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**PHASE I AND II ARCHITECTURAL HISTORY SURVEY
FOR THE UNION DEPOT MULTI-MODAL TRANSIT
HUB PROJECT,
ST. PAUL, RAMSEY COUNTY, MINNESOTA**

**Mn/DOT Contract No. 90810
Ramsey County Regional Rail Authority
SHPO File No. Pending**

May 2007

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SHPO File No. Pending
The 106 Group Project No. 07-10**

**Authorized and Sponsored by:
Minnesota Department of Transportation
and the Ramsey County Regional Rail Authority**

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May 2007

MANAGEMENT SUMMARY

In April 2007, The 106 Group Ltd. (106 Group) conducted a Phase I and II architectural history survey for the Union Depot multi-modal transit hub project. The project will be receiving federal funding from both the Federal Transit Authority (FTA) and the Federal Highway Administration (FHWA) and, therefore, must comply with Section 106 of the National Historic Preservation Act of 1966, as amended. On behalf of FTA and FHWA, the Minnesota Department of Transportation Cultural Resources Unit is cooperating with the Ramsey County Regional Railroad Authority to complete a Section 106 cultural resource identification and evaluation study for the proposed renovation of St. Paul's Union Depot and Concourse (the Depot) into a multi-modal transit hub. The Depot is listed in the National Register of Historic Places (NRHP). The purpose of the architectural history investigation was to determine whether the project's area of potential effect (APE) contains previously recorded or unrecorded buildings, structures, or other architectural properties that are eligible for listing in the NRHP. William E. Stark, M.A., served as principal investigator.

The project area is located in Sections 31 and 32, T29N, R23W and Sections 5 and 6, T28N, R23W, Ramsey County, Minnesota. The proposed multi-modal transit hub would be located at the Depot, and would provide transit services for light rail, bus, and rail. Most city bus traffic will access the concourse area of the Depot via the existing Broadway extension. Access from the west side of downtown would be via Fifth Street and would exit from the Depot area for west-side bound buses via Sixth Street. It is presumed that over-the-road bus traffic would use the most readily accessible access to I-94 and I-35, which would be Broadway, Fifth, and Sixth streets, and other streets in the northeast quad of downtown. The APE encompasses about 24 square blocks from Shepard Road to the south side to Sixth Street between Robert Street and Lafayette Road, and from Warner Road to Kellogg Boulevard between Lafayette Road and the north-south rail line. The architectural history survey area included approximately 124 acres (50 hectares).

Mn/DOT CRU archaeologists reviewed the project for the potential to impact archaeological resources. The existing rail yard, which will ultimately be used by the concourse, was reworked during the 1930s to raise the train platform above the flood line. Furthermore, the current undertaking includes no grading or excavating. Therefore the undertaking has no potential to impact archaeological resources.

The Phase I investigation consisted of a review of documentation of previously inventoried properties and of surveys previously conducted within the project area, as well as a field survey to identify and document properties within the APE that are considered to have potential for listing on the NRHP.

The APE contains four buildings individually listed on the NRHP (Merchants National Bank [RA-SPC-1979]; the Manhattan Building [RA-SPC-3170]; the Pioneer and

Endicott Buildings [RA-SPC-3169]; and the Union Depot [RA-SPC-5225]). In addition, the majority of the NRHP-listed, 16-block Lowertown Historic District is located within the project APE.

During the Phase I architectural history survey, the 106 Group identified nine properties that warranted evaluation of their potential eligibility for listing on the NRHP. Three of these building are less than 50 years of age, but were investigated for their potential to possess exceptional significance under NRHP Criteria Consideration G. Following the Phase I investigation, one property, the Union Depot Elevated Rail Yards (RA-SPC-6904) was recommended as a contributing property to the NRHP-listed St. Paul Union Depot property (RA-SPC-5225). The elevated rail yard structure has important associative qualities to the Union Depot historic property and serves to illustrate the complexity and the enormity of the Union Depot project as constructed between 1917 and 1923.

One property, the Farwell, Ozmun, Kirk & Co. warehouse (RA-SPC-4517) was recommended as requiring Phase II evaluation to determine its eligibility for listing on the NRHP. The Phase II evaluation entailed the development of a historical context on the early uses of reinforced concrete and of the wholesale trade in St. Paul. The property is recommended as eligible for listing on the NRHP under Criterion A for its important contributions to and associations with the St. Paul commerce and wholesale industry during the first half of the twentieth century and under Criterion C for its early use of an innovative reinforced concrete construction method.

The Lowertown Historic District was also assessed to determine what changes, if any, have occurred since the property was nominated to the NRHP in 1983. The assessment indicated that there are no significant alterations to the historic district that would compromise its ability to continue to be listed in the NRHP or to change the contributing/non-contributing status of buildings within the district.

The remaining surveyed properties were recommended as not eligible for listing on the NRHP.

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1.0 INTRODUCTION

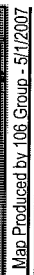
1.1 OVERVIEW

In April 2007, the 106 Group Ltd. (106 Group) conducted a Phase I and II architectural history survey for the Union Depot multi-modal transit hub project. The project will be receiving federal funding from both the Federal Transit Authority (FTA) and the Federal Highway Administration (FHWA) and, therefore, must comply with Section 106 of the National Historic Preservation Act of 1966, as amended. On behalf of FTA and FHWA, the Minnesota Department of Transportation (Mn/DOT) Cultural Resources Unit (CRU) is cooperating with the Ramsey County Regional Railroad Authority to complete a Section 106 cultural resource identification and evaluation study for the proposed renovation of St. Paul's Union Depot and Concourse into a multi-modal transit hub. The purpose of the architectural history investigation was to determine whether the project's area of potential effect (APE) contains previously recorded or unrecorded buildings, structures, or other architectural properties that are eligible for listing in the National Register of Historic Places (NRHP). William E. Stark, M.A., served as principal investigator.

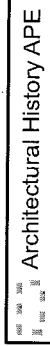
The project area is located in Sections 31 and 32, T29N, R23W and Sections 5 and 6, T28N, R23W, Ramsey County, Minnesota (Figure 1). The proposed multi-modal transit hub would be located at the St. Paul Union Depot and Concourse, and would provide transit services for light rail, bus, and rail. Most Metro bus traffic will access the concourse area of the depot via the existing Broadway extension. Access from the west side of downtown would be via Fifth Street and would exit from the depot area for west-side bound buses via Sixth Street. It is presumed that over-the-road bus traffic would use the most readily accessible access to I-94 and I-35, which would be Broadway, Fifth Street, Sixth Street, and other streets in the northeast quad of downtown.

1.2 AREA OF POTENTIAL EFFECT

The APE for architectural history accounts for revised traffic patterns, any physical, auditory, or visual impacts to historic properties and was determined by the Mn/DOT CRU in consultation with the State Historic Preservation Office (SHPO). The APE encompasses about 24 square blocks from Shepard Road to the south side to Sixth Street between Robert Street and Lafayette Road, and from Warner Road to Kellogg Boulevard between Lafayette Road and the north-south rail line (see Figure 1). Within it are the Lowertown Historic District (LHD) (which is a NRHP and locally designated district and encompasses about 11 square blocks), and a few individual properties that have already been determined to be NRHP-eligible, and/or are listed on the NRHP, and/or are designated as St. Paul Heritage Preservation Commission (HPC) sites.



Project Location



1.3 INVESTIGATION PROCEDURES

The Phase I architectural history investigation consisted of a review of documents of previously inventoried properties and of surveys previously conducted within the APE, as well as a field survey to identify and document properties that are 45 years of age or older and those properties less than 45 years of age that warrant investigation for potential exceptional significance. Properties within the LHD were assessed for their current contributing or non-contributing status to the historic district. The Phase II investigation included property-specific research and intensive survey for one property, the Farwell, Ozmun, Kirk & Co. Warehouse (RA-SPC-4517). The architectural history survey area included approximately 124 acres (50 hectares). The UTM coordinates for the survey area are Zone 15, northeast corner: 493473E 4977678N; southeast corner: 494240E 4977353N; southwest corner: 493041E 4976796N; and northwest corner: 492493E 4977307N (NAD 83).

1.4 PROPERTIES EXCLUDED FROM INVESTIGATION

At the request of the Mn/DOT CRU, the United States Post Office and Customs House located at 180 East Kellogg Boulevard was *not* surveyed as part of this investigation, although it is located within the project APE. The United States Postal Service will be conducting its own review and evaluation of this property.

1.5 ARCHAEOLOGY

Mn/DOT CRU archaeologists reviewed the project for the potential to impact archaeological resources. The existing rail yard, which will ultimately be used by the concourse, was reworked during the 1930s to raise the train platform above the flood line. Furthermore, the current undertaking includes no grading or excavating. Therefore the undertaking has no potential to impact archaeological resources.

1.6 REPORT STRUCTURE

The following report describes project methodology, previous investigations, historical contexts, results, and recommendations for the Union Depot project area. Appendix A includes several current streetscape photographs of the Lowertown Historic District, as requested by Mn/DOT CRU. Appendix B is a list of project personnel.

2.0 METHODS

2.1 OBJECTIVES

The primary objective of the architectural history investigation was to determine whether the area to be affected by the proposed project contains any buildings, structures, or other properties eligible for listing on the NRHP. All work was conducted in accordance with *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* [48 Federal Register 44716-44740] (National Park Service [NPS] 1983).

2.2 AREA OF POTENTIAL EFFECT (APE)

The APE accounts for revised traffic patterns and any physical, auditory, or visual impacts of the proposed undertaking to properties within the area. The APE was determined by the Mn/DOT CRU and encompasses about 24 square blocks from Shepard Road to the south side to Sixth Street between Robert Street and Lafayette Road, and from Warner Road to Kellogg Boulevard between Lafayette Road and the north-south rail line. Within it are the LHD (which is a NRHP and locally designated district and encompasses about 11 square blocks, portions of which are outside of the APE), and a few individual properties that have already been determined to be NRHP-eligible, and/or are listed on the NRHP (Figure 2).

2.3 BACKGROUND RESEARCH

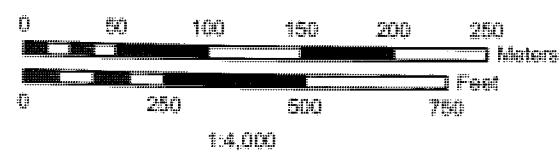
On April 3, 2007, prior to the start of the field survey, staff from the 106 Group conducted background research at the SHPO for information on previously inventoried properties and on surveys previously conducted within the project area. In addition to research at the SHPO, the records at the St. Paul HPC were investigated on April 11, 2007 to identify additional properties that may have been documented by the HPC.

2.4 BUILDING PERMITS

Copies of original building permits for selected buildings were requested from the Ramsey County Historical Society to verify construction dates and architects.



Union Depot Architectural History Survey Project
St. Paul, Ramsey County, Minnesota



	Architectural History APE		Previously Recorded Architectural History Property
	NRHP Historic District		NRHP Property
	HPC Lowertown Heritage Preservation District		Inventoried Property
			Razed Property

Area of Potential Effect and Previously Recorded Architectural History Properties



Figure 2

2.5 OTHER RESEARCH

Phase II research on the Farwell, Ozmun & Kirk Warehouse building (RA-SPC-4517) included intensive investigations into the historical contexts of late nineteenth and early twentieth century wholesale operations of St. Paul and into the early use of reinforced concrete building construction. Primary sources investigated include a review of *Engineering Record* for the years surrounding the construction of the building and original building permits on file with the Ramsey County Historical Society. Other secondary sources, as cited, were also consulted regarding the development of reinforced concrete and the wholesale trade of St. Paul.

2.6 PHASE I INVENTORY METHODS

An initial pedestrian survey of the buildings, structures, and landscape features in the APE was conducted in order to identify those properties that appeared to be 45 years in age or older or warranted further investigation. Each of these properties was subsequently documented with field notes and digital photographs.

2.7 INVENTORY FORMS

A Minnesota Architecture-History Inventory Form was completed for each property identified by the Phase I inventory. Inventory forms are provided separately to be filed at the SHPO.

2.8 PHASE II EVALUATION

Upon completion of the research and fieldwork, the potential eligibility of each resource for listing on the NRHP was assessed based on the property's potential significance and integrity. The NRHP criteria, summarized below, were used to help assess the significance of each property:

- Criterion A – association with the events that have made a significant contribution to the broad patterns of our history;
- Criterion B – association with the lives of persons significant in our past;
- Criterion C – embodiment of the distinctive characteristics of a type, period, or method of construction; representation of the work of a master; possession of high artistic values; or representation of a significant and distinguishable entity whose components may lack individual distinction; or
- Criterion D – potential to yield information important to prehistory or history (NPS 1995).

The National Park Service (NPS) has identified seven aspects of integrity to be considered when evaluating the ability of a property to convey its significance: location,

design, setting, materials, workmanship, feeling, and association. The integrity of each property deemed to be potentially significant was assessed in regard to these seven aspects. The properties were also identified to determine if they represent a type of property to be evaluated within the NRHP Criteria Considerations (NPS 1995).

2.8.1 Criteria Consideration G

Several properties included in the Union Depot survey area do not meet the "50 year rule" for eligibility for inclusion on the NRHP. Those properties were selected for evaluation in consultation with the Mn/DOT CRU project manager and the St. Paul Heritage Preservation Commission staff. Those few buildings were selected for inclusion to investigate their potential importance, but are within an undocumented and unstudied context of urban redevelopment during the 1960s in downtown St. Paul. The properties were selected for inclusion because the selected buildings had potential to be architecturally and/or historically significant within this context.

Properties considered for listing on the NRHP are generally required to meet the standard of being 50 years of age or older. Special consideration is given to those properties that meet "exceptional" importance criteria, but have not yet attained 50 years of age. The consideration is known as NRHP Criteria Consideration G. The purpose of limiting properties to those over 50 years was to safeguard against the inclusion of those properties with only contemporary or faddish value, and to ensure that the NRHP is a register of *historic* places. While 50 years was provided as the cut off for possible inclusion, it was not assumed that significance would be a matter of rigid, objective measurement. Properties with recent significance are encouraged to be considered for the NRHP if they are of exceptional importance to a community, state, region, or nation. The historical context for such nominations must be well established and must have been the object of scholarly evaluation. Nominations of recently significant properties must specifically address a justification for its exceptional importance. The evaluation must: discuss the context used for evaluating the property; demonstrate that the context and the resources associated with it can be judged to be "historic;" document the existence of sufficient research or evidence to permit a dispassionate evaluation of the resource; and summarize the way in which the resource is important (Sherfy and Luce 1998).

3.0 LITERATURE SEARCH

3.1 PREVIOUS ARCHITECTURAL HISTORY STUDIES

From 1981 to 1983 the Ramsey County Historical Society (RCHS) and the St. Paul HPC jointly sponsored a countywide survey of historic sites as part of the SHPO statewide inventory of historic structures. Of the 5,400 structures evaluated, 204 sites were identified as being potentially eligible for designation by the NRHP and/or the St. Paul HPC. Eighteen potential historic districts were also identified, including the Lowertown district of downtown St. Paul (Murphy and Granger 1983).

In 1995, a study undertaken to identify cultural resources within the then-proposed alignment of the Central Corridor transit route connecting downtown Minneapolis, the University of Minnesota campus, the Minnesota State Capitol, and downtown St. Paul (BRW, Inc. et al. 1995). This investigation examined 367 structures along the proposed corridor during the Phase I portion and recommended that 13 properties were eligible for listing on the NRHP following the Phase II investigation. No eligible properties were found within the Union Depot project APE.

In 1999, the 106 Group conducted a Phase I cultural resource investigation for properties affected by streetscape improvements in downtown St. Paul along Sibley Street between Warner Road and East Fifth Street. The purpose of this investigation was to identify all historic and archaeological resources previously listed on or determined eligible for listing on the NRHP, as well as to identify resources potentially eligible for NRHP listing within the project area. The NRHP-listed and HPC-designated LHD was identified within the project APE. In addition, the Main Post Office building at 180 East Kellogg Boulevard and Kellogg Boulevard itself were identified as potentially eligible for NRHP listing and recommended for further evaluation of eligibility (The 106 Group Ltd. 1999).

In 1999, the 106 Group conducted an evaluation of Kellogg Boulevard and surrounding buildings for NRHP eligibility as a historic district. Kellogg Boulevard was recommended as not eligible for listing on the NRHP. Furthermore, none of the buildings within the Kellogg Streetscape project area of potential effect were recommended as eligible for listing on the NRHP (Schmidt and Zschomler 1999).

As part of the planning and development of the Central Transit Corridor project, the 106 Group conducted Phase I and II architectural history studies in 2003 and 2004. The initial survey identified over 600 properties that were subsequently reduced to less than 50 for Phase I level investigation (Bradley et al. 2004).

3.2 PREVIOUSLY INVENTORIED PROPERTIES

Based on a file search conducted by the 106 Group, a total of forty-six previously inventoried properties were identified within the APE. Thirty-one of these properties are

located within NRHP-listed LHD—a concentration of brick commercial buildings encompassing Kellogg Boulevard and Jackson, Seventh and Broadway Streets (Table 1). During this survey, the properties within the LHD were assessed for their current condition and contributing status (see Section 5.2.1). Of the remaining 15 previously identified properties, four properties have been razed, one property has been moved, and four properties have been listed on the NRHP.

TABLE 1. PREVIOUSLY INVENTORIED PROPERTIES WITHIN APE (SHPO NUMBER ORDER)

SHPO No.	Name	Address	Description	NRHP Status	HPC Status	Condition Status
RA-SPC-1979	Merchants National Bank Building (McColl Building)	366-368 Jackson St N	Bank and Offices	Listed	Designated	Extant
RA-SPC-3166	Federal Building/ United States Courthouse	316 Robert St.	Courthouse/ Offices	Not Evaluated	Not Designated	Extant
RA-SPC-3169; RA-SPC-5223	Pioneer and Endicott Buildings	141 E 4 th St.; 350 Robert St.	Office Buildings	Listed	Designated	Extant
RA-SPC-3170	Manhattan Building	360 Robert St. N.	Office Building	Listed	Not Designated	Extant
RA-SPC-3354	Bishop Block	371-375 Sibley St.	Commercial Building	Not Evaluated	In LHD	Façade Extant
RA-SPC-3356	J.P. Allen Building	379-381 Sibley St.	Warehouse	Not Evaluated	In LHD	Façade Extant
RA-SPC-4517	Farwell, Ozmun, Kirk & Company	150-160 Kellogg Blvd. E.	Warehouse	Not Evaluated	Not Designated	Extant
RA-SPC-4524	Wisconsin Central Railway Co. Freight Depot	381 Kellogg Blvd. E	Freight Depot	Not Evaluated	Not Designated	Extant
RA-SPC-4525	Northwestern Railroad Building	431 Kellogg Blvd. E.	Railroad Warehouse	Not Evaluated	Not Designated	Non-extant
RA-SPC-5217	Commercial Building	Block Bounded by 4 th St. E., Sibley, Kellogg and Jackson	Commercial Building	Not Evaluated	Not Designated	Only foundation remains
RA-SPC-5219	The New York Life Eagle	NW Corner of 4 th St. E. and Jackson	Statue	Not Evaluated	Not Designated	Moved outside of APE
RA-SPC-5247	First National Motor Bank	177 5 th St. E.	Bank	Not Evaluated	Not Designated	Razed in 1982
RA-SPC-5270	Northwestern Electric Equipment Company	180-184 6 th St. E.	Warehouse and Store	Not Evaluated	Not Designated	Razed in 1982
RA-SPC-7001	Minneapolis-St. Paul Interurban Streetcar Line	N/A University Avenue and Downtown St. Paul Loop on 5 th St. and 7 th St.	Street Railroad	Not Eligible	Not Designated	Unknown
Various	Lowertown Historic District	Vicinity of Kellogg Blvd. and Jackson, 7 th , and Broadway Streets	Historic District	Listed	Designated	Extant

4.0 HISTORICAL CONTEXTS

4.1 INTRODUCTION

The project area is located in downtown St. Paul within a highly urbanized commercial and industrial area. A large portion of the APE is within the LHD, a collection of brick commercial buildings dating from the 1880s to the 1920s related to the city's wholesaling, warehousing, and transportation enterprises. The district was listed on the NRHP in 1983; it is also designated as a local historic district by the St. Paul Heritage Preservation Commission. Extensive efforts have been made to document not only the LHD, but also much of downtown. In 2001, Carole Zellie and Garneth Peterson of Landscape Research prepared a historic context study for the St. Paul HPC entitled *Downtown St. Paul: 1849-1975* (Zellie and Peterson 2001a). These established contexts, in addition to the 1983 historic sites survey conducted by Patricia Murphy and Susan Granger in 1983, provide the basis for historical context for the current APE.

4.2 DOWNTOWN AND LOWERTOWN ST. PAUL

Downtown and Lowertown's first Euro-American settlers were Irish soldiers, Scottish and Swiss from a failed settlement, and French Canadian fur traders that had been evicted from the Fort Snelling military reservation in 1837 and 1838 (Murphy and Granger 1983:172; Zellie and Peterson 2001a:3). This small settlement located on the bank of the Mississippi River grew slowly during its early years, and was known as the Lower Landing to distinguish it from the landing upstream known as the Upper Landing. The Lower Landing became the primary steamboat landing point in the city with a docking site located at the foot of Jackson and Sibley Streets (Zellie and Peterson 2001a:4). These two landings are now known as Lowertown and Uppertown, respectively. The city of St. Paul, once known as Pig's Eye, grew into the center of an active fur-trading network and was the collection point for shipping furs downriver (Murphy and Granger 1983:171-172).

When the Minnesota Territory split off from the Wisconsin Territory in 1849, the fledgling city of St. Paul was designated the territorial capitol. At this time, the city held less than 1,000 residents. During the 1840s the businesses of Lowertown and Uppertown were competing for the commercial heart of the city. Gradually, Uppertown became more of a residential hub, whereas Lowertown retained its commercial character. The 1850s saw an increase in St. Paul's population with the arrival of immigrants via steamboats and wagons, with many of them settling in what is now St. Paul's downtown. St. Paul was incorporated in 1854, with Minnesota gaining statehood in 1858. St. Paul remained as the state's capitol, and just two years later St. Paul counted a population of over 10,000 (Murphy and Granger 1983:172).

The introduction of the railroads to Minnesota in the 1860s had an enormous impact in St. Paul. In 1862, the first ten miles of the St. Paul and Pacific Railroad was built, with its origination point in Lowertown extending to St. Anthony. This early construction

helped transform Lowertown from a steamboat landing into a railroad hub. Manufacturing and wholesale interests located their businesses near the rail yards in Lowertown, thereby taking advantage of the proximity of a national transportation network. The geography of the area was even changed by this development, when seven islands in the Mississippi River near Lowertown were filled in to allow for more track construction south of the Union Depot at 214 East Fourth Street (Murphy and Granger 1983:173). St. Paul saw a period of rapid expansion from 1880 to 1900, and the railroad infrastructure was solidified, creating the foundation for St. Paul's economy well into the twentieth century. As a testament to the importance of the railroading to the city, a plethora of railroad-related structures were located within the historic confines of St. Paul's Lowertown. Examples in addition to the Union Depot include the James J. Hill Office Building, at 281-299 East Kellogg Boulevard and the Chicago St. Paul Minneapolis & Omaha Office at 275 East Fourth Street (Zellie and Peterson 2001a:7-8).

By the early 1900s, all vestiges of Lowertown's residential past were wiped from the landscape, to be replaced by a warehousing and distribution centered landscape. The railroads were further expanded, and the wholesale industry was firmly ensconced in the area. The retail commercial center of the city continued to grow to the west and north from Robert Street and East Third Street (now East Kellogg Boulevard), away from Lowertown.

The structures of Lowertown are situated within a distinctive grid pattern of streets centered on Smith Park (currently known as Mears Park). Smith Park was named for Robert Smith, a land speculator from Illinois, before the city was platted and was illustrated as a public square in the initial plat of the city. This park, which encompasses an entire city block, has been preserved within the warehouse district since the 1880s. The grid pattern of the district's streets was created in the 1870s, despite the topography of the area, through the use of dramatic grade changes. The park was redesigned and renamed Mears Park in 1973. Norman B. Mears was one of the driving forces behind Lowertown's redevelopment (Zellie and Peterson 2001a:4).

After losing many of the earliest wooden buildings of Lowertown to a series of major fires, the buildings seen today in Lowertown are constructed of brick and exhibit a significant intact concentration of late nineteenth and early twentieth century commercial buildings in a variety of architectural styles. The large commercial and warehouse buildings were designed by some of the city's most prominent architects, including Edward P. Bassford, Augustus Gauger, Cass Gilbert, and others (Murphy and Granger 1981).

Restoration and Redevelopment

Following the end of World War II, downtown St. Paul, like many urban centers across the country, found itself with an uncertain future. Planning efforts begun in the 1940s resulted in the formation of the Central Business Development Committee comprised of downtown business leaders. The group hired famed industrial designer and planner Raymond Loewy to provide a scheme for the modernization of downtown St. Paul.

Among the suggestions in his 1945 plan were riverfront apartments on Kellogg Boulevard, a tourist and convention hotel, and multi-story parking garages connected by pedestrian "cross-overs" at the second level of buildings—the predecessor to the "skyways" constructed in the 1960s. With respect to the existing buildings found in downtown, Loewy recommended stripping off the Victorian ornaments, such as cornices and pediments and other decorative elements to create a fresh, clean, and modern aesthetic. Lowey's conclusions would influence the downtown business people for the next two decades (Zellie and Peterson 2001a:24-25).

The St. Paul City Planning Board produced a new comprehensive plan in 1958, which featured a land-use study of the downtown business district. The plan responded to the dire state of downtown's commercial district where the buildings appeared "old," "drab," and "depressing" and called for a strong planning response to the growing competition from the suburban shopping malls. Private interests took on the issue in 1955 when downtown retailers and business leaders formed Downtown St. Paul, Inc., a nonprofit booster group. The organization recruited a group of young architects to update and modernize, much along the same lines that Lowey recommended a decade earlier. The architects, however, conceived more dramatic measures and called for new construction, not just cosmetic remodeling. Their concept recommended the clearance of most of a seven-block corridor along Fifth and Sixth streets between Market and Sibley streets. The old buildings would be replaced with features such as shops, outdoor areas, and air-conditioned walkways designed to compete with the indoor, suburban malls (Hess and Larson 2006:201-203).

The redevelopment of the downtown began slowly in the 1950s. In 1955, the Minnesota Mutual Insurance Company constructed its new headquarters at 345 Cedar and was heralded as a "courageous decision, considering the state of downtown." St. Paul Fire and Marine Insurance Company rebuilt its headquarters at Fifth and Washington streets between 1958 and 1961. Dayton's department store was lured to downtown and constructed a new building in 1963 on the city block bound by Sixth, Seventh, Cedar, and Wabasha streets (Zellie and Peterson 2001a:25).

A joint venture of the city government and the Chamber of Commerce, called the Metropolitan Improvement Committee (MIC), was successful in attracting the 22-story Hilton hotel that opened in 1965 at the corner of Kellogg Boulevard and Wabasha Street. The MIC also devised a renewal plan called Capital Centre, which called for sweeping changes and demolition. As a result, most of the buildings in the Capital Centre area along Fourth, Fifth, and Sixth streets were torn down between 1965 and 1970. The Pioneer and Endicott buildings survived the massive demolition project (Zellie and Peterson 2001a:25). Although not within the Capital Centre zone, one of the earliest modern buildings in downtown from the revitalization period was the Degree of Honor Building at 325 Cedar Street. Designed by the St. Paul firm of Bergstedt, Hirsch, Wahlberg, and Wold, its upright, rectangular form "would soon typify the central development" (Hess and Larson 2006:209).

The Capital Centre project resulted in a plethora of modern office, civic, and residential buildings constructed during the late 1960s and early 1970s. These projects included the Osborn Building at 370 Wabasha (1968); the Northern Federal Savings & Loan at 386 Wabasha (1973), Northwestern National Bank at 55 East Fifth Street (1969), American National Bank in a 26-story building at Fifth and Minnesota streets (1974), the Warren Burger Federal Courts Buildings at Kellogg Boulevard and Robert Street (1966), and the Kellogg Square Apartments across from the Burger Courts Building (1972). The pedestrian bridges linking the second stories of many buildings envisioned by Loewy began to be installed during the 1960s (Zellie and Peterson 2001a:25-26). The Capital Centre redevelopment project ended its building campaign with the 1973 construction of the Capital Centre Building at 366 Wabasha Street. The project was a mixed bag of results, since several blocks on the northern edge remained completely empty and others contained structures badly in need of developers (Hess and Larson 2006:214).

In response to the rapid redevelopment and the loss of so much historic fabric, interest in heritage preservation grew. A survey of historic St. Paul buildings identified 85 buildings worthy of preservation. The report encouraged the Capital Centre planners to spare several architectural landmarks in the renewal area, including the Pioneer Press Building and the Endicott Building and to exclude others from the renewal project boundaries (Hess and Larson 2006:219). When the federal courts moved into the new Burger building, the old federal building on Rice Park was vulnerable to demolition. A flurry of activity from committed preservationists resulted in the building being rescued and preserved as a public building known as Landmark Center in the mid-1970s. Following that success, the focus turned towards Lowertown's massive warehouses (Zellie and Peterson 2001a:25-26).

In a public-private partnership, the Lowertown Redevelopment Corporation was established to administer the \$200 million redevelopment project by generating ideas for renewals and new construction, as a development bank to offer gap financing, and as a marketing office seeking developers and investors of the budding urban village. By the early 1980s, the project began to take off with a mix of retail business, rental and for-sale housing, artists lofts and galleries, and light industry. In 1983, the approximately 16-block area that encompasses Lowertown was listed on the NRHP. Known as the "Block 40" in its planning stages, the construction of Galtier Plaza between 1984 and 1989 was crucial in creating a critical mass for bringing people back to downtown and Lowertown. The complex included residential uses, offices, shops, a YMCA, six theaters, and three skyways. The façades of two historic structures on the site were carefully dissembled and rebuilt to retain their nineteenth century character on the late twentieth century building (Hess and Larson 2006:225-227).

4.3 MODERN CORPORATE AND CIVIC ARCHITECTURE

The Modern movement of architecture stems from a variety of influences. Stylistic influences of early Modern-era buildings during the 1920s and 1940s, such as Art deco, Streamlined Moderne, and Stripped Classical, informed the development of the

International Style, which flourished in corporate and civic American buildings through the 1970s. While there is still considerable debate regarding the origins, influences, and definitions of the Modernist movement, the Modern era in the United States generally encompasses with 1950s, 60s, and 70s and diversified into numerous styles, commonly classified as International Style, Formalism (also Neo-Formalism or New Formalism), Brutalism, and Expressionism (General Services Administration [GSA] 2003:14-15).

While the pre-war ideals of pure forms, "machines for living," and simple but high-quality materials illustrated the architect's philosophical and political underpinnings, which often leaned toward socialism, the newly prosperous corporate culture in America quickly appropriated the new aesthetic. In Modernism, civic and corporate America discovered a way to quickly and efficiently construct the infrastructure needed to facilitate their expanding world that eschewed the superfluous ornamental features of the previous generation. The post-war era was seen as a period of tremendous change where the styles of the previous generations no longer fit functional needs of a modern society.

Several key elements help to define the most essential changes of Modern architecture. First, there was a diminishing distinction between public and private buildings, with the symbolism of public buildings becoming less important and the functionalism receiving greater emphasis. Grand lobbies were replaced with public plazas and transparent building materials unified exterior and interior spaces of both public and private buildings. Second, office spaces changed dramatically with a preference for large open areas with flexible arrangements, rather than individual offices. Third, previously unavailable technology, which enabled up to that time impossible designs, was embraced. This led to the extensive use of materials such as steel, glass, plastic, and reinforced concrete resulting in designs that emphasized abstract forms, space, light, and sometimes bold colors (GSA 2003:30).

With the dismissal of unusable spaces and decorative features, the Modern era also emphasized both functional and economic efficiency. The lower cost of a building designed in the Modern aesthetic, as opposed to one influenced by historical precedents, had tremendous appeal to both corporate and governmental clients whose need to economize matched their desire for modernity. The increased ability to mass-produce and pre-fabricate building elements also contributed to a cost-effective construction process. Individual artisans, such as stone and wood carvers or brick layers, were no longer necessary when using steel and glass construction. Materials such as concrete, plastics, and aluminum were not only suitable to the Modern aesthetic, but also economical (GSA 2003:31).

Several Modernist buildings can be cited as influential on a generation of design. The prototype corporate tower arrived in New York with the Lever House designed by Skidmore Owings & Merrill (1951-52). The form of the building was, in part, due to recent changes in New York City's zoning laws that no longer required a set-back tower, but permitted an unbroken rectangular form provided that a certain percentage of the ground area was either occupied by a low unit or left open altogether. The resulting

building used both techniques: it enclosed an open court with a one-story base element raised on free-standing columns. The structural columns supporting the curtain wall were entirely hidden, forming a skin of glass with narrow metal mullions. The elegant and efficient design of the Lever House would tremendously influence the design of corporate America through the 1960s as the glass box became the symbol of American business. The Seagram Building (Mies van der Rohe and Philip Johnson 1954-58), the Union Carbide Building (Skidmore, Owings & Merrill 1957-60), and the John Hancock Center (Skidmore Owing & Merrill 1965-70) are just a few examples of this trend (Roth 1979:277-278; 284-290).

The easy repetition of Modernist buildings led to an abundance of the type, many of which were cheap and effortless knock-offs that begged a comparison with the original. As one critic put it, "this contradiction between the technical and visual excellence on the one hand, and the undeniable banality of the building task on the other, became so obvious by the early sixties that the curtain wall and its related aesthetic fell into disrepute..." (Jencks 1973:42). By the late 1960s, the Modernist strangle hold on corporate and civic architecture began to give way following the publication of Robert Venturi's *Complexity and Contradiction in Architecture*, which heralded the Post-Modernist movement. Although it would be another 10 to 15 years until tangible evidence could be seen in the built environment, Post-Modernism reintroduced historical references and ornament, stylized fashions, and bold colors, frequently with a tongue-in-cheek sense of humor (GSA 2003).

5.0 PHASE I AND II INVESTIGATION RESULTS

5.1 INTRODUCTION

Staff from the 106 Group conducted a Phase I architectural history survey of the Union Depot project APE in April 2007. William E. Stark, M.A., served as principal investigator and conducted the fieldwork with Jeanne-Marie Mark, M.H.P. The project area is located in the eastern portion of Downtown St. Paul, and incorporates most of the LHD, and the St. Paul Union Depot and rail yards.

The 106 Group surveyed nine individual properties within the project APE (Figure 3; Table 2). Five of these properties within the APE had been previously surveyed, but not evaluated for the NRHP. Three of the surveyed properties do not currently meet the 50-year threshold for NRHP eligibility, nor do they meet the 45-year threshold commonly used for surveys such as this. After consultation with the Mn/DOT CRU and the St. Paul Heritage Preservation Commission staff, it was concluded that these three properties warranted at least a Phase I investigation to evaluate their potential architectural and/or historical significance and their potential for meeting the exceptional significance criteria of NRHP Criterion Consideration G.

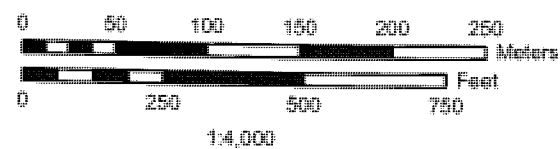
The 106 Group also completed an assessment of the status of properties within the LHD to determine their contributing or non-contributing status based on current conditions.

Following the Phase I investigation and in consultation with Mn/DOT CRU, a Phase II investigation was conducted for the Farwell, Ozmun & Kirk Warehouse (RA-SPC-4517) to evaluate its eligibility for listing on the NRHP.



Source: NPS SHPO, 2006 USGS High Resolution Orthoimagery

Union Depot Architectural History Survey Project St. Paul, Ramsey County, Minnesota



- | | | | |
|--|--|--|---|
| | Architectural History APE | | Surveyed Architectural History Property |
| | NRHP Historic District | | Union Depot Elevated Railyard |
| | HPC Lowertown Heritage Preservation District | | |

Survey Results



Figure 3

TABLE 2. PROPERTIES IDENTIFIED AND EVALUATED UNDER THIS STUDY (SHPO NUMBER ORDER)							
SHPO Number	Historic Name	Address	City/Twp	County	Date	NRHP Status	Recommendation
RA-SPC-3166	Warren E. Burger Federal Building & US Courthouse	316 Robert St.	St. Paul	Ramsey	1966	Not Evaluated	Not Eligible
RA-SPC-3354	Bishop Block	371-375 Sibley St.	St. Paul	Ramsey	c.1882- 1883	Not Evaluated	Not Eligible
RA-SPC-3356	J.P. Allen Building	379-381 Sibley St.	St. Paul	Ramsey	1888	Not Evaluated	Not Eligible
RA-SPC-4517	Farwell, Ozmun, Kirk & Co. Warehouse	150-160 Kellogg Blvd.	St. Paul	Ramsey	1905	Not Evaluated	Eligible
RA-SPC-4524	Wisconsin Central Railway Co. Freight Depot	381 East Kellogg Blvd.	St. Paul	Ramsey	1901	Not Evaluated	Not Eligible
RA-SPC-6901	Farm Credit Services Building	375 Jackson St.	St. Paul	Ramsey	1965	Not Evaluated	Not Eligible
RA-SPC-6902	Metropolitan Council Building	390 Robert St.	St. Paul	Ramsey	1967	Not Evaluated	Not Eligible
RA-SPC-6903	Endicott Arcade on Fifth	142 5 th St.	St. Paul	Ramsey	1908	Not Evaluated	Not Eligible
RA-SPC-6904	Union Depot Elevated Rail Yards	East Kellogg Blvd.	St. Paul	Ramsey	1917- 1926	Not Evaluated	Eligible

5.2 NRHP LISTED AND ELIGIBLE PROPERTIES

A total of four individual buildings within the APE and outside of the Lowertown Historic District (LHD) are listed on the NRHP.

- The Merchants National Bank (RA-SPC-1979) was built in 1892 and designed by Edward P. Bassford. The four-story, Richardsonian Romanesque commercial building was listed on the NRHP in 1974 and determined significant under Criteria A, B, and C.
- The Manhattan Building (RA-SPC-3170) is a brick and stone, Renaissance Revival building constructed from 1890 to 1891. Designed by Clarence H. Johnston, the seven-story building was listed on the NRHP in 1988 under Criteria A, B, and C.
- The Pioneer and Endicott Buildings (RA-SPC-3169; RA-SPC-5223) were listed jointly on the NRHP in 1974 under Criteria B and C. Commonly known as the Pioneer Building, the Romanesque building was designed by Chicago-architect Solon S. Beman in 1889 to house the business offices of the Pioneer Press Printing Company. Located at Fourth and Robert Streets and connected by arcades to the Pioneer Building, the Endicott Building was designed by Cass Gilbert and James Knox Taylor and completed in 1890.
- The St. Paul Union Depot (RA-SPC-5225) was listed on the NRHP in 1974. The nomination specifically calls out the two "great spaces" that comprised the depot: the "head" or lobby building, and the "most impressive... passenger concourse, a great vaulted area spanning 17 sets of railroad tracks below and which served as the arrival and departure point for 625,000 passengers between 1924 and 1925" (Lutz and VanBrocklin 1974). In addition to its individual significance and designation, the St. Paul Union Depot is located within the Lowertown Historic District, listed on the NRHP in 1983. The depot and its associated concourse are considered a contributing property to both the NRHP and locally designated historic district. The St. Paul Union Depot is listed in the NRHP under significance Criteria A, B, and C. It is also a contributing property to the NRHP-listed Lowertown Historic District, which is significant under Criteria A and C (Minnesota Historical Society 2005)

5.2.1 Lowertown Historic District Assessment

The LHD is a 16-block area with a concentration of brick commercial buildings comprising St. Paul's warehousing, wholesaling, and transportation center. Many of the buildings were constructed by notable architects between the 1880s and the 1920s in a variety of architectural styles. The district was listed on the NRHP in 1983 and is also locally designated by the St. Paul Heritage Preservation Commission.

On May 1, 2007, staff from the 106 Group completed an assessment of properties within the LHD to determine their contributing or non-contributing status based on current conditions. Referencing the LHD NRHP nomination form (Murphy and Granger 1981),

general observations of district property current conditions were noted and recorded (Table 3). The majority of these properties have been subjected to minimal alterations. However, significant changes to the sixteen-block area include the replacement of the Wells Fargo Express Company (RA-SPC-4521) at 271 East Kellogg Boulevard with a modern, four-level parking deck; and alterations to the Rayette Building (RA-SPC-5252) at 261-279 East Fifth Street, which remains only as a shell with its interior space now used as a parking deck.

Noted infill within the district includes the Lot 270 Condos located at the southwest corner of Wall and Fourth Streets; a large parking deck at the northwest corner of Sixth and Wall Streets; a small, two-level parking deck at the northwest corner of Fourth and Wacouta Streets; and a Super America gas station at southwest corner of Broadway and Seventh Streets. The LHD is also currently comprised of approximately six percent of surface parking areas. These areas were observed scattered throughout the district and situated at the following locations:

- Southwest corner of Fifth and Wall streets
- Southeast corner of Seventh and Sibley streets
- Southwest corner of Sixth and Broadway streets
- Northeast corner of Fourth and Wacouta streets
- Southeast corner of Fourth and Wacouta streets

No properties previously recorded within the LHD as non-contributing due to age (less than 50 years) have reached the mark of becoming potentially eligible.

Despite the loss of the Wells Fargo Express Company building (RA-SPC-4521) and the major alterations made to the Rayette building (RA-SPC-5252), the LHD continues to have the character of a strong historic district with good integrity. Other buildings have undergone only minimal alterations in the intervening years. Based on this assessment, the LHD continues to be a district that is eligible for listing on the NRHP. No changes in status or district boundaries are recommended.

In addition to the assessment, several streetscape photographs of the LHD were taken to help assess project effects (see Appendix A).

TABLE 3. LOWERTOWN HISTORIC DISTRICT ASSESSMENT RESULTS

SHPO No.	Name	Address	Description	1983 NRHP Status	Condition Status
*RA-SPC-0388	Tighe Building	364-382 Broadway St. N.	Warehouse	Supportive	Minor construction underway at SE corner of building.
RA-SPC-0389	Allen Building Annex	417 Broadway St. N.	Warehouse	Supportive	Minimal alterations made since previous survey.
*RA-SPC-3008	Northern Pacific Railway Warehouse	308 Prince St.	Warehouse	Supportive	Minimal alterations made since previous survey.
*RA-SPC-3351	Smith (Mears) Park	Block between Sibley & Wacouta, 5 th & 6 th Streets	Park	Supportive	Redesigned in 1973 and 1990s.
*RA-SPC-3352	Gordon & Ferguson Building	331-341 Sibley St.	Factory	Supportive	Minimal alterations made since previous survey. Currently <i>Sibley Square at Mears Park</i> .
*RA-SPC-3353	John Wann Building	350-365 Sibley St.	Commercial Building	Pivotal	Sensitive restoration of storefront; windows are no longer partially filled in.
*RA-SPC-3355	Noyes Brothers & Cutler Building	400 Sibley St./ 219-225 6 th St. E.	Commercial Building	Pivotal	Minimal alterations made since previous survey.
*RA-SPC-4519	Depot Bar	241 Kellogg Blvd. E.	Bar	Intrusive	Minimal alterations made since previous survey.
*RA-SPC-4520	Weyerhaeuser-Denkman Building	255 Kellogg Blvd. E.	Warehouse	Pivotal	Minimal alterations made since previous survey. Now occupied by Goff & Howard.
*RA-SPC-4521	Wells Fargo Express Company	271 Kellogg Blvd. E.	Commercial Building	Supportive	No longer extant. Replaced with a 4-level parking deck
*RA-SPC-4522	James J. Hill Office Building	281-299 Kellogg Blvd. E.	Commercial Building	Pivotal	Minimal alterations made since previous survey. Center windows filled on 1 st through 4 th stories on east façade.
*RA-SPC-4523	Griggs and Foster	319 Kellogg Blvd. E / 300 Broadway	Wholesale House	Pivotal	Minimal alterations made since previous survey.
*RA-SPC-4524	Samco Sportswear Company	205-213 4 th St. E.	Building Complex	Supportive	Minimal alterations made since previous survey.

SHPO No.	Name	Address	Description	1983 NRHP Status	Condition Status
*RA-SPC-5225	St. Paul Union Depot	214 4 th St. E.	Railroad Depot	Pivotal	Minimal alterations made since previous survey.
*RA-SPC-5226	Michaud Brothers Building	249-253 4 th St. E.	Commercial Building	Supportive	Replacement storefront windows on south elevation.
*RA-SPC-5227	Hackett Block	262-280 4 th St. E.	Commercial Building	Supportive	Minimal alterations made since previous survey. East façade is sided in corrugated metal sheets.
*RA-SPC-5228	Chicago St. Paul Minneapolis & Omaha Office Building	275 E. 4 th St. E	Office Building	Supportive	Replacement commercial entrances on south façade.
*RA-SPC-5229	St. Paul Rubber Company	300 4 th St. E.	Warehouse	Supportive	Minimal alterations made since previous survey. Canvas awnings added to north façade storefront windows.
*RA-SPC-5246	Railroad & Bank Building	176 5 th St. E.	Office Building	Pivotal	Minimal alterations made since previous survey.
*RA-SPC-5248	Fairbanks-Morse Company	220 5 th St. E.	Manufacturing Facility	Pivotal	Minimal alterations made since previous survey.
*RA-SPC-5249	Powers Dry Goods Company	230-236 5 th St. E.	Warehouse	Pivotal	Minimal alterations made since previous survey. Now occupied by Mears Park Centre.
*RA-SPC-5250	Conrad Gotzian Shoe Company	242 5 th St. E.	Warehouse	Pivotal	Comice is no longer in deteriorating condition. Now occupied by the Parkside apartments.
*RA-SPC-5251	Mike and Vic's Cafe	258-260 5 th St. E.	Commercial Building	Pivotal	Minimal alterations made since previous survey. Appears to only be used as office/residential space.
*RA-SPC-5252	Rayette Building	261-279 5 th St. E.	Commercial Building	Supportive	Interior of building has been gutted and converted into a parking deck.
*RA-SPC-5253	Crane Building	281-287 5 th St. E.	Warehouse	Supportive	Minimal alterations made since previous survey.

SHPO No.	Name	Address	Description	1983 NRHP Status	Condition Status
*RA-SPC-5271	Konantz Saddlery Company/Railroad Printing House	227-231 6 th St. E.	Factory	Pivotal	Minimal alterations made since previous survey. The historic sign reading "Railroad Printing House" is no longer extant.
*RA-SPC-5272	Koehler & Hinrichs	235-237 6 th St. E	Commercial Building	Pivotal	Minimal alterations made since previous survey.
*RA-SPC-5273	George Somers Company	245 6 th St. E.	Commercial Building	Supportive	Minimal alterations made since previous survey.
*RA-SPC-5274	Seestedt Carpets	282 6 th St. E.	Commercial Building	Supportive	Minimal alterations made since previous survey.
*RA-SPC-5275	J.H. Allen Building	287 6 th St. E.	Warehouse	Supportive	Minimal alterations made since previous survey.
*RA-SPC-5461	Gotzian Building	352 Wacouta St.	Warehouse	Pivotal	In good condition, and no longer vacant. South wall has been repaired/replaced.
*RA-SPC-5462	Finch, Van Slyck & McConville Dry Goods Company	366 Wacouta St.	Commercial Building	Pivotal	Minimal alterations made since previous survey. Now occupied by the Cosmopolitan apartments.
RA-SPC-5364	J.H. Weed Building	208-212 7 th St. E.	Commercial Building	Non-Contributing	Minimal alterations made since previous survey.
RA-SPC-5365	Constans Block	224-240 7 th St. E.	Hotel	Pivotal	Minimal alterations made since previous survey.
RA-SPC-5366	Walterstroff and Montz Building	216-220 7 th St. E.	Commercial Building	Pivotal	Minimal alterations made since previous survey.
RA-SPC-5369	B & M Furniture (western building)	252 7 th St. E.	Commercial Building	Pivotal	Minimal alterations made since previous survey.
RA-SPC-5370	B & M Furniture (eastern building)	256 7 th St. E	Commercial Building	Pivotal	Minimal alterations made since previous survey.
RA-SPC-5371	O'Connor Building	264-266 7 th St. E.	Commercial Building	Pivotal	Minimal alterations made since previous survey.
RA-SPC-5463	Engine Company No. 2	412 Wacouta St.	Fire Station	Supportive	Minimal alterations made since previous survey.

SHPO No.	Name	Address	Description	1983 NRHP Status	Condition Status
RA-SPC-5464	Boston and Northwest Realty Company Wacouta St. Warehouse	413 Wacouta St.	Warehouse	Pivotal	Minimal alterations made since previous survey.

* Included within the project APE.

5.3 PROPERTIES RECOMMENDED AS ELIGIBLE

Two properties identified during the Phase I survey are recommended as eligible for listing on the NRHP.

5.3.1 *Farwell, Ozmun, Kirk & Co. Warehouse, RA-SPC-4517* 150-160 East Kellogg Boulevard, St. Paul

Description: The Farwell, Ozmun, Kirk & Co. warehouse, now the Ramsey County Government Center East Building, is located at on the block bound by Robert, Jackson, and East Second streets and East Kellogg Boulevard. The building's primary façade originally faced south onto East Second Street; however, it has since been reoriented with a new, primary façade facing north onto Kellogg Boulevard (Figures 4 and 5). This asymmetrical warehouse building is composed of brick walls and a random ashlar limestone foundation. Face brick is found on the south and east façades, and common brick now painted red comprises the north and west facades. The flat roof is lined with a simple cornice, with brick corbelling beneath the east and south elevation cornice. An interior brick chimney is located centrally on the west elevation. Fenestration consists of replacement single-light, fixed casements within rectangular and segmental arch sashes, and stone sills beneath. The top two stories are separated by a simple belt course, while lower portion of the south and east façades and northeast corner are divided by an egg-and-dart detailed belt course.

Having been constructed into a bluff below Kellogg Boulevard, the number of stories varies by each elevation of the building. The south façade, originally the main façade of the building, faces East Second Street and rises to nine stories and eighteen bays. The lower third portion of this façade is comprised of random ashlar limestone. Railroad rails are still visible in East Second Street, once part of tracks that led directly to this part of the building. This area is now used as a loading dock and service entrance. The north façade, originally the rear, now serves as the building's main entrance, faces Kellogg Boulevard, and consists of six stories and sixteen bays. The majority of the north façade's roofline is decorated with Post Modernist-style brackets beneath the cornice, with the exception of the last three bays on the east corner. A three-story, concrete portico situated within a recessed portion of the façade covers the main entrance. On the east elevation, the limestone base is again visible on the sloping façade, and contains eight full stories and twelve bays. The west elevation, facing the Robert Street Bridge approach, exhibits five stories and ten bays. A one-story concrete portico, similar in style to the one located on the north elevation, covers an additional entry on this façade. The same decorative brackets found on the north elevation are also found below the cornice on this elevation. A landscaped green space approaches this façade. This area, and the northeast corner of the building, is bordered with wrought iron teardrop-patterned guard railings between concrete urn-shaped balustrades. The feature is one of the remaining decorative elements added during the 1920s through 1930s Kellogg Boulevard streetscape project (Schmidt and Zschomler 1999).

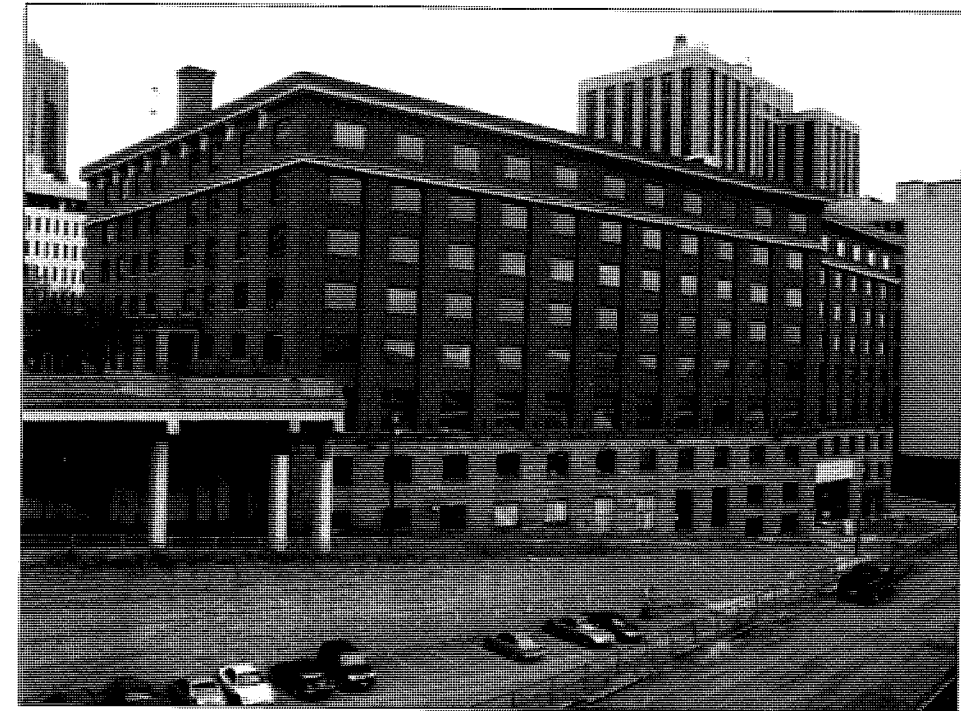


FIGURE 4. SOUTH FAÇADE OF FARWELL, OZMUN, KIRK & CO. WAREHOUSE, RA-SPC-4517, FACING NE



FIGURE 5. NORTH FAÇADE OF FARWELL, OZMUN, KIRK & CO. WAREHOUSE, RA-SPC-4517, FACING SW

History: Designed by prominent St. Paul architect Louis Lockwood and constructed in 1905, this building originally served as a warehouse for the wholesale hardware firm, Farwell, Ozmun, Kirk & Co. The company was incorporated in 1887, though stemmed from the partnership of Cheritree and Farwell established in 1859 (The Pioneer Press Co. 1887). By 1886, this partnership had formed one of the largest hardware houses in the Northwest—Farwell, Ozmun, and Jackson. Located at 252 to 262 East Third Street, the hardware wholesalers carried a variety of tools and hardware, as well as refrigerators, water coolers, and cutlery. George L. Farwell was noted as the company salesman and was at one point president of St. Paul's Jobbers' Union. A.M. Ozmun served as the company buyer, and Frederick Jackson served as company president (Morrison 1886: 149). After the death of Jackson in 1886, the company joined forces with Robert A. Kirk to form Farwell, Ozmun, Kirk & Co. in 1887.

Among the founders, it was Kirk who played the most influential role in the company. Kirk was born in 1837 in Ellsworth, Ohio, and developed his early career with several manufacturing companies in that state. In 1882, Kirk moved to St. Paul when he made his initial association with the company that would later bear his name. Kirk eventually held the post of president of the hardware wholesaler from 1898 to 1913. Kirk also served as president of the St. Paul Jobbers Union, 1895-1896; president of the St. Paul Chamber of Commerce, 1899-1900; and president of the National Hardware Association, 1901-1902. Kirk grew to be widely respected as a prominent businessman and was noted as "one of the leading figures in the commercial annals of the northwest" (Burnquist 1924a:128). In addition to his business activities, he played an important role in the city's educational and charitable institutions. He was a trustee of the House of Hope Presbyterian Church, was an officer in several benevolent organizations, and served as a trustee for St. Paul's Macalester College. His connection with that institution was particularly important, as the college was on the verge of bankruptcy in 1894 when Kirk and others worked to eliminate the debt and establish an endowment fund. Upon Kirk's death in 1913, St. Paul's Mayor Keller issued a statement requesting the suspension of private and business activities during the funeral service and that city flags be flown at half mast in honor of his important contributions to the city. Jobbing firms also agreed to close their places of business as expression of respect and grief (Burnquist 1924a:128-131; *St. Paul Dispatch [SPD]* 6 October 1913; *SPD* 7 October 1913).

By 1894, Farwell, Ozmun, Kirk & Co. was thriving and negotiated a contract with C.W. Griggs & A.G. Foster to finance a building suitable for their needs. Designed by St. Paul architect Edward P. Bassford, a six-story, late Victorian Romanesque warehouse was completed in 1895 at the northeast corner of East Third (now Kellogg Boulevard) and Broadway streets (Figure 6). This building is still extant and located within the Lowertown Historic District (Ramsey County Historic Sites Survey No. RA-SPC-4523).



Source: Minnesota Historical Society. Location No. MR2.9 SP3.1F p108

FIGURE 6. FIRST FARWELL, OZMUN, KIRK & CO. WAREHOUSE, CORNER OF THIRD AND BROADWAY STREETS, CIRCA 1902

Under the leadership of Kirk, who served as president of the company for many years, the company grew from a staff of 16 to 160 in the span of a decade. Traveling salesmen covered territory as far as the Pacific Coast (The Pioneer Press Co. 1887; Farwell, Ozmun, Kirk 1959). This tremendous expansion required the company to again seek newer and larger quarters. The site it chose was only a few blocks from its previous home, but offered an ideal situation for a massive wholesale warehouse with easy access to the important transportation links of both rail and river.

In 1905, contractor and builder, George J. Grant constructed the building designed by Louis Lockwood at Third Street and Jackson Street for the growing wholesale hardware company (Figure 7) (Ramsey County Historic Sites Survey No. RA-SPC-4517). Lockwood (1866-1907) was born and educated in London, though immigrated to Winnipeg in 1888. After relocating to St. Paul and apprenticing under various architects, Lockwood established his own practice in 1893 (Hess and Larson 2006:83). His designs include the Jared Howe House (1904) and the Weyerhauser-Denkman Building (1901). Grant, the contractor, began his career in 1877 as a contractor for the Canadian Pacific rail line, where he worked on a segment between Lake of the Woods and Eagle River. Much of his work took place in St. Paul, where he erected several notable buildings in addition to the Farwell, Ozmun & Kirk warehouse, including the Pioneer Press building,



Source: Minnesota Historical Society. Location No. MR2.9 SP3.1F p11

FIGURE 7. SOUTH FAÇADE OF FARWELL, OZMUN, KIRK & CO. BUILDING, RA-SPC-4517, 1906-1909

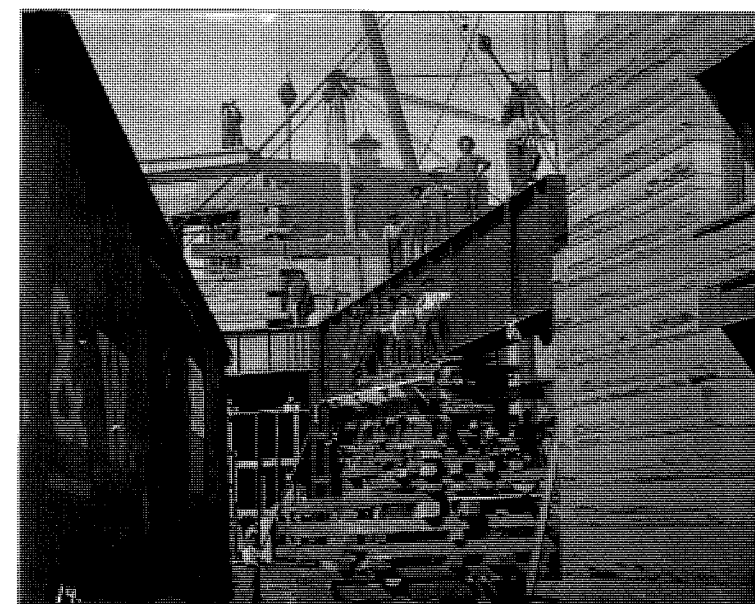
the Merchants National Bank building, the First Nation Bank building, the DeCoster & Clark Building, as well as several large houses (Burnquist 1924b:125; Morrison 1886:124).

In 1906, the warehouse made news in *Engineering Record*, recognized as an indicator of how quickly the Northwest was progressing in fireproof construction (Dillon 1906). The article titled, "The Farwell, Ozmun, & Kirk Co. Warehouse at St. Paul," authored by W.H. Dillon, included numerous details in regard to building features and material. According to Dillon, the building was originally designed for slow-burning construction. After the owners learned that employing fireproof construction would only cost roughly 7.5 percent more than the slow-burning technique, they "adopted the Kahn system after investigating the best fireproof forms of construction." Innovators in reinforced concrete, brothers Albert and Julius Kahn made an early mark on reinforced concrete construction, especially in industrial buildings. In the case of the Farwell, Ozmun, Kirk & Co. warehouse, reinforced concrete was used for the columns, beams, interior wall and column footings, floor, and roof. Plain concrete was originally the material planned for the interior wall footings, which changed after learning that three feet of excavating could be saved by using reinforced concrete (Dillon 1906). For the column footings, Dillon notes that they average 11.5-foot square and are only four-feet two-inches deep below the finished first floor. For reinforcing the columns, I-beams were used on the first and

second stories; channels with batten plates were found on the third through seventh stories; and the eighth and ninth story columns used Kahn trussed bars. A total of 143 columns within the building were recorded. In terms of fireproof qualities, the warehouse was considered "as near fireproof as material and its scientific application can make it" (Dillon 1906). Still, an "elaborate" sprinkler system was installed throughout the building, with water supplied by an artesian well 370 feet below the foundation that is pumped into tanks located on top of the building.

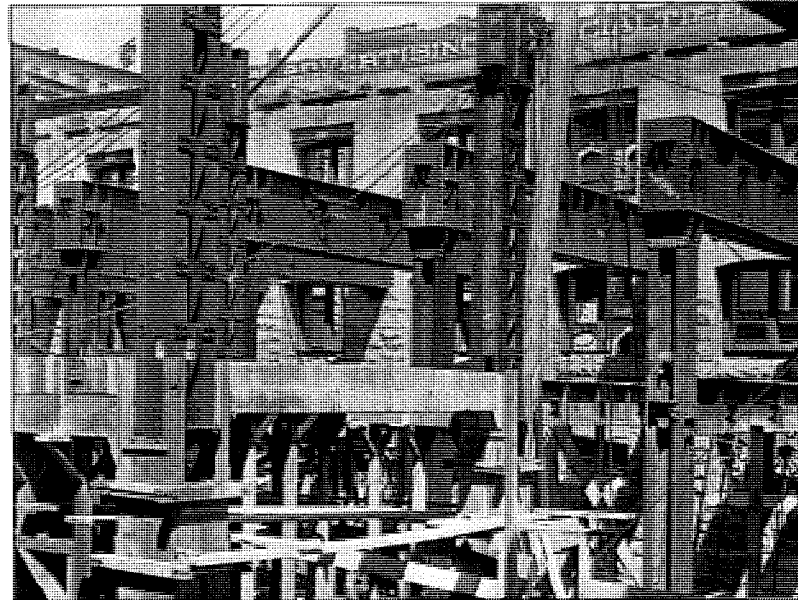
Other details mentioned by Dillon include the 18,000 feet of maple flooring furnished by St. Paul company, John C. Hill Lumber Co. (the lower three floors were coated with cement) and tons of structural steel supplied by the St. Paul Foundry Co. Windows, set in metal frames, were filled with wire glass "as a protection against adjacent fires." The building contained four high-speed freight elevators, a rapid high-powered elevator, and a passenger elevator—all electric, enclosed in brick shafts, and installed by Lee & Hoff Manufacturing Co. Offices were located on the fourth floor, and considered "among the most complete and spacious possessed by any firm in the Northwest." On the exterior, mention was given of a wagon entrance, on the east end of the south side, as well as an entrance for freight cars with a double track extending 200 feet along this façade.

Dillon's account of the Farwell, Ozmun, Kirk & Co. warehouse includes a general timeline of the 1905 construction project (Figures 8 and 9). Work on the column footings began on April 1. Columns and floors on the west section of the building commenced June 1. The five-ply gravel roof was completed on November 27, up until which "work was carried out at the rate of an acre and a half of floor, including columns and beams, per month."



Source: Minnesota Historical Society. Location No. HD6.74 p6

FIGURE 8. FARWELL, OZMUN, KIRK & CO. WAREHOUSE CONSTRUCTION SITE, 1905



Source: Minnesota Historical Society. Location No. Location No. HD6.74 p7

FIGURE 9. DETAIL OF FARWELL, OZMUN, KIRK & CO. WAREHOUSE CONSTRUCTION, 1905

For its first several decades, the large warehouse building shared its block with a number of smaller commercial buildings adjoining its west and north elevations (see Figure 7). A 1926 Sanborn map indicates the United States Army building neighbored this building to the west, at the northeast corner of Robert Street. Another warehouse, the Daily Volkszeitung Building that published a German-language newspaper, is illustrated north of the Farwell building at Third and Jackson Streets. A massive public improvement project along Third Street would permanently alter the setting of the wholesale warehouse and reconfigure its orientation.

In 1928, construction began on Third Street as part of a campaign addressing St. Paul's population increase and automobile congestion in its central business district. This project resulted in the widening of Third Street and clearing buildings along the thoroughfare's south side in an effort to reveal views of the river valley. On the river side of Third Street (soon to be renamed Kellogg Boulevard) plans included the creation of a linear park stretching between Wabasha and Robert streets. In addition, decorative railings, lighting, and plantings were to be added, as well as retaining walls to buttress the bluff. By 1937, Third Street had undergone complete transformation and the Kellogg Boulevard streetscape project was complete. In regard to the Farwell, Ozmun, Kirk & Co. warehouse, the Kellogg Boulevard transformation exposed the building's north façade and as a result, created additional parking and loading space for the building (Figure 10) (Schmidt and Zschomler 1999).

Farwell, Ozmun, Kirk & Co. continued to grow and prosper in and beyond their impressive new warehouse building during the first half of the twentieth century. In 1908, the company bought the controlling interest in Billings Hardware Company of Billings, Montana. Dissatisfied with its paint suppliers, Farwell, Ozmun, Kirk & Co. acquired its own paint company under the name Northern Paint, and later used the brand name Gilt Edge. Warehouse No. 2 was constructed in 1911 across the Mississippi river from the main warehouse to house the company's paint and varnish division (extant). By 1914, Farwell was the largest jobber-paint manufacturer in the United States.

Small-scale manufacturing of tin products had been a part of the wholesaler's business since the 1880s. By 1910, this division had expanded to occupy 1,600 square feet of floor space on the eighth floor of the main building. The expanded manufacturing efforts during World War I stepped up this division, and they began to make coffee boilers, mess equipment, ventilating systems, traffic regulators, road signals, scaffolding, and custom-built industrial sheet metal components. The shop grew to cover 11,000 square feet and the heavy equipment began to be incompatible with the office operations of the main building. In 1920, the metal products department was formally formed and a new building with 18,000 square feet of floor space was constructed adjoining Warehouse No. 2 (extant) (Farwell, Ozmun, Kirk & Co. 1959).

In addition to the metal fabrication and paint manufacturing divisions, the hardware wholesaling business continued to be of prime importance. A 1948 catalogue of the goods they supplied to retailers is some four inches thick and brags that they were the "wholesalers of 60,000 items to 10,000 independent retail merchants from 3,000 quality manufacturers." The wide variety of items included anything from baby chairs, to dynamite, dumb bells to egg beaters, and furnaces to poker chips. The company highlighted the convenient transportation links to several U.S. and Minnesota highway systems, nine rail lines, five river barge lines, and over 100 contract truck lines. They considered the location of their office and warehouse to be a critical competitive advantage (Farwell, Ozmun, Kirk & Co. 1948).

Farwell, Ozmun, Kirk & Co. remained in this building until 1970. It is not clear what became of the company after that time, although it appears that it was acquired by St. Paul-based American Hoist and Derrick Company at about that time (Background Memorandum on American Hoist & Derrick Company by Farwell, Ozmun Kirk & Co., 29 July 1969, on file at the Minnesota Historical Society). By the mid-1970s, the former warehouse became known as the American Center Building and housed numerous state offices. The building is now known as the Ramsey County Government Center East Building.



Source: Minnesota Historical Society. Location No. MR2.9 SP3.1F p82

FIGURE 10. FARWELL, OZMUN, KIRK & CO. BUILDING, RA-SPC-4517, AFTER KELLOGG BOULEVARD STREETScape PROJECT, FROM KELLOGG AND JACKSON, 1949

Significance: Following the Phase I investigation, the Farwell, Ozmun, Kirk & Co. warehouse was recommended as having potential significance under both NRHP Criterion A, for its associations with the St. Paul wholesale and warehouse industry and NRHP Criterion C, as an early example of a twentieth century, reinforced concrete warehouse using the innovative Kahn System. The evaluation of significance for the property under each of these criteria is addressed below. Although the Farwell, Ozmun, Kirk & Co warehouse has associations with Robert A. Kirk, a person considered to be an influential businessman, civic leader, and philanthropist at the time of his death, his contributions to the broader commercial endeavors of St. Paul is not well known at this time and therefore would not be considered to be significant. No other persons important in history are known to be significantly associated with the property, and is therefore recommended as not significant under Criterion B. Since the development of both the commercial activities of the LHD and the development of reinforced concrete are well documented through a variety of other sources, such as *Engineering Record*, the property has not yielded, nor is it likely to yield, information important in prehistory or history, and therefore is recommended as not significant under Criterion D.

Criterion A

The Farwell, Ozmun, Kirk & Co. warehouse is located approximately one block from the boundaries of the NRHP-listed Lowertown Historic District and is separated from the district by several non-contributing buildings constructed outside of the district's period of significance (1867-1929). As a wholesale warehouse constructed in 1905, the building would likely have been considered a contributing property to the district had it not been

separated from other areas of high integrity. While possessing many of the characteristics of the contributing buildings within the district, to be considered as an individually eligible property, it must meet NRHP criteria for significance and integrity by its own merits.

The rise of the St. Paul's wholesale trade market is inextricably linked with the transportation systems available. The construction of the St. Paul railroads during the 1880s provided invaluable connections to large population centers in the east and to the agricultural production areas and growing populations of the west. This confluence of traffic resulted in the natural locations for jobbing houses and wholesalers who could supply needs of those growing towns of the west with manufactured goods. Within the last two decades of the nineteenth century, the jobbing trade of St. Paul grew more than any other industrial sector, largely as a result of the growth of the railway systems and the expansion of the western territories during that same time. Between 1881 and 1885, the wholesale trade grew from \$46.5 million to \$81.5 million—a 75 percent increase (Young 1886:111). By 1900, St. Paul's wholesale trade exceeded \$100 million and the wholesale houses and their inventory were proportionate to the stock of cities four or five times St. Paul's population (Hall 1901:6).

By 1901, St. Paul ranked as the sixth most important railroad center, after Chicago, St. Louis, Kansas City, New York City, and Cincinnati. Its importance to the northwest region of the United States was tremendous. As a terminus for several rail systems, St. Paul set railroad rates, and was a point of transfer for mail, passengers, and freight. St. Paul was the starting point of seven lines to Chicago and the east, four lines to Lake Superior, five to the north and west, four to the Pacific coast, three to the southwest, and four to the south. The rail link advantage gave jobbers and manufactures a direct link with merchants in Minnesota, North Dakota, South Dakota, Montana, Washington, Idaho, Oregon, Utah, Wyoming, Alaska, northern Iowa, northern Michigan, northwest Wisconsin, Manitoba, and the Canadian northwest (Hall 1901:6).

The importance of St. Paul's rail system and wholesale distribution continued into the 1940s. In 1940, the wholesale and retail trade was \$35 million, accounting for 32.9 percent of St. Paul's total payroll, second only to manufacturing. By 1950, the same sector rose 166 percent to \$93.5 million, although it accounted for just 26.8 percent of the city's total payroll. The city's network of transportation with the ability to readily fulfill orders to a wide region continued to be the key. By the 1940s, St. Paul was served by nine railroads, more than 100 motor carriers, five airlines, three passenger bus lines, and more than 25 barge lines. The aggregate miles of the nine railroads serving St. Paul was 59,600 miles, or one quarter of the total railway mileage of the entire United States. The 33 truck terminals that emerged in the Midway District (third only to New York City and Chicago) enhanced the transportation network, but diminished the importance of proximity warehouses to downtown rail lines. The increased use of trucking starting in the 1920s signaled a shift in the locations of wholesale warehouses and initiated the decline of Lowertown as an important district of commerce (St. Paul Association of Commerce, Industrial Department 1951; Murphy and Granger 1981).

The sheer size and scope of the Farwell, Ozmun, Kirk & Co. operation and its efficient rail connection likely enabled the company to persist in the Lowertown location longer than many of the small jobber houses. The company was also able to convert what had been their rear of the building—now facing Kellogg Boulevard—as a loading dock for trucks, an advantage that many of the smaller warehouses in the cramped Lowertown district were not afforded (Figure 11). Their centennial publication indicates that at least the manufacturing end of the company was keeping up with the new Cold War space-age demands, as they fabricated components for guided missiles. The wholesale division may, however, have seen declines as new distribution systems and changes to the retail market led to an overall re-vamping or elimination of the wholesale middleman.

The St. Paul wholesale distribution network had tremendous impact on the city's economy and built environment during the late nineteenth and early twentieth century. Much of that significance is illustrated by the collection of brick warehouses located within the LHD. The Farwell, Ozmun, Kirk & Co. warehouse, outside of that district, is a significant example of a wholesale warehouse built during the golden era of St. Paul's warehousing (1900-1920). The company continued to grow and be a major player in the market through the mid-twentieth century. Through its expansion of manufacturing, its ability to adapt from rail to trucking transportation systems, and its wide variety of products it offered, the company was able to last at this location longer than many others. The building illustrates the enormity of the Farwell, Ozmun, Kirk & Co. wholesaling operation, its customized design for rail connections, and its adaptation to truck distribution of the early-to-mid twentieth century. Farwell, Ozmun, Kirk & Co.'s firm made an impression on the commercial history of St. Paul as a key player within the area's wholesale district and "as one of the largest concerns of its kind in the country" (Burnquist 1924a:131).



FIGURE 11. NORTH FACADE OF THE FARWELL, OZMUN, KIRK & CO. WAREHOUSE,
CIRCA 1959

The Farwell, Ozmun, Kirk & Co. warehouse is recommended as significant under NRHP Criterion A in the area of commerce. The period of significance begins in 1905, when this building was constructed, and extends to circa 1950, when the wholesaling era begins to decline and the approximate time that the extended truck bay appendage and office entry (no longer extant) were added.

Criterion C

In addition, the building is recommended as significant under NRHP Criterion C as an early example of a twentieth century, reinforced concrete warehouse using a distinctive method of construction—the innovative Kahn System. Literature produced by the company classifies the building as the "first reinforced poured concrete structure in the world," and as a result "attracted the interest of architects and engineers across the nation" (Farwell, Ozmun, Kirk & Co. 1959). Although further research on the development of reinforced concrete disproved this statement, the Farwell, Ozmun, Kirk & Co. building is significant for its adaptation of the burgeoning Kahn System of reinforced concrete.

Large in size, the Farwell, Ozmun, Kirk & Co warehouse roughly encompasses one acre. The building, though situated in a prime location approximately 78 yards north of the Mississippi River, faced construction challenges presented by the river's bluff. Size and placement issues were overcome by the choice of building material. Erection of the warehouse proved to be both practical and innovative through the use of reinforced concrete as the primary building material. The use of reinforced concrete was relatively new to United States construction projects during the early twentieth century. At the time of the warehouse's construction, concrete production in the United States was advancing. Recognized as an economical choice for its durability, strength, and availability, reinforced concrete was an especially favorable choice for industrial facilities.

Development of Reinforced Concrete Construction

Early uses of concrete can be traced back to ancient Roman construction of bridges and aqueducts. As a very versatile building material, concrete proved to also be extremely durable. Created from a combination of lime or cement, water, and an aggregate such as sand, gravel, or crushed stone, the combined materials undergo a chemical process called hydration that solidifies and hardens the mixture and creates the stone-like material. Concrete itself demonstrated exceptional compression capabilities, though it lacked in resistance to tensile stresses. Use of the product in the nineteenth century was limited and by the early 1880s, concrete construction was mainly used in foundations and arches between iron beams (Ransome and Saurbrey 1912:2).

In order to overcome the lacking tensile resistance, concrete needed reinforcement to provide greater stability and load-bearing capabilities. A solution included incorporating steel bars or fibers into the concrete to strengthen the material. The result of adhesion between the steel and concrete was an economical composite material that could withstand tensile and shear stresses. Originally, reinforced concrete was patented and therefore not broadly used by builders. Early examples of these patents include Joseph-

Louis Lambot's reinforced concrete boat in 1855 and Joseph Monier's reinforced concrete flower pots patented in 1867 (Collins 2004:60). In the United States, mechanical engineer William E. Ward constructed the Ward House (1873-1876) in New York—recognized as the first U.S. building constructed entirely of reinforced concrete (American Society of Civil Engineers, electronically accessed at: http://www.asce.org/history/tl_buildings.swf, 2 May 2007). Another American, Thaddeus Hyatt, is credited for patenting a reinforced concrete system in 1878. It was, however, engineer Ernest Ransome's 1884 patent of a type of twisted rod that stimulated practical, reinforced concrete construction in the United States. Numerous patents were issued to Ransome through the last two decades of the nineteenth century, and he most notably erected the Pacific Coast Borax Factory in Bayonne, NJ (1897-1903). The Borax Factory was considered to be one of the earliest examples of reinforced concrete factory buildings, and was recognized for enduring a terrific fire without structural injury. The pioneering efforts of Ransome later influenced the 1903 construction of the 16-story Ingalls Building in Cincinnati. Built by architectural firm Elzner & Anderson, the property is recorded as the first reinforced concrete skyscraper (Jester 1995).

Reinforced Concrete in the Twentieth Century

As a product of nineteenth century technical developments, reinforced concrete is considered a relatively recent architectural material. Advantages to reinforced concrete include resistance to fire and vibration; framing with minimal infill between exterior columns, creating a greater portion of exterior wall space for windows; and allowing for uniformity, as repetition of a single bay minimized design expenses and thus made the estimation of construction costs easier for building owners. These qualities were especially favorable in early twentieth century factory and warehouse construction as demonstrated in Ransome's NRHP-listed United Shoe Machinery Plant in Beverly, Massachusetts (1903-1905)—the largest reinforced concrete industrial plant to date (Slaton 2001:137,138).

By the turn of the century, the use of reinforced concrete in construction expanded significantly. From 1900 to 1905, cement production within the country grew considerably from 8 million barrels per year to 35 million (Slaton 2001:134). Many companies were marketing reinforced-concrete systems for construction that included different arrangements of mass-produced metal rods for the reinforcement of beams; hoops and spirals for columns; and netting for wall, floor, or roof slabs. Although many were designed and aggressively marketed, the best-known reinforced concrete systems were developed by Albert and Julius Kahn and Claude Allen Porter (C.A.P.) Turner (Slaton 2001:17). By 1907, reinforced concrete buildings were considered to be "so common that it is difficult to appreciate the boldness of the conception to construct a 4-story building, to sustain actual working loads of 400 pounds per square foot besides heavy machinery even on the top floor, out of a material until recently used almost exclusively for foundations, and considered capable of resisting only compressive loads" (The Atlas Portland Cement Company 1907:47).

Innovators of Twentieth Century Reinforced Concrete

In American architecture, engineers William E. Ward and Earnest L. Ransome are cited as early pioneers in reinforced concrete. However, younger industrial builders C.A.P. Turner, and brothers Albert and Julius Kahn were acknowledged as "the most innovative of the younger industrial builders in concrete" (Banham 1986:65). Though Turner designed numerous buildings and bridges, particularly in Minnesota, Iowa, and Wisconsin, the Detroit-based Kahn brothers developed a reinforced concrete system that was employed in the Farwell, Ozmun, Kirk & Co. warehouse construction. Albert Kahn (1869-1942) is recognized as a significant American industrial architect, having designed the first reinforced concrete factory for the automobile industry. Built in Detroit in 1905, the Packard Plant Number Ten was an experimental and innovative building of its time. Julius Kahn (1874-1942), a civil engineer and inventor, collaborated with Albert on the Packard Plant and was primarily responsible for the structural design. In 1901, the brothers partnered to form the firm Albert Kahn, Inc. (later Albert Kahn Associated Architects and Engineers, Inc.). The firm is now considered a pioneer in reinforced concrete design (Hildebrand 1970).

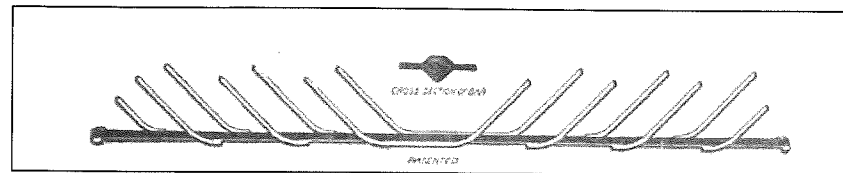
Albert and Julius Kahn addressed problems with reinforced concrete, and realized the possibilities in the building material. During the quest for improved concrete and adequate compression, the Kahns explored solutions that would prevent reinforcement rods from slipping and instead harmonize with the concrete. The first Kahn patent (No. 736,602) was designed by Julius and issued in 1903. Its principal feature included reinforcing rods with "soldering wings, angled upward. When the wet concrete was poured around the Kahn rods, it would bind itself to them. Once the concrete was set, the concrete and steel worked together" (Magaziner 2001: 61).

The Kahn System of Reinforced Concrete

Based on their patent, the Kahns developed the Kahn System of Reinforced Concrete, which "quickly became established and popular throughout the country" (Bucci 1993). As a result of collaboration with his brother on reinforced concrete designs, Julius Kahn went on to found the Trussed Concrete Steel Company (later renamed Truscon Steel Co.) to produce and market the new construction method. The system utilized the "trussed steel bars" within poured-in-place concrete. Considered one the "the best known product lines," the Kahn Trussed Bars featured a diamond cross-section with bent-up "wings" attached to either side that countered the shearing forces in concrete beams and increased the strength of the beam by 20 to 30 percent (Slaton 2001:143). According to the Kahn System Standards' *Hand Book of Practical Calculation and Application of Reinforced Concrete*, tests conducted at the French Government proved that beams reinforced with Kahn Trussed Bars carried 21 percent more load than those beams enforced with horizontal beams and loose stirrups (Trussed Concrete Steel Company 1910).

Utilizing the patented Kahn Trussed Bar (Figure 12), a winged tension rod, concrete more easily harmonized with the steel and countered shearing forces and increased the strength of the beam. These particular bars were used in the Farwell, Ozmun, Kirk & Co. warehouse for reinforcing columns on the eighth and ninth floors; ½ inch Kahn bars were

used to reinforce the floor slabs; and three Kahn bars were used for nearly all the beams and girders, “lapping through the columns and over the beams, being reinforced with inverted 5-ft. Kahn bars running through all the columns from girder and beam to beam” (Dillon 1906:518). This technique of concrete reinforcement was not freely used by builders because it was patented, which adds an exceptional quality to buildings with the Kahn system application.



Source: The Atlas Portland Cement Company 1907:183

FIGURE 12. THE KAHN TRUSSED BAR, INVENTED BY JULIUS KAHN

Though the Kahn Trussed Bar was the primary feature of the Kahn System of Reinforced Concrete, by 1910 the technique was noted to include several other types of reinforcements. These additional supports included rib metal, hy-rib, rib bars, column hooping, rib lath and rib studs, as well as United Steel Sash for fireproof windows and Trus-Con chemical products for waterproofing and finishing concrete (Trussed Concrete Steel Company 1910). In their *Kahn System Standards' Hand Book of Practical Calculation and Application of Reinforced Concrete*, only two examples of other Minnesota buildings using a form of the Kahn's technique are given: the H. A. Ertz residence in St. Paul (a stucco house using the Kahn rib lath) and the Calhoun Bath House in Minneapolis (employed Kahn's hy-rib partition walls) (Trussed Concrete Steel Company 1910).

The company's approach was not to merely supply materials for any design or installation, but to market a complete construction method that provided training sessions for structural engineers, and informational booklets with instructions for foremen (Shor et al. 1979). In addition, the new technology could only be applied if a builder was able to pay for Kahn's patented prefabrication reinforcing system. Though widely praised, the system was not freely adopted because of the patent (Slaton 2001:146). Regardless, after its successful application within Packard Plant in 1905, the Kahn System of Reinforced Concrete “soon became established and popular throughout the country” (Ferry 1970:11).

As a large and substantially intact warehouse, the Farwell, Ozmun, Kirk & Co. warehouse is significant for its representation of an early reinforced concrete industrial building and use of a construction method innovative to Minnesota at the time of its erection. The period of significance is 1905 for when this building was constructed.

Integrity: The Farwell, Ozmun, Kirk & Co. warehouse has good integrity in design, materials, and workmanship. On the south and east elevations – the original primary façades – alterations are limited. On these façades, wall material and window configurations remain largely intact, although the operable, divided light window units

have been replaced with single-light, fixed casement units. The rail spur and large loading dock on the south elevation remain intact and clearly convey its important historical connections with the railroad and the original design intent.

Alterations to the north and west elevations are more extensive and more complex. When originally constructed, these elevations served as secondary façades, and faced onto adjacent buildings. Additional bays of windows have been inserted into the west elevation, and like the south and east façades, the original window units have been replaced with fixed sash. Other changes to the west and north elevations include the addition of a wide cornice with brackets and a string course, in a stylized form of those found on the south and east elevations. When Kellogg Boulevard was expanded in the 1930s, the company took advantage of the newly acquired access and open space to create loading docks for truck deliveries (see Figure 10). Originally, the loading dock was limited to the central recessed bay, but by 1959, loading bays extended almost the entire length of the building and an office entrance was formed near the east end (see Figure 11). Upon its conversion to an office building, the loading bay appendage was removed. The central bay is currently used as an entrance, marking the location of the earlier loading bay as illustrated in 1949. While not replicating this early truck use, the portico and the open space along Kellogg Boulevard is more aligned with the design configuration of circa 1950, the ending date of the period of significance. While the changes that have taken place diminish the building's ability to represent the adaptation of the building to truck transportation, its current configuration continues to emphasize the use of the rear façade as a primary means of access, while preserving the façades formerly considered to be primary that show the pre-1930s warehouse configuration.

Though the building is in its original location, the immediate setting of the building was significantly altered as a result of the Kellogg Boulevard streetscape project during the 1930s, within the period of significance. The property no longer has any association with the Farwell, Ozmun, Kirk & Co., or warehousing and its conversion to an office building is apparent when viewed from the north. The preservation of the north and east elevations, the lack of obvious office use or signage, its physical proximity to the railroad and other industrial structures enhances its historical feelings and associations when viewed from the south.

Recommendation: As one of St. Paul's largest wholesaling firms, this property represents a significant contribution to the commercial history of the city and to the Lowertown commercial district. It also represents the adaptation of wholesale merchandisers to the over-road truck transportation system. The property is also an example of an early twentieth century warehouse building using innovative reinforced concrete construction methods. Although several changes have been made to the property, these changes do not significantly compromise the building's ability to convey its significant characteristics. The Farwell, Ozmun, Kirk & Co. warehouse is recommended as eligible for listing on the NRHP under Criteria A and C. The period of significance begins in 1905 when the building was constructed and ends circa 1950, when the wholesaling business begins to wane. The historical characteristics of the building are the brick wall

materials, pattern of fenestration, reinforced concrete structural system, its unique rail spur loading area, and its adaptation of the north elevation as its primary façade.

5.3.2 Union Depot Elevated Rail Yards, RA-SPC-6904

Between East Kellogg Boulevard, Shepard Road, East Robert Street, and the Lafayette Bridge, St. Paul

Description: The Union Depot Elevated Rail Yards (RA-SPC-6904) are roughly situated between East Kellogg Boulevard to the north, Shepard Road to the south, East Robert Street to the west, and an area approximately 1,000 feet east of the Lafayette Bridge to the east (Figures 13 through 16). This structure generally runs parallel to East Kellogg Boulevard and Shepard Road. The overall structure is devised to raise the railroad tracks above the river's flood zone at a gradual slope, peaking at the area below the raised Union Depot concourse. To the east, the ramp is supported by concrete retaining walls with the platform being made of fill. Between Broadway and Wall streets, the outer edge of the ramp on the north side is supported by round, concrete columns with mushroom caps. At Broadway, a cross street has been cut through, forming a ramp to the upper level for automobile access. The portion between Broadway and Wacouta streets is a broad, concrete platform covering the entire block. The platform is supported by a series of round, brick posts with concrete skim coat approximately 20 feet on center. Both the upper deck and the undertrack area are used as parking for the adjacent United States Postal Service trucking activity. The area extends below the Union Depot concourse, spans Sibley Street, and continues behind the post office building. From there, the structure narrows and meets the grade at East Robert Street.

History: St. Paul's first unified train station was constructed in 1881 near the location of the current Union Depot. Prior to that time, each of the railroads servicing St. Paul built its own depot. Most rail lines approach the city's Lowertown area from the east to use the valley formed by Trout Brook/Phalen Creek that provided an even grade out of St. Paul's river valley. Trestles as high as 18 feet were built in the swampy lands and were eventually buried as various projects provided fill. After the original depot burned in 1913, a new facility was constructed between 1917 and 1926 (interrupted by World War I). Despite the on-going construction, the depot served 140 trains, 20,000 passengers, and 750 tons of mail a day for its nine member railroads on 21 passenger and four freight tracks in 1917. The Classical Revival headhouse was designed by Charles Frost, while the track and train sheds were designed by engineer Col. Frederick Mears. Mears had served as an assistant engineer for the Panama Canal (Westbrook 1983:82).

Concomitant with the depot, Mears was commissioned with the task of raising the rail yard another 17 feet above grade to avoid disruption when the flood-prone river rose above its banks. In addition, the tracks were realigned and expanded toward East Third Street (now East Kellogg Boulevard) to occupy all of the area between the street and the river (Figure 17). All of these activities were done while maintaining continuous



FIGURE 13. VIEW OF ELEVATED RAIL YARD BETWEEN LAFAYETTE BRIDGE AND BROADWAY, FACING SW

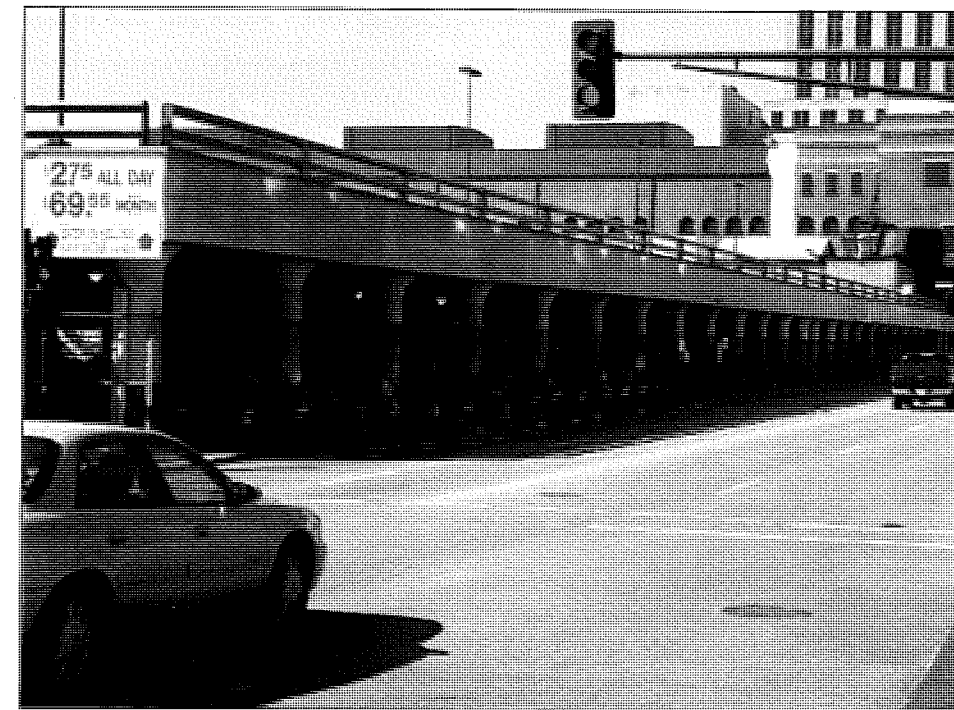


FIGURE 14. VIEW OF ELEVATED RAIL YARD BETWEEN BROADWAY AND WALL STREETS, FACING SW



FIGURE 15. VIEW OF ELEVATED RAIL YARD LOOKING WEST FROM SIBLEY STREET



FIGURE 16. VIEW OF UNDER TRACK AREA BETWEEN SIBLEY AND WALL STREETS



FIGURE 17. 1940 AERIAL VIEW OF UNION DEPOT RAIL YARDS

operations of the rail lines. The project resulted in the removal of old warehouses and hotels on several blocks of Lowertown St. Paul. The elevated yard and platform was formed by a massive concrete platform atop round, mushroom-capped columns. The structure resulted in considerable belowground baggage handling area below the tracks. It also necessitated the replacement of the Robert Street Bridge and raising the Chicago Great Western Lift Bridge because of the grade change (Westbrook 1983:82). Historian Larry Millet noted that the project was one of the last great enterprises that the railroads would undertake in St. Paul (1996:138).

As the term "Union Depot" implies, every railroad line that stopped in St. Paul used the set of common tracks entering the depot that were approached by the individually owned tracks of the railroad companies also within the APE. A review of historical Sanborn maps from 1885 through 1951 indicates that at least 14 lines used the services of the Union Depot and its rail yard, including:

- Chicago Milwaukee & St. Paul Railroad; Chicago St. Paul Minneapolis & Omaha Railroad;
- Northern Pacific Railroad;
- St. Paul & Duluth Railroad;
- St. Paul & Sioux City Railroad;
- St. Paul Minneapolis & Manitoba Railroad;
- Wisconsin Central Railroad;
- Chicago & Northwestern Railroad;
- Chicago Burlington & Quincy Railroad;

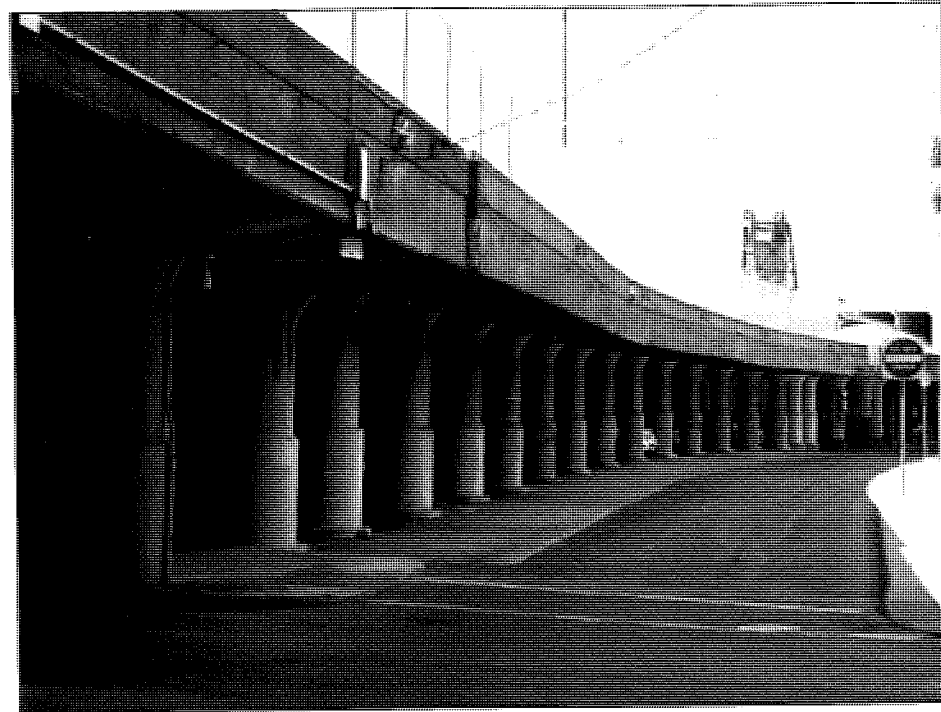


FIGURE 15. VIEW OF ELEVATED RAIL YARD LOOKING WEST FROM SIBLEY STREET



FIGURE 16. VIEW OF UNDER TRACK AREA BETWEEN SIBLEY AND WALL STREETS



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- Chicago Milwaukee & St. Paul Railroad; Chicago St. Paul Minneapolis & Omaha Railroad;
- Northern Pacific Railroad;
- St. Paul & Duluth Railroad;
- St. Paul & Sioux City Railroad;
- St. Paul Minneapolis & Manitoba Railroad;
- Wisconsin Central Railroad;
- Chicago & Northwestern Railroad;
- Chicago Burlington & Quincy Railroad;

- Chicago Great Western Railroad;
- Great Northern Railroad;
- Minneapolis & St. Louis Railroad;
- Minneapolis St. Paul & Sault Ste Marie; and
- Northern Pacific Railroad.

The rail yards were abandoned for rail yard use in the 1970s and are now used for automobile and truck parking on the upper and lower decks. A single active rail line is located adjacent to Shepard Road, bypassing the Union Depot and its former rail yards.

Significance: The St. Paul Union Depot (including both the headhouse and the concourse) is listed in the NRHP under significance Criteria A, B, and C. It is also a contributing property to the NRHP-listed Lowertown Historic District, which is also significant under Criteria A and C. The elevated rail yard structure associated with the Union Depot is integral to the structure and operations of the Union Depot and was an important element of the massive undertaking. As such, it should be considered a contributing element to the Union Depot historic property, the boundaries of which would require expansion (see Figure 3). The elevated rail yard structure would contribute to all three areas of the significance under which the Union Depot is listed.

In addition to the elevated rail yard structure, several of the rail lines that used the rail yards are themselves considered historic through previous determinations of eligibility, including the Northern Pacific (Lake Superior & Mississippi Rail; St. Paul & Duluth) from St. Paul to Duluth; St. Paul and Sioux City Railroad (later Chicago, Minnesota and Omaha; Chicago & Northwestern) from St. Paul to Sioux City; and the St. Paul & Pacific Main Line (BNSF) from St. Paul to E. St. Cloud. Mn/DOT is currently undertaking a historic railroad context study that will aid in the evaluation of many of the state's historical railroad companies and routes, and may result in the eligibility of additional lines.

Integrity: Although all the tracks have been removed from the elevated rail yard structure that is now used for parking on the upper and lower levels, the structure remains mostly intact. At some time after the Union Depot was no longer used for active rail in the early 1970s, a ramp, known as the Broadway Extension, was cut into the middle of the east platform at Broadway Street to allow for automobile and truck access to the upper platform. This has resulted in slight diminishment of the material and design integrity. The Lafayette Bridge was constructed over the eastern portion of the structure in 1968 and Shepard Road was built as a parkway along the Mississippi River circa 2000; both of these elements somewhat alter the setting of the rail yard structure. The removal of the track and sheds on top of the structure certainly diminish its associations with the railroading, although the linkage to the Union Depot, which so clearly demonstrates the railroad connection, assists the associative values. Despite the minor changes in setting, association, material, and design integrity, the elevated rail yards continue to convey their important associations with the Union Depot property and to illustrate this breadth of the railroading activity during the early and mid twentieth century.

Recommendation: The elevated rail yard structure has important associative qualities to the Union Depot historic property and serves to illustrate the complexity and the enormity of the Union Depot project as constructed between 1917 and 1923. Despite minor alterations that have affected its historical integrity, the property continues to demonstrate its connections to the depot and is recommended to be included as an eligible part of the Union Depot property. The period and areas of significance are the same as that of the Union Depot property.

5.4 PROPERTIES PREVIOUSLY DETERMINED NOT ELIGIBLE

The Minneapolis-St. Paul Interurban Streetcar Line (RA-SPC-7001) was evaluated for the NRHP during the Phase II investigation for the Central Transit Corridor (Bradley et al. 2004:22). The route of this streetcar line extended from Minneapolis, along University Avenue, and into downtown St. Paul where it formed a loop bound by Wabasha, Fifth, Seventh, and Robert streets. The Robert Street portion is located within the project APE. Although the original investigation recommended that the property was eligible for listing on the NRHP, the streetcar line was determined not eligible by Mn/DOT with concurrence of the SHPO.

5.5 PROPERTIES RECOMMENDED AS NOT ELIGIBLE

Seven properties are recommended as not eligible for listing on the NRHP following the Phase I investigation.

5.5.1 Federal Building and U.S. Courthouse, RA-SPC-3166

316 Robert Street, St. Paul

Description: The Federal Building and U.S. Courthouse (Federal Building) (RA-SPC-3166) occupies a full city block bound by East Kellogg Boulevard, East Robert Street, East Fourth Street, and East Jackson Street in downtown St. Paul (Figures 18 and 19). It is currently known as the Warren E. Burger Federal Building and Courthouse. Rectangular in the plan, the Modern style building rises seven stories in height and the façades are divided into nine bays on the east and west elevations and seven on the north and south. The façade design is identical on each elevation. The building is constructed using curtain wall techniques, whereby the exterior walls are attached to the load-bearing posts that extend from the ground to roof. The first two stories expose the marble-clad square posts, where the contrasting wall material is comprised of dark granite and tinted glass. The first story is deeply recessed, forming a pedestrian arcade. A wide band of marble separates the first and second stories and a ribbon window with dark metal mullions encloses the second story within the interior sides of the supporting posts. Stories three through six are identically comprised of evenly spaced fenestration of narrow casement windows faced with white marble. At these levels, the bays formed by the columns disappear, as the wall and window treatments are affixed to the exterior of

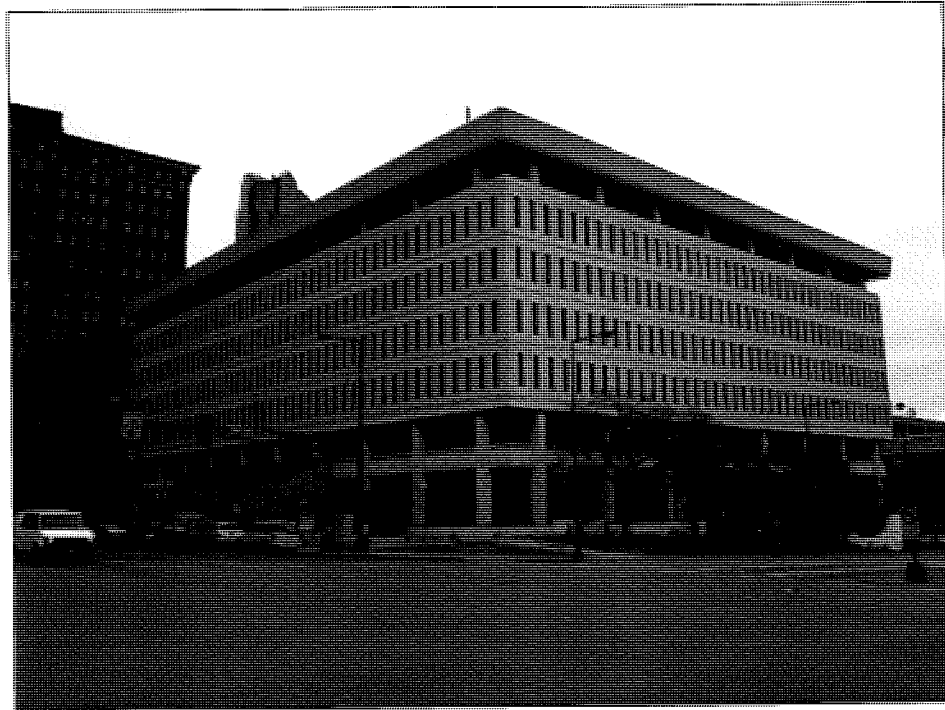


FIGURE 18. FEDERAL BUILDING, RA-SPC-3166, FACING NE



FIGURE 19. FEDERAL BUILDING, RA-SPC-3166, FACING NW

the supporting columns creating continuous horizontal bands. The building terminates at the seventh story, where full-height ribbon windows enclose the space within the supporting columns beneath a heavy, canted cornice, forming a covered terrace. Utilities are enclosed within a setback penthouse on the roof. The rear elevation (Jackson Street) exposes the basement level on the sloping parcel where a receiving bay is located. A skyway extends from the north elevation, crossing over East Fourth Street.

The building is currently being rehabilitated by Ryan Companies. It appears that only minor repair work is being undertaken on the exterior.

History: The Federal Building was constructed in 1966 and designed by Ellerbe Architects. The contractor was Butler Construction Company. Built at a cost of \$8 million (\$11 million according to Hess and Larson 2006), the relocation of the federal courts from the old court house (now Landmark Center) to this modern facility marked the beginning of the rejuvenation attempt of downtown St. Paul (Ramsey County Historic Sites Survey No. RA-SPC-3166; Lanegran n.d.:20).

The General Services Administration (GSA) of the federal government was established in 1949 to broadly “provide the resources needed by U.S. agencies to accomplish their missions” (GSA 2003:28). More specifically, the GSA was charged with forming an economical infrastructure for managing the business of the government, including the design and construction of its buildings under the Public Buildings Services arm. Consequently, the GSA wielded significant influence on the design of federal buildings constructed during the era when the Modernist architectural style was popular. The GSA’s policy at this time was to engage private architects and designers for federal projects, reflecting America’s pro-business climate. Because the process of selecting private firms relied upon a strong track record and professional credentials, the resulting designs tended towards the conservative, shutting out more innovative designs that newer and smaller firms might have offered. Taking the lead from the GSA’s mission, the architects designed buildings using clean, unornamented lines with standard details for fixtures and equipment, which also coincided with the popular Modern aesthetic. The quality of the resulting designs tended to suffer and lacked any distinction from their corporate counter-parts, with the exception of excessive use of white marble, massive masonry boxes, and application of an official seal (GSA 2003:28; 36-37).

The GSA selected the St. Paul firm of Ellerbe Architects, founded by Franklin Ellerbe in 1909, for the Federal Building project. Following a brief partnership with Olin Round between 1911 and 1914, when the firm was known as Ellerbe & Round, Ellerbe’s own firm was to become one of the largest in St. Paul. When Franklin’s participation was cut short by his early death in 1921, his son Thomas took over the firm, and his leadership led to the company’s propulsion into the largest architectural firm in Minnesota. During the 1950s, the firm employed about 300 employees and in the 1960s was among the top 100 firms in the nation in terms of annual value of projects designed. The firm specialized in the design of medical facilities, educational, industrial, and commercial structures, and had a strong reputation for sound engineering, efficient space planning,

and dignified architectural design. Thomas Ellerbe retired in 1966 and died in St. Paul on November 5, 1987. The firm was renamed Ellerbe Becket in 1988 after a merger with Becket Architects of Los Angeles, and has its headquarters in Bloomington, Minnesota. Buildings to the firm's credit include several Mayo Clinic buildings; the St. Paul City Hall and Ramsey County Court House (1931-32); the Cardozo Building in St. Paul (1931); the College of St. Thomas in St. Paul (1928-46); the Northwest Airlines hangar at Holman Field (St. Paul) (1942-43); several buildings for the University of Notre Dame (South Bend, IN); and the Mutual Service Insurance Companies Building on St. Paul's University Avenue (1953) (Northwest Architectural Archives n.d.; Hess and Larson 2006; 179-180).

Many of the GSA's construction campaigns during the 1950s and 1960s were linked with the urban renewal and revitalization efforts of the same period. The concept emphasized the location of large numbers of federal employees in declining downtown areas with the expectation that private investment would follow. Examples of this type of effort include the Federal Building in Baltimore located in the Charles Center Urban Renewal Project, the Social Security Administration Mid-Atlantic Program Center in the Spring Garden area of Philadelphia, and the U.S. Courthouse and Federal Building in Philadelphia (GSA 2003:74-75).

In St. Paul, the new Federal Building was also part of an expanded downtown redevelopment effort, known as Capital Centre. Although the initial area targeted for redevelopment did not extend south of Fourth Street, three additional blocks were earmarked in the 1962 master plan. The area had long been reserved by planners as a government services corridor stemming from the City Hall and County Courthouse one block to the east. The 1962 plan called for high-rise residential and hotel buildings in addition to government services. What resulted was the construction of the St. Paul Hilton and the high-rise apartment building known as Kellogg Square bracketed by the existing City Hall and County Courthouse on the west and the new Federal Building on the east. Combined, the three new buildings represented a cost of \$36 million. According to historians Hess and Larson, the two high-rises were popular achievements, but the Federal Building was the greatest architectural disappointment noting, "it failed to draw critical praise or even much in the way of public attention" (2006:213).

Significance: The Federal Building is currently undergoing extensive interior and apparently minor exterior renovations. The Minnesota SHPO was not aware of any previous evaluation of the NRHP eligibility for this property and inquiries with the GSA with regard to historical studies received no response.

The GSA has outlined a brief historical context as well as guidelines for evaluating its collection of Modern buildings (GSA 2003). Furthermore, since the building was constructed in 1966, the Federal Building must be evaluated for its significance within the NRHP Criterion Consideration G. As of GSA's 2003 publication, the GSA has not yet nominated any of its Modern buildings to the NRHP, but has determined, in conjunction with State Historic Preservation Officers, that certain buildings are eligible

(GSA 2003:104). The following list of questions is provided by the GSA to assist in the evaluation of the GSA Modernist buildings. The questions have been applied to the evaluation of significance for St. Paul's Federal Building.

- *Is the building the work of a twentieth-century master architect, whose work had a profound influence on the course of American architecture? Is it a formative work within the overall portfolio of design? Alternatively, is it a distinctly lesser work of a master architect or the work of professionals of only modest renown?*

Ellerbe Architects was a prolific St. Paul architecture firm that grew to among the largest in the nation. While they participated in many important projects in Minnesota and elsewhere in the nation, the firm and its members do not rank among the top echelon of American architects who had a profound influence on design.

- *Is it an extremely successful example of a Modern-era style, such as Expressionism, Formalism, or Brutalism? Is it an important landmark that paved the way for the major stylistic shift to Modern Federal architecture? Alternatively, is it lacking in design quality or is it one of a great number of repetitive unsuccessful designs?*

The design of the Federal Building is not one of great importance, and replicates the look of many common designs found during the period. While the design illustrates the Neo Formalism of the period through its use of white marble, symmetry, and proportions, its date of construction, 1966, does not suggest that it was an early example of the style.

- *Does it exemplify the design philosophy of the Modern era? Does it make exceptional use of Modern-era materials or artistic components? Does it contain public art by notable artists? Is its significance because of a monumental plaza or landscape design by a noted landscape architect? Does it display exceptional qualities of design, such as integration of interior and exterior design concepts and vocabularies? Alternatively, does it make rote use of preexisting design philosophy? Is it merely a typical building of its time?*

The Federal Building appears to be a rote application of Modernist design philosophies applied by the GSA during the 1960s. Examples of similar buildings are prevalent, although the use of marble, as opposed to pre-cast concrete, elevates the sense of importance and formality of this building. It is not known what landscape designer, if any, was used for this building. Due to interior renovations currently being undertaken, it is not known what interior public art, if any, this building contains.

- *Did it serve as a groundbreaking model that influenced other Federal buildings in the United States in its technological advances, functionality, framing systems,*

materials, selection, or space design? Alternatively, does it regress to an earlier type or technology, or is it part of a large group of similar and typical types or technologies?

As an example of a commonly used building style, pattern, and design from 1966, it does not appear to employ significant technological advances, or to provide a groundbreaking or influential model.

- *Is it an outstanding example of a Federal program seeking quality design, such as President Kennedy's "Guiding Principles for Federal Architecture," the National Historic Preservation Act, the National Environmental Policy Act, or the Public Buildings Cooperative Use Act? Alternatively, did it fail to respond to such programs?*

Constructed in 1966, this building would fall under the Johnson administration policies regarding federal buildings. This era focused on the cleaning, repair, and renovation of government buildings, particularly in Washington, D.C., as well as attention to historic buildings and concerns for energy conservation. This building does not appear to fall within the priorities of the Johnson administration.

- *Does it exemplify social goals broadly embraced in the United States, such as energy efficiency, historic preservation, handicapped access, the eradication of urban decay and blight? Alternatively, does it fail to address the social goals?*

The Federal Building was conceived as part of an urban renewal program in downtown St. Paul, a program supported by the federal government's programs. The building was included in an amended area of the Capital Centre project, which included the Kellogg Square housing complex and the St. Paul Hilton hotel. As part of this project, the federal building contributes to the efforts to eradicate urban decay and blight. However, the federal building was neither the focal point nor the most successful project within the overall plan, and it therefore does not serve as an outstanding example of this activity.

- *Is it a public building that reflects the dignified presence of the Federal government in a superior way? Does it significantly enhance its environment? Is it an important part of a city plan or Federal district master plan? Is it an exceptional architectural and social focal point of a small town? Does it represent an extraordinary example of functionally and aesthetically housing Federal workers and missions? Alternatively, is it inadequate or lacking in symbolism of the Federal government in its community?*

Certain elements of the Federal Building, such as the white marble sheathing, the symmetrical form, and the modest Formalism design help to define the "government" use of this building, although none of these elements illustrate the use in an exceptional or superior way. Lacking the strong symbolism of the

federal presence, the building blends well with the other modernist downtown office buildings.

- *Does it significantly reflect a clear link between GSA's philosophies and architectural programs? Is it tied exceptionally well to the Art-in-Architecture Program, GSA's selection process for architects and engineers, or design directives? Alternatively, does it ignore these programs or does it display only modest success in meeting the goals of these programs?*

The Federal Building does not embody a significant and clear link with the GSA's building philosophies and is not known to be associated with the Art-in-Architecture Program. Little is known at this time about selection process used to construct this building, although preliminary reports on the property have not suggested that any of the GSA programs played a significant role.

- *Is it an outstanding model for combining cost efficiency and functional utility? Alternatively, is its quality and integrity flawed by cost-cutting measures, poor-quality materials, or shoddy craftsmanship?*

No documentation has been identified at this time regarding the building's approach to cost efficiency or functional utility. In general, the style of Modernist buildings was perceived to be compatible with the efficiency and utility. Cost-cutting measures and shoddy craftsmanship are not apparent.

- *Is it the principal venue for a historical event exceptionally important to the history of the country, state, or region? Is it the site of an important government action, event, or other historical occasion? Alternatively, is there no link to significant historical events?*

The Federal Building is not associated with any known event or action that is exceptionally important to the country, state, or region.

- *Is it exceptionally tied to the productive accomplishments of a person important to the history of the country, state, or region? Did a significant historical figure or President have a particular link to the site? Alternatively, is there no such link to an important person?*

Although later named after Warren E. Burger, Chief Justice of the U.S. Supreme Court from 1969 to 1986 and a St. Paul native, the building is not known to have significant historical associations with important historical figures.

- *Does it contribute to a potential historic district? Is it a contributing element to a collection of buildings from the same era, such as an architecturally integrated Federal complex or campus? Is it an important architectural component in a*

downtown area? Alternatively, is it an unimportant element when compared with surrounding buildings?

The Federal Building has potential to contribute to a historic district comprised of the buildings that were part of the Capital Centre urban renewal project of the late 1960s. However, little historical context has been developed around Capital Centre project and this potential historic district does not meet the criteria of exceptional significance for properties less than 50 years of age.

- *Is it exceptionally true to its original architectural design, period of significance, and historic character? Does it display exceptional qualities of location, design, setting, materials, workmanship, feeling, and association? Alternatively, has it been extensively altered or remodeled, is it missing key design features, or has it deteriorated to the point of no longer exhibiting its original architectural character?*

The Federal Building is currently undergoing an interior renovation. It is not known what changes have or will take place within the building. The exterior appears to be relatively unaltered with a high degree of historical integrity. The qualities of its historical integrity, however, do not appear to be exceptional.

Based on the responses to the GSA guideline questions regarding the evaluation of Modernist GSA buildings, the Federal Building does not appear to meet the criteria for exceptional significance of Criteria Consideration G for Criteria A, B, C, or D. While additional primary source data seeking additional information on this building may prove to provide additional answers regarding history and significance of the property, it is unlikely to indicate that this property has achieved exceptional significance within the past 50 years.

Recommendation: The Federal Building was evaluated using the NRHP criteria for significance and Criteria Consideration G for properties under 50 years of age through the Modern Building Evaluation Guidelines (GSA 2003). The property does not meet the threshold of exceptional significance, and therefore is recommended as not eligible for listing on the NRHP.

5.5.2 Bishop Block, RA-SPC-3354 **371-375 Sibley Street, St. Paul**

Description: Located on Sibley Street facing Mears Park and the Lowertown Historic District, this property consists of a circa-1882 façade that was relocated and incorporated into the contemporary Galtier Plaza (Figure 20). After the original commercial building, known as Bishop Block, was demolished, the façade was disassembled and relocated to be integrated into the large, mixed-use Galtier Plaza building encompassing one square city block. With a modern, storefront level, the six-story, red brick façade is divided into eight bays. Horizontal banding with stone carvings and decorative brickwork runs

between each story. Modern, 1/1 fixed sash windows are used on the second and third stories, and smaller 1/1 double hung windows are used on the fourth through sixth stories. All fenestration is separated by brick pilasters, and brick corbelling is found above the top story windows. On the top three stories of the central bays, the fenestration has been cut into to create small patio spaces with iron balcony railings. The flat roofline features a decorative, pressed metal cornice with dentil course and a central pediment containing a semi-circular relief panel.

The contemporary Galtier Plaza building steps above the historic façade, and wide exterior chimneys are visible from above the Bishop Block facade. To the north, the façade is connected to another relocated façade and added to the Galtier Plaza, joined by a brick bay with commercial entrance and three levels of single balconies. A seven-story stepping, glass atrium is joined at the south end of the facade.

History: The Bishop Block building was constructed circa 1882 to 1883 by carpenter and builder, Asher Bassford. Originally serving as a rental property for Judson Wade Bishop, the building went on to house several large St. Paul companies. The Nicols and Dean Hardware Company; the Fairbanks, Morse, and Company; the Guiterman Brothers; the Goodyear Rubber Company; and the Sperry Office Furniture Company were once tenants of the commercial building. The building itself originally consisted of five stories, fifteen bays, and three cast iron storefronts (Figure 21) (Ramsey County Historic Sites Survey No. RA-SPC-3354).



FIGURE 20. BISHOP BLOCK, RA-SPC-3354, FACING NW



Source: Minnesota Historical Society. Location No. MR2.9 SP2.1 p318

FIGURE 21. WEST SIDE OF SIBLEY STREET BETWEEN FIFTH AND SIXTH STREETS, 1909

In 1981, plans for the Lowertown Redevelopment Corporation's Block 40 Project included saving this building's façade to incorporate into the proposed multi-use development on that block. The Lowertown Redevelopment Corporation (LRC) is a private, non-profit coordinator of development within St. Paul's historic warehouse district. The City of St. Paul and LRC formed a partnership when planning to develop Lowertown and Block 40, the block west of Mears Park. In hopes of revitalizing the area, the LRC advocated blending new construction with existing, historic elements. In 1986, Minneapolis architects Miller Hanson Westerbeck Bell were slated to disassemble and rebuild the historic façades of the Bishop Block and J.P. Allen Buildings (RA-SPC-3356) for incorporation into the Galtier Plaza (Baymiller 1986).

Significance: The Bishop Block façade is recognizable as late nineteenth century commercial property facing Mears Park that could contribute to the fabric of the historically significant Lowertown District.

Integrity: This historic façade of the Bishop Block building is recognizable as having the form and character of buildings surrounding Mears Park within the Lowertown District. However, the fact that this property's building and majority of the original fabric was demolished, as well as the relocation of and alterations made to the façade, results in a determination of poor integrity.

Recommendation: The relocation and modification of the Bishop Block façade has substantially compromised the historic integrity of the property so that it is no longer able to convey its potential historic significance. Therefore, this property is recommended as not eligible for listing on the NRHP.

5.5.3 J.P. Allen Building, RA-SPC-3356 379-381 Sibley Street, St. Paul

Description: Located at the corner of Sibley and Sixth Streets, this property consists of a five-story façade attached to the contemporary Galtier Plaza complex and adjacent to the Bishop Block façade (RA-SPC-3354) to the south. Constructed from stretcher bond brick, the façade was once part of a non-extant 1888 warehouse (Figure 22). The flat roofline is void of ornamentation, with the exception of brick corbelling. Divided into six bays, with rounded vertical bands of brickwork, the columns of windows are situated under a row of segmental arched divisions each with a keystone. Fenestration consists of storefront windows on the ground level; fixed single sash windows on the second story; 1/1 fixed sash windows are used on the third story; and smaller 1/1 double hung windows on the fourth through sixth stories. Window sills are decorated with egg and dart molding. This decorative feature is elaborated in a stepped, cast iron cornice between the second and third stories.

History: Built by George J. Grant in 1888 for a cost of \$33,000, the J.P. Allen building originally served as a warehouse for the James P. Allen Wholesale Drug Company. Over the years, the ornate building was also occupied by the Young Mercantile Company, the Joestling and Schilling Hotel Supply Company, and Butwinick's Outlet Store. By 1981, the building was vacant, and plans for the Lowertown Redevelopment Corporation's Block 40 Project included saving this building's façade to incorporate into the proposed multi-use development on that block (Ramsey County Historic Sites Survey No. RA-SPC-3356).



FIGURE 22. J.P. ALLEN BUILDING, RA-SPC-3356, FACING SW

Significance: The J.P. Allen façade is recognizable as late nineteenth century commercial property facing Mears Park that could contribute to the fabric of the historically significant Lowertown District.

Integrity: This historic façade of the J.P. Allen building is identifiable as having the form and character of buildings surrounding Mears Park within the Lowertown District. However, the fact that this property's building and majority of the original fabric was demolished, and the relocation of the façade, results in a determination of poor integrity.

Recommendation: The relocation and modification of the J.P. Allen façade has substantially compromised the historic integrity of the property so that it is no longer able to convey its potential historic significance. Therefore, this property is recommended as not eligible for listing on the NRHP.

5.5.4 Wisconsin Central Railway Co. Freight Depot, RA-SPC-4524 343-381 East Kellogg Boulevard, St. Paul

Description: Located on Kellogg Boulevard, this two-story building is situated just west of the Lafayette Freeway overpass (Figure 23). Built in 1901, this building originally served as a freight depot. Constructed using five-course American bond brick, the rectangular building is divided into 20 bays. Facing south, the main façade features segmental arched window and door openings on the lower level, alternating in width, with stone sills. The upper level contains modern casement windows covered with canvas awnings with rows of brick headers comprising the window sills. The shed roof features slanted parapet walls on the east and west elevations, and a small brick chimney at the northeast corner of the building. A wood deck with metal railings and lattice porch skirting has been added to the lower level of the south façade. On the west end of the main façade, a wood handicap ramp connects the sidewalk to the building's wood deck.

To the rear of the building, a one-story sloped addition spanning the entire north façade contains two-car garage units and is sheathed in synthetic siding. Fenestration is made up of paired casement windows in rectangular and square sashes. A centrally located iron, spiral staircase leads down from the buildings roof and over the roof of the addition.

Aside from the rear addition, alterations to this building include the insertion of larger upper level windows to the front façade, as well as modifications to the lower level openings. As these openings currently alternate in size, it is perceivable that this configuration is not historic and half of the existing arched openings on the first level have been added from photographic documentation and evidence such as portions of metal hinges remain embedded only in the stiles of the larger openings, and variation in the brick and mortar comprising the smaller, segmental arches.

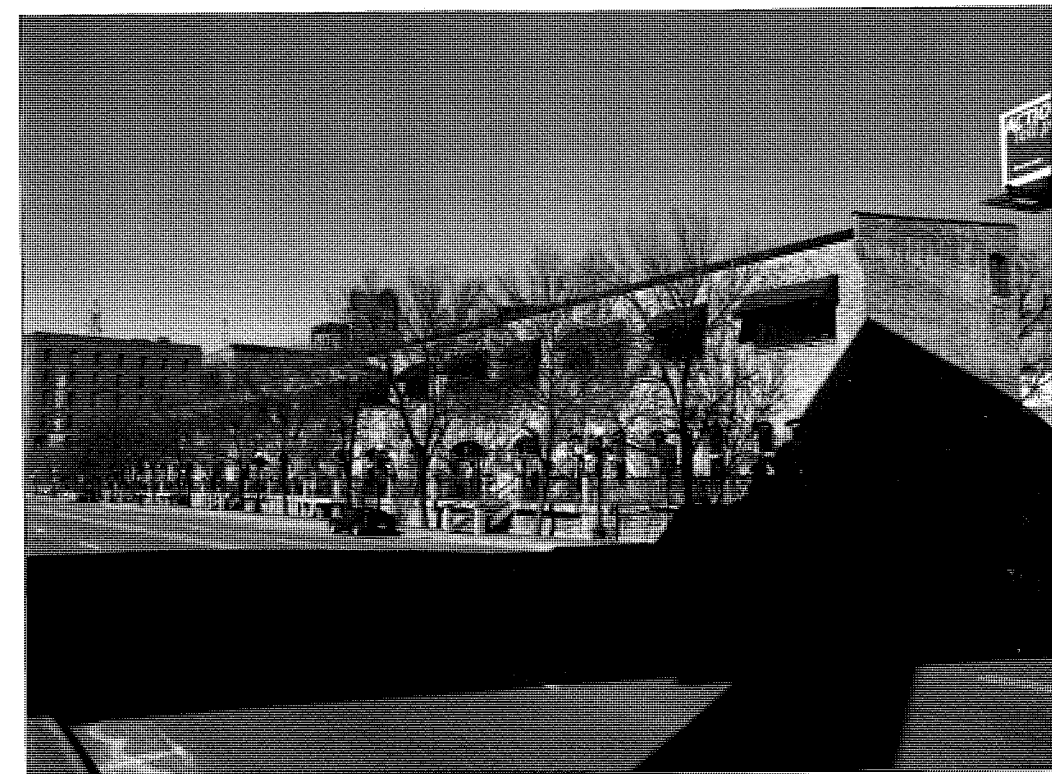


FIGURE 23. WISCONSIN CENTRAL RAILWAY CO. FREIGHT DEPOT, RA-SPC-4524,
FACING NW

History: This building was constructed in 1901 by Butler Ryan Company at a cost of \$63,000. A 1903 Sanborn map illustrates this building situated among several other railroad-related buildings. Located on the same block were the Chicago & North Western Railroad and the Chicago, St. Paul, Minneapolis & Omaha Railroad freight houses. The Great Northern Railroad Company freight house was located directly across the street. Regarding this building's features, the east end contained a square, partitioned office space. In addition, window openings were only indicated on the first story. Two open elevators were located on the south elevation of the building.

As Lowertown developed between the 1880s and 1910, several railroad companies built their headquarters, freight depots, and other associated facilities in the area (Zellie and Peterson 2001b:7). Originally serving as a freight depot for the Wisconsin Central Railway Company, this building later changed hands to become a freight house for the Chicago Great Western Railway. An image of the freight house's front façade, taken in 1952, captures a differing window configuration from its current state (Figure 24).



Source: Minnesota Historical Society. Location No. MR2.9 SP2.1 r149

FIGURE 24. 1952 IMAGE OF WISCONSIN CENTRAL RAILWAY CO. FREIGHT DEPOT, RA-SPC-4524, FACING W

In 1981, developers Jerry Isaacs and David Brooks revealed plans to convert the former freight depot into 20 two-story office units. Equipped with fireplaces, bathrooms, loft space, and indoor parking spaces, the series of office condominium space was slated to sell at \$74,900 (Kohl 1981). The building continues to accommodate office units and residential space.

Significance: This freight depot is one of the remaining late nineteenth century railroad buildings associated with the handling of railroad freight, once a vital part of the Lowertown and St. Paul economy. As such, it is potentially significant under NRHP Criterion A for this association. The property is not known to be associated with any persons important in history and is therefore not recommended as significant under Criterion B. The freight house is not an outstanding example of its building type, does not possess exceptional artistic merit, and is not an important work of an architect. Therefore, the property is not recommended as significant under Criterion C. Furthermore, the property has not yielded, nor is it likely to yield, information important in prehistory or history, and therefore is recommended as not significant under Criterion D.

Integrity: The integrity of design, materials, and workmanship of the Wisconsin Central Railway Co. Freight Depot building has been compromised by noticeable exterior alterations. On the façade, the first level arched openings have been reconfigured by the creation of additional openings between those originally used for freight. Other alterations to the façade include additional and larger window openings on the second level, and the full-length modern wood deck. The rear of the building has been subjected

to change with the one-story garage facility spanning the length of the building. The property no longer has any railroad association, and the "Chicago Great Western Freight Station" sign once painted on the south and east facades (see figure 24) no longer remains. Consequently, the building does not have strong integrity in feeling and association.

Recommendation: The Wisconsin Central Railway Co. freight depot building could represent the potential significance of a remaining late nineteenth century building associated with St. Paul railroad freight, however, due to the poor integrity of the building, it is unable to convey its potential historical significance. Therefore the property is recommended as not eligible for listing on the NRHP due to lack of historical integrity.

5.5.5 Farm Credit Bank Building, RA-SPC-6901

375 East Jackson Street, St. Paul

Description: The Farm Credit Bank Building (RA-SPC-6901), now known as 375 Jackson, is a complex of two buildings connected by an atrium skyway. The complex occupies three-quarters of a city block bound by Robert Street, Jackson Street, and East Fifth and Sixth streets. The Metropolitan Council Building (RA-SPC-6902) occupies the northwest quarter of the block. The original 1967, east block of the building faces east onto East Jackson Street, with a wide, 15-bay structure that is nine bays deep and seven stories tall (Figure 25). Another structure (west block) constructed in 1980 is located on the southwest corner of the block, and is equal in height. The two buildings are connected via a seven-story glass bridge spanning the alley.

The east block is constructed using curtain wall techniques. In this instance, dimensional grid square openings, or "egg crates," are hung from the structural support columns above the first story. The grid is formed of white Vermont marble, with wide panels defining each story and vertical panels placed with the narrow edge to the outside, forming the square openings. The corners are open, without vertical elements. Dark tinted windows with dark metal mullions enclose the interior space. The grid façade appears to float above the first story, where the columns are clad in a dark Cold Spring Green granite material and only the inner core is enclosed with granite tiles, creating a covered plaza.

The plaza features abstract cast aluminum sculptures by Geoffrey Clark titled "Uniforge" and "Triune" (Kain 1978). The landscaping features continue the Modern aesthetic, extending from the sidewalk through the raised plaza. Terraced concrete planters are placed on the south side of the building and emphasize horizontal planes. Raised planters are incorporated into the building columns and a concrete wall screens the surface parking area on the northeast corner. Under the covered plaza, several wide, stone plinths serve as benches (Figure 26).



FIGURE 25. FARM CREDIT BANK BUILDING EAST BLOCK, RA-SPC-6901, FACING SW



FIGURE 26. FARM CREDIT BANK BUILDING PLAZA LANDSCAPING, RA-SPC-6901, FACING NE

The west block was added in 1980 and echoes the style of the original building in terms of massing, materials, and fenestration (Figure 27). On the west and north elevations, however, instead of hanging an open grid from the exterior of the building, the tinted windows of the west block are flush with the marble-faced walls. Only the south elevation continues the pattern of an open grid. Three-part window units form squares similar in size to the east block. Several portions of the façade are windowless and covered with solid wall material. The first and second stories of the northwest, southwest, and southeast corners of the building are clipped from the corners, resulting in a covered arcade at those locations.

History: This building was constructed to house the Farm Credit Services Center in 1967 and was designed by Bergstedt, Wahlberg, and Wold and the general contractor was McGough Construction Co. The estimated cost for the building was \$2,335,000 (Application for Permit No. 60324, on file at the RCHS). The 1980 addition was designed by Winsor/Faricy Architects (Lanegan n.d.:19).

Architectural Context

Bergstedt, Wahlberg, and Wold has its antecedents in the architecture firm established in 1922 by William Ingemann, who shortly brought on as a partner Milton Bergstedt. The firm grew adding new partners, some of whom split off to form new practices, only to later join with previous colleagues. During the 1950s and 1960s, firm principals included

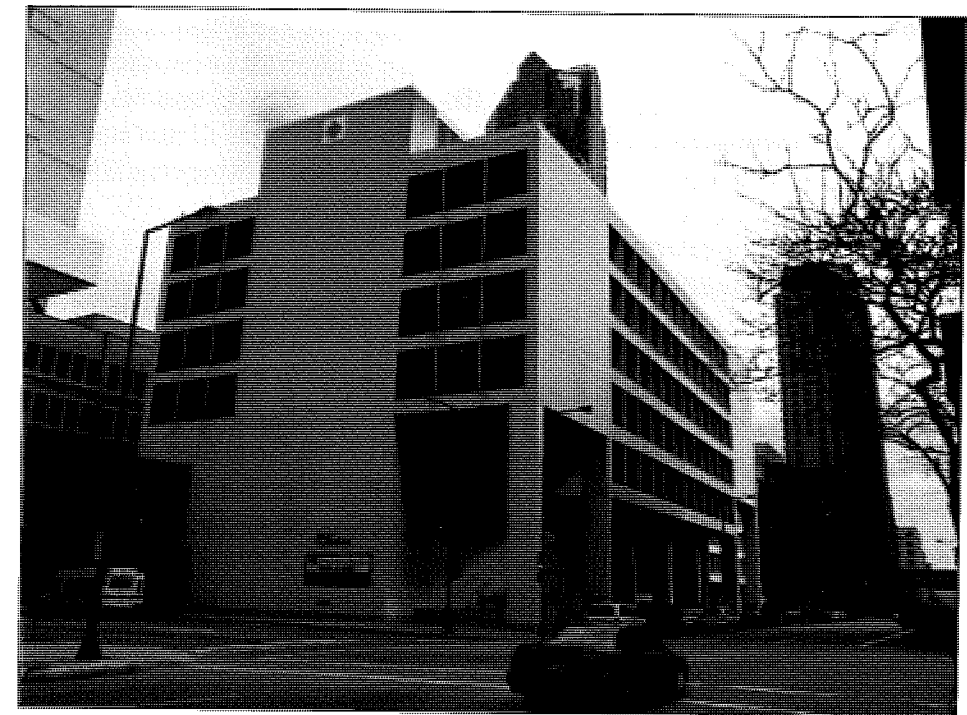


FIGURE 27. FARM CREDIT BANK BUILDING WEST BLOCK, RA-SPC-6901, FACING NE

Chuck Wahlberg, Lloyd Bergquist, Fritz Rohkohl, Jim Hirsch, and Clark Wold. The core group of architects would eventually form the firm of BRBW Architects in 1977 (BRBW Architects 2002). Over the years, the various groupings operated under several names such as Bergstedt & Hirsch; Bergstedt, Wahlberg & Bergquist; Bergstedt, Wahlberg, Bergquist & Rohkohl; and Bergstedt, Wahlberg & Wold.

Bergstedt, Wahlberg, and Wold were responsible for the design of several buildings in downtown St. Paul during the 1960s, meeting varying degrees of success. Most notably, Clark Wold's Osborn building (now the Ecolab building) at 370 Wabasha (1968) is a well regarded Modernist building inspired by the famed Lever House in New York City, a corporate building also constructed, not coincidentally for a major detergent manufacturer like Economics Laboratory, Inc. that emphasized the cleanliness of their headquarters. The Osborn Building featured stunning vertical ribbing appended to a sleek box standing on stilts within an open plaza. The building was the first air-conditioned building in downtown St. Paul. The *Northwest Architect* remarked "Saint Paul's skyline sparkles with the newly completed Osborn Building..., symbolic of the architectural renaissance taking place" (as quoted in Hess and Larson 2006:210-211). Less well received was the Degree of Honor Building (1962) at 325 Cedar Street. Historians Hess and Larson note, "this was the first of the bland high-rises that would typify the Capital Centre development.... [The architects] clothed a steel frame in polished stone—white granite on the upper stories, black granite on the recessed ground-floor level. For the sake of 'honesty,' the building's skeleton stood exposed at both top and bottom" (Hess and Larson 2006:209).

Other Minnesota buildings are attributed to Bergstedt, Wahlberg, and Wold or related firms made up of several members of that firm, including Mount Zion Temple, St. Paul (Eric Mendelsohn with Bergstedt & Hirsch, 1954-55); Calvary Lutheran Church, Edina (Sovik, Mathre & Madsen with Bergstedt, Wahlberg & Bergquist, 1959, 1969); Inver Hills Community College (Bergstedt, Wahlberg, Bergquist & Rohkohl, 1970-72); and Arrowhead Resort, Alexandria, Minnesota (Bergstedt, Wahlberg, Bergquist & Rohkohl, 1968-70) (Gebhard and Martinson 1977).

This building was constructed for the Farm Credit Bank in 1967, and one architectural commentator noted it as "an atypical building for this area" due to the deep "egg crating" effect formed by the Vermont white marble. The screen system creates a dramatic play of light and shadows, evolving as the sun moves through the day. The 1980 addition on the west end of the block designed by Winsor/Faricy is connected via an atrium and included a link to the downtown skyway network, providing a "gateway to Lowertown" (Jacob and Morpew 1987). The sympathetic use of materials, massing, and fenestration blends with the original building, but does not the mimic original design.

Historical Context

The Farm Credit System, of which the Farm Credit Bank was a member, was formed to provide long-term mortgage loans to farmers and ranchers. Unlike commercial banks, system banks and associations do not take deposits. Instead, loanable funds are raised

through the sale of bonds and notes in the nation's capital markets. Typical services offered by the regional banks and associations include real estate loans, operating loans, rural home mortgage loans, credit-related life insurance, crop insurance, and various financially related services such as farm record-keeping and financial planning (AgFirst, electronically accessed at <http://www.agfirst.com/> 2 May 2007).

The Farm Credit System has its origins as early as the Theodore Roosevelt Administration in 1908, when his Country Life Commission recommended a cooperative credit system that would provide agricultural credit to farmers and ranchers on fair terms. The recommendation became codified with the Farm Loan Act of 1916, which established Land Banks and their affiliated associations. This system provided agricultural producers with a reliable source of long-term financing. During the years following World War I, American agriculture fell into a deep depression, which was exacerbated by the broader Great Depression of the 1930s. Again, the federal government responded through the enactment of the Agricultural Credit Act of 1923, which established the Federal Intermediate Credit Banks to assist farmers with operating needs, and the Farm Credit Administration and the Farm Credit Act of 1933 under the Franklin Roosevelt administration. These acts helped to reinforce the authority of the rural assistance programs and create production credit corporations and associations to provide short-term loans to farmers (Harl 2005).

St. Paul's Farm Credit Bank is now known as AgriBank, FCB resulting from the 1992 merger of the former Farm Credit Banks of St. Louis and St. Paul. The organization was subsequently expanded through a merger with the Farm Credit Bank of Louisville and later with AgAmerica Farm Credit Bank. AgriBank currently has over \$40 billion in assets and over \$2 billion in equity (AgFirst, electronically accessed at <http://www.agfirst.com/> 2 May 2007).

Significance: Constructed in 1967, the Farm Credit Bank Building is currently only 40 years old and therefore must be evaluated using NRHP Criterion Consideration G, applicable to those buildings under 50 years of age. This criterion consideration requires that those properties that have achieved significance within the past 50 years must have "exceptional significance" to be listed in the NRHP.

The Farm Credit Bank Building was not associated with the establishment of the Farm Credit System, having been built well after its most significant, initial contribution had been made. The construction of the 1967 building is not known to be associated with a significant event for St. Paul's Farm Credit Bank or the Farm Credit System. Therefore, there appears to be no significance under NRHP Criterion A in relation to its builder and primary occupant.

The Farm Credit Bank Building is located with St. Paul's urban renewal area known as Capital Centre, a nine-block redevelopment plan for central St. Paul mostly undertaken between 1965 and 1970. While this project had a tremendous impact on the aesthetic and economic future of downtown St. Paul, its age remains well within the 50-year limit for

NRHP listing and a fully developed context of the impacts of St. Paul's urban renewal program has not been formed. Neither the Capital Centre project nor the Farm Credit Bank Building merits recognition of "exceptional importance" under NRHP Criterion Consideration G within this context. Further study and development of that context and perspective of time may indicate that the Capital Centre project and its contributing components would meet the NRHP criteria once it has attained 50 years of age. At this time, the property is recommended as not significant under NRHP Criterion A within the urban renewal context.

The Farm Credit Bank Building is not known to be associated with persons of importance, and therefore is recommended as not significant under NRHP Criterion B.

The Farm Credit Bank has received modest interest on the part of architects and architectural historians for its rather interesting use of the "egg crate" fenestration screen system and pleasing Modernist aesthetic. The building has received mention in Bernard Jacob and Carol Morphew's walking guide to the architecture of downtown St. Paul (1987) and the Minnesota Chapter of the Society of Architectural Historians' Minneapolis and St. Paul downtowns architectural checklist (1984). While the building's design bears mention in these sources, none remark that the property is an exceptional or outstanding example of architecture or of the work of Bergstedt, Wahlberg, & Wold. Other examples of that firm's work in downtown St. Paul—namely the Osborn (Ecolab) Building—receive much higher acclaim and demonstrate a greater mastery of the Modernist idiom. Consequently, the building does not rise to the level of exceptional significance under NRHP Criterion C as a distinctive characteristic of a type, period, method of construction, or the work of a master.

The property has not yielded, nor is it likely to yield, information important in prehistory or history and therefore is not significant under NRHP Criterion D.

Recommendation: Although the Farm Credit Bank Building has received some attention for its architectural treatments and is associated with the Capital Centre urban renewal project, neither areas of potential significance meet the Criterion Consideration G for "exceptional importance" for properties less than 50 years of age. Therefore, the property is recommended as not eligible for listing on the NRHP at this time. Additional consideration may be given to this property once it has met the 50-year threshold.

5.5.6 State Employment Office Building, RA-SPC-6902

390 Robert Street, St. Paul

Description: The State Employment Office Building (RA-SPC-6902), is a five-story office building located in downtown St. Paul at the northwest corner of East Sixth Street and Robert Street (Figure 28). The south elevation of the building is aligned by a pedestrian plaza and on the east by an alley, both of which face the L-shaped Farm Credit Bank building (RA-SPC-6901). The building adheres to the Modernist principals of

expressed structural design, lack of ornamentation, and curtain-wall structural systems. It is comprised of five bays on the west (Robert Street) and east elevations, and seven bays on the north (East Sixth Street) and south elevations. The bays are expressed by continuous columns clad with unpolished red-hued granite that extend from the ground level through the parapet wall of the roof. Horizontal bands clad with the same granite are located at each floor level. A repeating design of five windows placed within each bay is consistent on all four elevations on stories two through five and creates a strong horizontal emphasis. The ribbons of five window units hung between the columns are made of pre-cast concrete with single-light, metal-trimmed casements. The exterior building walls of the first story are deeply recessed, forming an arcade supported by the vertical structural columns. The first-story wall elevations are comprised of exposed aggregate concrete with continuous clerestory windows above.

The primary entrance is located within the pedestrian plaza area, and is marked by a 2006 entry foyer addition located outside the envelope of the main building. Designed by Wold Architects & Engineers, this one-story addition features an inverted gable roof joined by bow-front bay (Figure 29). New entrances are located at each end of the addition. Portions of the interior public spaces were also renovated at this time. Prior to the 2006 renovation, the outlines and names of all 87 Minnesota counties were depicted on the exterior of the building in a band between the first and second stories.



FIGURE 28. STATE EMPLOYMENT OFFICE BUILDING, RA-SPC-6902, FACING SE



FIGURE 29. STATE EMPLOYMENT OFFICE BUILDING ENTRY ADDITION, RA-SPC-6902, FACING NE

History: The building was constructed in 1967 by the State of Minnesota to house the employment office. According to City of St. Paul building permit application 2419, the architect was Walter Bulter Co. and the contractor M. J. McGough Co. and was erected for an estimated cost of \$2.2 million. The employment office (under various names, including Minnesota Department of Manpower Services, Minnesota Department of Employment Services, Minnesota Department of Economic Security, and State Jobs and Training Department) remained in this building until at least 2006, when the Metropolitan Council relocated from the Mears Park Center building to this property.

Significance: Constructed in 1967, the State Employment Office building is currently only 40 years old and therefore must be evaluated using NRHP Criterion Consideration G, applicable to those buildings under 50 years of age. This criterion consideration requires that those properties that have achieved significance within the past 50 years must have "exceptional significance" to be listed in the NRHP.

The State Employment Office building was not associated with the establishment of the Employment Office or any other historically significance events related to that agency. Therefore, there appears to be no significance under NRHP Criterion A in relation to its builder and primary occupant of 39 years.

The State Employment Office building is located within St. Paul's urban renewal area known as Capital Centre, a nine-block redevelopment plan for central St. Paul mostly undertaken between 1965 and 1970. While this project had a tremendous impact on the

aesthetic and economic future of downtown St. Paul, its age remains well within the 50-year limit for NRHP listing and a fully developed context of the impacts of St. Paul's urban renewal program has not been formed. Neither the Capital Centre project nor the State Employment Office building merits recognition of "exceptional importance" under NRHP Criterion Consideration G within this context. Further study and development of that context and perspective of time may indicate that the Capital Centre project and its contributing components would meet the NRHP criteria once it has attained 50 years of age. At this time, the property is recommended as not significant under NRHP Criterion A within the urban renewal context.

No specific persons that have achieved a level of historical significance are known to be associated with the State Employment Office or with the building, and therefore the property is recommended as not significant under NRHP Criterion B.

The State Employment Office building illustrates many of the principals of Modernist architecture, including the use of a curtain wall, strong geometric forms, repeating and unadorned elements, but it is neither an important nor early example of the style within the downtown St. Paul redevelopment context, and does not rise to the level of exceptional significance necessary under Criterion Consideration G. The use of exposed aggregate and cast concrete units indicates that this building did not rely upon well-crafted or expensive materials, but instead efficient and easily available resources. This building does not appear to be a significant example of the work of the Walter Bulter Co. For these reasons, the State Employment Office building is recommended as not significant under NRHP Criterion C.

The property has not yielded, nor is it likely to yield, information important in prehistory or history and therefore is not significant under NRHP Criterion D.

Recommendation: The State Employment Office building, constructed in 1967, meets neither the NRHP criterion for significance nor the NRHP Criterion Consideration G for buildings under 50 years of age, and there for is recommended as not eligible for listing on the NRHP. Its association with the Metropolitan Council is very recent and would not be significantly associated with any of the potential significance that the Metropolitan Council possesses in relation to its influence on regional and national planning policy.

5.5.7 Endicott Arcade on Fifth, RA-SPC-6903
142 East Fifth Street, St. Paul

Description: This one-story building is situated among taller commercial buildings on East Fifth Street between Robert and Jackson Streets (Figure 30). Rectangular in plan, the building consists of brick walls with concrete details. A cast, concrete entablature spans the main façade, which faces Fifth Street. A pediment marks the off-center entrance recessed within a rounded arched opening. Simple, circular modillions are located at the façade entablature's corners and entryway pediment. Large sconces flank the entryway, as well as bronze plaques reading "Endicott Arcade on Fifth Circa 1909". Divided into seven bays by brick pilasters with concrete bases and capitals, the modern storefront windows are capped with canvas awnings. A newer brick, more red in color than that used for the pilasters, fills the space beneath each window.

The building's interior not only houses commercial spaces, but its corridors serve as integral connectors to the adjacent buildings. The rear (south elevation) of the building is connected to the NRHP-listed Endicott Building (RA-SPC-3169), which faces both Fourth and Robert streets, by its own interior arcade. To the west, the Endicott Arcade is linked to the adjacent Manhattan Building, a Renaissance Revival building also listed on the NRHP (RA-SPC-3170). An alleyway divides the smaller Endicott building from a six-level parking garage to the east. This elevation is constructed from a buff-colored common brick and alterations to the fenestration patterns are visible. Segmental arched common brick and alterations to the fenestration patterns are visible. Segmental arched common brick and alterations to the fenestration patterns are visible. Three doorways are found on this façade: one boarded, one recessed, and one at the southeastern corner of the building. Two painted advertisements are also located on this façade: one for Northwestern National Bank and the other for John E. Blomquist Inc.—management realtors.

History: Minimal documentation on the construction of this property was found. According to a plaque on the building's façade, this property was built circa 1909; however, a 1926 Sanborn map indicates a 1908 "fire proof construction" date. Other information recorded on the Sanborn map includes the building materials of brick walls, tile floors, and half unprotected steel supports and protected steel columns in the subbasement. The property's address is first recorded in the 1911 St. Paul city directory. Listed under the "Endicott Buildings" entry, the 142 East Fifth Street address was among the more prominent 143 East Fourth and 350 Robert Street addresses (R.L. Polk & Co. 1911).

Significance: The Endicott Arcade of Fifth building has potential significance in its association with the following NRHP-listed properties: the circa 1890 Endicott Building designed by Cass Gilbert and significant under Criteria B and C; the 1889 Pioneer Building designed by Solon S. Beman, also significant under Criteria B and C; and the Manhattan Building designed by Clarence H. Johnston, constructed from 1890 to 1891



FIGURE 30. ENDICOTT ARCADE ON FIFTH, RA-SPC-6903, FACING SW

and significant under Criteria A, B, and C. However, there is no mention of the Endicott Arcade on Fifth building given in any of the NRHP-listed property's nomination forms or within Endicott collections on file at the Ramsey County Historical Society or Northwest Architectural Archives, and built 15 to 20 years later, it appears not to be associated with the construction of these historic buildings. Therefore, this building is not recommended as significant under Criterion A. The property is not known to be associated with any persons important in history and is therefore not recommended as significant under Criterion B. The later, 1908 construction date of the Endicott Arcade of Fifth building, its smaller stature and less impressive appearance indicate that the building was more of an afterthought to the Endicott property. Because the building is not an outstanding example of its building type, does not possess exceptional artistic merit, and is not an important work of an architect, the property therefore is recommended as not significant under Criterion C. Furthermore, the property has not yielded, nor is it likely to yield, information important in prehistory or history, and therefore is recommended as not significant under Criterion D.

Recommendation: Though connected to the notable Endicott, Pioneer, and Manhattan Buildings, the Endicott Arcade of Fifth building is recommended as not eligible for listing on the NRHP due to lack of significance.

6.0 SUMMARY AND RECOMMENDATIONS

The 106 Group conducted an architectural history survey within the APE for the Union Depot project in April 2007.

6.1 SURVEY RESULTS

During the Phase I architectural history survey, the 106 Group identified nine properties that warranted evaluation of their potential eligibility for listing on the NRHP. Three of these buildings are less than 50 years of age, but were investigated for their potential exceptional significance under NRHP Criteria Consideration G. At the request of the Mn/DOT CRU, the United States Post Office and Customs House located at 180 East Kellogg Boulevard was *not* surveyed as part of this investigation, although it is located within the project APE. The United States Postal Service (USPS) will be conducting its own review and evaluation of this property. Outcomes of the USPS property evaluation will be considered in the Section 106 review for this project.

The Union Depot Elevated Rail Yards (RA-SPC-6904) is recommended as a contributing property to the NRHP-listed St. Paul Union Depot property (RA-SPC-5225). The elevated rail yard structure has important associative qualities to the Union Depot historic property and serves to illustrate the complexity and the enormity of the Union Depot project as constructed between 1917 and 1923. Many railroad lines used these rail yards, some of which have been determined eligible for listing on the NRHP, including the Northern Pacific (Lake Superior & Mississippi Rail; St. Paul & Duluth) from St. Paul to Duluth; St. Paul and Sioux City Railroad (later Chicago, Minnesota and Omaha; Chicago & Northwestern) from St. Paul to Sioux City; and the St. Paul & Pacific Main Line (BNSF) from St. Paul to E. St. Cloud. Other lines may be considered eligible following the completion of the Mn/DOT historic railroad context study.

The Farwell, Ozmun & Kirk Warehouse (RA-SPC-4517) is recommended as eligible for listing on the NRHP under Criterion A for its important contributions to and associations with the St. Paul commerce and wholesale industry during the first half of the twentieth century and under Criterion C for its early use of an innovative reinforced concrete construction method.

The remaining seven surveyed properties are recommended as not eligible for listing on the NRHP.

6.2 PREVIOUSLY LISTED PROPERTIES

The NRHP-listed Lowertown Historic District was also assessed to determine what changes, if any, occurred since the property was nominated to the NRHP in 1983 that may affect its eligibility for listing. The assessment indicated that there are no significant

alterations to the historic district that would compromise its ability to continue to be listed on the NRHP.

Four individual buildings within the APE are listed on the NRHP, including:

- The Merchants National Bank (RA-SPC-1979);
- The Manhattan Building (RA-SPC-3170);
- The Pioneer and Endicott Buildings (RA-SPC-3169; RA-SPC-5223); and
- The St. Paul Union Depot and Concourse (RA-SPC-5225) (also within the LHD).

In summary, within the APE, the 106 Group investigation identified one historic district listed on the NRHP, four individual buildings listed on the NRHP (one is within the district), and two properties recommended as eligible for listing on the NRHP.

6.3 ARCHAEOLOGY

Mn/DOT CRU archaeologists reviewed the project for the potential to impact archaeological resources. The existing rail yard, which will ultimately be used by the concourse, was reworked during the 1930s to raise the train platform above the flood line. Furthermore, the current undertaking includes no grading or excavating. Therefore the undertaking has no potential to impact archaeological resources.

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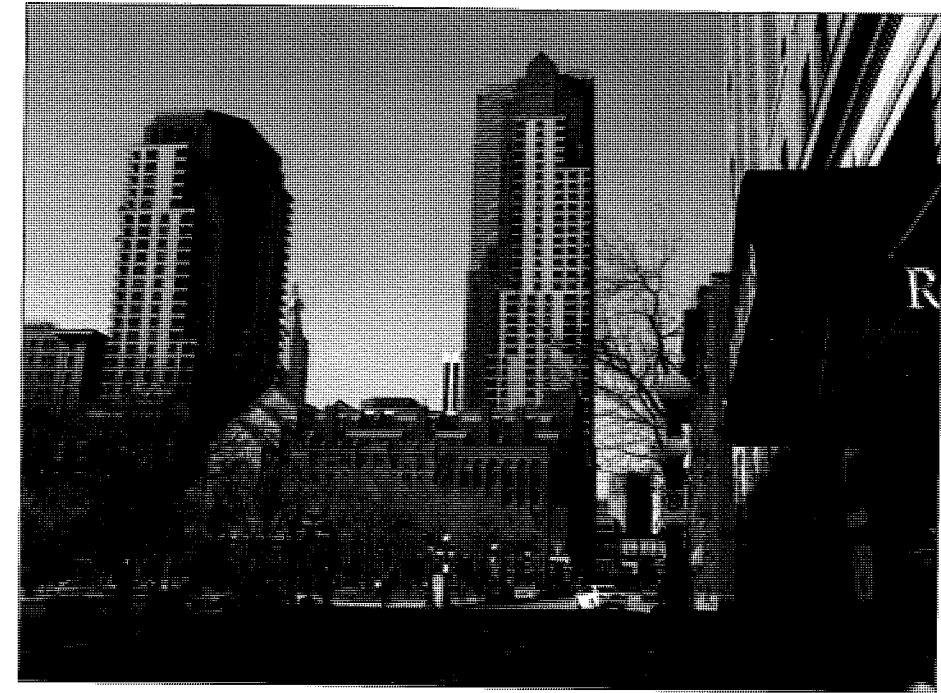
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APPENDIX A: LOWERTOWN HISTORIC DISTRICT STREETSCAPES



VIEW OF SIXTH STREET FACING WEST



MEARS PARK FACING NORTHEAST



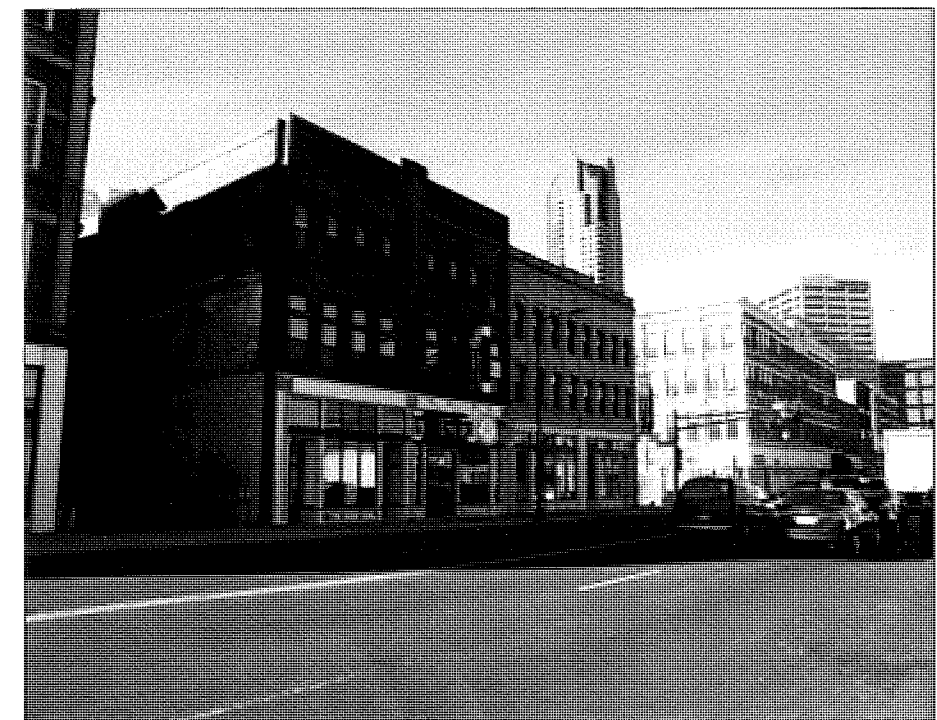
VIEW OF FIFTH STREET (AT SIBLEY STREET) FACING WEST



VIEW OF WACOUTA STREET (AT FIFTH STREET) FACING NORTH



VIEW OF SIBLEY STREET (AT SEVENTH STREET) FACING SOUTH



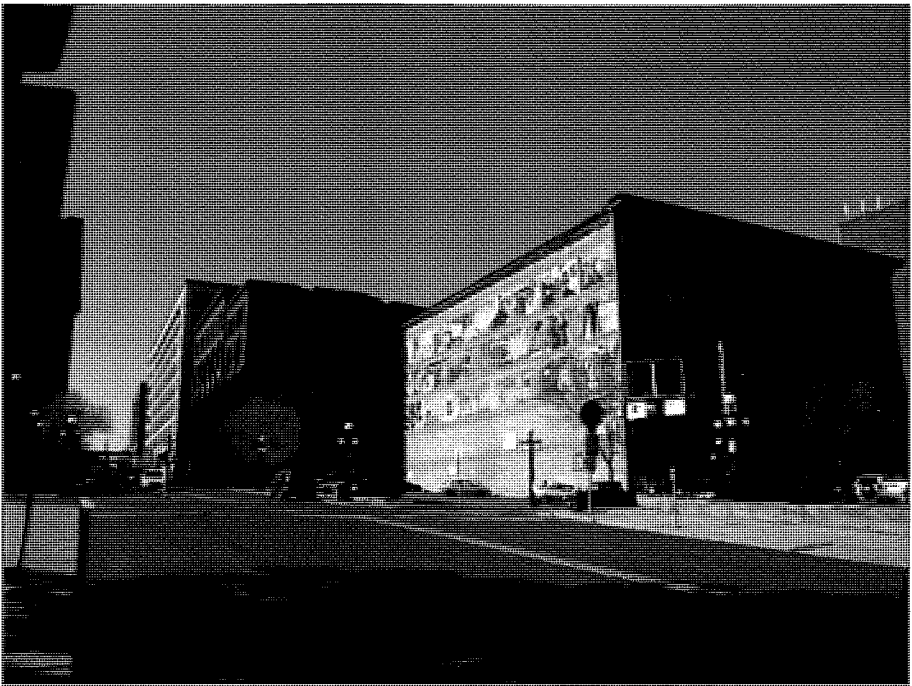
VIEW OF SEVENTH STREET FACING SOUTHWEST



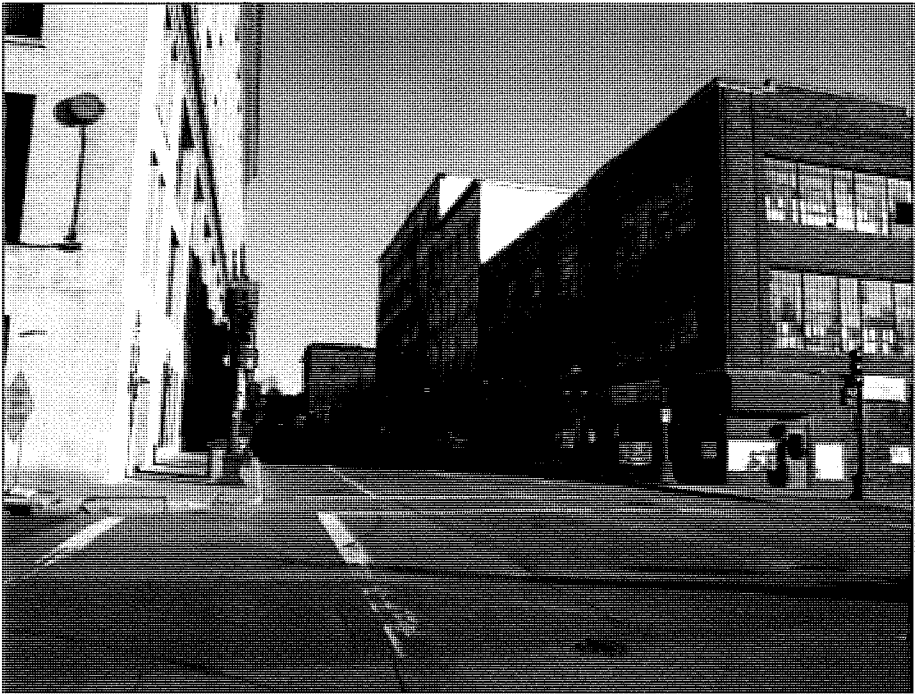
VIEW OF SEVENTH STREET FACING EAST



VIEW OF WACOUTA STREET (AT SEVENTH STREET) FACING SOUTH



INTERSECTION OF WACOUTA AND FOURTH STREETS FACING NORTH



VIEW OF SIBLEY STREET (AT FOURTH STREET) FACING NORTH



VIEW OF FOURTH STREET (AT WACOUTA STREET) FACING



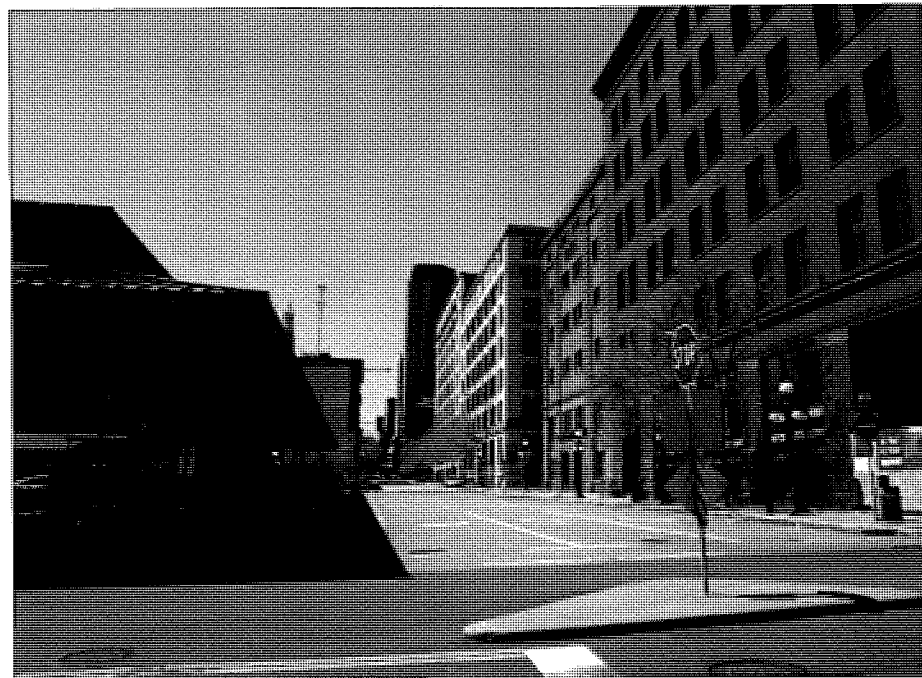
INTERSECTION OF FOURTH AND WACOUTA STREETS FACING NORTHWEST



INTERSECTION OF BROADWAY AND SIXTH FACING SOUTHWEST



INTERSECTION OF FIFTH AND WALL STREETS FACING SOUTHWEST



VIEW OF FIFTH STREET (AT BROADWAY STREET) FACING WEST



VIEW OF ST. PAUL'S FARMERS MARKET (AT BROADWAY AND PRINCE STREETS) FACING
NORTHWEST



VIEW OF NEW PARKING DECK (CORNER OF WALL STREET AND KELLOGG BOULEVARD)
FACING SOUTH



SOUTHEAST CORNER OF DISTRICT (ON KELLOGG BOULEVARD) FACING WEST

APPENDIX B: PROJECT PERSONNEL

LIST OF PERSONNEL

Principal in Charge	Anne Ketz, M.A., RPA
Principal Investigator	William E. Stark, M.A.
Surveyors	Jeanne-Marie Mark, M.H.P. William E. Stark, M.A.
Graphics and GIS	Brian Schuers, M.S.