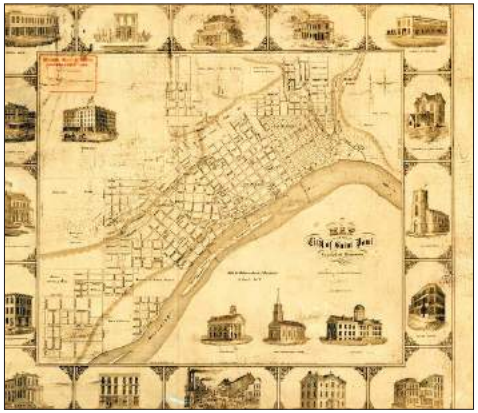


Figure 13. Map of the City of St. Paul Capitol of Minnesota, 1857.

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.

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 Nichols' 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" (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.

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).

Lowertown and Uppertown

A deep slough divided the townsite from the river and required 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. 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).

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. 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. 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.

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

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

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

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

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

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.

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 (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.

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 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."

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.

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.

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.

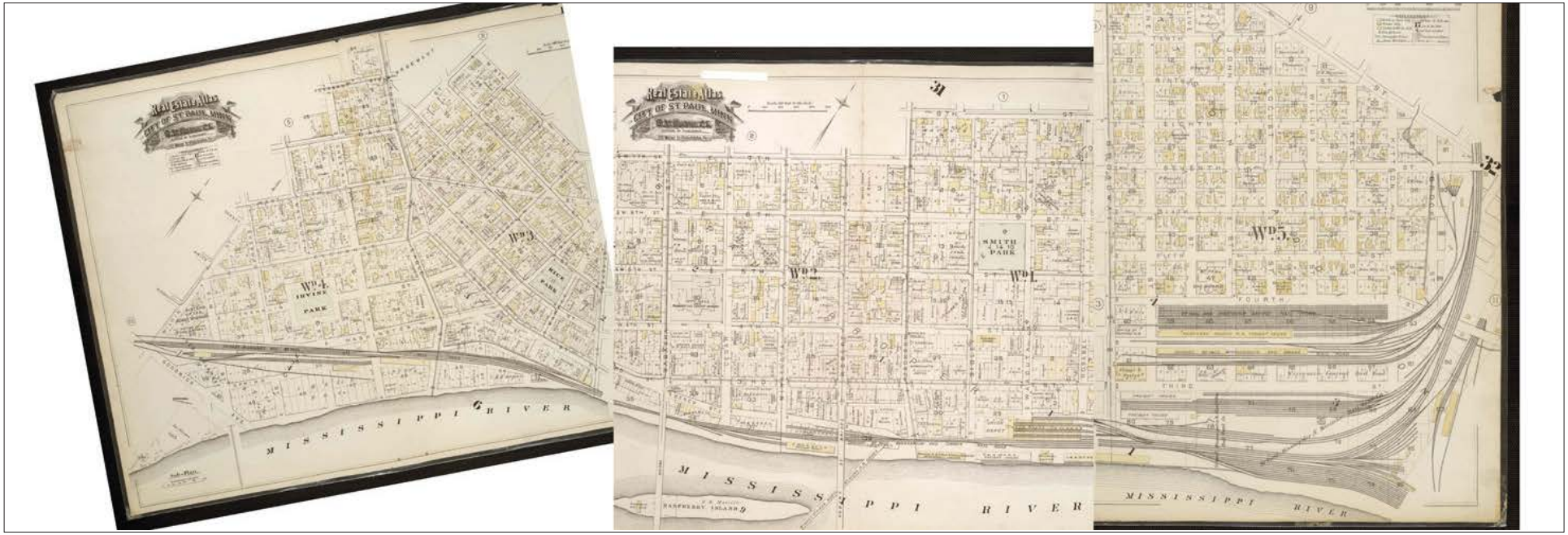


Figure 18. Downtown river bluff in 1884 (G.M. Hopkins).

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

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.

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. The Northern Pacific completed the first transcontinental railroad in 1888, crossing the state from the Twin Cities to Moorhead.

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, 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 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.

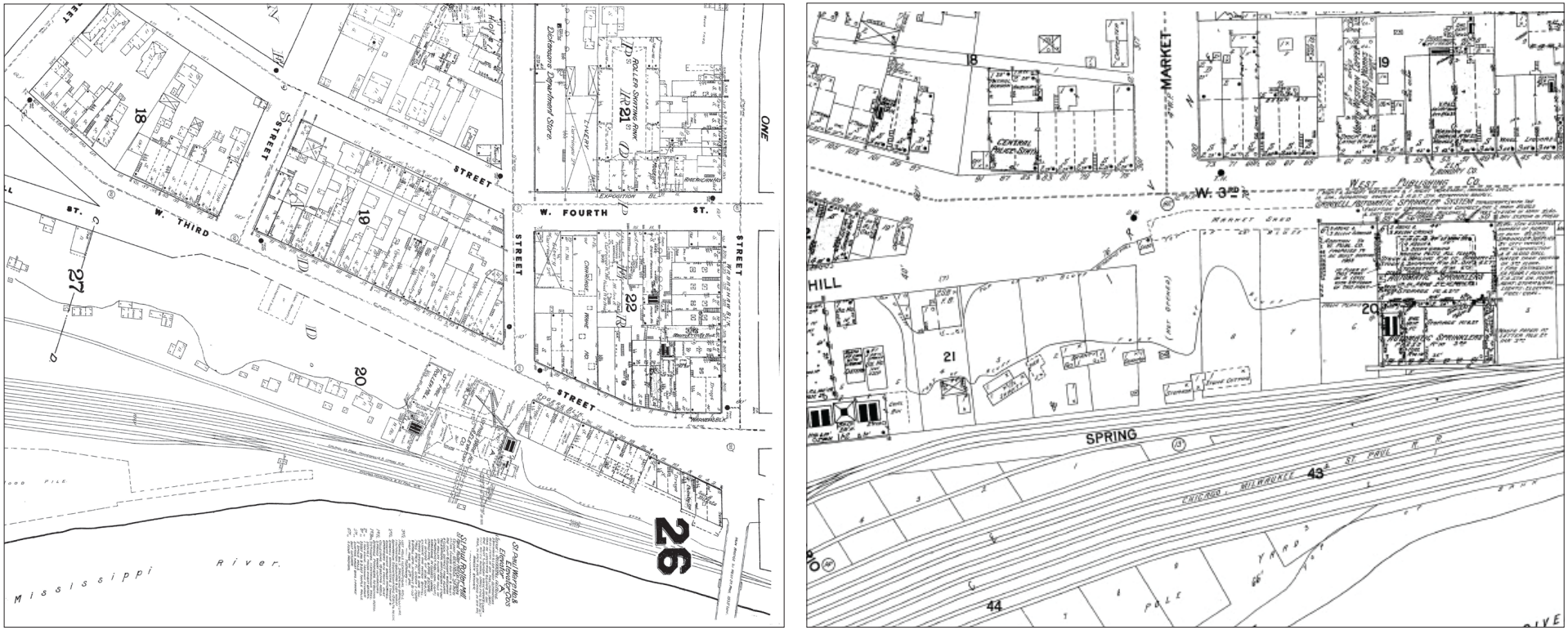


Figure 20. W. Third Street, ca. 1885 (left, Sanborn); W. Third Street, ca. 1903 (right, Sanborn).

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

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. 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.

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).

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." 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. This facility served 268 trains per day by 1880, when Saint Paul was ranked as the third busiest rail hub in the country. The depot was rebuilt after a fire in 1883 and destroyed by another fire in 1913.

A new Union Depot, bordered by E. Fourth Street, Kellogg Boulevard, Sibley and Wacouta Streets, was called the "largest construction project in St. Paul in the twentieth century." 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 water line relocation and new roadway construction. The street grid was realigned to suit station needs, and the Chicago Great Western (GCW) Bridge was raised to meet the new grade. 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. At least 14 rail companies used the depot and rail yards by 1951. 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. The last Amtrak train passed through the station in 1971.

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

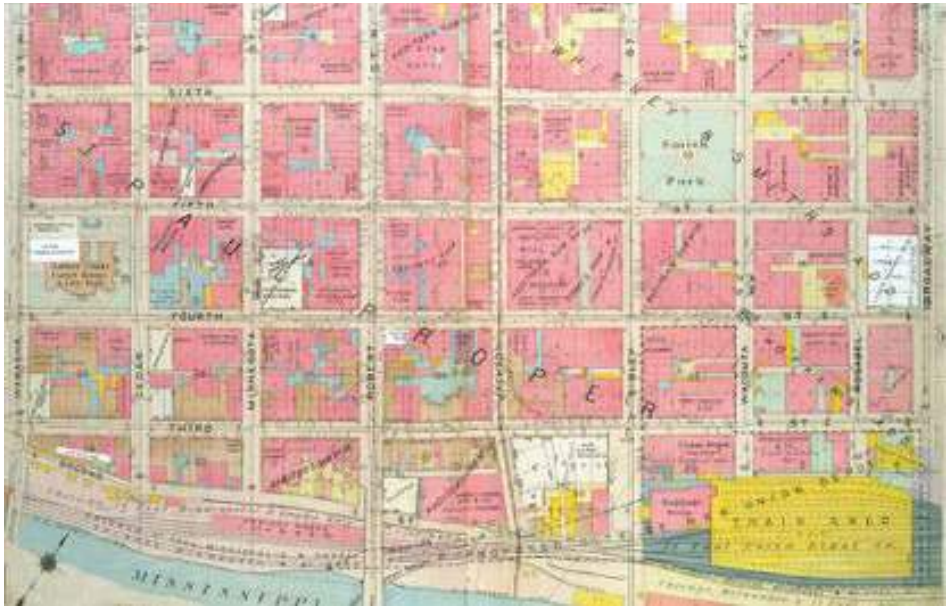


Figure 23. Union Depot and train shed on the eve of redevelopment in 1916 (G.M. Hopkins).

Figure 24. Lower Landing at the foot of Jackson Street, ca. 1

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).

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 NRHP depot boundary (2014) includes the rail yards. The Chicago Northwestern rail corridor between Union Depot and Chestnut has previously been determined NRHP-eligible.

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.

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).

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).

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

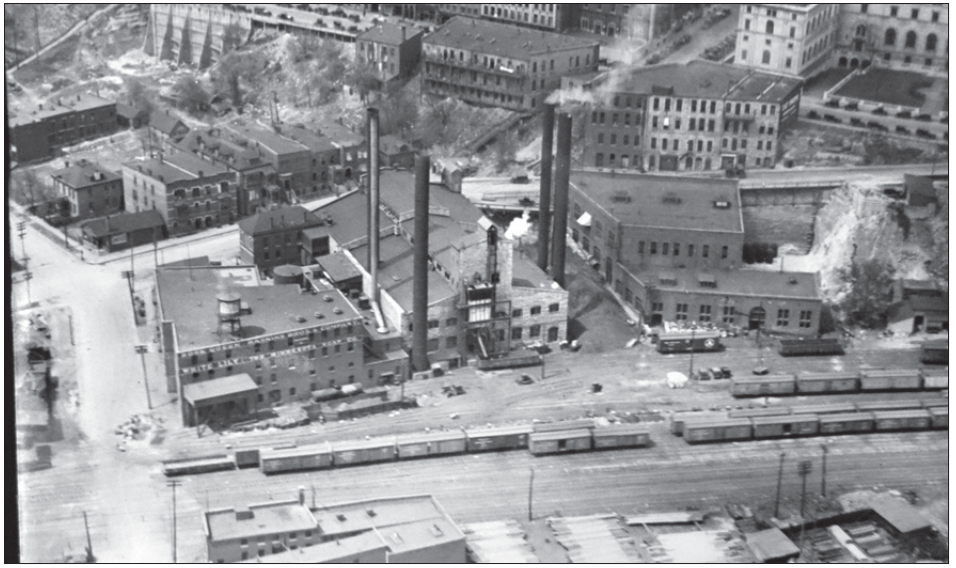


Figure 27. Mixed land uses along the rail corridor at the foot of the bluff at Hill Street, 1925.

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-).

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. 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.

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. 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."

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. 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.

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.

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 (Figures 31, 36).

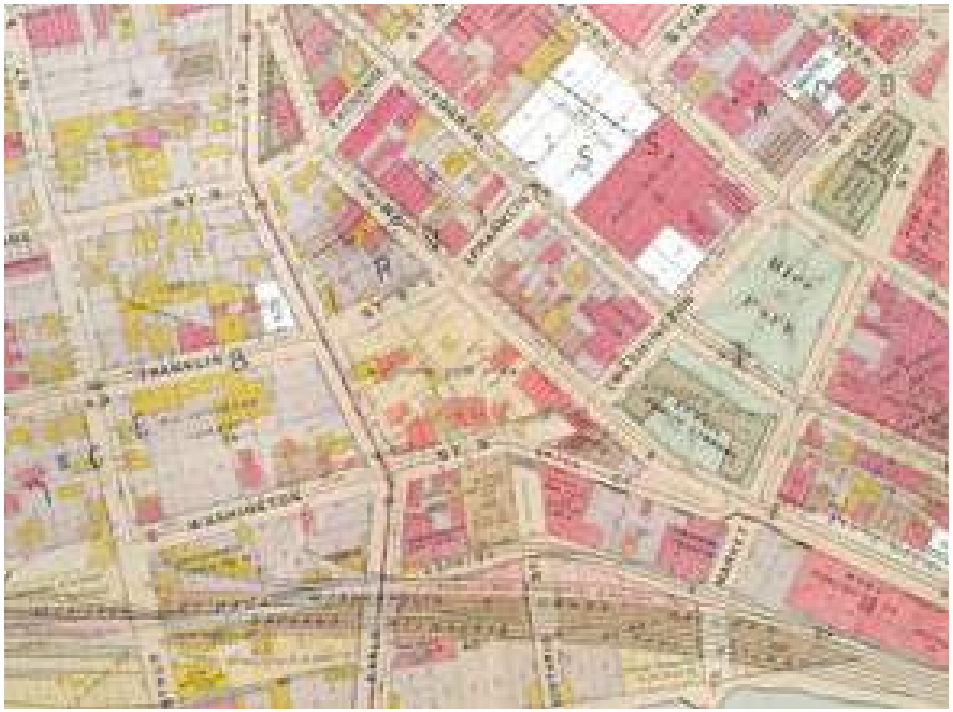


Figure 30. Third Street and area at the levee prior to Kellogg Boulevard redevelopment in 1916 (G.M. Hopkins).

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

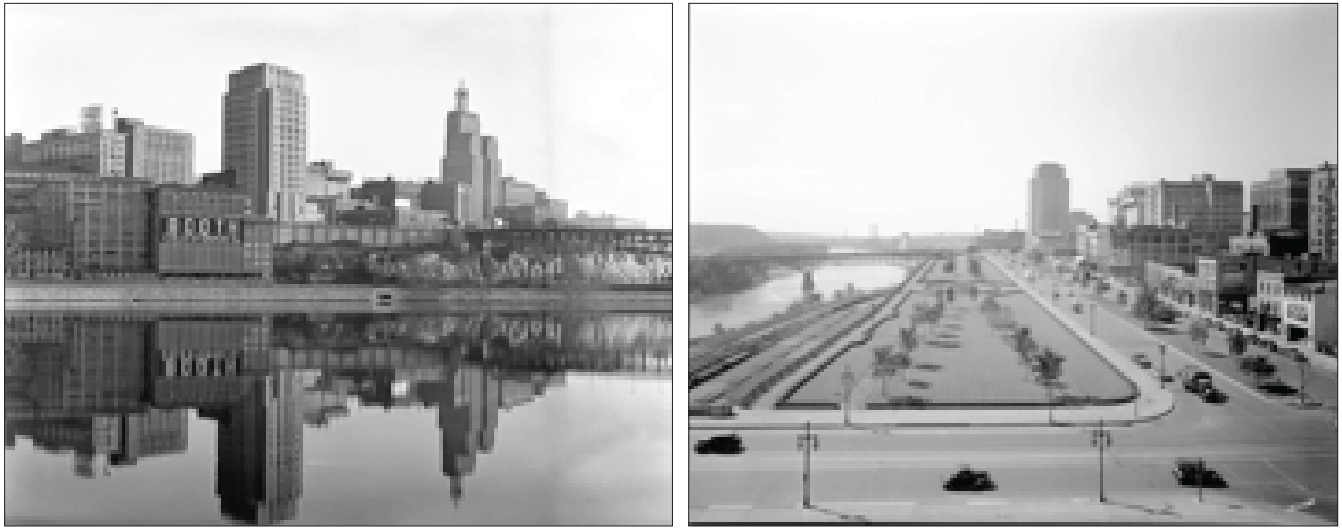


Figure 32. New Kellogg Boulevard bluffline, ca. 1935, left, and Third Street Esplanade, right, ca. 1935.

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). 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.

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).

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. 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, including the park (redesigned in 1991) and concrete viaduct and infrastructure, was not eligible for the NRHP (Figure 36). 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.

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

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

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).

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. 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. 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. 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.

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.

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. The Urban Renewal Historic District, determined NRHP-eligible and eligible for local designation, borders the area between Jackson and Wabasha. 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.

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

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

SUMMARY AND RECOMMENDATIONS

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).

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.

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.

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.

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.

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.

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.

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

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.

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)).

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.

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 ob structs 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 from 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 NRHP facades would be among factors considered in design review.

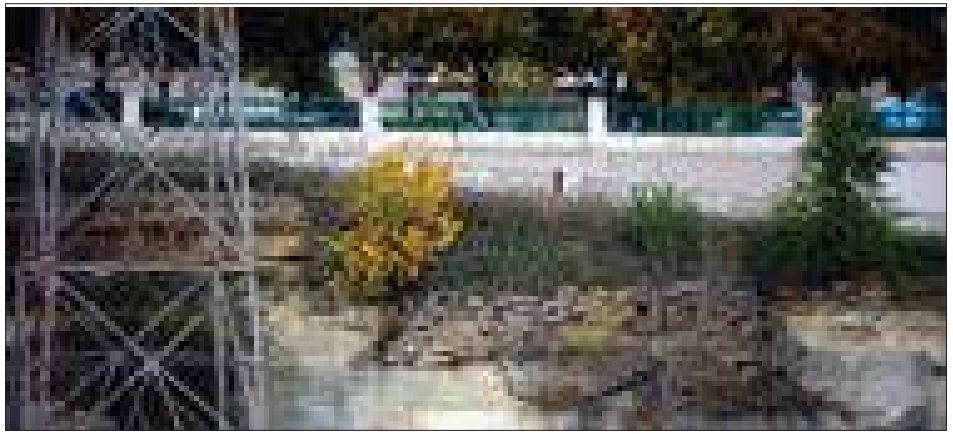


Figure 42. Looking at the bluff face and limestone retaining wall below Kellogg Boulevard from the Wabasha Bridge. None of these features, although an important part of the landscape, have been determined eligible for the NRHP (August 2015).

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.

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

Materials available at:
https://www.stpaul.gov/departments/planning-economic-development/planning/river-balcony

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