From:	Williams, Josh (CI-StPaul)
Sent:	Monday, December 17, 2018 3:23 PM
To:	Boulware, Christine (CI-StPaul)
Subject:	FW: Information for Planning Commission re: Historical Designation of Aula (former St. Andrew's Building)
Attachments:	11.28.18 Planning Commission Letter.pdf; ATT00001.htm; 11.28.18 Exhibits A-D.pdf; ATT00002.htm; 11.28.18 Exhibit E.pdf; ATT00003.htm; 11.28.18 Exhibit F.pdf; ATT00004.htm; 11.28.18 Exhibit G.pdf; ATT00005.htm; 11.28.18 Exhibit H.pdf; ATT00006.htm

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Making Saint Paul the Most Livable City in America

From: Carrie Zochert [mailto:czochert@berensmiller.com]
Sent: Tuesday, December 4, 2018 4:03 PM
To: Williams, Josh (CI-StPaul) <josh.williams@ci.stpaul.mn.us>
Cc: Barbara Berens <bberens@berensmiller.com>
Subject: Information for Planning Commission re: Historical Designation of Aula (former St. Andrew's Building)

Mr. Williams:

We understand that you are in receipt of information provided by Twin Cities Immersion School last week to members of the St. Paul Planning Commission. In light of the school's due process rights, and because the information is important to the issues to be decided by the Planning Commission and contributes to the full and accurate knowledge of the Planning Commissions' official activities, we ask that you distribute the information to the Commissions' members in advance of their next meeting. Thank you.

Carrie Zochert

Carrie L. Zochert, Esq.

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ADMITTED IN MINNESOTA,
U.S. DISTRICT COURTS OF MINNESOTA
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November 28, 2018

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By Hand Delivery

St. Paul City Planning Commission
City of St. Paul
25 West Fourth Street
St. Paul, MN 55102

> Re: *The Property Owner's Objections to the Proposed Designation of the Twin Cities German Immersion School's Aula as a St. Paul Heritage Preservation Site.*

Dear Commissioners:

We represent the Twin Cities German Immersion School ("TCGIS") and the Twin Cities German Immersion School Building Company ("Building Company"). We submit this letter to provide a more accurate record of our clients' objections to current efforts to designate as a St. Paul Heritage Preservation site a school building called the Aula.[1]

The Archdiocese of St. Paul and Minneapolis decommissioned the Aula as a church (formerly St. Andrew's Church) in 2010. The Archdiocese merged the former church's parish with another parish and sold the building, as well as the other buildings on the site (most of which had always been used as school buildings).

The Building Company, a nonprofit corporation, purchased the Aula and the school buildings. TCGIS has occupied the Aula and other buildings since that time.

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[1] TCGIS and Building Company oppose historical designation for the reasons set forth herein; the reasons set forth in a letter dated October 25, 2018 from TCGIS to the Heritage Preservation Commission, *see* Ex. F (Oct. 25, 2018 letter); and the reasons set forth in TCGIS's and the Building Company's other submissions to the Heritage Preservation Commission raised during the Heritage Preservation Commission meeting on November 5, 2018. Our clients ask the Commissioners to consider all of the foregoing when evaluating this matter.

Other church-related buildings (a rectory and convent) have already been demolished. The convent was demolished before the Building Company bought the site and the rectory was torn down after the Building Company became the owner. There was no public outcry when the convent and rectory were torn down.

TCGIS is a public charter school and substantial success story. Its mission is to support innovative education of the whole child through German language immersion, and its values include kindness, curiosity, challenge and support, community, and intercultural engagement. TCGIS began in 2005 with only 46 students, in kindergarten and first grade. This school year, it has 580 students in kindergarten through eighth grade. The student body is multicultural, and includes students whose families hail from Europe, India, Asia, East Africa, and the Middle East.

Josh Williams, the Senior City Planner for the Comprehensive and Neighborhood Planning Committee ("CNP Committee"), has issued a report recommending that the Aula be designated as a St. Paul Heritage Preservation Site ("Report"). The Report, however, omits a number of material facts regarding the Aula.

Substantial changes have been made to the Aula since its sale to the Building Company. Thus, photos of the Aula's interior included in the Report do not accurately depict the building's current condition. For example, the altar no longer exists. All of the stained glasses windows, including the exterior rose window, are gone. The nave was repurposed and now serves as an undersized gymnasium. The basement of the Aula now serves as an undersized cafeteria.

The rear portion of the Aula has also been significantly altered. A modern, two-story addition is now attached to the back of the building to connect the Aula to other school buildings. There were no objections when those, and other material alterations, were made.

The Report also claims that the Aula is in "good to very good condition." That is not the case. The roof has leaked in a number of places and would have to be replaced. An initial estimate by a contractor put the cost at $500,000 to $750,000 and a second estimate by an inspector came in at a cost of $450,000 to $500,000. *See* Ex. A

(Inspector's Roof Report).[2] That contractor later increased his estimate, when he learned the scope of the necessary repairs based on the Inspector's Roof Report, to $808,880 to $1,106,400. *See* Ex. H. Additional costs for masonry, windows, doors, a boiler and a water heater would be roughly another $500,000. Other costs would be required to maintain and/or upgrade other aspects of the Aula's interior.

Even if the Aula were repaired, it would still be inadequate to serve the needs of TCGIS's growing student body. The increase in enrollment mandates a full-sized gymnasium, a larger cafeteria, and more class rooms, none of which can be achieved if the Aula is retained. Photos best convey the need for more suitable space. *See* Ex. G (photos of old vs. new space).

There are a number of other material facts omitted from the Report, including:

- In 1983, St. Paul and Ramsey County conducted a survey of possible historic sites, including the Aula. *See* Ex. B (Excerpts from 1983 Survey). At the time, the Aula was still being used as a church and its condition was much closer to the original design, with its stained glass windows, altar, and other religious features still intact. Despite the Aula's then-unaltered condition, the 1983 Survey concluded that the building was **not** a candidate for inclusion on the National Register or for local historical designation. *See* Ex. B.

- The Report assumed that the Aula was designed by architect Charles Hausler. There is evidence to the contrary. Larry Millett's book, *AIA Guide to the Twin Cities* (St. Paul, Minnesota Historical Society Press, 2009) is one of the sources referred to in the historic designation application form (which is appended to the Report). Millett, however, concluded that the Aula was designed by Frederick Slifer and Frank Abrahamson. *Id.* at 521. Millett also noted that "prominent Catholic architect John W. Wheeler is known to have done work for St. Andrews." *Id.* Millett does not mention Hausler in connection with the Aula.

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[2] The Building Company entered into a contract with Roof Spec., Inc. to inspect the Aula's roof.

There is a substantial collection of Hausler's papers at the University of Minnesota Northwest Architectural Archive. There are no papers, drawings or other materials which pertain to the Aula.

The Aula's building permit does not identify the architect of the structure.

Newspaper reports of the day (in either the St. Paul Pioneer Press or the St. Paul Dispatch) make no mention of Hausler when reporting on key events regarding the Aula's construction (i.e., the day of groundbreaking, the day the cornerstone was laid, and the first day mass was celebrated).

Thus, there is evidence which demonstrates that Hausler was not the architect of the Aula.

- The Williams' Report notes that the Heritage Preservation Commission conducted six context studies in 2001, including *Churches, Synagogues, and Religious Buildings: 1849-1950. See* Ex. C (Context Study). The Commission recommended that sixteen other places of worship undergo further designation study. The Aula (then still St. Andrews Church) was **not** included on the list of "Buildings Recommended for Further Designation Study." *See* Ex. C (pages 21-22).

St. Paul Ordinance §73.05(b) requires the City Planning Commission to consider the proposed designation in light of the city's pertinent comprehensive plan (here, the 2030 Plan).[3] The 2030 Plan has a chapter on Historic Preservation. *See* Ex. E (Historic Preservation Chapter).[4] Section 3.4 of that Chapter states that "[h]istoric contexts provide the framework to help determine if a resource is historically significant and worthy of preservation." *See* Ex. E (page 14). Section 3.6 further provides that the City must "[i]mplement the recommendations from the 2001 context study." *See* Ex. E (page 14).

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[3] The Planning Commission must also evaluate "any other planning consideration which may be relevant to the proposed designation." *See* § 73.05(b).

[4] Williams' Report cites three sections (§§ 3.11, 3.12, and 4.3) of the Historic Preservation Chapter. The St. Paul Ordinance, however, does not limit the scope of the Planning Commission's consideration of the Comprehensive Plan to those three sections alone.

As noted above, the 2001 historical context study for religious buildings **excluded** the Aula from the list of "Buildings Recommended for Further Designation Study." *See* Ex. C (page 21-22). The 2001 context study did not recommend the Aula for further study, much less historic designation. Thus, the City, in accordance with Sections 3.4 and 3.6 of the 2030 Plan, should look to the 2001 context study and decline to grant historical designation of the Aula.

- The Williams' Report argued that local historic designation status can "pave the way for state or national designation as well as financial incentives such as historic rehabilitation tax credits and grants." *See* Williams' Report at 3. That is not the case here. An owner must consent before a building can obtain either state or national historical designation. The Building Company does not and will not consent.[5]

Williams' argument is also undermined by statements attributed to George Gause, a staff member of the St. Paul Heritage Preservation Commission. The District 10 Como Community Council reported that during a May 2, 2018 public meeting of the District 10 Land Use Committee, Mr. Gause stated that tax credits for historical designation are seldom available or useful for nonprofits such as the Building Company. *See* Ex. D (District 10 News article). Mr. Gause also noted that it was almost unheard of for a property to receive historic designation without an owner's consent. *Id.*

Designating the Aula as a St. Paul Heritage Preservation site would impose significant financial burdens on TCGIS. As a public charter school, TCGIS is dependent on public funding for its operations. This means that the school would have to spend substantial sums of money to maintain a crumbling 1927 structure in need of significant repairs, and could not use that same money to build a new purpose-built facility that improves the educational environment, experience and outcomes for its students. It also raises the possibility that TCGIS will have to use money otherwise intended for teacher salaries, classroom supplies, and educational programming on things solely intended to maintain the historic character of the Aula.

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[5] *See* 54 U.S.C. § 302105(b) (National Historic Preservation Act requiring owner's consent); Minn. Stat. § 138.661, subd. 2 (properties on state historic site network must be owned by either the state or the Minnesota Historical Society); Minn. Stat. § 290.0681 (state tax credit requires a property to be listed on national register).

Given the competing and starkly different alternatives, our clients respectfully request that the City Planning Commission defer consideration of the designation recommendation until it can also consider TCGIS's proposed site plan, which will be before the Commission in December or January. Alternatively, our clients ask the Commission to reject the designation recommendation of its advisory Heritage Preservation Commission.

Very truly yours,

Barbara P. Berens

BPB:clz
Enclosures

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December 12, 2018

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St. Paul City Planning Commission
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25 Fourth Street West
St. Paul, MN 55102

Re: *The Property Owner's Objections to the Proposed Designation of a Portion of the Twin Cities German Immersion School as a St. Paul Heritage Preservation Site.*

Dear Council Members and Commissioners:

We represent the Twin Cities German Immersion School ("TCGIS") and the Twin Cities German Immersion School Building Company ("Building Company"). Recently a portion of TCGIS's school building, a deconsecrated church, has been the subject of a neighborhood group's efforts to have that portion of the building designated as an historical structure. TCGIS and the Building Company, which owns the property, object strongly to the designation for a number of reasons.

The building is inadequate for TCGIS's growing student body and needs and it has already been substantially altered without objection. Nonetheless, on November 5, 2018, the St. Paul Heritage Preservation Commission ("HPC") voted to recommend historical designation and forwarded its nomination to the St. Paul Planning Commission and the Minnesota State Historic Preservation Office for review and recommendation.

Our clients are concerned that the information they shared at the HPC public hearing, via comments made at the meeting, as well as emails, letters, and hand-delivered packets, will not be considered by you in making your determination.

The St. Paul Planning Commission and its Comprehensive & Neighborhood Planning Committee ("Committee") have refused to act on HPC's recommendation at

this point in time. The St. Paul Planning Commission has referred the matter back to the Committee. The Committee has requested additional information from city staff about the potential impact the designation could have.

We understand that Committee members are concerned that they do not have the full background of the relevant issues raised in this matter. We further understand that Committee members are concerned about the implications of designating a property historic over a property owner's strong objection.

The full Planning Commission is scheduled to revisit the issue on December 14, 2018, and the St. Paul City Council is expected to determine whether to grant historic designation in March 2019.

We concur with the Committee's concerns and urge you to consult with legal counsel regarding the potential risks of granting historical designation in a situation like this, where the property owner strongly objects. Such an action would give rise to a viable inverse condemnation claim under Minnesota law as well as a claim of illegal spot zoning.

TCGIS and the Building Company considered a number of alternatives before reaching the conclusion that the school building should be torn down and replaced with a modern, purpose-built school building that would provide substantially improved space for the school's children. In reaching this decision, our clients considered, among other things, the substantial deterioration of the aging building and the costs needed to repair and maintain it; the unsuitability of the building for the needs and safety of the children; the projections regarding the school's continued growth and success; and the lack of available classroom, gym, and cafeteria space for the students. As a result, our clients concluded they had no feasible or prudent alternative available.

In 2011, when the Archdiocese abandoned the church building, there were no efforts to designate the property as historical, nor were there any efforts to do so when the Building Company later purchased the property for the school's use and substantially altered the structure.

Despite our clients' repeated efforts at communication and reconciliation, a community group then filed a putative legal action against the Building Company in Ramsey County District Court. *See Friends of Warrendale and Save Historic St. Andrews, LLC v. Twin Cities German Immersion School Building Company,* Court File No. 62-cv-18-6824 (Ramsey County District Court).

Ultimately, the Building Company, as the property owner, owns the development rights to the property, not the neighbors. The neighborhood group has, as the Comprehensive & Neighborhood Planning Committee characterized it, tried to weaponize the potential historical designation process to prevent the development necessary for the education and health of the school's students.

Based on the foregoing, our clients ask the Commission and City Council to reject the HPC's designation recommendation.

Very truly yours,

Barbara P. Berens

BPB:clz

cc: St. Paul City Attorney Peter Warner

JULY 31, 2018

REVIEW OF TILE ROOF CONSTRUCTION

TWIN CITIES GERMAN IMMERSION SCHOOL
1051 COMO AVENUE EAST
ST. PAUL, MN

RSI PROJECT #18-12810-01

Prepared For:

Mr. Kevin Anderson
1035 Van Slyke Avenue
St. Paul, MN 55110

Email: kwanderson1956@gmail.com

Prepared By:

Terry Thone, RRC
Senior Consultant

Roof Spec, Inc.
2400 Prior Avenue North
St. Paul, Minnesota 55113
Phone: (651) 639-0644
Fax: (651) 639-1828
www.roofspec.com

EXHIBIT A

I   INTRODUCTION:

On July 30, 2018, we were present at the above referenced facility to perform a review and evaluation of the existing tile roof assembly:

In general, our scope of work was as follows:

A.   Review the tile roof assembly from various vantage points and ladders to identify any deficiencies;

B.   Obtain photographs to substantiate our findings;

C.   Interview past contractors involved with maintaining the roof;

D.   Based on the information obtained, develop a report with conclusions as to the condition of the roof assembly with recommendations for repair and/or replacement.

Our work was requested and authorized by Mr. Kevin Anderson.

II   BACKGROUND INFORMATION:

The existing German Immersion School was previously the Church of Saint Andrew. This was constructed in approximately 1927 by McGough Brothers Builders. (Not affiliated with McGough Construction.)

We were informed that previous repair work had been completed by Garlock French Roofing Company on dates extending from March of 1997 through May of 2009. The German Immersion School acquired the church in 2013.

Due to moisture infiltration, the German Immersion School then retained Les Jones Roofing of Bloomington, MN to perform additional repair work in April of 2014. In a course of performing the repair work, numerous photographs were obtained by Les Jones Roofing and provided to Mr. Andy Nessit of the German Immersion School.

In conversations with Mr. Kevin Anderson, it was related that some repair work had been performed consisting of tuck pointing and possible roof work in 1993. Due to the association of McGough Construction Company with the archdiocese of the Twin Cities, we contacted Mr. Tom Nonnemacher to identify if they were involved within the repairs. We were informed that McGough Construction had not been associated with any repair works during 1993 or 1994.

III   FIELD OBSERVATIONS:

INTERIOR REVIEW-

A review of the interior was then conducted by Mr. Andy Nessit. It was identified that previous moisture infiltration and staining has occurred within the Sanctuary area or Gymnasium. (Refer to photographs #1 and #2).

Photograph # 1

Photograph # 2

Further evidence of previous moisture infiltration within the southeast valley. (Refer to photograph #3).

Photograph # 3

Photograph # 4

Previous moisture infiltration within the restroom was also evident. (Refer to photograph #4).

Photograph # 5

Our review was initiated within the southwest corner over what appears to be the isle roof. At this location, we observed numerous broken tiles. This would be due to ice falling from the upper roof.
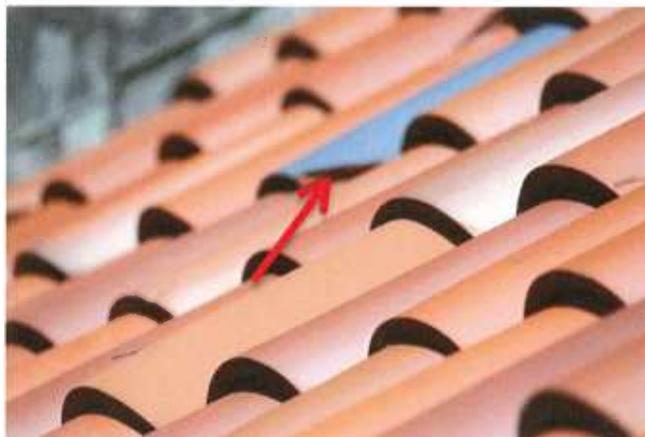
 (Refer to photographs #5 and #6).

Photograph # 6

Photograph # 7

Additional broken tiles were observed at the north roof-to-wall. (Refer to photograph #7).

Photograph # 8

At the west entry, it was noted that missing tiles were present along the rake edge. (Refer to photograph #8).

Photograph # 9

It was also observed that there are numerous tiles which had been replaced due to the metal tabs. (Refer to photograph #9).

At the wing wall location, additional missing tile was present. (Refer to photograph #10).
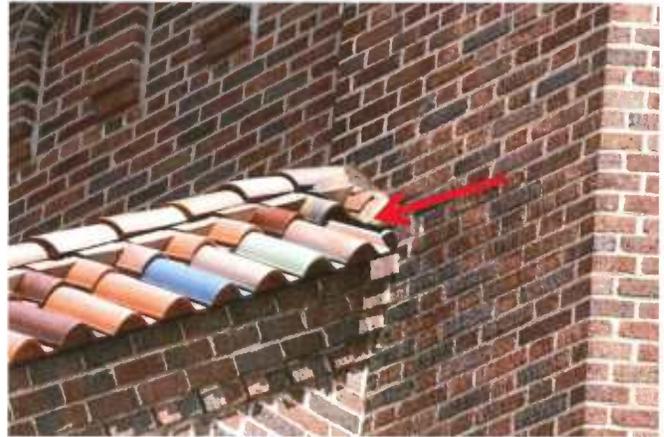
Photograph # 10

Various tiles were found to be "spalling" due to moisture assimilation and subsequent freeze thaw cycling. (Refer to photographs #11 - #13).

Photograph # 11

Photograph # 12

Photograph # 13

Photograph # 14

Within the valley section, it was noted that apparent "EternaBond" had been placed over the soldered joint. (Refer to photograph #14).

Photograph # 15

Additional EternaBond had been placed at the mouth of the valley at the exhaust point. (Refer to photograph #15).

Photograph # 16

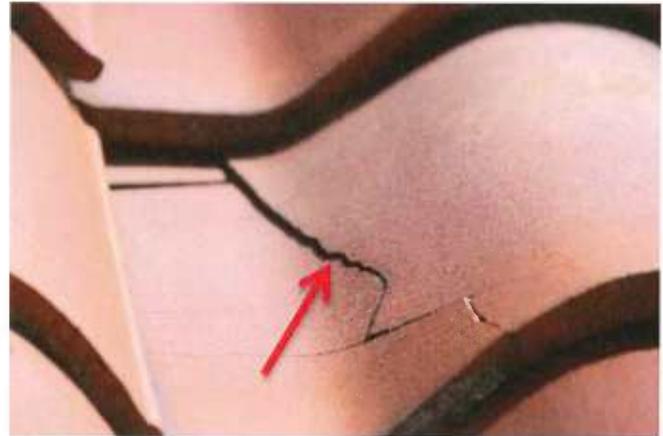Additional spalling was present at random tiles. (Refer to photograph #16).

Cracked and spalled tiles were also present at random slope locations. (Refer to photographs #17 and #18).

Photograph # 17

Photograph # 18

At the hip ridge, it was found that the tiles had been set in mortar. (Refer to photograph #19).

However, the mortar bed was found to be deteriorated.

Photograph # 19

Photograph # 20

At one location, the tile was missing. (Refer to photograph #20).

There were random broken and cracked tiles at various locations. (Refer to photographs #21 and #22).

Photograph # 21

Photograph # 22

Numerous locations were observed throughout in which plastic cement repairs had been accomplished. (Refer to photographs #23 and #24).

However, it should be noted that surface repairs employing plastic cement are relatively ineffective due to the underlayment being the actual waterproofing.

Photograph # 23

Photograph # 24

It was also observed that repairs had been accomplished. However, additional tiles are cracked. (Refer to photographs #25 and #26).

Photograph # 25
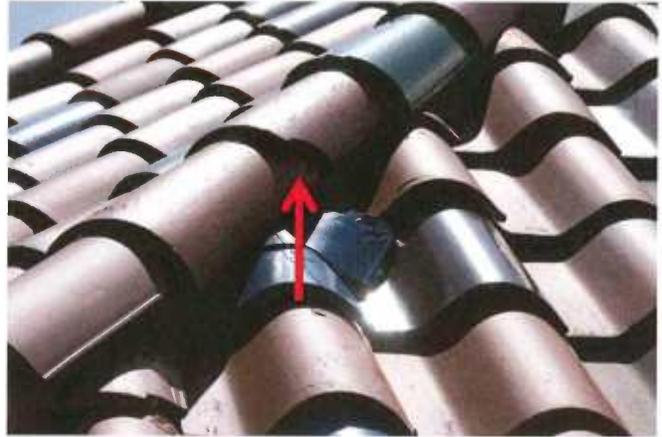
Photograph # 26

Again at random locations, spalling of the tiles is occurring. It appears that these are predominately within the color tiles. (Refer to photograph #27).

Photograph # 27

Additional plastic cement repairs were found at random locations. (Refer to photographs #28 and 29).

Photograph # 28
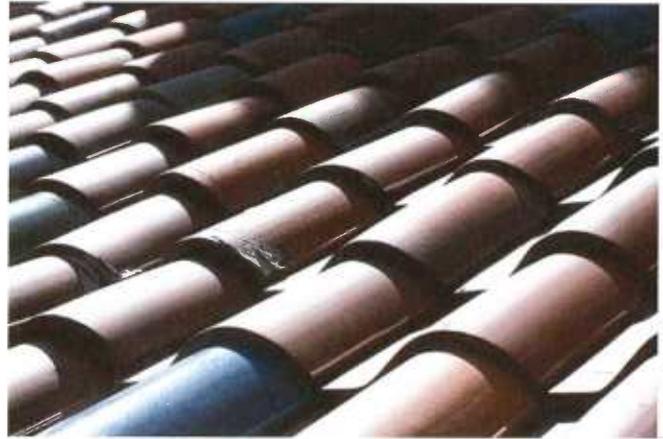
Photograph # 29

In addition to the above items, it was noted that due to "icing" about the downspout location, extensive distress to the masonry is present. (Refer to photograph #30).

Photograph # 30

It was also noted that at the masonry mullions, extensive spalling has occurred. (Refer to photographs #31 - #36).

Photograph # 31

Photograph # 32

Photograph # 33

Photograph # 34

Photograph # 35

Photograph # 36

IV CONCLUSIONS & RECOMMENDATIONS:

The purpose for our review was to determine the existing condition of the tile roof assembly and subsequent underlayments and provide an opinion relative to the condition of the roof assembly, anticipated remaining service life, and develop an estimated budget forecast relative to repairs and/or replacement.

In addition to our physical review of the roof, we were also provided with extensive documentation concerning repairs which had been accomplished to the roof assembly extending from approximately 1992 to current. We also performed brief interviews with Mr. Mike McGrath with McGrath Sheet Metal who performed some roof repair and sheet metal gutter replacement in approximately 1994, Garlock-French Roofing who has at various times performed repairs and also, Mr. Jeff Anderson of Les Jones Roofing who performed the most recent repairs in 2014. (See Attachment A).

Additional repairs were proposed in 2004. However, it would appear that these repairs were not performed. (See Attachment B).

The repairs which were accomplished by M.G. McGrath Sheet Metal in 1994 would appear to have consisted of the replacement of valley sections and some small roof areas predominately over the aisle roofs. (See Attachment C).

Further, a tabulation of various expenses related to roof repairs was provided. (See Attachment D).

We were also provided with various photographs which were apparently obtained during the various repair processes. (See Attachment E).

In consideration of the background information provided and our field observations, our opinions are as follows:

- As noted within our report, there are numerous broken and damaged tiles occurring at various locations throughout.
- Based on our interviews with various contractors involved, the majority of roofing related work has been accomplished as "repairs" to various aspects of the roof. The repairs encompassed extensive remediation of the 4 primary valleys, the 2 aisle roofs, on the northwest and northeast and sloped roofs adjacent to the valleys. This work was accomplished in approximately 1993 or 1994. However, the primary roof area over the nave and sanctuary were not addressed.
- It would appear due to the extensive amount of repair work which has been documented and was performed by Garlock-French Roofing was in response to leakage and/or possible storm damage.
- Additional repair work which was accomplished in 2014 by Les Jones Roofing was again in response to "leaks" occurring at random locations.

- Photographs which were provided and apparently documented the repair work of 1994 identified the existing underlayment was extremely deteriorated. Therefore, this was replaced at the time of remediation work. However, again, the majority of the roof was not addressed with new underlayment.

Based on the above, it is our opinion that the majority of the roof due to the condition of the underlayment would require replacement in its entirety.

It should be noted, that a clay tile roof such as this is considered a "water shedding roof" and not a waterproof roof. The moisture integrity of the roof assembly relies on the underlayment which is below the tiles which provide the moisture waterproofing of the assembly.

The installation of the tiles begins at the eave sections and continues straight up the roof because each of the various tiles are interlocked to the adjacent tile next to it. Therefore, to remove the tiles, one must go to the rake side and/or valley and initiate the removal of the tiles one at a time until the entire roof deck is exposed. Then, the underlayment can be removed.

In consideration that the valleys have been accomplished in 1994, it would again be more efficient to remove the existing valleys and continue the new underlayment into the valley areas with new copper valley metal.

In the reroofing process, it would be possible to roof the entire sanctuary and main body of the church leaving the 2 south isle roofs as is. However, typically when a building of this age, when the roofing is replaced, insulation is installed to meet the energy code of an R-30. Due to this, again, the roof in its entirety would have to be replaced to accommodate the installation of insulation wood deck underlayment.

In consideration of the above, we would project that the cost of the new roof with insulation would be within the range of $450,000.00 to $500,000.00.

V   REMARKS:

This report is not intended as a bidding document and may not address all deficiencies within the roof area. If there are any questions or concerns regarding this report, please contact the author.

Respectfully,

ROOF SPEC, INC.

Terry Thone, RRC
Senior Consultant

FINAL REPORT
HISTORIC
SITES
SURVEY

MAY 1983
SAINT PAUL
AND
RAMSEY COUNTY

EXHIBIT B

SAINT PAUL HERITAGE PRESERVATION COMMISSION
RAMSEY COUNTY HISTORICAL SOCIETY

00293

HISTORIC SITES SURVEY OF SAINT PAUL AND RAMSEY COUNTY

1980-1983

FINAL REPORT

Patricia A. Murphy

Susan W. Granger

MAY 1983

Historic Sites Survey   RASPC-0709

Ramsey County Historical Society   Saint Paul Heritage Preservation Commission

1. Street Address/
   Location: _____ 1051 W. Como Avenue _____

2. District/village: __6__   3. Common name: St. Andrew's Church

4. Historic name: St. Andrew's Church   5. Original use: church

6. Present Use: church   7. Access: __Yes __No X Limited

8. Period of construction: 1927   9. Style: Renaissance/ Mission Revival

10. # of bays: 3   11. # of stories: 1   12. Roof style: Intersecting gable

13. Roof covering: red cermaic tiles 14. Dormer style & #: none

15. Chimney style, material, location & #: not visible

16. Type of fenestration: fixed, 1/1, rounded arched

17. Type of foundation: concrete block

18. Structural system/main exterior wall covering: __Wood frame: __clapboard __shingle

    __aluminum __asbestos X Brick: X stretcher bond __American bond X header bond

    __Stone: __random rubble __coursed rubble __random ashlar __coursed ashlar

    Type of stone/brick or other bonding pattern: red pressed brick

    __Concrete block __Cast concrete __Stucco __Terra cotta __Curtain wall

    __Glass/metal __Other: _____

19. Other significant details:
    Ornate and asymmetrical composition of wide gable end flanked by tall
    polygonal towers with smaller octagonal caps, a four story square bell
    tower topped by octagonal belfry and cross, and several projecting
    wings. Large rose window in gable end above gabled entrance with
    polychromatic layers of red brick and concrete. Other ornamentation
    includes polychromatic use of concrete, brick corbelling, and red
    tile roof.

20. Integrity of Design: X basically intact & unaltered __altered slightly

    __alterations & additions more apparent than original __original design not apparent

21. Physical condition of building: X Excellent __Good __Fair __Poor __Deteriorated

22. Additions and alterations:

23. If a corner lot, describe: __NW __NE __SE __SW corner of _____
                                                        cross street

24. Side of street: west

25. Setting: __acricultural X residential __commercial __industrial __suburban

    __Other: _____

26. Significant site and landscape features:

27. Threats to site: none

28. Additional comments:

29. Date(s) of site visit(s): 8/19/81

30. Negative file number(s): 198/6/38, 198/6/39

31. Map location code (if applicable): _____

32. Name of fieldworker: Bruce Rainier

33. Architect/engineer: _____

34. Builder/contractor: _____

35. Present Owner: _____ 36. Date built: __1927__

    Address: _____ 37. Date source: __Hoag__

38. Legal Description: _____

39. Building Permit #: _____

40. Location of architect's drawings: _____

41. On National Register? ___Yes _x_ No 42. National Register potential? ___Yes _x_ No

43. HPC/local historic site? ___Yes _X_ No 44. Local designation potential? ___Yes _X_ No

45. In historic district? ___Yes ___No 46. Historic district potential? ___Yes _X_ No

    Which? _____ If yes, explain rationale: _____

47. Historical background: St. Andrew's Roman Catholic Church was organized
in 1895. The building at 1051 Como is the parish's third church.
From 1922-27 services were held in St. Andrew's School, the first
building on the church grounds. The present building was dedicated
December 4, 1927. It was built at a cost of $150,000 with Minnesota
materials such as Arcadia brick, Bedford stone and local sandstone and
walnut.

48. Level of significance: _x_ Local ___State ___National

49. Statement of significance:

    An unusual period revival church that is in excellent condition.

50. Sources of information:

    St. Paul Dispatch, April 17, 1927.

    Hoag, R.E., Churches of St. Paul: A Directory, Unpublished manuscript,
1976

Photographs
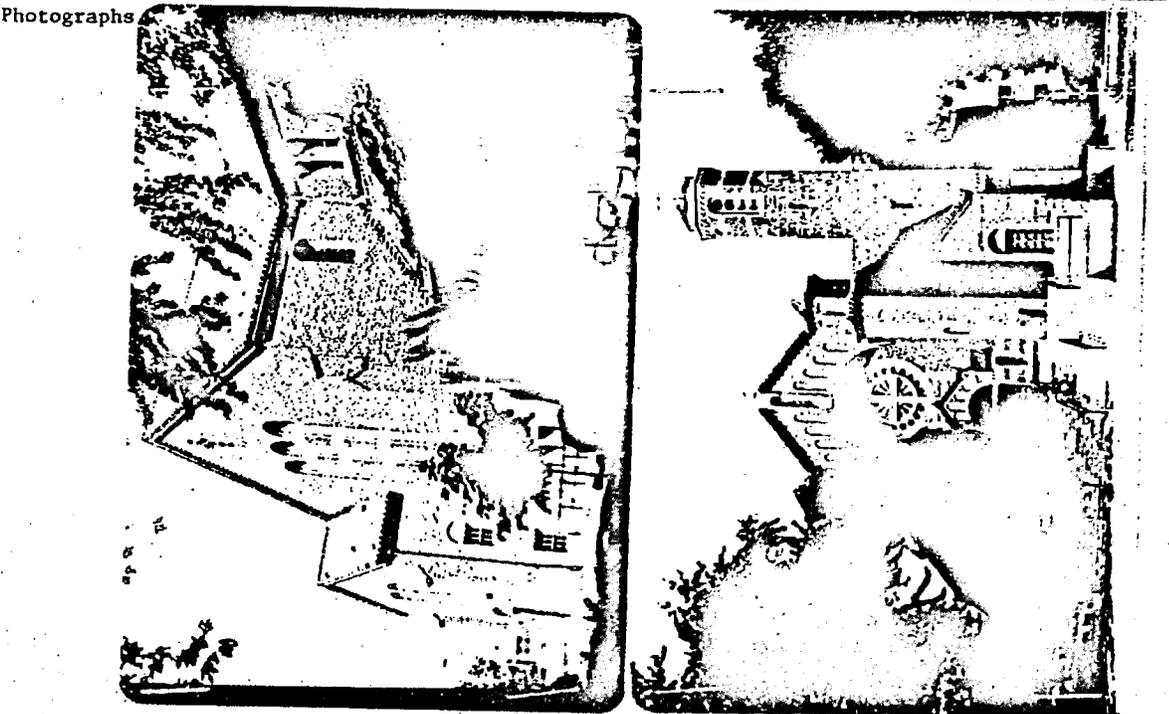
St. Paul Historic Context Study

Churches, Synagogues, and Religious Buildings: 1849-1950

Assumption Church, J.T. Andreas Atlas (1874)

Prepared for the
St. Paul Heritage Preservation Commission
St. Paul, Minnesota
by
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2001

EXHIBIT C

Historic Context
Churches, Synagogues and Religious Buildings: 1849-1950

Introduction

Church steeples still stand out on the St. Paul skyline, but in far fewer number than fifty years ago. Churches and synagogues have long been symbols of the city's religious life, as well as many aspects of its social, cultural and architectural development. These buildings and related schools and other structures remain evidence of late nineteenth- and early twentieth-century ethnic settlement, and are often important neighborhood landmarks.

This historic context examines the development of religious architecture in St. Paul, beginning with its first log chapel in 1841 and extending to the creation of a new generation of modern buildings in the 1950s.

Remaining examples of religious buildings include modest neighborhood missions as well as the magnificent Cathedral of St. Paul that rises above the city. Church buildings have been adapted by many congregations to their changing liturgical, membership, and economic needs. Many buildings have housed five or more congregations.

In general the architectural quality of the remaining historic buildings is very high, with a number designed by the city's leading architects. Most buildings remain in their original use. As a building type, however, churches face special challenges in adaptive reuse. A few former churches have been made into houses or apartments, while others stand vacant.

Illus. 1
The Dano-Norwegian Presbyterian Church, 196 Thomas Avenue, ca. 1903. Photo ca. 1936. Between 1906 and 1922 this was Golgotha Presbyterian Church; between 1923 and 1933 the Bethel African Methodist Episcopal Church, and in 1937 the First Church of Infinite Science. Razed.

Five general periods describing the growth of the city's religious organization were analyzed and compared to sites in the St. Paul Historic Resources Database. Approximately 180 inventoried sites are included in the religious building category of the database, including churches, synagogues, schools, rectories, and parsonages. A breakdown of sites in the Historic Resources Database is as follows:

1870-1880 (all are HPC individually designated)	3
1881-1890 (1 is HPC individually designated)	11
1891-1900 (none are HPC designated)	17
1901-1920 (3 are HPC individually designated)	57
1921-1950 (none are HPC designated)	63
Total	180

Locally Designated Properties

Name	Address	Date	Architect
Cathedral of St. Paul	Summit Ave. W.	1906-15	Masqueray
Church of the Assumption	51 Seventh St. W.	1869-73	Reidel
Central Presbyterian	500 Cedar St.	1880	Hayes
Bethlehem German Presbyterian	311 Ramsey St.	1890	Gilbert
First Baptist Church	499 Wacouta	1875	Boyington/Shiere
Church of St. Bernard	197 Geranium	1905	Jager
Church of St. Casimir	937 Jessamine	1904	

A list of properties recommended for further designation study is found on page 20.

Context Organization

The Churches, Synagogues, and Religious Buildings historic context is organized into the following periods:

- **Pioneer Congregations and New Immigrants: 1841-1880**
- **New Churches in New Neighborhoods: 1880-1900**
- **Early Twentieth Century Expansion: 1900-1930**
- **Churches in the Third and Fourth Generations: 1930-1960**

Sources

This context study consulted published histories such as Williams (1876), Andrews (1890), and Castle (1912). These and other sources documented the history of many congregations and their buildings. June Drenning Holmquist, ed., *They Chose Minnesota: A Survey of the State's Ethnic Groups* provides essential information on the ethnic and cultural background of St. Paul's congregations. The *St. Paul Pioneer Press* was also an important source of information about new church construction as well as catastrophes such as fires and tornadoes.

St. Paul city directories provided a general roster of the city's congregations from year to year, and Robert Hoag's "Churches of St. Paul: A Directory" was also essential in tracing early churches and their changes of names and locations.

U.S. Department of the Census "Schedules for Religious Bodies" 1900 and 1920 provides comparative data on church membership, as does the Works Progress Administration "Historical Records Survey" for churches, 1936-41.

Dozens of congregations have published church histories over the past 125 years, and these accounts document the progress of local building. J. Wesley Hill's *Twin City Methodism* (1895) and Rev. James M. Reardon's *The Catholic Church in the Diocese of St. Paul* (1952) are among broader surveys.

This study relied primarily on building permit information already recorded in the city's historic property database. Building permit and other building information as reported in the *Improvement Bulletin* was consulted where time permitted.

Finally, historic photographs from the collections of the Minnesota Historical Society provided an excellent overview of the original appearance—as well as transformation—of St. Paul's churches and related buildings.

Illus. 2
The Chapel of St. Paul, on Bench Street between Cedar and Minnesota. Photograph ca. 1855. Also used as a school by the Sisters of St. Joseph 1851-59, and as the first St. Joseph's Hospital, 1859-1861. Razed.

Pioneer Congregations and New Immigrants: 1841-1880

By 1860, St. Paul had fourteen churches representing six denominations amidst its population of over 10,000. With the exception of the Catholic Cathedral, most of the buildings were small and sheltered a congregation numbering under one hundred. By 1880, with a population of over 40,000, the city counted over forty churches and twelve denominations, now were housed in buildings of every size and description.

St. Paul's pattern of church building is like that of many early midwestern communities founded in the 1840s and 1850s, one where missionary societies encouraged the organization of congregations and the construction of churches, schools, parsonages and related buildings. The societies provided ministers but the congregations struggled to finance the first buildings in an unstable economy. Between the organization of a congregation and the completion of a first church building, the membership typically met in other churches, and in rented halls, schools, and homes. One account about the first church of House of Hope Presbyterian noted that in 1857 the congregation determined "at first to erect a stone building, which should cost not less than $25,000, but the panic of that year forced the members to modify their desires . . . the building committee was instructed to build a frame chapel at the lowest possible figures."[1] As completed, the church contained seventy-five pews and cost $2,275.

A great variety of Sunday schools, missionary and literary societies, prayer groups, cemetery associations, sewing circles, and interconnected fraternal and beneficial societies grew from each congregation, each establishing a part of the city's social fabric. Allied organizations and their buildings, including hospitals, shelters, orphanages and settlement houses are worthy of separate study, as are cemetery associations and cemeteries.

St. Paul's First Roman Catholic Churches

St. Paul's earliest settlement is closely associated with the efforts of Father Lucien Galtier, who gave the city its name. Assigned to minister to the largely French Canadian Roman Catholics at Mendota and Pig's Eye, in 1841 Galtier erected a small, gable-roofed log building dedicated to St. Paul, the Apostle of Nations. It was located near present-day Second (Bench) Street between Cedar and Minnesota streets.

Galtier was succeeded by Rev. Augustin Ravoux. In 1851, the Diocese of St. Paul was founded and a more permanent brick structure was completed on the block bounded by Wabasha and St. Peter and Sixth and Seventh streets.[2] In 1858 another new cathedral was completed and was in use until 1915. The blocky, vaguely Romanesque building had a cross-axial plan with low-pitched gable roofs, and a central rose window above the main entry. Constructed of blue limestone, the Cathedral was accompanied by the bishop's residence, a well-detailed Italianate style building with a prominent central cupola.

Illus. 3
The Cathedral of St. Paul, between Wabasha and St. Peter on Sixth Street (1858). Photograph ca. 1860. Razed.

French-Canadians were well acquainted with Minnesota by the time of permanent white settlement. Many were lumbermen and fur traders from Fort Snelling and Mendota, and by 1850 they numbered over three hundred in St. Paul and Ramsey County. In 1866, St. Paul counted 476 French Canadians and 115 French.[3] By 1888 there were a reported 6,000 French-speaking residents, including 4,500 French-Canadians.

French-speaking Catholics were the core of the membership of the Cathedral of St. Paul, and several other French-Canadian parishes grew out of the Cathedral church. The construction of a church with a rectory and school on the same or adjacent block was a standard practice for most Catholic parishes in this period. The Sisters of St. Joseph of Carondelet directed the Cathedral School, while the Sisters of Notre Dame, Sisters of St. Francis, Christian Brothers and Franciscan Fathers taught at other early parish schools.[4]

The Church of St. Louis was organized in 1868 and built a church at Tenth and Cedar streets. The church founded the Ecole St. Louis in 1873 (and it continued until the 1960s). Organizations such as the Union St. Jean Baptiste Lodge and the Union Catholique de l'Abstinence Totale were also associated with the congregation. Between 1877 and 1904 the French language newspaper *Le Canadien* served this French-speaking community. [5]

German and Irish immigration also enlarged the early Roman Catholic community. Following the Revolution of 1848, many Catholic Germans from Bavaria and Prussia arrived in St. Paul. Assumption Church, the first of six German Catholic national parishes in the city, was organized in 1854 and a church erected in the next year. Many in the earliest German community settled on the Lower West Side, along the Upper Levee, and in Frogtown near Dale and Thomas streets. Germans—whose total numbers included Protestants and Jews as well as Catholics—worked as unskilled laborers like many Irish and French Canadians, but also comprised many of the city's grocers, craftsmen, and merchants. [6]

The Irish were well-represented among the first permanent settlers of St. Paul and eventually founded Catholic churches throughout the city. In 1860, St. Paul's Irish-born totaled 1,903.[7] With French and German Catholics they attended the Cathedral of St. Paul, but the Church of St. Mary at Ninth and Locust in Lowertown was founded in 1867 and in 1868 the West Side Irish organized St. Michael's Church "so that they could attend services without having to pay the toll to cross the bridge to the cathedral." [8]

The Early Protestant Churches

Many but not all of the early Protestant denominations were comprised of Old Stock Americans. Geographer John G. Rice defines the Old Stock Americans as "members of white European families whose ancestors had resided in North America for a number of generations before they made the trek to Minnesota."[9] Some historians note that they were not an ethnic group *per se*, but rather the host society and the "bearers of a new national culture," assuming that their ways were the ones to be adopted by new groups of Americans.[10] In Minnesota, there was great diversity among this group, reflecting their New England, Tidewater Virginia, Maryland, Pennsylvania, and other origins. In 1860, almost forty percent of the population born outside Minnesota were natives of the East or South, and they created the framework for the early economy and many institutions. Especially apparent in early St. Paul were natives of New England, especially Maine and New York.

Rice notes "one of the most lasting imprints which the Old Stock Americans made on the cultural fabric of Minnesota was the religious diversity they supported."[11] The Baptist, Lutheran, Congregational, Episcopalian, Methodist and Presbyterian congregations they established also ministered to non-English speaking immigrants though the nineteenth century by many kinds of settlement houses, missions, and other charitable activities, but with varying results.

Methodist

In 1836, the Illinois Annual Conference of the Methodist Episcopal Church established a mission for the Dakota at Kaposia. In 1848, a congregation was organized in St. Paul by several Methodist families.[12] Their first church was built on Jackson Street in 1847 and was replaced by a small brick church on Market Street opposite Rice Park. Considered to be less class-conscious than other Protestant denominations, Methodists embraced lay preaching, camp meetings and circuit ministers, as well as much temperance preaching. Methodism was adopted by many immigrant Germans and Scandinavians, beginning with German Methodists, who founded a congregation in 1851 and built a church at Broadway and Sixth Street in 1853, and by Swedes at the First Swedish Methodist Episcopal Church organized in 1854.

Presbyterian

Presbyterian mission activity in the area began with Gideon and Samuel Pond and T.S. Williamson, who arrived at Fort Snelling in 1835 and established mission outposts at Kaposia and Lake Harriet. Reverend Edward D. Neill, who would be an important leader in Minnesota's future growth, presided over the first St. Paul congregation established in 1849.[13] When the First Presbyterian church building erected at Washington and Fourth streets burned, it was replaced with a new brick structure in 1850, which remained in use until 1875.

Central Presbyterian represented the Old School branch of the church and was organized in 1851. In 1856 they finished a brick church at Exchange and Cedar Streets. House of Hope Presbyterian Church was founded in 1855 by Edward D. Neill and the first church building was erected in 1858 at Fifth and Exchange.

Baptist

Pioneer school teacher Harriet Bishop arrived in St. Paul in 1847 and is regarded as the city's first Baptist. The First Baptist Church was organized in 1849, and a building was completed in 1854. Ten years later it was replaced by a stone chapel on Wacouta Street. This building was occupied by the Baptists for twelve years until the completion of the present First Baptist Church in 1875.

Episcopal

Episcopalians in general failed to attract non-English speaking immigrants, but they did attract a membership of many British and Canadian arrivals. The mother parish of the Episcopal Diocese of Minnesota was Christ Church. Organized in 1850, its first church was completed in 1850 at Fourth and Cedar streets, and this building was occupied until 1871.

St. Paul's Episcopal Church was organized in 1856 and a first building completed in 1857 at Ninth and Olive streets. The building was in use until about 1912. Of St. Paul's, Henry Castle noted that men of "historic importance in the city and state have served as wardens and vestrymen of this church, including H.H. Sibley, Gen. J.T. Dana, John L. Merriam, Harvey Officer, G.A. Hamilton, H.M. Smythe, Henry Hale, Channing Seabury and J.W. Bass."[14] The Episcopal Church of the Good Shepherd was founded in 1867 as a city mission, and a church at Twelfth and Cedar was dedicated in 1869.

Lutheran

There were five Lutheran churches in St. Paul by 1875, representing English, German, Swedish, Norwegian, and Danish-speaking congregations. By 1900, Lutheran churches would outnumber all others in the city. Swedish Lutherans organized in 1854, but did not erect their church, the First Swedish Evangelical Lutheran at Woodward and Stillwater avenues, until 1867. Christ Lutheran Church, composed of Norwegians and Danes, was organized in the late 1850s and again in 1868. Their first church was erected in 1870 near Mt. Airy and L'Orient streets.

Trinity Church, the mother of all Evangelical Lutheran Churches in St. Paul and a largely German congregation, was founded in 1855, and its first building was erected in 1858. The Zion Evangelical Lutheran Church, founded in 1863, erected a new church at Ninth and Rosabel streets.

Congregational

The Plymouth Congregational church was organized in 1858 and its first building was a chapel on Temperance Street dedicated in 1859. Described as "small and uninviting," the building was replaced in 1872.

Unitarian

Unitarian services were first offered in St. Paul by 1858, but the Unitarian Society did not incorporate until 1873 when it moved into the Universalist church.

Universalist

The First Universalist Society of St. Paul was incorporated in 1865. After meeting at various locations, a building was erected at Wabasha and Exchange streets and the congregation began holding services in the basement in 1869; the auditorium was finished in 1872. (This building was later sold to the Church of St. Louis and remodeled.)

The Early Jewish Community

The earliest Jewish settlement of St. Paul began in the 1850s. The community included settlers from the eastern and southern United States as well as eastern and central Europe. Immigration after the Civil War was largely from Poland, the Ukraine, the Austro-Hungarian Empire, and Romania, and represented many languages including German, Yiddish, Polish, and Russian. Many occupations were found in this diverse group, including merchants and professionals as well as traders and peddlers.[15]

Historian Hyman Berman notes that the beginnings of organized Jewish group life in Minnesota began in St. Paul in 1856 with the founding of Mount Zion Hebrew Congregation.[16] The congregation reorganized 1868, and planned a synagogue, which was completed in 1871 at Tenth and Minnesota streets. Eastern Europeans organized the Sons of Jacob (B'nai Jacob) in 1875. The B'nai Jacob synagogue was opened in a converted building at Minnesota and Eleventh streets in 1879, and a new synagogue erected on College Avenue between Wabasha and St. Peter in 1888.

African-American Congregations

African-Americans were part of the earliest settlement of St. Paul, with the census recording 180 in 1870; 470 in 1880; 1,500 in 1890 and 2,300 in 1900.[17] The city's African-Americans quickly "developed an indigenous community that was to be the center of black social and cultural activity in the state well in to the 20th century," notes David Vassar Taylor.[18] Much of the early community was concentrated in Lowertown. Pilgrim Baptist Church was organized in 1863 after meeting for several years as a mission of the First Baptist Church. Their first building was erected in 1870 at Thirteenth and Cedar streets. St. Mark's Episcopal Church was organized in 1867 and survived until about 1870. St. James African Methodist Church organized in 1870, with its church at Fuller and Elfelt streets.

Early Church Architecture

Only two churches built before 1880 remain in St. Paul. Assumption Church (1871) and First Baptist Church (1875) are listed on the National Register of Historic Places and are locally designated.

Most of the earliest churches were not elaborate buildings like these two survivors. For example, according to one observer, the First German Methodist Episcopal Church, built in 1853 at Broadway and Sixth Street, was a "plain frame building, 28 x 40 feet in size."[19] Views of St. Paul churches of this period typically show a gable-roofed frame building enclosing the sanctuary, with an unpretentious steeple housing a bell or supporting a cross. While some buildings were careful renditions of the Greek Revival style, with low-pitched gable roofs, a full pediment at the gable ends, and classical window and door enframements, many were very simple vernacular buildings erected with modest budgets by local builders. The master builder of this period, such as St. Paul's A. C. Prentiss, was typically a carpenter or mason with no formal architectural training. This changed with the appearance of architects such as Augustus F. Knight who began practicing in St. Paul in 1857, and Abraham Radcliffe, who opened a St. Paul office in 1858.[20] Edward P. Bassford, a native of Maine, arrived in St. Paul in 1866.

Between 1850 and 1880, church building was concentrated in what is today the central downtown, between the Uppertown and Lowertown landings. Churches shared the often-muddy street with houses, hotels, and commercial buildings. The Plymouth Congregational Church (1859) was probably typical of the simplest designs, where a low-pitched gable roof shelters the sanctuary below a modest bell tower. The only decorative feature is a balustrade and four spires atop the tower.

Illus. 4
Plymouth Congregational Church, Temperance Street (1859). Photo ca. 1880. Razed.

The brick edifices erected by a few of the earliest congregations best show the design intentions of the master builders and architects. The First Methodist Church on Market Street opposite Rice Park was built in 1850. The low-pitched gable roof supported an over-scaled bell tower which had a square base crowned with an arched bell tower structure (the First Presbyterian Church at Third and St. Peter reportedly possessed the state's first bell.)[21] A small rose window and round-arched openings decorated the First Methodist façade. (When photographed in 1926, it was the Murphy Brothers Downtown Garage, and the central entry had been widened into a garage door.)

Illus. 5
First Methodist Church, Market Street (1850). Photograph ca. 1885. Razed.

Illus. 6
First Methodist Church, Market Street (1850) after conversion to garage. Photograph 1926. Razed.

The churches of the 1860s reflected the round-arched Romanesque Revival style as well as the more vertical, lancet-arched Gothic Revival; both ideas had a variety of expressions by St. Paul builders and architects through the 1870s. When completed in 1858, the rather blocky St. Paul Cathedral at Sixth and St. Peter streets was the largest church yet built in the city, and its best display of the Romanesque Revival style. (See Illustration 3.)

The Gothic Revival Style was first popularized the United States in the early 1800s by Benjamin Latrobe and was disseminated across the county by pattern books. The early Gothic church in St. Paul were typically finished in board-and-batten siding, with steeply- pitched roofs and eaves trimmed with ornate tracery. The siding of some was finished with sanded paint to imitate stone.

Illus. 7
Christ Church, Fourth and Cedar, 1851. Photograph ca. 1865. Razed.

Executed in frame, the Christ Episcopal Church at Fourth and Cedar (1851) was a thoroughly Gothic Revival building. The steeply-pitched roof, slender tower and spire, lancet-arched windows, and crenellated parapet are typical of the pattern book-derived fashion favored by Episcopalians in southwestern Minnesota parishes in the 1850s. Its replacement was a much larger limestone edifice. Completed in 1867, a lancet-arched window filled with stained glass and tracery lit the sanctuary. The window was flanked by pairs of slender pinnacles, which rose from stepped buttresses.

Illus. 8
Christ Church, Fourth Street, 1867. Photograph date unknown. Razed.

Another Gothic Revival church was St. Mary's Catholic, at Locust and Ninth streets. Completed in 1867, the gable end of the limestone building was filled with a trio of round-arched windows, and round- arched windows lined the sanctuary, while a single slender pinnacle and square tower recalled English parish churches.

New Churches: the 1870s

In the 1870s St. Paul was enjoying the benefits of its expanding railroad hub and a growing warehouse and commercial district. A variety of public improvements—
including new streets and street lights, a water system, and sewers and new bridges—were installed or under construction. For many congregations the 1870s was the decade to abandon the pioneer church (if it still existed) in favor of a larger edifice. The new churches of the seventies were generally more sophisticated and expensive than those of the previous decades and benefited from the benevolence of growing wealth in the community. While often finely detailed and crafted of limestone, in plan and execution most did not reveal the architectural complexity of the next generations, however. Slender spires of ambitious height crowned most new downtown churches, with their heights reaching between 150 and 200 feet. Newly- arrived architects in the 1870s included German-born Augustus F. Gauger.

Between 1870 and 1880, the city's original congregations expanded their buildings and razed or sold their edifices and built new ones. Germans, Scandinavians, Poles and Czechs were among the new arrivals that founded and built new churches. With the availability of early horsecar service which expanded the limits of the early walking city, St. Paul's "church zone" grew outward from the core downtown and the edges of Dayton's Bluff, Uppertown, Ramsey Hill, and a short-lived elegant residential area near present-day Lowertown along Woodward Avenue near Lafayette and Central parks. The future of a downtown location was becoming increasingly tenuous, with adjacent railroad, warehouse and commercial construction spreading thorough the 1870s and 1880s.

Henry Castle observed that in 1870 the First Presbyterians decided to move to the "lower part of the city" from St. Peter and Third streets. A new building was erected in 1875 at Lafayette and Woodward streets. "At that time," he noted, "this was and seemed likely to remain a very eligible residence center. But soon afterward the movement toward the hill district began, and twenty years later the church sold its lower town property and removed to its present location at the corner of Lincoln avenue and Grotto Street . . ."[22]

By 1875, the city directory recorded thirty-seven congregations representing twelve denominations. Catholic churches now numbered seven. The Romanesque Revival style Church of the Assumption was completed in 1871. Its 208-foot twin towers remain part of the downtown St. Paul skyline. Representative of the larger, relatively well-financed churches of the 1870s, it is crafted of blue limestone. It was the only St. Paul church illustrated in the J.T. Andreas *Atlas of Minnesota* (1874), which showed a sampling of new buildings to a wide audience. The design is credited to Munich architect Eduard Reidel, whose plans were brought to St. Paul by the parish.

The Polish and Bohemian Catholic congregation of St. Stanislaus was at Western and Goodhue in a church built about 1872, and the Church of St. Joseph, an Irish Catholic congregation, built a frame church at Carroll and Virginia in 1875.

In 1871 House of Hope Presbyterian erected a new church at Fifth and Exchange streets. Its 166-foot spire was covered with Vermont slate and was described as "very spacious and imposing." [23] This building was used by the congregation until 1913.

The First Universalist congregation completed a stone edifice in 1872 at Wabasha and Exchange streets, after worshipping in the unfinished building's basement for several years. (This building was sold to the French Catholics of the Church of St. Louis in 1881). The Congregationalists also completed a new church at Wabasha and Summit Avenue in 1872.

Meanwhile, the Dayton Avenue Presbyterian Church pioneered to the corner of Dayton and Mackubin with a simple frame church erected in 1873. [24] This was the first church built on St. Anthony Hill.

In 1874, the new First Methodist Church was completed on Dayton Avenue at Third Street. The limestone façade featured three slender lancet-arched windows flanked by twin towers, the larger of which terminated in a soaring spire. Designed by Abraham Radcliffe, it was in use until 1909.

In 1875, the First Baptist Church congregation erected a cream-colored limestone church at Ninth and Wacouta streets for its membership of nearly 700. Andrews called the building, crowned by a 180-foot spire, an "elegant, substantial, and altogether valuable house of worship." [25] William Boyington of Chicago was commissioned for its design. Three other Baptist churches built in the 1870s were for the Swedish, German, and African-American congregations.

Illus. 9
First Baptist Church, Wacouta Street (1875). Photograph ca. 1925. Extant.

Protestant Scandinavians and Germans

In the 1870s, the city's growing Scandinavian and German population became increasingly important to the direction of Protestant church development. Some of their new edifices were of simple frame construction, but a number were of more elaborate designs in brick and stone, reflecting the longevity and resources of the new congregations.

Minnesota was a destination for Swedish immigrants, who first settled in Washington County in 1850 and arrived in number in St. Paul shortly thereafter. As noted, the First Lutheran Church was founded by Swedish immigrants in 1854, although the congregation did not have a permanent home until 1867. This pioneer period had relatively modest numbers of Swedish settlers drawn to the mills and breweries, with many residing in the Phalen Creek Valley in the *Svenska Dalen* or Swede Hollow. [26] Much larger numbers of Swedes arrived by 1890, when there were 10,665 counted in Ramsey County. In Sweden, the state church was Lutheran, and most citizens were members. However this Lutheran core—in Minnesota largely the Augustana synod—was influenced by Baptist, Methodist, and various evangelical reform movements in England and the U.S. By the late nineteenth century, many U.S. Swedes were members of the Swedish Evangelical Mission Covenant synod.

Many of the new arrivals in St. Paul migrated to Payne Avenue and then to Arlington Hills, where the East Side offered many employment opportunities. [27] The Swedish Lutherans were established at Woodward and Stillwater avenues. [28]

Norwegians furthered Lutheran as well as Methodist and Baptist memberships. The first Norwegian Lutheran church was St. Paul's Evangelical, founded in 1869. Their first church was on Mt. Airy Street, and they erected a new church at Canada and Fourteenth streets in 1882. Emmanuel Norwegian Evangelical, organized in 1872, was on the same block.

Germans were the largest foreign-born group in Minnesota until 1905, when Swedish immigration outpaced it. By 1870, there were 3,644 Germans in St. Paul, when they also constituted 37 percent of Ramsey County's population. However, the immigration that most greatly shaped the city was between 1870 and 1905. In 1900 there were 12,935 German-born residents in St. Paul, a figure that rose to 15,868 by 1905. The German population evident in the founding of the Catholic Assumption Church in 1854 was also found among Protestants, especially Lutherans. While the earliest Germans typically settled near the Upper Levee and in Frogtown, the immigration after 1880 included new communities between Marshall and Selby, large portions of the West Side, and the Dayton's Bluff area where they were an estimated thirty to forty percent of the population by 1900.

The German Evangelical Trinity Church, founded in 1855 at Wabasha and Tenth streets, was followed by Zion German Evangelical Lutheran Church at Cortland and Sycamore in 1863. (The present church dates from 1888). The First Evangelical Church was founded in 1857 and built a church at Eleventh and Pine streets. On the West Side, the German Evangelical Emmanuel, at Goff and Dearborn was organized in 1870. In Dayton's Bluff, St. John's German Evangelical at Margaret and Hope streets was built in 1871, First German Baptist, founded in 1873, was at Fifth and Mendota, while St. Paul's German United Evangelical Church, at Minnesota and Eleventh streets, was founded in 1879. The German Methodist Episcopal Church was built at Fuller and Western in 1873.

New Churches in New Neighborhoods: 1880-1900

Although St. Paul gained dozens of new churches between 1880 and 1900, the historic resources database records only twenty-eight surviving examples.

By 1880, St. Paul was the railroad hub of the Northwest, and its steamboat and rail connections secured its position as the region's wholesale center. The city's population rose from 41,473 in 1880 to 133,156 in 1890, and reached 153,065 by 1900. Downtown churches raised large sums to finance impressive new buildings, and dozens of much smaller churches were constructed in every direction across the expanding city. After 1893, however, a nation-wide financial panic dampened construction activity for the rest of the decade.

The architectural sophistication of a new generation of St. Paul architects (and a few from Minneapolis and elsewhere) was evident in the new churches of the 1880s and 1890s, especially those downtown. Paul C. Larson has identified a new generation of St. Paul architects who arrived in the city in the 1880s, including J. Walter Stevens, Clarence H. Johnston, Cass Gilbert, William H. Willcox, Charles Joy, Allen H. Stem, Harvey Ellis and John Coxhead[29] The architectural press took note of their buildings and the designs were often the subject of *Pioneer Press* and other newspaper features. A number of church commissions were won by Cass Gilbert (and in partnership with James Knox Taylor), Clarence H. Johnston, and A. F. Gauger, and are among those surviving in the city today.

The design of some of St. Paul churches reflected the well-published contemporary work of Boston architect H.H. Richardson and his many disciples. The building exterior depended on low-sprung arches, heavy, rusticated masonry and polychromy, and a complex roof shapes topped with towers or turrets. The exterior was often of Minnesota stones such as Duluth Brownstone, Kasota Stone, Luverne quartizite, and St. Cloud granite.

The fusion of spiritual and social life in some denominations was evident in the work of Warren H. Hayes (1847-1899). A leading church designer in this period, he was an early advocate of the Richardsonian Romanesque. His church commissions were completed in St. Paul, Minneapolis, and the Midwest, and from Oregon to Massachusetts In addition to at least nine Minneapolis commissions between 1881 and1894, he designed Central Presbyterian Church (1888-1890) at 500 Cedar Street (HPC; NRHP).

Hayes was an exponent of the so-called Akron Plan or "diagonal octagonal plan," which provided a flexible layout allowing the church auditorium to be linked to the Sunday School by sliding panels or doors. Kitchens, choir rooms, and pastor's studies were also included. Th plan provided an octagonal auditorium with the chancel opposite the main entrance, organized on an isocoustic curve, which gave all pews equal sight lines to the pulpit.[30]

Many of the buildings erected in the 1880s and 1890s were architecturally elaborate and technologically up-to-date buildings. Modern plumbing, heating and electricity were installed in the new churches, while their older counterparts struggled to introduce these systems to older buildings.

Many of the downtown churches erected in the 1880s and early 1890s were large and well-financed, although often not long-lived because of the rapidly changing urban landscape. Trinity German Evangelical Lutheran Church, at Wabasha and Tilton, was completed in 1887. A slender, slate-covered central spire and bell tower rose from the main façade, which was layered with, brick corbel courses and a variety of round and lancet-arched windows. The building was razed in 1952. The Central Park Methodist Church at Twelfth and Minnesota was completed in 1887 and was in use until 1961 when it was razed for the construction of I-94. The Romanesque design by George Wirth was a top-heavy but eye-catching design featured a square plan with numerous conical towers and a 220-foot spire.

Cass Gilbert's Dayton Avenue Presbyterian Church was built at 503 Dayton Avenue in 1886 (and is now a part of the Historic Hill District). Another notable and extant Gilbert design, the Bethlehem German Presbyterian Church of 1890 , was erected at Pleasant and Ramsey streets. Gilbert's First German Methodist Episcopal Church at Olive and E. Eleventh streets (razed) was completed in 1893; in 1894 the building was illustrated in the *Architect, Builder and Decorator*. [31] Its compact massing and polychrome stone exterior contrast with the more unbalanced design of some other large churches of the period.

Another prominent near-downtown building was the People's Church at Pleasant Avenue and Chestnut Street. Organized in 1888, the independent group led by Rev. Samuel G. Smith held their first services in the Grand Opera House and completed the impressive building in 1889. The

building contained the largest meeting hall of its type in the city and had a lively façade designed by J. Walter Stevens which resembled "a large clubhouse rather than a place of worship." [32] It was rebuilt after a 1901 fire but burned again in 1940.

Also of note is St. Peter's Protestant Episcopal (1888), designed by William H. Willcox and Clarence H. Johnston at 754-58 Fourth St. E. on Dayton's Bluff. It is the only surviving of three designed by the partnership between 1887 and 1889. [33]

On the West Side, the Emanuel Lutheran Church at 510 Humboldt was erected in 1883. Like the downtown Trinity German Evangelical Lutheran Church, it featured a slender slate-covered central spire and bell tower, flanked by slender pinnacles (razed).

Illus. 15
Ninth Presbyterian Church, Farrington and Edmund streets (ca. 1885). Photograph ca. 1885. The church sits at the edge of a residential area then under construction. Razed.

New Frontiers

The platting of many new subdivisions and the extension of city services and streetcar and rail lines in all directions provided additional territory for congregational expansion. A church was often a standard feature of the new neighborhoods that developed across the city in the last two decades of the nineteenth century. These buildings were tucked along quiet neighborhood streets or located along busy arterials. City atlases show that the church was frequently at the leading edge of new subdivisions, and was often accompanied by only a few new houses in the immediate vicinity.

John Wesley Hill's *The History of Twin City Methodism* (1895), written before automobiles changed patterns of work and church-going, provided some insight into church expansion in this period:

> People feel that they ought to have church privileges within walking distance. Some favorite preacher or old social ties may draw them to greater distances but as a rule they do not long continue to attend churches so far away that their children cannot walk to Sunday School and Young People's meetings. Half a mile is about as far as they are likely to walk and send their little ones. This makes it expedient for a great denomination that feels its responsibilities for the religious culture of the people of the city to provide suitable places of worship within at least one mile from each other. The city, in its business experience, makes such or better provision for the school accommodation of its children. Wherever a large public school is planted, there is proof that not far away a church may find a good site. [34]

The financial challenges faced by some new congregations recalled those of the pioneer churches. Many accounts of the church building effort read like this one about St. Matthew's Evangelical Lutheran Church, at Dale Street and Sherburne Avenue. (The church was founded in 1887 as a mission church; their 1918 building is extant.)

> To establish a congregation in a growing city was a task as difficult then as it is now [1937]. The members were poor and anxious to own homes, though it be a shanty. . . In the spring of 1888 the temporary place of worship proved to be too small for the growing congregation. To insure permanent success, it was realized, a permanent church home would be needed. Two sites were available, a corner on Charles and Mackubin and another on Dale St. and Sherburne Avenue . . . It was planned to build a church on this site 95 feet long and 45 feet wide, a frame structure which was to be brick veneered later. Because the funds would not reach, this plan was reduced to 40 x 80 feet. To build on a property no paid for would prove a dangerous venture. The Synod had to be appealed to again for funds. [35]

Missions established by older churches grew considerably in the 1880s and 1890s. Often the mission was a very simple building or a converted house. Some were combined with lodging or social services.

Church moving was a common practice. When the Church of St. Louis acquired the former Universalist Church at Cedar, their old building of 1869 was moved from Tenth and Cedar streets to Charles and Galtier streets for St. Adalbert's Roman Catholic Church. St. Adalbert's replaced this building in 1911 when they erected a new church. It served as a parish hall until it burned in 1913. [36]

Many of the new neighborhood churches were smaller than their downtown counterparts. The exteriors were clad in frame, brick, stone, and even rusticated concrete block. Some were the products of local builders working with the many published church plans of the period. Architectural motifs associated with the homeland of many immigrant congregations were also apparent, especially with Eastern European congregations.

The Queen Anne and Shingle styles, utilizing a smooth surface of clapboard or decorative shingles, were often employed for the neighborhood churches. Many reflected architectural features and decoration employed on houses from the surrounding area. Gilbert & Taylor's Virginia Street Swedenborgian Church (1887) is an exceptional example of a building designed for a neighborhood setting; the Unity church at Wabasha and Summit (ca. 1890) was an exposition of Queen Anne motifs applied to a hipped roof edifice at residential scale. On the east side, the exterior of the clapboard-clad Arlington Hills Methodist Episcopal Church at Cook and Greenbrier streets (ca. 1890) was composed of a few Gothic motifs applied to a large, otherwise Queen Anne style building.

Illus. 16
Unity Church, Wabasha and Summit (ca. 1890). Date of photograph unknown Razed

Illus. 17
Arlington Heights Methodist Church, Cook and Greenbrier streets (ca. 1890). Date of photograph unknown Razed.

Catholic

Between 1880 and 1900, twelve new Roman Catholic churches were built in St. Paul, followed by only three in the 1890s. Irish Catholics built new churches in newly-developing, largely middle-class neighborhoods. They were St. Patrick's (1884, Mississippi and Case streets); St. John's (1886, Forest and E. Fifth streets); St. James (1887, View and Juneau streets); St. Vincent de Paul (1888, Virginia Street and Blair Avenue) and St. Mark's (1899, Dayton Avenue and Moore Street).

St. Peter Claver, an African-American Catholic congregation, was organized in 1888 at the encouragement of Archbishop John Ireland, and a new building was constructed in 1892 at Farrington and Aurora streets. (Most of these early churches have been replaced by newer buildings.)

Presbyterian

Following the creation of First Presbyterian (1850), Central Presbyterian (1851) and House of Hope (1855), at least thirteen other Presbyterian congregations were organized by 1900. Most built new edifices in the city's expanding territory. Among new congregations created in outlying areas were Merriam Park (1885), Warrendale (1888), and Macalester (1890). The Warrendale church at Cross and Oxford streets was a lively design occupying a corner site. The square bell tower was crowned with four shingled pinnacles and a spire, and the stucco building rested on a rustic fieldstone foundation. Its designer was Charles Wallingford, whose own house still stands

at 1259 Como Boulevard (1886). His other, also-razed churches include Macalester Park Presbyterian (1887).

Illus. 18
Warrendale Presbyterian Church, Cross and Oxford streets (1888). Date of photograph unknown. Razed.

Lutheran

Lutheran membership grew steadily through the 1880s and 1890s, and thirty churches were established by 1900. Norwegian immigration aided the growth of the denomination in St. Paul..[37] Although the state church of Norway was Lutheran, in the United States Norwegians split into synods reflecting different theological viewpoints. In 1892, Luther Theological Seminary was founded in St. Paul by the United Church synod in Phalen Park .(This was not the forerunner of the institution in the city today). Concordia College was founded by the Missouri Synod in the same year.

At least four new Norwegian congregations representing various Lutheran synods were founded, including Our Saviour's Norwegian Free Church at Sherburne and Dale (1899), the Norwegian Evangelical Bethany at Forest and Jenks (1896) and the Norwegian Lutheran Trinity Church at Farrington and Sherburne. The East Immanuel Norwegian Evangelical Lutheran built a small frame church in 1888 at 1019 Jesse Street, where they were housed until 1925. (The building is now a single-family house.)

New German Lutheran congregations included St. Marcus German, at St. Clair and Richmond (1897). To the far west, the Swedish Lutheran Church of Merriam Park was organized in 1889.

Illus. 19
East Immanuel Norwegian Evangelical Lutheran (1888), 1019 Jesse Street. Date of postcard unknown. Now a residence.

Methodist

Methodists were particularly active in expanding to newly-developing areas. In the 1880 and 1890s the Methodist churches expanded across the city, founded by English-speaking as well as Scandinavian and German congregations. Most notable was Methodist representation in the new commuter suburbs. At least eleven new Methodist churches were built between 1880 and 1900, including Hamline at Capitol at Asbury, Holman Memorial at Bates and Euclid, and St. Anthony Park on Raymond near Manvel. The Arlington Heights Methodist Church served a new population on the East Side (see Illustration 17). The stone and shingle-clad Hamline Methodist Episcopal Church, featuring a star-shaped rose window, was designed by Clarence H. Johnston in 1899.

Congregational, Baptist, and Episcopal

The Congregational church expanded from one downtown church to seven across the city in the 1880s. It also had a number of outlying missions, including the Bell Chapel in Desnoyer Park. One historian noted that the Park Congregational Church at Holly Avenue and Mackubin Street engaged in "many educational and philanthropic activities, which enlist the interest of the people of the progressive residence district in which it is located."[38] In Hazel Park, a new church was built at White Bear and Maryland in 1892.

Baptist churches also had substantial growth. New churches included the Woodland Park at Selby and Arundel (ca. 1885), the Norwegian Danish Baptist at Woodbridge and Milford, organized in 1883, the First Norwegian Danish Methodist Episcopal Church at Thirteenth Street and Broadway, the Bethlehem (German) Presbyterian Church at Pleasant and Ramsey, organized

in 1887, and the Dano-Norwegian Presbyterian Church at Thomas and Marion, organized in 1893.

St. John the Evangelist's chapel was completed at Ashland and Mackubin streets in 1881, and was the first of nine new buildings erected in the 1880s and 1890s. It was followed by Ascension, Messiah, Epiphany, St. Clement's, St. James, St. Mary's of Merriam Park, St. Peter's, and St. Stephen's. Although Episcopal churches had generally few immigrant congregations, Swedes attended St. Sigfried's Episcopal Church, organized in 1887 and with a church at Randolph and View streets.

Early Twentieth-Century Expansion: 1900-1930

> There had been something of a lull in church building. Churches were built during the boom times for the future. They were built with borrowed money, and when the hard times followed there were desperate struggles with debts. With the return of prosperity the first idea of the congregation was to get the debts paid, and the effort has been so successful that for some time the smoke of burned mortgages has been almost continuous. With the return of prosperity also came more people, and churches that satisfied during the depression became inadequate and the present period of construction started.
>
> *Saint Paul Pioneer Press*, May 31, 1903

The 1890s were marked with economic depression, and the writer above referred to the turn of the century recovery; nevertheless church building and expansion proceeded at a somewhat more modest pace between 1900 and 1930 than during the period 1880-1900. However, over seventy surviving churches from this period are recorded in the historic resources database.

In 1900, the U.S. Census of Religious Bodies counted 161 church organizations in St. Paul, with a total of 103, 639 members. This membership represented about 63 percent of the city's total population of 163,065. Church buildings totaled 156, and 62 parsonages were counted. Lutherans had more churches in the city than any other denomination, while Roman Catholics, with 24 churches and 62,000 members, outranked them in membership.

The continuing trend for some large downtown churches was to relocate from downtown. Prominent moves to Summit Avenue were made by the House of Hope Presbyterian (1914; at Victoria; designed by Ralph Adams Cram), and the St. Paul Cathedral (1915; at Selby; designed by Emmanuel Masqueray). In 1920, St. Luke's Roman Catholic Church moved to Summit and Lexington avenues from Victoria and Portland, first to the basement of the present edifice dedicated in 1926.

In St. Paul as in Minneapolis, the turn of the century produced costly churches of considerable architectural significance, some designed by nationally-known firms such as Ralph Adams Cram of Cram and Ferguson of Boston. Neoclassical designs as well as English Revival styles were the most evident in the new churches. The now-razed Mt. Zion Temple at 796 Holly Avenue (1904), designed by Clarence H. Johnston, was a Roman temple with a low tiled dome and two Ionic capitals in the entry portico. Another Johnston design, the First Church of Christ Scientist at 739 Summit Ave. W. (1913) reflects the Christian Scientist's preference for Roman motifs as well as Johnston's exploration of classical motifs. The earlier First Methodist Episcopal Church at Holly and Victoria (now St. Volodymyr & Olga Ukranian Orthodox Church, 1908) by Thori, Alban and Fischer features a full temple front with eight fluted Ionic columns.

Illus. 20
First Methodist Episcopal Church (1908), Victoria and Holly streets. Date of photograph unknown.
Thori, Alban, and Fischer, architects.

The Swedish Tabernacle (1904) was an eye-catching brick edifice designed to impress. Located at Minnehaha and Edgerton and designed by Omeyer and Thori, the circular plan was reflected in

the rounded central gable flanked by two domed towers. (After 1934 the building was the home of First Covenant Church, and between 1954 and 1962 the Full Gospel Assembly, a Pentecostal congregation. It was razed in 1963).

Illus. 21
Swedish Tabernacle, Minnehaha and Edgerton (1904). Date of photograph unknown. Omeyer and Thori, architects. Razed.

The persistence of a version of the Gothic Revival style very popular in the1880s and 1890s, one featuring a central spire and a façade enlivened with pinnacles, corbels, and other devices is evident in two surviving churches built after 1900. The exceptional Trinity Norwegian Evangelical Lutheran at 515 Farrington dates from 1902-06. Nearby, St. Matthew's Evangelical Lutheran at 507 Dale was designed by William Alban and completed in1918. Each façade utilizes a similar vocabulary as that evident at Trinity German Evangelical Lutheran Church built in 1887 at Wabasha and Tilton (see Illustration 11).

The design of many of the traditional churches of the early twentieth century reflected the influence of East Coast architects such as Ralph Adams Cram (1863-1942) who favored near-reproductions of English Gothic Revival styles, particularly the English parish church. Cram's House of Hope Presbyterian, his most prominent Twin Cities commission, featured a square tower crowned with slender pinnacles. Variations of this design were popular for the next forty years, and can be seen in nearly every area of the city. Typically executed in dark red or brown brick with cream stone trim, a corner bell tower with crenellations and lancet-arched windows were standard features.

In addition to buildings such as the Hamline Methodist Episcopal Church of 1899, Clarence H. Johnston Sr. designed a number of other prominent churches in neighborhood settings in the early twentieth century. The Episcopal Church of St. John the Evangelist at 559 Portland Avenue (at Kent) dates from 1902. Paul Clifford Larson calls attention to the archaeological correctness of the design, suggesting Magdalen College at Oxford. Johnston also supervised later work (ca. 1919) on the building designed by Ralph Adams Cram of Boston.[39]

University Avenue Congregational erected their Johnston-designed church at Sherburne and Victoria in 1907. The Olivet Congregational Church at 1850 Iglehart, also from 1907, was a simple and beautifully-crafted English Gothic design in the Merriam Park neighborhood. In 1914, two other Johnston designs were completed in St. Anthony Park. The stone-clad St. Matthew's Episcopal Church at 2136 Carter Avenue overlooked College Park, while the somewhat less picturesque St. Anthony Park Congregational at 2129 Commonwealth Avenue occupied a corner near Langford Park.

Among new Presbyterian churches was that of the Merriam Park congregation at 203 Howell St. N., completed in 1912 and designed by Thomas Holyoke.

Catholic church construction after 1900 included the expansion of the Church of St. Agnes at 513 Lafond in 1910, a campaign that included the present landmark spire designed by George Ries. Several still extant twin-towered churches were built in this period, including the Church of St. Casimir at 937 Jessamine Ave. E (1904) and the 1,000-seat Church of St. Bernard (1907) by John Jager. The three-towered Church of St. Andrew at 1051 Como Avenue was completed in 1927.

Another exceptional design by John Jager was for the Church of St. Columba. (This 1915 building has been since replaced by a 1949 edifice.) The wood-trimmed stucco building had squat towers flanking a gable-roofed sanctuary. An Arts and Crafts emphasis was evident in the low, corbel-trimmed arch over the two entries and in the geometric stained glass.

Illus. 22
Church of St. Columba (1915) Lafond near Hamline. Date of photograph unknown. Barry Byrne, architect. Razed.

At the same time English Gothic and other period revival designs were popular, a few congregations commissioned architects who produced less traditional new churches. The Knox Presbyterian Church at 1536 Minnehaha (at Asbury) was designed by William Alban and Charles Hausler. Its Prairie School design features a flat roof, symmetrical façade, and geometric terra cotta ornamentation.

Illus. 23
Knox Presbyterian Church, 1536 Minnehaha (at Asbury) 1912-14. Photograph ca. 1930. Alban and Hausler, architects.

Illus. 24
St. Paul Cathedral, Summit and Selby avenues, 1915. Postcard photograph ca. 1920. Emmanuel Masqueray, architect.

Planning and construction of the Cathedral of St. Paul occupied church leaders for nearly twenty years—a period when the Pro-Cathedral, the Basilica of St. Mary was also under construction in Minneapolis. The granite building on Summit Avenue designed by Emmanuel Masqueray was dedicated in 1915.

While Masqueray's design for the Cathedral was being completed, he had several other commissions in the city including the Church of St. Louis at 510 Cedar Street (1910), St. Paul's Episcopal Church (St. Paul's church on the Hill) at Summit and Saratoga (1912), and the Bethlehem Evangelical Lutheran Church at 661 Forest Street (1914).

The early twentieth-century saw the continued founding of religious schools, particularly within the Roman Catholic church. By 1912, when there were twenty-four Roman Catholic churches in St. Paul, there were also over one-hundred related schools ranging from elementary schools to colleges and seminaries. The St. Paul Theological Seminary for the dioceses of St. Paul, Duluth, St. Cloud, Winona, Fargo, Sioux Falls, Lead, Crookston and Bismarck was founded by James J. Hill in 1892. The seminary site included forty acres of land and St. Mary's Chapel. (The College of St. Thomas was founded on adjacent property in 1885.) The College of St. Catherine was founded in 1905 at Cleveland Avenue and Randolph Street.

Between 1920 and 1940 seven new Roman Catholic churches were built in St. Paul. Included was the Church of our Lady of Guadalupe, which served Mexican and other Spanish-speaking parishioners. The church met in a rented storefront prior to its location in the former St. Peter Baptist Church at 186 E. Fairfield.

Foreign-language services declined in importance in some Protestant churches in the early twentieth century, but remained a strong part of others. Acculturation and assimilation were present in many other parts of immigrant life, but many congregations could expect to hear their native language until after World War I.

Polish, Greek, Italian, Romanian, Czech and Eastern Slav Congregations

The arrival of new ethnic groups added to the already diverse mix of German, Scandinavian, and other congregations in the early twentieth century. There were an estimated foreign-born 1,015 Poles in St. Paul in 1890, and the number reached 2,610 in 1930. Drawn from diverse regions and with many dialects and cultures, many Poles destined for the Twin Cities settled in Northeast Minneapolis but those who came to St. Paul founded several churches. Archbishop John Ireland favored the preservation of the Polish language to strengthen support for the church.

The groundwork for the twentieth-century immigrants had been laid at St. Stanilaus Church, organized in 1870 by Poles and Bohemians. In 1881, the congregation separated and the Bohemians remained at St. Stanislaus, while the Poles organized St. Adalbert's Church. St.

Stanislaus had about 1,900 members in 1910, while St. Adalbert's numbered about 2,900. St. Adalbert's present cruciform-plan church at 242 Charles was completed in 1911 and was designed by Boyer, Taylor and Tewes. Its twin towers are modeled on those at the Church of St. Barabar in Cracow, Poland. St. Casimir's, was organized in 1888. Their second building, a twin-towered church at Jessamine and Forest streets, was built in 1902 (NRHP; HPC).

Other New Communities

Between 1900 and 1930 many other new immigrant groups arrived in St. Paul.[40] Some—such as Greeks who numbered only about 100 residents by 1900—focused their early church-building activity with their countrymen in Minneapolis. Around the turn of the century the small Syrian and Lebanese community established the Church of the Holy Family, a Maronite rite church, on Robie near East Seventh Street. [41]

Minnesota was not a major destination for the millions of Italians who left Italy in the twentieth century. Although many who settled here had agricultural backgrounds, over eighty percent lived in the Twin Cities or Duluth. [42] The number of foreign-born Italians in St. Paul rose from 317 in 1890 to a peak of 1,722 in 1930.[43] Some St. Paul used their agriculture backgrounds to establish wholesale produce businesses, but historian Rudolph Vecoli notes their occupational diversity, ranging from businessmen to sculptors and artisans. In St. Paul, many Italians sorted into residential areas based on their Italian homeland. For example, the Genoese lived between W. Central Avenue and Summit Place, while the Tuscans were near East Seventh and Rosabel streets. [44] The Upper Levee and Swede Hollow and Railroad Island (Lower Payne Avenue) grew by chain migration, with one family member eventually recruiting village-like numbers. Eventually, poor housing evolved into more substantial neighborhoods where Italian remained the dominant culture for decades.

Vecoli notes that these immigrants, who were all from Roman Catholic backgrounds, nevertheless posed what was called the "Italian Problem." With a strongly Irish culture in the American church and anti-clerical sentiment among the Italians as well as few Italian priests, the early Italians in St. Paul had no church home. In 1899 the first Italian clergy arrived at the Holy Redeemer Italian mission, which was held in the basement of the downtown Cathedral. Italians did not have their own church until Holy Redeemer was built on W. College Avenue in 1915. (Another church, St. Ambrose, had struggled after its opening on Bradley Street in 1911.)[45]

Romanians numbered only 52 foreign-born in 1900, but grew to 589 residents by 1930 when they were drawn to North End and Frogtown neighborhoods by jobs on the railroad and in mills and factories. [46] Many were from villages in the Banat, near the Yugoslavian and Hungarian border. Minnesota's first Romanian Orthodox parish was organized in St. Paul and St. Mary's Romanian Orthodox Church was completed in 1914 at 854 Woodbridge. At the time it was one of only about sixteen Romanian Orthodox churches in the U.S.

The peak year for Czech immigration to St. Paul was 1930, when 1,513 residents were counted in the census. Some Czechs were Roman Catholic, while others were Protestant. In St. Paul the first Catholic immigrants attended the German Assumption church, and in 1872 St. Stanislaus of Kostka was built on W. Seventh Street. It served Poles as well as Czechs. In 1880 Czechs formed their own Church of St. Adalbert, and erected a new building at Charles and Gaultier streets. This community also founded the St. Paul branch of the Czecho-Slovanic Benefit Society (CSPS), the "oldest free-thought fraternal organization in the United States." [47] (The CSPS building at 381-383 Michigan, dating from 1887, is listed on the National Register of Historic Places.) In 1886, Protestant Czechs founded Cyril Congregational Church near St. Stanislaus on W. Seventh Street.

The complex migration of East Slavs, including Rusins, Ukrainians, Russians, and Belorussians included the settlement of between 5,000 and 10,000 in Minnesota. In St. Paul, part of the evidence of their early community is the foundation of the Russian Orthodox Church. There have been many controversies over the integration of the Byzantine Rite in the United States Roman Catholicism. The Russian-Serbian Holy Trinity Orthodox Church was established in 1916 by Belorussian (East Slav) as well as Serbian (South Slav) members. Their small onion-domed church

(dating from 1906 and originally the Calvary Mission) is at 958 Forest Street. In 1938 this church was involved in a dispute over church hierarchy, an historic question ultimately decided by the Minnesota Supreme Court. [48]

Illus. 25
Holy Trinity Russian-Serbian Orthodox Church (1906 as Calvary Mission). Photograph ca. 1922. The exterior of this building is now clad in stucco but the onion dome remains.

In 1920, the U.S. Census of Religious Bodies counted 201 church organizations in St. Paul, with a total of 154, 258 members. This membership represented about 66 percent of the city's total population of 234,698. Lutherans, with forty-four churches and 28,000 members, had more buildings in the city than any other denomination, while Roman Catholics, with 31 churches and 77,819 members, outranked all in membership. There were fifteen Baptist churches including three African-American congregations with a member ship of 700. The twenty-five Methodist bodies included two African Methodist Episcopal congregations with a membership of 775. Jewish congregations numbered twelve, with 13,500 members.

In 1900, the U.S. Census of Religious Bodies counted 161 church organizations in St. Paul, with a total of 103, 639 members. This membership represented about 63 percent of the city's total population of 163,065. Church buildings totaled 156, and 62 parsonages were counted. Lutherans had more churches in the city than any other denomination, while Roman Catholics, with 24 churches and 62,000 members, outranked them in membership.

Churches in the Third and Fourth Generations: 1930-1960

Over seventy surviving churches from this period are recorded in the historic resources database, including examples that reflect changes in liturgy and new ideas about the appearance and function of religious buildings.

By 1940, there were about 221 churches representing over twenty-three denominations and faiths in St. Paul. Catholic Churches now numbered thirty-four, and the Lutherans fifty-seven. The ethnic identification once a part of the church name was increasingly absent from most Protestant congregations, but was retained in the Greek, Russian Serbian, Romanian, Syrian Orthodox, and some Roman Catholic churches. The diverse Jewish community had twelve synagogues in 1930 and thirteen by 1940; most were in or near downtown.

While a small number of new denominations had been established since the turn of the century—such as the Church of Latter Day Saints at 247 N. Grotto—a number of non-denominational churches and organizations appeared. Most were short-lived. They included the Unity Truth Center (901 Globe Building), the Shrine of Light (161 Maple) and the International Righteous Government Movement. The latter was an international organization headed by "Father Divine." St. Paul's headquarters were at 602 N. Robert Street.[49] In the 1930s, the Central Church of Infinite Science occupied the former St. Sigfried's Episcopal Church (1872) at Eighth and Locust streets and the former Dano-Norwegian Presbyterian Church (ca. 1903) at 196 Thomas.

After World War II, an improved economy and new housing development in the east and west corners of the city encouraged well-funded expansion programs for some congregations, while other urban churches struggled with declining membership. A large parking lot was a requirement of many of the new churches. Typical of many of the mobility of some mid-century churches was St. Matthew's Evangelical Lutheran, at Dale Street and Sherburne Avenue since 1918. In 1951, the congregation moved from its Frogtown location to a more park-like edge of the neighborhood, with a new church at Van Buren and Lexington Parkway.

After World War II, many new church buildings featured exposed structural materials, dramatic handling of natural light, and very simple modern exteriors. The city's most notable example of modern design from this period is the Church of St. Columba at 1305 Lafond Avenue. The stone

building was designed by Barry Byrne (1883-1967), a Chicago architect noted for his innovative work. In 1951 Mount Zion Temple at 1300 Summit Ave. was designed by Erich Mendelsohn (1887-1953), a German Expressionist architect best known for his 1910 design for the Einstein Tower in Potsdam. He designed several synagogues in the Midwest after emigrating to the U.S. in 1941. One of the most prolific synagogue designers, Percival Goodman of New York designed the 1956 rebuilding of the Temple of Aaron at Hartford and Mississippi River.

Local architects associated with traditional designs in this period included Carl Buetow (Jehovah Evangelical Lutheran Church at Thomas near Snelling; 1923 and Faith Evangelical Lutheran Church, at Charles and Mackubin, 1932); N. Edward Mohn (Immanuel Evangelical Lutheran Church at Snelling and Goodrich, 1925); Fred A. Slifer (St. James Roman Catholic Church at Juno and View Streets 1938-39); Frank Abrahamson (St. Peter's Evangelical Lutheran Church at Armstrong and Victoria, 1949) and Ingemann and Bergstedt (St. Paul's United Church of Christ at Summit and Milton, 1952).

Central Park Methodist Church at 639 Jackson Street was completed in 1959, and is representative of the direction of new church design after World War II. The building was composed of no-nonsense brick, metal, and glass arranged in simple geometric masses. The stark cross-topped steel spire rose several stories above the building. A comparison with its predecessor at Twelfth and Minnesota reveals much about the evolution of church design (see Illustration 12). Completed in 1887, the limestone building by architect George Wirth was a weighty amalgam of Richardsonian and English Gothic motifs. Its multi-tiered spire dominated the skyline around the State Capitol until 1961, when the building was razed for freeway construction. [50]

Illus. 26
Central Park Methodist Church, 639 Jackson Street (1959). Photograph ca. 1959.

Churches, Synagogues, and Religious Buildings Historic Context Recommendations

In general, St. Paul churches and most related buildings appear to be well inventoried insofar as extant examples have been located and identified as to original name and date of construction. It appears that most additional research, however, has been conducted primarily for those listed on or eligible for the National Register of Historic Places.

Over the past twenty years (since most of the present inventory was completed) there have been alterations as well as improvements to many of the properties. Some might not be included in the inventory now because of low integrity, usually due to unsympathetic additions.

As noted in this study, few of the city's pre-1900 churches survive. A good number of remaining examples are included in the Dayton's Bluff or Historic Hill districts, or are downtown. There are only eight individually designated properties (including one school) outside the historic districts. The recommendations below focus on properties already listed on the National Register, as well as those of architectural significance and those associated with the settlement of the city's diverse ethnic groups. All meet St. Paul Heritage Preservation Commission designation criteria.

Many of the buildings recommended for designation study are currently in full use by their congregations, but several appear to be vacant. While finding new uses for historic churches can be difficult, there are several examples of good recent projects involving conversion to housing or other uses.

Buildings Recommended for Further Designation Study

Bethlehem Ev.angelical Lutheran Church
661 Forest St.
1914
E. Masqueray

Church of St. Agnes (NRHP)
548 Lafond Avenue.
1909-12
George J. Reis

Church of St. Columba
1305 Lafond Ave W.
1949-50
B. Byrne

Church of St. Louis (NRHP)
506 Cedar Street
1909
E. Masqueray

Holy Trinity Russian Orthodox Church
958-960 Forest St. N.
1916

Knox Presbyterian Church
1536 Minnehaha Ave. W.
1912-14
Alban & Hausler

Norwegian Evangelical Lutheran Church
105 University Avenue
1913
Buechner & Orth

Olivet Congregational Church
1850 Iglehart Ave. W.
1907, 1915
C.H. Johnston Sr.

Pilgrim Baptist Church (NRHP)
732 Central Ave W.
1928

St. Mary's Romanian Orthodox Church
854 Woodbridge St. N.
1914

St. Matthew's Evangelical Lutheran Church
507 Dale St. N.
1918
W. Alban

St. Matthew's School (Catholic)
10 Winifred St.
ca. 1901-02
J. F. Fischer

Trinity Norwegian Evangelical
515 Farrington St. N
1902-1906

United Church Seminary (Bockman Hall; NRHP)
2481 Como Ave.
1909
Omeyer & Thori

University Avenue Congregational Church
868 Sherburne Ave.
1909
C.H. Johnston

Zion German Evangelical Lutheran Church
776 Jackson St. N.
1888
A.F. Gauger

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Home > News and Information > Neighborhood News

School Votes to Tear Down Old Church

Thursday, August 2, 2018 3:10 PM
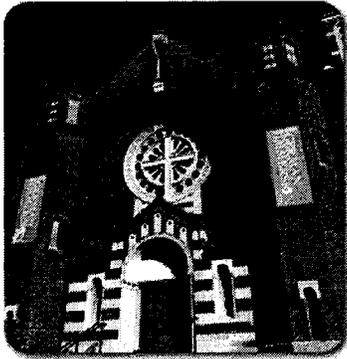
The former St. Andrew church building dates to
1927. The parish closed in 2011.

Board members of the Twin Cities German Immersion School voted 6-1 on July 30 to
tear down the old St. Andrew's church building and replace it with a new building
that can accommodate the public charter school's growing enrollment. The board
rejected the possibility of purchasing the Central Lutheran property, on Lexington
Parkway just south of Pierce Butler Route, as too risky.

Demolition and construction are expected to begin in May 2019, at the end of the
upcoming school year. Residents in the Save Historic St. Andrews group say they will
continue working to add the former church building to the city's historic registry.

The school board's decision clears the way for formal design of a new building, which
is expected to contain about 23,000 square feet on three levels. A formal plan also
clears the way for practical discussions with the community and city about the
building itself and the related impacts of the school's success, including parking,
traffic, noise, and pedestrian safety. The school has created a website dedicated
exclusively to its expansion plan – its second addition since moving into South Como
in 2013.

A preliminary sketch of the expanded German Immersion School campus. (The
school says it no longer plans to acquire the "new parking" lot in the upper left
of this diagram.)

The charter school, at 1031 Como Ave., has been evaluating expansion options for
months. It announced in October 2017 that replacing the church building was among
those options. It also studied moving into other school buildings, leasing space,
purchasing the Mission Orthodox Presbyterian church property across the street, and
purchasing the entire city block that includes Central Lutheran. In the end, school board members stuck with what they told parents and staff on March
20, 2018: that replacing the former St. Andrew church – which it calls the Aula, or auditorium – is the most effective plan.

The expansion project website gives a history of the school's growth and plans, pros and cons of different options from the school's perspective,
financial details, and links to dozens of research documents.

Neighbors raise concerns, opposition
More than 125 people attended a District 10 Land Use Committee meeting on May 2 to hear and ask questions about the school's plans. City officials
from zoning, planning, preservation, and finance also explained conditions and options that may come into play around parking, height, and other
issues as the school develops actual construction details.

Since then, the school's facilities committee has been meeting with nearby residents to hear concerns about the impact of expansion. A group of
residents and others, calling themselves Save Historic Saint Andrew's, asked the school on May 8, 2018, to delay its plans for a year. The group wanted
more time to explore options to demolishing the church building, including the possibility of having it officially designated as an historic structure. (Here
is the group's Facebook page.)

George Gause, who staffs Saint Paul's Heritage Preservation Commission, says the research required for historic designation is a formal process that can
take up to a year. Certain types of historic designation can make a property eligible for financing to help preserve a structure. Financing includes the
possibility of state grants and federal and state tax credits. Those credits, however, are seldom available or useful for nonprofits, such as the school's
building corporation, Gause said at the May 2 meeting. He also said it is almost unheard of for a property to receive historic designation without consent
of the owner.

EXHIBIT D

Growing enrollment forces decision
The school needs to expand to handle enrollment that continues to exceed projections, says parent Nic Ludwig, who chairs the school's facilities committee. The school now has 555 pupils in grades K-8. It projects enrollment of 613 within four years, but lacks space to handle additional class sections as children move into higher grades.

School director Ted Anderson says the unanticipated growth is caused mostly by unusually high retention rates; in other words, once families enroll in the school, they don't leave. He says the goal is to provide enough space to handle three class sections in each grade (K-8). Based on a maximum class size of 72 per grade (or 24 per classroom) -- which is what Anderson says the school has pledged to parents -- that would cap enrollment at 648.

Church building needs extensive repairs
Parent Sam Walling, who now chairs the school board, says it would be too expensive and less efficient to retrofit the 1927 church building, and impossible to make it meet the school's space needs. That building needs at least $1.2 million in repairs and upgrades, including a new roof, boiler, windows, doors, insulation, and tuck-pointing. The proposed addition, he says, would give the school "a building designed for the 21st Century ... not as worship space."

Initial drawings plan for a new addition with about 23,000 square feet on three levels. It would have, for the first time, space designed specifically as a gymnasium and cafeteria. It also is likely to add eight classrooms and additional office space.

Keeping options open on parking
The construction plans presented to parents also included replacing the parking lot east of the church building with a play area and "green space" and examining the possibility of using the Como Pool parking lot for staff parking. The pool option would need city approval, but could reduce the need for parking lots adjacent to the school and nearby homes.

Plans originally included purchasing the single-family house at 1042 Van Slyke, tearing it down, and using the lot for "outdoor space" or, if required by the city, additional off-street parking. Within a few weeks, the school cancelled that contingent purchase agreement.

Other schools also expanding
The German Immersion School plan is only one of several school expansions going on in Como:

- Como Park Senior High School is in the second year of a three-year project that includes extensive renovations inside and outside the school, plus a 21,000-square-foot addition to its campus on Rose Ave.
- Hmong College Prep Academy is in the final year of a project adding 98,000 square feet for classrooms and other academics on its Brewster Ave. campus. It also is adding 441 more parking spaces, an outdoor athletic field, and an 85,000-square-foot seasonal sports dome.
- Great River School is building a 19,000-square-foot addition on Energy Park Drive. It expects the new space to be available for the 2018-2019 school year.
- Metro Deaf School has purchased and planned to renovate a new, larger location along Lexington Parkway, just north of Energy Park Drive. It intends to move from its current Brewster Ave. location in 2019.
- Higher Ground Academy intends to purchase the Metro Deaf property to create a second campus for its middle and high school grades.

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District 10 Como Community Council | 1224 Lexington Pkwy N, Saint Paul, MN 55103 | 651.644.3889 | district10 [at] district10comopark.org

Quick Links: City of Saint Paul   Saint Paul Police Department   Saint Paul Parks and Recreation

Ward 1 Council Member Dai Thao   Ward 4 Council Member Mitra Jalali Nelson   Ward 5 Council Member Amy Brendmoen

Ramsey County   Ramsey County Commissioner Janice Rettman
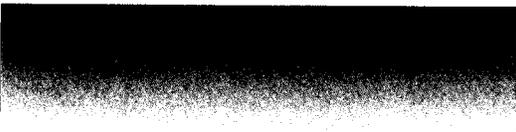
HISTORIC PRESERVATION

EXHIBIT E

SAINT PAUL

HPC

The numbered strategies, policies, figures, and pages in the citywide plans of the *Saint Paul Comprehensive Plan* all employ the following abbreviations as a prefix to distinguish among these elements of the other citywide plans:

- IN - introduction;

- LU - Land Use Plan;

- H - Housing Plan;

- HP - Historic Preservation Plan;

- PR - Parks and Recreation Plan;

- T - Transportation Plan;

- W - Water Resources Management Plan; and

- IM - Implementation.

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Introduction

Saint Paul has a wealth of historic resources that define the character of the city, create a strong sense of place, enhance the quality of life of residents, and connect residents to the city. Like many great American cities, Saint Paul has embraced historic preservation as an important tool for maintaining economic and social vitality. During the past 25 years, historic preservation has been used to transform areas such as Lowertown, Cathedral Hill, Rice Park, Selby Avenue, Summit Hill, and Dayton's Bluff. The commitment to these places by residents, the City, and other organizations has led to increased investment and higher property values, and has made these areas better places to live, work, and recreate. Through historic preservation, Saint Paul has remained attractive and vital to those who seek an urban lifestyle.

Saint Paul's preservation ethic is the result of grassroots movements. One of the earliest and most recognizable grassroots preservation efforts in Saint Paul was the successful campaign to save the Old Federal Courts Building from the wrecking ball and rehabilitate it as Landmark Center, which is now an iconic symbol of the city. Saint Paul's commitment to historic preservation is further evidenced by the fact it was one of the first communities in Minnesota to adopt a heritage preservation ordinance and become a Certified Local Government (CLG).

While these early efforts set the stage for preservation in Saint Paul, historic preservation efforts have been hampered by a lack of consistent leadership and supportive City policy. The heritage preservation ordinance has allowed for the preservation of a relatively small number of key historic sites and districts, but there has not always been an organizational structure that consistently makes preservation a priority, sets goals for historic preservation, and establishes broad policies that ensure these goals are achieved.

PURPOSE

The purpose of this plan is to provide a guiding vision for historic preservation in Saint Paul. It formalizes City policy regarding historic preservation, guides public and private investment to further City preservation goals, advocates for historic preservation, and guides the work of the Heritage Preservation Commission (HPC).

HISTORIC PRESERVATION DEFINED

For the purpose of this plan, historic preservation is defined as follows:

Historic preservation is an activity that preserves historic resources, and their ability to communicate their intended meaning and significance. It includes the identification, evaluation, designation, protection and retention of significant architectural, historic and cultural resources in the built and natural environments. Resources can range from small objects, to buildings and structures, to sites and districts, to landscapes and streetscapes, to entire view corridors. By protecting the historic character and fabric of a community, preservation enables the people of today and tomorrow to connect with the people and events that underlie their past. More recently, historic preservation

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The following principles inform the strategies, objectives and policies in this chapter:

- Preservation is a core community value.

- Historic preservation is a priority for the City of Saint Paul.

- Preservation is a critical component of neighborhood vitality, quality of life and sense of place.

- Preservation is an essential tool to accomplish economic development.

- Historic resources are unique and irreplaceable, and should be treated accordingly.

- Preservation should be integrated with the broader city and neighborhood planning process, and with other chapters of the Comprehensive Plan.

SUSTAINABILITY: 🚶 SOCIAL 🍃 ENVIRONMENTAL $ ECONOMIC

has become associated with healthy living, sustainability, and green building to support the retention of older buildings, create a strong and unique sense of place, and enhance the quality of life in a community. For the purposes of this plan, heritage preservation is the same as historic preservation.

LEGAL FRAMEWORK

There are a number of federal, state, and local laws that serve as the legal basis for many of the historic preservation activities that take place in Saint Paul. Federal laws include the National Historic Preservation Act of 1966 (NHPA), as amended; the National Environmental Policy Act of 1969 (NEPA), as amended; the Archaeological and Historic Preservation Act of 1974, as amended; the American Indian Religious Freedom Act of 1978, as amended; the Archaeological Resources Protection Act of 1979, as amended; and the Native American Graves Protection and Repatriation Act of 1990, as amended.

Several State statutes address cultural resources in Minnesota. Many of these laws are found in Minnesota Statutes, Chapter 138, including the Minnesota Field Archaeology Act, the Minnesota Historic Sites Act, and the Minnesota Historic Districts Act. Other State laws relating to preservation and cultural resources include: Section471.193 Municipal Heritage Preservation, the Minnesota Private Cemeteries Act, and the Minnesota Environmental Rights Act. The Environmental Quality Board also maintains a number of rules pertaining to the protection of cultural resources.

At the local level, the City's Heritage Preservation Ordinance, Chapters 73 and 74 of the Saint Paul Code of Ordinances, enacted in 1976, codified a public purpose and policy for heritage preservation in the city. Chapter 73 established the HPC, defines the powers and duties of the Commission, authorizes the City to designate heritage preservation sites and outlines procedures for designation. It authorizes the HPC to review permits for locally-designated heritage sites, establishes fines for violations of the ordinance, and specifies repositories for documents and the recording of heritage preservation sites. Chapter 74 codifies City-designated historic districts, includes a legal description of each district, and contains design guidelines that must be used to review alterations to properties within a designated district.

BACKGROUND

The modern day historic preservation movement started to gain widespread acceptance in the late 1960s and early 1970s, closely corresponding to the enactment of key Federal and State enabling legislation for historic preservation. In Saint Paul, the first property to be officially recognized was the James J. Hill House, which was designated a National Historic Landmark in 1961. Several properties in Saint Paul were subsequently listed on the National Register of Historic Places (NRHP) and the State Register of Historic Places (SRHP) in the late 1960s and early 1970s. After a number of notable preservation successes, including Landmark Center, the City of Saint Paul enacted a heritage preservation ordinance in 1976. The ordinance includes a declaration of public policy and purpose:

> The Council of the City of Saint Paul hereby declares as a matter of public policy that the preservation, protection, perpetuation, and use of areas, places, buildings, structures, and other objects having historical, cultural,
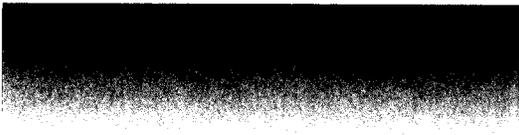
architectural, archaeological, or engineering significance is a public necessity and is required in the interest of the health, prosperity, safety and welfare of the people.

- Safeguard the heritage of the City of Saint Paul by preserving properties which reflect elements of the city's cultural, social, economic, political, architectural, archaeological, or engineering history;
- Protect and enhance the City of Saint Paul's attraction to residents, tourists and visitors, and serve as a support and stimulus to business and industry;
- Enhance the visual and aesthetic character, diversity, and interest of the City of Saint Paul; and
- Foster civic pride in the beauty and notable accomplishments of the past; Promote the use and preservation of historic sites and structures for the education and general welfare of the people of the City of Saint Paul.

Since 1976, this declaration of public policy and purpose has guided the City's historic preservation efforts. Some of the major highlights over the years include the designation of a large number of properties and several districts in Saint Paul as City heritage preservation sites in the 1980s, the completion of a city-wide historic resources survey in 1983, the City becoming a Certified Local Government in 1985, and the renaissance of several historic areas such as Lowertown, Cathedral Hill, and Summit Avenue. As of March 2008, there were three National Historic Landmarks in the city, 86 individual properties, and seven historic districts that have been listed on the NRHP; 11 individual properties and two historic districts that have been historically designated by the State of Minnesota; and 73 individual properties and six historic districts that have been designated as heritage preservation sites by the City of Saint Paul (see Figure HP-A).

During the last decade, the focus of preservation efforts in Saint Paul has started to change. While the number of properties being designated as heritage preservation sites by the City has dropped off considerably, there is a much greater focus on planning for preservation and community education. In this time, two individual properties and one historic district were designated for heritage preservation by the City, and six properties were listed on the NRHP. Perhaps more notable are some of Saint Paul's other preservation achievements, including the creation of Historic Saint Paul in 1998, a non-profit organization created to preserve, protect and enhance the character of Saint Paul neighborhoods, and the development of six historic contexts in 2001. The City participated in the National Trust for Historic Preservation's Preservation Development Initiative in 2002, which brought together a team of local and national experts to assist the City in better utilizing historic preservation as an economic development tool. In 2004, the City installed several historic district marker signs in locally-designated historic districts to raise awareness about them and to benefit heritage tourism efforts. Saint Paul's many successes, as well as its challenges, were showcased to a national audience in 2007, when Saint Paul hosted the National Trust for Historic Preservation's annual National Historic Preservation Conference, the premiere historic preservation conference in the United States. In 2007, the City took a major step forward in planning for historic preservation by initiating work on the first-ever historic preservation plan in the *Saint Paul Comprehensive Plan.*

FIGURE HP-A. MAP OF HISTORICALLY DESIGNATED PROPERTIES IN SAINT PAUL
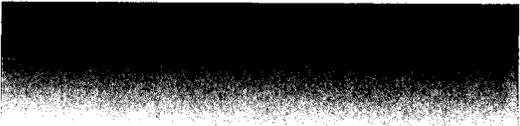
The demolition and replacement of historic buildings with new construction increases the consumption of natural resources, fills landfills and increases greenhouse gas emissions. For example, a typical 50,000-square-foot commercial building contains about 80 billion British Thermal Units (BTUs) of embodied energy, the energy that went into manufacturing the building materials and constructing the structure.[1] This is the equivalent of 640,000 gallons of gasoline. If the building is demolished, all of this energy is wasted. Moreover, the demolition will generate more than 4,000 tons of waste, which is enough to fill 26 boxcars, or a train that is nearly a quarter mile long.[2] Since construction debris accounts for 25 percent of the annual municipal waste stream, each building that is preserved can significantly extend the life of a landfill.[3] If the demolished building is replaced by new construction, an equivalent amount of energy is required to construct the new building.

Another benefit of preserving historic buildings is an associated reduction of greenhouse gases and reduced energy consumption. More than 43 percent of the carbon emissions in the United States are attributed to the construction and operations of buildings.[4] One study has determined that the greenhouse gas emissions from renovation projects are 30–50 percent less than an equal investment in new construction.[5] There is also a common misconception that historic buildings are less energy efficient than new buildings. Several studies have proven this incorrect and have found that historic buildings actually use less energy. A study by the United States Department of Energy indicates that commercial buildings constructed before 1920 use less energy per square foot than buildings from any other decade up until 2000.[6] Another study found that utility costs for historic buildings are almost 27 percent less than those for non-historic buildings.[7]

KEY TRENDS

Broadening definition of preservation.

When historic preservation started to gain widespread acceptance in the late 1960s and early 1970s, much of the focus was on saving key buildings of national or state significance and architectural landmarks. Today, preservation recognizes the cultural, social, economic, and political history of the city. History is demonstrated not only in the built environment but also in the landscape and in the stories of its citizens and visitors.

Increasing focus on sustainability.

An existing building that was well-built and has been maintained over time is the most "green" building there is. Most historic buildings were designed with features that address today's pressing sustainability issues, such as large windows that take advantage of natural light, ventilation, and passive solar capabilities. The preservation, rehabilitation, and adaptive reuse of historic buildings support the City's sustainability goals.

Increasing awareness of our place in history.

As the world continues to change at an ever-increasing rate, preservation can give us perspective on where we are and where we have been. Historic preservation connects the past with the present and the people of today with the people who came before. With increased support for preservation activity, there is a continued need to reach out to the public and educate them about the importance of designating, preserving, and protecting historic resources.

Awareness of economic development as a key tool.

Rehabilitating key resources in neglected and distressed neighborhoods can serve as a catalyst for investment. Downtowns become revitalized, and properties are returned to the tax rolls. While not the "quick fix" that some communities look for, the incremental, property-by-property reinvestment typical of preservation is more economically viable over the long term and will

1   United Nations Environment Programme, "Buildings and Climate Change; Status, Challenge and Opportunities", 2007, ISBN:978-92-807-2795-1

2   Moe, Richard. Sustainable Stewardship: Berkley, California: Historic Preservation's Essential Role in Fighting Climate Change. Presented March 27, 2008.

3   Carroon, Jean. Testimony before the United States Senate, Committee on Rules and Administration, hearing on Improving Energy Efficiency, Increasing the Use of Renewable Sources of Energy, and Reducing the Carbon Footprint of the Capitol Complex. June 18, 2008.

4   Pew Center on Global Climate Change. Towards A Climate-Friendly Built Environment. 2005. Available at: http://www.pewclimate.org/global-warming-in-depth/all_reports/buildings

5   Carnegie Mellon Green Design Institute. Carnegie Mellon Green Design Institute Life Cycle Assessment Tool. Available at www.eiolca.net.

6   U.S. Energy Information Agency. Consumption of Gross Energy Intensity for Sum of Major Fuels for Non Mall Buildings.2003. Available at: http://www.eia.doe.gov/emeu/cbecs2003/detailed_tables2003/2003set9/2003pdf/c3.pdf.

7   Bradley Wolf, Donald Horn, and Constance Ramirez. Financing Historic Federal Buildings: An Analysis of Current Practice. General Services Administration, Washington, D.C. 1999.

likely lead to a more stable local economy. Jobs are created for small business and laborers. Sensitively restored buildings create market value for themselves as well as the buildings and public spaces adjacent to them. Increasingly, quality of life is a critical ingredient in economic development and inter-city competition, and historic preservation is integral to a community's quality of life.

STRATEGIES

Seven strategies will guide future historic preservation efforts in Saint Paul. The remainder of the *Historic Preservation Plan* describes these strategies in more detail and contains policies to implement them.

Be a Leader for Historic Preservation in Saint Paul.

The City must play a broad range of roles in preserving historic resources, as well as raising awareness and educating the public about the history of the city, its historic resources, and the benefits of historic preservation. Policies under this strategy focus on three roles for the City: policy setter, facilitator/convener, and advocate.

Integrate Historic Preservation Planning into the Broader Public Policy, Land Use Planning, and Decision-Making Process of the City.

Most City departments, as well as many other public and private entities, are involved with historic preservation in a variety of ways and to varying degrees. Involvement may include planning, regulation, maintenance, facilitation, redevelopment, funding, and education. Policies under this strategy focus on creating a unified and consistent vision for historic preservation, incorporating preservation planning considerations into the broader planning process, and coordinating and aligning preservation activities between departments.

Identify, Evaluate, and Designate Historic Resources.

Historic resources must be identified, studied, and evaluated before decisions can be made regarding their significance, value to the community, and worthiness for preservation. Moreover, previously identified properties may need to be reconsidered and reevaluated as new information comes to light and perspectives change. From a public policy and decision-making perspective, the identification of historic resources is critical to making well-informed decisions and avoiding preservation battles that can erupt when historic resources are threatened. Policies under this strategy focus on how to comprehensively and systematically identify and document historic resources, select properties for heritage preservation designation, and maintain up-to-date and accurate information on historic properties.

Preserve and Protect Historic Resources.

There are a finite number of irreplaceable historic resources in Saint Paul. Historic resources are focal points of the community that create a strong sense of place and instill a sense of pride and ownership in residents of Saint Paul. While there will always be loss over time due to natural disasters and other unforeseen
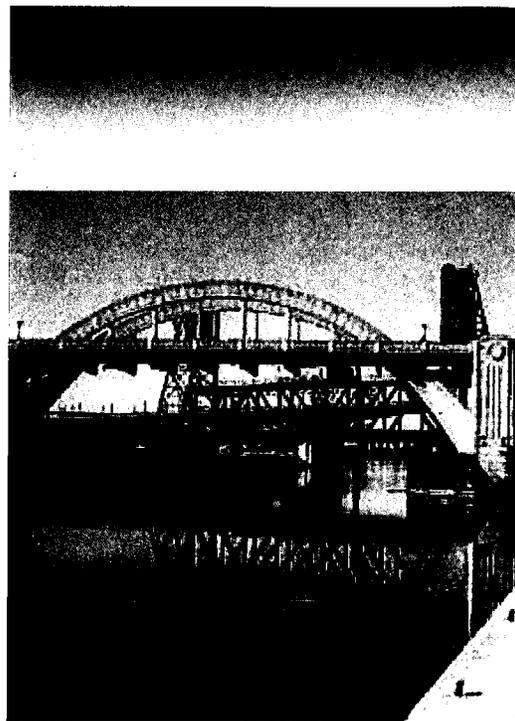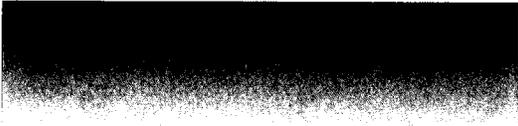
events, neglect, inappropriate alterations, and purposeful removal are all avoidable conditions. Policies under this strategy focus on how to preserve, protect, and maintain the unique character of Saint Paul's historic resources.

Use Historic Preservation to Further Economic Development and Sustainability.

Historic preservation is a powerful tool for economic development. It creates jobs (in some cases, more than new construction would); stimulates private investment; increases property values; contributes to an enhanced quality of life, sense of community, and neighborhood pride; celebrates a community's "specialness," which helps in maintaining a competitive edge; and provides environmentally sustainable alternatives to new construction. Policies under this strategy focus on ways to utilize historic preservation to bring investment to the city, stimulate neighborhood revitalization, create jobs, increase property values, improve the sustainability of Saint Paul, and make it easier and more cost-effective to complete historic rehabilitation projects.

Preserve Areas with Unique Architectural, Urban, and Spatial Characteristics that Enhance the Character of the Built Environment

Historic preservation plays a critical role in defining the physical and visual character of Saint Paul. It is inextricably linked to community character, quality of life, and the sense of place in neighborhoods and commercial districts throughout the city. Policies under this strategy focus on maintaining and enhancing the traditional urban character and fabric of the city to create distinctive, vibrant places to live, work, and recreate.

Provide Opportunities for Education and Outreach

Historic resources and educational programs play a key role in bringing meaning to a place, yet the public's understanding of preservation and its goals and regulatory requirements varies widely. Policies under this strategy focus on clarifying historic preservation regulations and processes; interpreting historic places to bring greater meaning to them; and reaching out to the public to increase awareness, appreciation, and understanding.

Strategy 1: Be a Leader for Historic Preservation in Saint Paul

Historic preservation is a core community value. Saint Paul is in a unique position to encourage the preservation of historic resources and to maintain the distinct sense of place that is closely tied to the historic features of the city. Through its ability to create policies and develop programs, the City can foster historic preservation and use it as a tool to revitalize neighborhoods and commercial centers. Preservation is a tool to bring economic development to the city while also enhancing the overall historic character of Saint Paul. Historic preservation should also be used as a means for creating an environmentally, economically, and socially sustainable city. Conversely, the City can impede preservation through policies and programs that result in the loss of historic resources, give preference to new construction over adaptive reuse, or require properties to be altered in ways that cause a loss of historic character, thereby changing the fundamental character of historic resources and the entire city. The first approach is preferred. While there are many ways a city and its governance can be a leader and serve as a steward, there are three key areas where the City must take on a leadership role: policy setting, facilitation, and advocacy and stewardship.
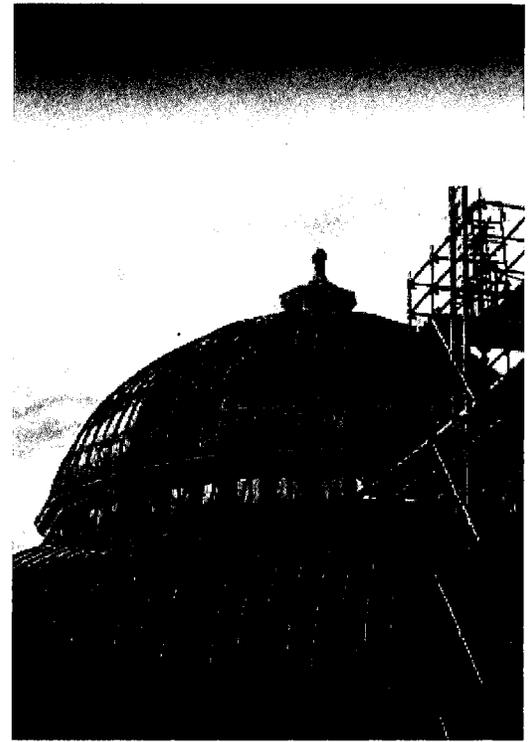
CITY AS POLICY SETTER

1.1. Strengthen and update the historic preservation ordinance to reflect modern preservation practices and tools: 🕴

    a. Clarify and expand terms, roles, responsibilities, regulatory
       controls and processes;
    b. Broaden the declaration of public policy and purpose statement
       to frame historic preservation within the context of an
       environmentally, socially, and economically sustainable city;
    c. Expand responsibilities to include timely reviews of proposed
       demolition of all buildings and structures in the city, a practice
       often referred to as demolition delay;
    d. Clarify and improve enforcement powers that include interim
       protection of historic resources during designation and require
       owners of designated properties to maintain their properties to
       avoid costly reconstruction and repair or demolition by neglect
       (often called duty to maintain);
    e. Clarifycriteria for the identification, evaluation and designation
       process; and
    f. Create a preservation "toolkit" comprised of land use incentives
       for historic preservation, such as historic variances, the transfer
       of development rights, and a façade easement program to
       provide incentives that make it easier to preserve and maintain
       resources designated for heritage preservation.

1.2. Adopt the broadened declaration of public policy and purpose statement in the historic preservation ordinance as part of the Administrative Code (see Introduction: Background). 🕴
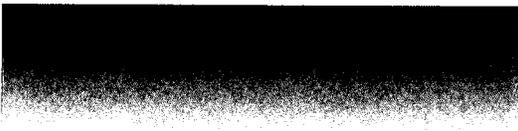
1.3. Update ordinances, policies, and other regulations, including the *Saint Paul Zoning Code*, that discourage or disconnect with City goals for historic preservation. 🚶

1.4. Maintain the City's status as a CLG, which means adhering to the agreement established between the State Historic Preservation Office (SHPO) and the City in 1985 (see Appendix HP-A). 🚶

    a. Pursue CLG grants and provide matching funds to carry out City historic preservation activities.

1.5. Strengthen the role of the HPC in all public planning, development and design processes. 🚶

    a. Institutionalize and create a clear, timely process to consider historic preservation interests and concerns in development, land use, and environmental review processes;

    b. Involve the HPC in the creation and review of plans and projects that affect historic resources (see Strategy HP-2);

    c. Allow the HPC to review and comment on projects involving historic resources as part of the capital improvement budget process; and

    d. Work with district councils to engage interested neighborhood parties in broader planning and development issues.

CITY AS FACILITATOR AND CONVENER

1.6. Develop a clearinghouse where information pertaining to historic preservation can be collected and disseminated to City departments and the public. 🚶

    a. Identify and maintain a repository for City records on historic resources, historic preservation projects, and other preservation efforts and activities;

    b. Utilize the City Historic Preservation Officer and Historic Preservation Team to create a central point of collaboration for entities with a stake in historic preservation (see Strategy HP- 2);

    c. Develop programs to connect individuals and businesses who want to acquire historic properties with sellers of historic properties;

    d. Further develop the HPC website to include information on historic resources and the history of Saint Paul, the benefits of heritage preservation designation, technical assistance on how to preserve and maintain historic properties, and links to other preservation-related websites; and

    e. Educate City project managers and other development professionals to bring consistency to historic preservation projects for developers working with historic resources.

1.7. Develop partnerships with district councils and preservation organizations to fund and promote preservation initiatives. 🚶

1.8. Pursue intergovernmental agreements with Federal, State, and County agencies to further City preservation goals and better coordinate historic preservation efforts. ⅍

    a. Update and develop programmatic agreements with the SHPO and Federal agencies, such as the United States Department of Housing and Urban Development, to streamline the review of federally-funded activities.

CITY AS ADVOCATE

1.9. Maintain City-owned historic resources pursuant to recognized preservation standards (see Strategy HP-4). ⅍

    a. Use HPC design guidelines and the Secretary of the Interior's Standards for the Treatment of Historic Properties to guide work on properties designated as heritage preservation sites; use the Secretary of the Interior's Standards for the Treatment of Historic Properties for other historic resources; and

    b. Provide adequate funding for the maintenance, rehabilitation, and restoration of City-owned historic resources, including infrastructure.

1.10. Give equal consideration to historic preservation factors when City action, involvement, or funding is requested or required. ⅍

1.11. Give equal consideration to projects with historic preservation factors when reviewing all Capital Improvement Budget funding requests. This may include adding historic preservation as a point category in the scoring process. ⅍

All requests for capital improvement funding should consider impacts on historic resources. Projects that adversely affect historic resources should be given lower priority in the funding process.

1.12. Prioritize the retention of designated historic resources (or those determined eligible for historic designation) over demolition when evaluating planning and development projects that require or request City action, involvement, or funding. ⌐

1.13. Designate City-owned properties that include historic resources as a heritage preservation site or historic district prior to sale (see Strategy HP-3). ⅍

1.14. Develop programs to educate the public about historic preservation (see Strategy HP-7). ⅍
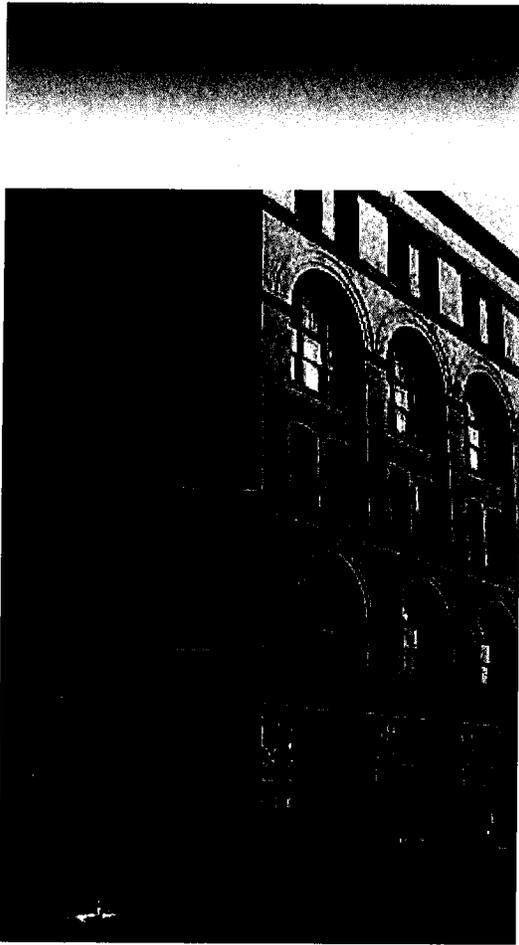
Strategy 2: Integrate Historic Preservation Planning into the Broader Public Policy, Land Use Planning, and Decision-Making Processes of the City

The HPC is often perceived as being responsible for all of the City's historic preservation activities, when in actuality, a wide range of historic preservation activities are conducted by many different departments throughout the City. Currently, many of these efforts are not coordinated. Not only do many departments lack an official preservation policy but there is a disconnect between some City practices and preservation goals. Outdated survey data on historic resources, limited staffing, and competition for funding to preserve City-owned historic resources create additional challenges. The net result of these conditions is mixed. There are many preservation success stories, but there is also the potential to negatively affect historic resources. Improving the standing of historic resources in the planning process will require a multi-faceted approach. There must be a unified vision for historic preservation that is aligned with City preservation policies. Up-to-date information on historic resources needs to be available to decision-makers. Departments need adequate levels of properly trained staff. Coordination between City departments will help ensure that historic resources are fully considered during policy, land use, planning, and decision-making processes.

ALIGNMENT WITH REGULATORY POLICIES, PLANNING PROCESSES AND DEPARTMENTAL GOALS

2.1. Develop, in cooperation with the City Historic Preservation Officer, a preservation policy for each department affecting the built and/or natural environment that incorporates historic preservation into its mission. 🚶

2.2. Incorporate historic preservation considerations into development, land use, and environmental reviews, staying mindful of project timelines. 🌿

State and Federal environmental review regulations require that the impacts of many publicly and privately funded projects on historic resources be assessed. Potential adverse effects to historic resources are to be avoided or mitigated, and preference is to be given to preserving historic resources in a manner that complies with HPC design guidelines or the Secretary of the Interior's Standards for the Treatment of Historic Properties. Planning for projects that use Federal funds, such as road and bridge projects, must consider their impacts on historic resources, including landscapes and corridors, through the Federal Section 106 process of the NHPA (see Appendix HP-A).

The City should consider impacts to historic resources in all public and private planning and development projects that require City involvement, action, or funding. Alternatives should be considered to avoid, minimize, or mitigate potential adverse impacts to historic resources.

SUSTAINABILITY: 🚶 SOCIAL 🌿 ENVIRONMENTAL 💲 ECONOMIC

2.3. Integrate historic preservation into public policy and planning processes.🚶

    a. Utilize the results of historic resource surveys to inform planning and decision-making. City departments should conduct surveys to identify historic resources as they prepare plans, design capital projects, and before they perform maintenance. If historic resources are identified, they should be accommodated in planning, design, and maintenance projects; and

    b. Include a historic preservation component, as appropriate, in public and private planning and development documents that require City involvement, action, or funding, including capital improvement plans, small area plans, master plans, development agreements, and development guidelines.

ADEQUATE STAFFING

2.4. Add staff dedicated to preservation activities within PED that will adequately support a comprehensive preservation program. 🚶

2.5. Create a City Historic Preservation Team of representatives from departments whose work affects preservation activities. The team should coordinate the preservation-related goals, policies, and procedures of these departments with those of the HPC. 🚶

2.6. Designate a City Historic Preservation Officer, who meets the *Secretary of the Interior's Professional Qualification Standards,* **to serve as the coordinator for all of Saint Paul's historic preservation activities and oversee the efforts of the City Historic Preservation Team.** 🚶

2.7. Identify and train staff from appropriate departments to oversee historic preservation responsibilities and select key staff to serve as liaisons to the City Historic Preservation Team. 🚶

Key City staff, including those involved with planning, urban design, economic development, and property management, should be trained on how to meet City historic preservation goals, and comply with Federal, State, and City legislative requirements. Maintenance and construction staff should be trained on how to properly maintain and preserve historic resources.

2.8. Share information between departments via the Historic Preservation Officer and Historic Preservation Team. 🚶

2.9. Seek partnerships with organizations such as Historic Saint Paul, district councils, and community development corporations. 🚶

2.10. Include district councils in planning for historic preservation and in surveying neighborhoods to identify historic resources. 🚶

The Mayor appoints members to the HPC and provides vision for major historic preservation initiatives. The Department of Planning and Economic Development (PED) is responsible for most of the City's historic preservation activities, including staffing and supporting the HPC, design review, and surveying properties for historic designation. PED is also responsible for planning and funding neighborhood development projects, many of which involve historic preservation, including Federal compliance with Section 106 of the NHPA (see Appendix A). The Department of Public Works is responsible for maintaining the City's historic bridges and brick streets, and works with the Minnesota Department of Transportation on transportation projects that affect historic resources. The Real Estate Division of Public Works oversees the maintenance and repair of several historic buildings owned by the City, including City Hall. The Parks and Recreation Division owns and maintains a number of historic buildings, landscapes and parks in several historic districts. The Department of Safety and Inspections (DSI) provides regulatory oversight that impacts historic buildings, including building codes, code enforcement, site plan review and certificate of occupancy.

Strategy 3: Identify, Evaluate and Designate Historic Resources

Before historic resources can be preserved and interpreted, and their intended meaning conveyed, they must be identified, studied, and evaluated as to their significance and value to the community. This creates a need for accurate information so that decision-makers can make well-informed, rational decisions. Therefore, an up-to-date historic resources inventory is critical. Moreover, an inventory can help avoid last-minute preservation battles that can occur when old buildings and other potentially historic sites are threatened.

ONGOING IDENTIFICATION AND EVALUATION PROGRAM

The term historic resource is used throughout this plan in a broad sense. For purposes of explaining the process of identification, evaluation and designation in Strategy HP-3, the term historic resource will mean an object, structure, building, site, landscape or district that is believed to have historical, cultural, architectural, archaeological or engineering significance and to meet at least one of the criteria for designation as a heritage preservation site or district (see Policy HP-3.1).

3.1. Implement an ongoing survey program to identify and evaluate all types of historic resources in Saint Paul, including buildings, structures, objects, archaeological sites, districts, and landscapes (see Appendices HP-A and HP-B). 🚶

The City should identify, through new survey efforts, a full spectrum of properties that have yielded, or may be likely to yield, information important in prehistory or history; are associated with significant events or with an important pattern of cultural, political, economic or social history; are associated with the lives of significant persons or groups; embody the distinctive characteristics of an architectural or engineering type or style, or method of construction; exemplify the work of a master builder, engineer, designer, artist, craftsman, or architect; exemplify a landscape design or development pattern distinguished by innovation, rarity, uniqueness, or quality of design or detail; or contain or are associated with distinctive elements of city identity.

3.2. Continue to develop a data base to capture, store, and maintain information collected on historic resources during surveys. The data base should be compatible with the SHPO's architecture-history and archaeology data bases, the City's Geographic Information system (GIS), and the City permitting system. 🚶

　　a. Continue to develop a well- organized survey form and data entry program to expedite surveys and data entry; and

　　b. Integrate survey results into the City GIS system; map historic resources.

3.3. Make the results of the survey available to departments, decision-makers, and the public. 🚶

　　a. Make survey information and results available to all City departments through the heritage preservation clearinghouse;

　　b. Add survey results to the HPC website; and

　　c. Publish survey results and provide copies to libraries, district councils, and City departments and make copies available to the public.

3.4. Pursue creative ways to adequately staff and fund the survey program. The steps taken to conduct a survey and how surveys are carried out are outlined in the Secretary of the Interior's Standards for Preservation Planning. $

    a. Develop a long-range strategy to adequately fund the survey program; and

    b. Apply for CLG grants to develop historic contexts and partially fund surveys.

Historic Contexts

Historic contexts provide the framework to help determine if a resource is historically significant and worthy of preservation. Historical Contexts:

- Help in the identification, evaluation, designation, and preservation of historic resources;
- Organize vast and diverse historic resources of a community based on thematic associations, geographical areas, and specific time periods; and
- Group together common properties and identify sites for future study and possible designation.

In 2001, the City developed a set of six comprehensive historic contexts based on thematic areas of the city's development that touch on nearly every significant property type commonly found in Saint Paul. Existing contexts include:

- Pioneer Houses: 1854-1880;
- Residential Real Estate Development: 1880-1950;
- Neighborhood Commercial Centers: 1874-1960;
- Downtown Saint Paul: 1849-1975;
- Churches, Synagogues, and Religious Buildings: 1849-1950; and
- Transportation Corridors: 1857-1950.

While these contexts provide a broad framework, the continuation of history and the discovery of previously unknown facets of history have led to the need for additional context work to identify a full spectrum of historic resources in Saint Paul (see Appendix HP-B).

3.5. Utilize existing statewide historic contexts that are relevant to Saint Paul to evaluate properties for potential statewide significance. 🚶

3.6. Continue to develop new and expand existing historic contexts to allow for the continual identification of a full spectrum of historic resources (see Appendix HP-B). 🚶

    a. Implement the recommendations from the 2001 context study; and

    b. Develop the following new historic contexts, with the highest priority on developing historic contexts for the most threatened resource types and areas:

Photo courtesy of the Minnesota Historical Society.
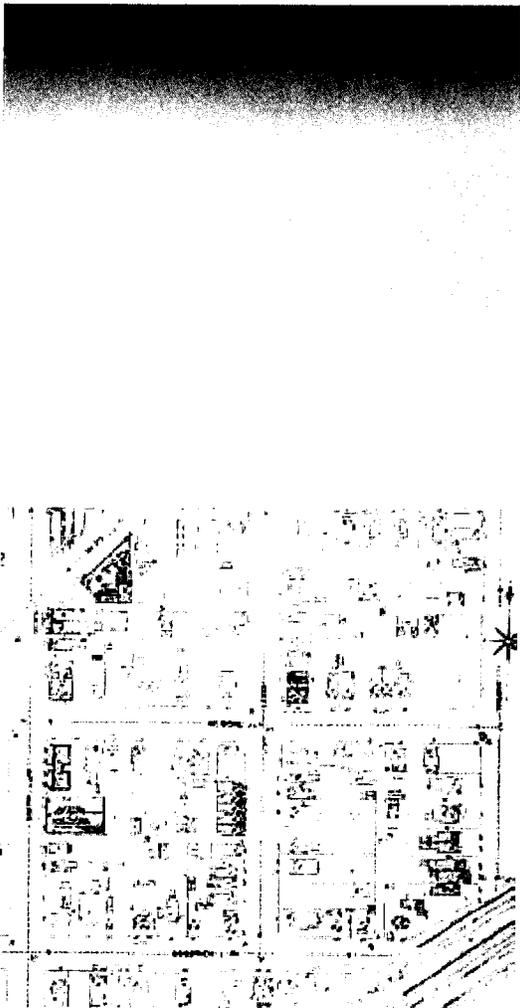
- Saint Paul Parks, Parkways, and Cultural Landscapes;
- Neighborhoods at the Edge of the Walking City;
- Post-WWII Development, Modernism, and Historic Preservation;
- Mississippi River Valley: Navigation and Commerce;
- Immigrant and Ethnic Communities; and
- Resources Types: Multiple Housing Units, Schools, Fire Houses, Early Gas Stations, Automobile Dealerships, and Industrial Buildings.

RECONNAISSANCE SURVEYS

3.7. Identify and evaluate historic resources in Saint Paul systematically and comprehensively (see Appendices HP-A and HP-B). 🚶

A multi-year work plan should be developed to conduct a reconnaissance-level survey of the entire city. The city should be divided into manageable survey areas that can be completed each year. All surveys should follow the standard professional format outlined in *Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines* [48 Federal Register 44716-44740] (National Park Service 1983).

- Highest priority should be given to surveying individual potential historic resources whenever the City receives an application to substantially alter or destroy the resource. Another high priority is the survey and identification of historic resources in areas facing development pressure, such as Invest Saint Paul areas and the Central Corridor;
- A medium-high priority should be the survey of City-owned resources, including buildings and structures, bridges and roads, and parks and natural areas;
- Of medium priority is the survey of previously un-surveyed areas and property types;
- A lower, ongoing priority is the survey of properties as they turn 50 years old; and
- The lowest priority should be to reevaluate previously inventoried properties as existing survey information becomes outdated and as new information becomes available. Previously inventoried properties should be resurveyed if they are located in areas that are being surveyed.

3.8. Enter results from survey work and any other new, relevant information into the historic resources data base. 🚶

Demolished buildings should be left in the data base, but recorded as non-extant.

EVALUATION OF HISTORIC RESOURCES

3.9. Evaluate properties based on historic contexts, reconnaissance surveys, and applicable designation criteria to determine their potential significance as well as their potential eligibility for designation as a heritage preservation site by Saint Paul and for listing on the National Register of Historic Places. 🚶

The criteria identified in the Heritage Preservation section of the *Saint Paul Legislative Code* should be used to evaluate potential historic resources to determine their potential eligibility for designation as a heritage site by the City of Saint Paul. The criteria established by the National Park Service should be used to evaluate the significance of potential historic resources to determine their eligibility for listing on the NRHP.

3.10. Forward properties that appear to be potentially eligible for listing on the NRHP to the SHPO for an official determination of eligibility. 乂朼

DESIGNATION OF HISTORIC RESOURCES

3.11. Make the designation of significant historic resources as heritage preservation sites a priority for the City Council. 乂朼

    a. Allocate adequate funding and staffing to designate historic resources; and

    b. Prepare designation studies and nominations using City staff or contract historians. It can often take six months to two years to complete a designation study depending on the significance, complexity, and size of the resource (e.g., a single property, a large district, etc.); costs can also vary greatly based on the effort required. Similarly, considerable staff time is required to complete the designation process, including public outreach, meetings and hearings, and preparing reports. Therefore, adequate funding and staffing is critical to a successful designation program.

3.12. Designate historic resources, such as buildings, structures, objects, archaeological sites, historic districts, and landscapes as Saint Paul heritage preservation sites or historic districts. ᕯ
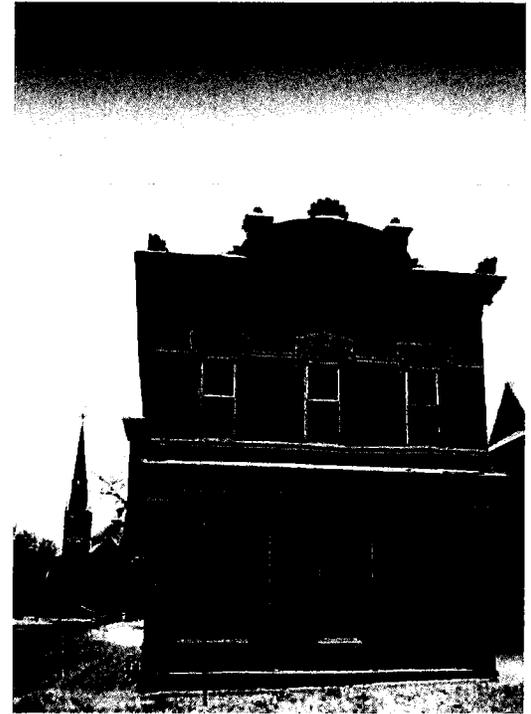
There are numerous sites and districts that are worthy of preservation. Since it can take a considerable amount of time and effort to designate a property for heritage preservation, resources should be ranked and prioritized based on significance, physical threats, development pressure, requests from owners, economic importance and financial stability. The highest priority should be given to historic resources that are threatened by destruction or development pressure. Since many areas facing development pressure have not been thoroughly surveyed to identify a full spectrum of historic resources, survey efforts must be aligned with designation priorities to ensure that all unknown historic resources facing development pressure can be properly identified and decisions can be made about designation. The designation of districts should also be a high priority since they can protect entire areas rather than a single property. Medium priority should be given to designating unique or rare historic resource types. Non-threatened properties with completed designation studies should be a low priority.

Before

After

Strategy 4: Preserve and Protect Historic Resources

Given the many benefits associated with preserving historic resources, it must be recognized that there is a finite number of irreplaceable historic resources in Saint Paul. In order to ensure that these limited historic resources retain their ability to convey their meaning and are preserved for future generations to appreciate and enjoy, they must be properly protected.

There are a variety of threats facing historic resources, including demolition by neglect and purposeful destruction; development pressures, such as potential impacts from the Central Corridor light rail (LRT) project on surrounding historic resources; owners who do not properly maintain their buildings; challenges to finding new uses; and even natural disasters. Since historic resources tend to be somewhat unique, there are an equal number of challenges when it comes to preserving them. Consequently, a number of factors need to be considered before selecting a preferred approach to preserving and protecting a historic resource.

DESIGN REVIEW FOR SITES AND DISTRICTS

4.1. Utilize design review controls to protect properties and districts designated for heritage preservation from destruction or alterations that would compromise their ability to convey their historic significance. ✎

    a. Develop clear and comprehensive design guidelines for newly-designated historic resources;

    b. Revise City design guidelines for historic districts and heritage preservation sites;

    c. Develop one set of general design guidelines, based on the Secretary of the Interior's Standards for the Treatment of Historic Properties, to provide general guidance for all properties and districts designated for heritage preservation. The existing design guidelines for each historic district should be supplemental to the general design guidelines and should be updated to specifically address the unique character and condition of the district. Supplemental design guidelines should be prepared to address the uniqueness of individual designated properties. Design guidelines not only address how to respond to changes and repairs to historic buildings; they also address how new construction, such as additions and new buildings, should be sited and designed to reinforce the historic character of the district; and

    d. Regularly inspect construction after projects are approved by the HPC and permits issued to ensure that the project is being constructed according to HPC approval.

4.2. If archaeological sites are discovered during the construction of City or City-funded projects all work should stop until a licensed, professional archaeologist (American Indians as appropriate) is consulted to develop a course of action before construction work resumes. 🚶

UNDESIGNATED HISTORIC RESOURCES

Only a small percentage of significant historic resources are designated as heritage preservation sites. Currently, significant, but undesignated, historic resources, including properties listed on the NRHP, could be significantly altered or destroyed without consideration by the HPC. Some level of protection should be provided to undesignated historic resources until the HPC has had an opportunity to consider the significance of a property and act to protect it.

4.3. Protect undesignated historic resources. 🏃🐾

Protect any undesignated property that is eligible for local designation or listing on the NRHP from destruction or a substantial loss of historic character until the HPC has an opportunity to consider alternatives to adverse effects, or pursue historic designation of the property, and/or find parties interested in acquiring and preserving it (see Strategy HP-1);

>   a. Develop a demolition delay clause in the historic preservation ordinance to allow for the consideration of undesignated historic resources during City permitting processes; and
>   b. Implement interim protection for historic resources going through the heritage preservation designation process.
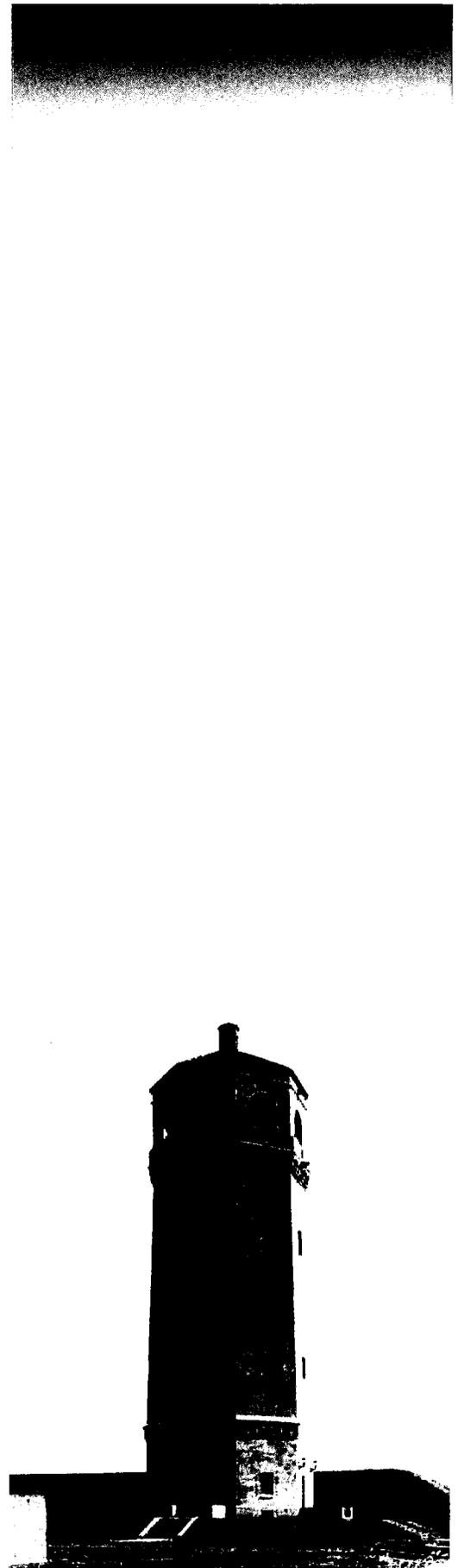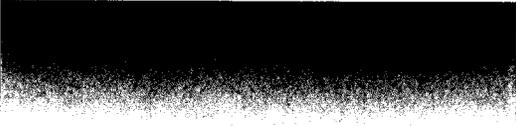
CITY-OWNED HISTORIC RESOURCES

4.4. Maintain City-owned historic resources pursuant to recognized preservation standards (see Strategy HP-1). 🏃🐾

>   a. Use HPC design guidelines and the *Secretary of the Interior's Standards for the Treatment of Historic Properties* to guide work on properties designated as heritage preservation sites and the *Secretary of the Interior's Standards for the Treatment of Historic Properties* for other historic properties determined eligible for designation;
>   b. Pursue and provide adequate funding for the maintenance, rehabilitation and restoration of City-owned historic resources, including infrastructure;
>   c. Evaluate, preserve, maintain, rehabilitate, or restore, as appropriate, historic properties that are retained by the City; keep these sites open and available to the public; and
>   d. Institute standards to document historic properties retained by the City.

4.5. Acquire key threatened historic properties until a suitable owner can be found. 🏃🐾

>   a. Seek to acquire and preserve key threatened historic resources that embody important historic themes, consistent with broader neighborhood revitalization and economic development goals. As needed, the City should collaborate with Ramsey County, the Minnesota Historical

Society, community development corporations, and other preservation and community-based organizations to acquire significant historic resources. Acquisition should normally be made with the ultimate goal of transferring ownership to an appropriate new owner, determining a new use, and regulating the design of rehabilitation work; and

b. Designate, prior to sale, City-owned properties that contain historic resources. (see Strategy HP-3).
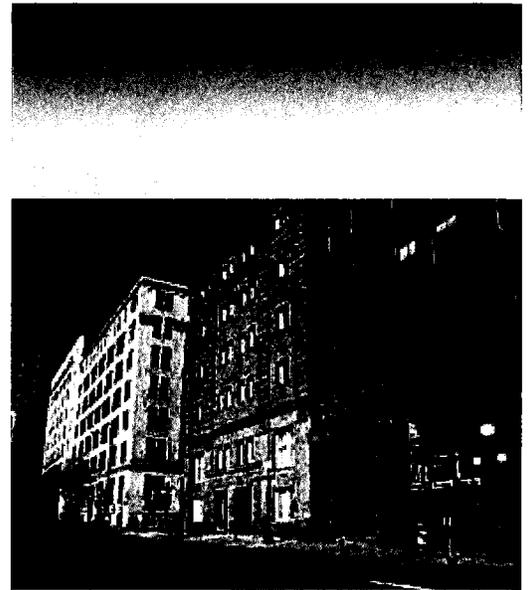
Strategy 5: Use Historic Preservation to Further Economic Development and Sustainability

Historic preservation is one of the most important economic development tools available to a community. Seventy-five percent of the top 20 successful (in terms of economic development) cities in the nation are also among the top cities with the greatest amount of historic rehabilitation activity.[8] Historic preservation benefits a city by strengthening its sense of place and identity, as well as providing amenities and contributing to the long-tem sustainability of irreplaceable resources. As an economic development tool, preservation creates jobs, stimulates tourism, increases property values, provides excellent incubator space for businesses, and provides an amenity that helps cities compete with the suburbs. The result is a stronger, more economically sustainable city. While Saint Paul has successfully used historic preservation to transform and revitalize Lowertown, many buildings in Downtown, and numerous successful neighborhood commercial nodes, Saint Paul has yet to take full advantage of the economic development potential of historic preservation.

One of the keys to using historic preservation as an economic development tool is the designation of historic resources. Designation not only opens the door to a number of incentives, such as historic preservation tax credits, but it also provides a measure of neighborhood and community stability. When a historic resource is designated as a heritage preservation site, the associated regulation provides some predictability that improvements will maintain and improve the integrity (and market value) of the site.

In a built-up city like Saint Paul, historic preservation is a greener and more sustainable alternative to major new redevelopment projects, which may require the demolition of existing buildings. Retaining historic buildings saves precious natural resources and energy, avoids filling landfills with used materials, and makes use of historic materials that may be of higher quality than what is available today. Moreover, historic buildings that have been well-maintained are adaptable to a range of new uses. Another added benefit is that most new buildings are designed to be thermally sealed and rely on mechanical systems for heating, cooling, and lighting while historic buildings often have large windows and other features that provide natural light and ventilation.

Saint Paul is fortunate that its building stock has generally not been destroyed by benign neglect or purposeful demolition and has benefitted from foresight by city leaders and citizens. The city has also not been severely affected by inappropriate development. The benefit of this condition is that many historic resources have retained their historic character and now create an opportunity for a tremendous amount of investment that will further strengthen the economic vitality of Saint Paul. The National Trust for Historic Preservation recognized this in 2002, when it named Saint Paul as a demonstration site for

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8   Rypkema, Donovan D. The Economics of Historic Preservation: A Community Leaders Guide. National Trust for Historic Preservation, Washington, D.C. 1994.

9   Rypkema, Donovan D. The Economics of Historic Preservation: A Community Leaders Guide. National Trust for Historic Preservation, Washington, D.C. 1994.
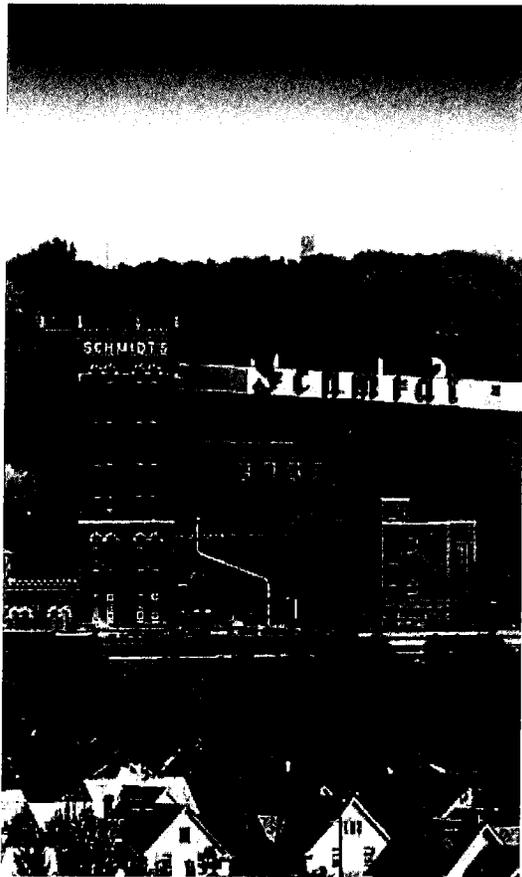
Dollar for dollar, historic preservation is one of the highest job-generating economic development options available to a community. In new construction, the majority of construction costs are for materials, with labor being a much smaller percentage of the total cost. The opposite is true for historic preservation. In historic rehabilitation projects, the majority of construction costs are for labor, with a much smaller percentage going to material costs. As an example, suppose a community is choosing between spending $1,000,000 in new construction and spending $1,000,000 in rehabilitation. What would the differences be?

- Rehabilitation projects will initially allow $120,000 more dollars to stay in the community compared to new construction;

- Rehabilitation will create five to nine more construction jobs than new construction;

- Compared to new construction, rehabilitation will create 4.7 more new jobs elsewhere in the community;

- Household incomes will increase $107,000 more with rehabilitation than with new construction; and

- Retail sales in the community will increase $142,000 as a result of that $1,000,000 of rehabilitation expenditure–$34,000 more than with $1,000,000 of new construction. [9]

its Preservation Development Initiative (PDI) program. A multi-disciplinary team of City staff and representatives from Historic Saint Paul, community development organizations, and private sector groups and individuals prepared a report, which notes:

> Despite an appreciation for historic preservation and obvious examples of its economic value, historic structures and neighborhoods are too often sacrificed in anticipation of greater economic benefit. That willingness to sacrifice the long-term value of stable, attractive, and affordable historic neighborhoods and distinctive landmarks or vistas for short-term 'benefit' undermines Saint Paul's long-term potential. The observations and recommendations contained in the assessment report intend to reorient the City of Saint Paul, private developers and funders, and community development organizations to the greater economic opportunities that historic preservation and a conservation approach can provide.

Policies in this section build upon the recommendations in the PDI report. They focus on ways to bring investment to the city, create jobs, increase property values, make Saint Paul a sustainable city, and make it more beneficial to integrate historic preservation into redevelopment projects.

ECONOMIC VIABILITY OF HISTORIC RESOURCES

5.1. Develop a process and set of criteria to assess the economic viability of historic resources. $

One of the most daunting challenges facing historic resources is knowing when and how to best change or intensify their use. Given the role they play in creating a sense of place and enhancing quality of life, it is important that historic resources be redeveloped in a way that allows them to continue these functions while also serving as a catalyst for additional investment in the surrounding area. The City Historic Preservation Team should play a role in this process.

5.2. Develop criteria to objectively determine when economic incentives should be used for the rehabilitation of historic resources. $

5.3. Realize the full economic potential of key historic resources. $

 a. Rehabilitate key historic resources to serve as a catalyst for additional development in adjacent areas;

 b. Integrate historic properties into new development to strengthen sense of place and provide a link between old and new; and

 c. Develop educational and/or training materials to inform developers of economic development opportunities that are based on historic preservation.

5.4 Invest in historic resources along transit corridors as part of a larger neighborhood revitalization and reinvestment strategy. 林当 $

LAND USE AND REGULATORY INCENTIVES

5.5. Develop land use and regulatory incentives to make it easier and more feasible to rehabilitate resources designated as heritage preservation sites (see Strategy HP-1). ⟡$

   a. Develop an ordinance that allows historic use variances in order to alleviate undue hardships created by the historic character of designated properties and is consistent with the authority granted by State statute; and
   b. Explore the use of transfer development rights to alleviate development pressure on historic resources.

5.6. Utilize Chapter 1311 of the *Minnesota State Building Code* to review alterations and changes in use to historic buildings listed on the NRHP or designated as City heritage preservation sites. ⟡

FINANCIAL INCENTIVES

5.7. Partner with Historic Saint Paul to increase its capacity to improve historic resources through its revolving loan program. $

Loans could be available for such activities as reuse studies, intervention for threatened historic resources, emergency maintenance and stabilization, and maintenance/rehabilitation for low-to-moderate income homeowners and owners of small businesses.

5.8. Explore the establishment of a City historic preservation fund to address unanticipated needs for historic resources. $

Such a fund could provide seed money for a project, temporary/emergency repairs to historic resources, signage or education programs, or other enhancements that have no other funding source.

5.9. Actively promote the use of Federal historic preservation tax credits for the rehabilitation of income-producing properties listed on or determined eligible for listing on the NRHP (see Appendix HP-A). $

The City should list historically significant commercial and historic districts on the NRHP so properties in these districts can take advantage of Federal historic preservation tax credits.

5.10. Encourage the use of Federal New Market tax credits in combination with historic preservation tax credits to increase investment in commercial projects in historic resources in low-income areas (see Appendix HP-A). $

5.11. Use historic tax credits to encourage affordable housing. $

Given the large size of many historic houses and design of many historic warehouse and commercial buildings, historic resources are often good candidates for conversion to housing. The use of affordable housing tax credits,

Historic use variances can be granted by the HPC to allow a historic resource to be used for a purpose that would otherwise not be permitted by the *Saint Paul Zoning Code*, in order to maintain the economic viability of the historic resource.

The transfer of development rights involves conveying the undeveloped floor area from one zoning lot that contains a historic resource to another zoning lot that does not. Transfer development rights eliminate the pressure to remove or significantly alter a historic resource in order to realize the full economic potential of the site, since the "unused" economic potential is transferred to another site that can accept it.
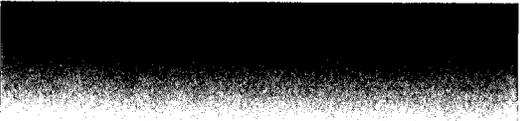
Since the Federal Historic Preservation Tax Incentives Program was established in 1976, more than $30 billion has been invested in historic rehabilitation projects using these tax credits. In addition, more than half of the states in the United States now offer historic preservation tax credits that have led to significant investment in historic preservation projects and turned many otherwise economically infeasible projects into successful projects.

either alone or with historic preservation tax credits when feasible, greatly improves the economic viability of many historic resources.

5.12. Work with other Minnesota cities to seek State legislation to create a state-wide historic preservation tax credit for properties listed on the NRHP or designated as City heritage preservation sites. $

5.13. Partner with the Preservation Alliance of Minnesota to expand its façade easement program in Saint Paul. $

5.14. Pursue the ability to tax designated properties based on their current use rather than their "highest and best" use. $

5.15. Explore the development of a City property tax abatement program to encourage the rehabilitation of historic resources designated as City heritage preservation sites. $

Strategy 6: Preserve Areas with Unique Architectural, Urban and Spatial Characteristics that Enhance the Character of the Built Environment

Only a portion of Saint Paul is historically significant and worthy of the level of protection afforded by local designation. However, Saint Paul's traditional urban fabric—its streets, density, placement of houses on residential lots, development along transit corridors, land use patterns (such as small commercial nodes on the edges of neighborhoods), architectural continuity ,and walkability—uniquely defines the city and the quality of the urban experience in Saint Paul. Moreover, these features strengthen the social fabric of the city and its neighborhoods by creating an environment where residents can interact.

Photo courtesy of the Minnesota Historical Society.

Preservation of important broad patterns and features of the city requires a different approach than traditional historic preservation practices. The following policies address the preservation of Saint Paul's unique, historic urban form and character in areas not meeting the criteria for local designation.

NEIGHBORHOOD CHARACTER

6.1. Determine the character-defining features of each neighborhood that should be preserved; incorporate these features into area plans and master plans for new development. 🚶

6.2. Increase community awareness about the distinctive features and characteristics of Saint Paul's neighborhoods. 🚶

TRADITIONAL URBAN FABRIC AND FEATURES

6.3. Explore the creation of neighborhood conservation districts. ◥

In its broadest interpretation, conservation district planning speaks to the idea that the total environment– built and natural – is worthy of understanding and protection. In urban settings, conservation districts usually refer to the delineation of an area with a distinctive appearance, amenity, landscape, architecture, and/or history that does not easily fit into standard historic district frameworks. Neighborhood conservation districts are a tool to recognize and preserve the unique features of an area that, while they define the area's overall character, may not rise to the level of significance required for formal designation. Features and characteristics may include the size, scale, architectural character, and material found on buildings; the rhythm and spacing of structures; general visual character; and infrastructure. In conservation districts, development standards are typically less stringent than the design guidelines for historic districts, and they are customized to protect the unique characteristics of a particular neighborhood.

Form-based coding is a tool to regulate development to achieve a specific urban form. Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. Form-based codes create a predictable public realm primarily by controlling building form, with a lesser focus on land use. They typically contain a regulating plan (showing the locations where building form standards apply), public space standards (for such elements as sidewalks, travel lanes, on-street parking, street trees and street furniture) and building form standards (controlling the configuration, features and functions of buildings that define and shape the public realm). Form-based codes sometimes also include standards relating to architecture, landscaping, signage and environmental features.

6.4. Update the *Saint Paul Zoning Code* to strengthen the traditional character of the city. 🚶

    a. Explore incorporating form-based coding into the *Saint Paul Zoning Code* to encourage the protection and enhancement of traditional neighborhood character.

6.5. Encourage City-funded projects to protect and enhance those neighborhood physical features that define an area's visual character and urban form. 🚶

Visual Character

6.6. Assist neighborhoods in addressing design issues related to the retention and preservation of neighborhood character. 🚶

    a. Partner with appropriate organizations to focus on educating the public on the significance of specific features and characteristics of a neighborhood and how to protect these features through appropriate maintenance and sympathetic alterations; and

    b. Determine where gaps exist in planning and design expertise, and foster the development of new organizations and tools to address these gaps.

6.7. Partner with organizations that support preservation and redevelopment efforts in neighborhood commercial districts and along commercial corridors. 🚶

Because Saint Paul's urban form was created largely by the location of streetcar lines along commercial corridors, the preservation of commercial corridors is particularly important to preserving the overall character of the city. In addition, neighborhood commercial districts are a key feature of Saint Paul's traditional urban neighborhoods. Effort should be made to provide necessary support to the various organizations working to retain and enhance commercial districts and corridors as defining elements of the urban fabric.

Strategy 7: Provide Opportunities for Education and Outreach

Historic resources play an important role in bringing meaning to a place and connecting people to where they live. Public outreach and education are instrumental to raising awareness about historic preservation and its benefits to the City, its residents, and its developers. Utilizing historic resources to convey the history of Saint Paul to residents and visitors will connect people to Saint Paul and make it more desirable. Education is equally important when it comes to understanding the goals and processes of historic preservation.

The HPC already offers a number of programs to educate the public about historic preservation. It has installed historic district identification signs around designated historic districts. The HPC co-sponsors the Annual Saint Paul Heritage Preservation Awards with the American Institute of Architects and oversaw the writing of *St. Paul's Architecture: A History* (University of Minnesota Press, 2006), by Jeffrey A. Hess and Paul Clifford Larson. These efforts, however, are not enough. Education efforts must be more broad in scope. Multiple approaches must be developed to meet the demands of various audiences, ranging from residents who want to learn more about where they live, to tourists who want to experience historic places and sites, to developers who want to know the requirements and procedures for redeveloping historic resources, to City staff who need to make a variety of decisions that will affect historic resources.
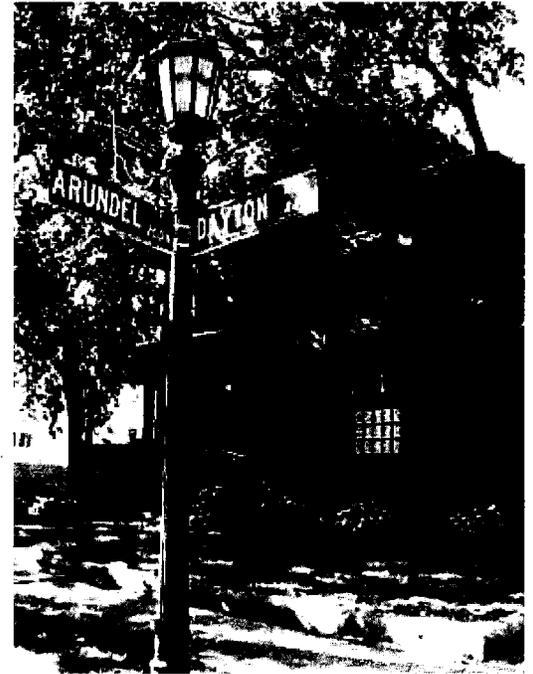
THE STORY OF SAINT PAUL

7.1. Develop programs to educate the public about the history of the city. 🚶

  a. Partner with organizations, including the Minnesota Historical Society, Ramsey County Historical Society, Historic Saint Paul, Preservation Alliance of Minnesota, Mississippi National River and Recreation Area, and district councils, to offer guided tours and lectures on the history of Saint Paul;
  b. Develop and partner with organizations to create self-guided walking tour brochures for Downtown and designated historic districts;
  c. Add information about neighborhood histories and historic resources to the HPC website that enables residents and tourists to learn about Saint Paul and develop customized, self-guided tours. Additional information may include an interactive map, designation studies, NRHP nominations, inventory forms, and context studies;
  d. Install interpretative panels as part of City-funded capital and development projects that include historic sites or are the site of significant historic events;
  e. Collaborate with Saint Paul schools to develop education curriculums that teach the history of Saint Paul and help students understand the importance of historic preservation; and
  f. Organize a series of educational forums to inform the general public about existing designated sites and districts and new context studies.
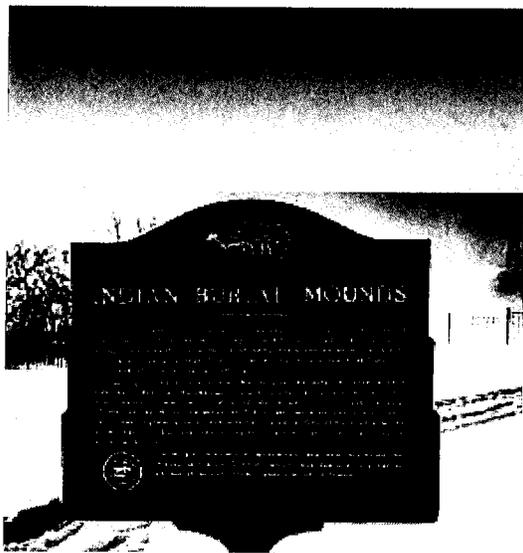
7.2. Identify and mark significant historic resources. 🚶

    a. Continue to install historic district identification markers as new historic districts are established;

    b. Provide HPC plaques to individual designated properties; and

    c. Install historic markers at sites significant to the history of Saint Paul, the State of Minnesota, and the United States.

## THE IMPORTANCE OF PRESERVATION

7.3. Educate the public about the importance of designating, preserving, and protecting historic resources. 🚶

    a. Continue to prepare an annual report, as outlined in the Certified Local Government agreement, to document the historic preservation accomplishments of the City and the HPC (see Strategy HP-1 and Appendix HP-A);

    b. Continue to sponsor the annual Saint Paul Heritage Preservation Awards;

    c. Partner with other organizations, such as Historic Saint Paul and district councils, to offer education sessions on historic preservation in neighborhoods;

    d. Educate property owners on appropriate and affordable methods to maintain historic properties by offering technical information on the HPC website and through more formal educational workshops; and

    e. Develop promotional materials on incentives for historic preservation in Saint Paul. Information should include the purpose of the program, funding requirements, limitations, and application processes. This information should also be added to the HPC and PED websites, and made available through City departments and district councils.

7.4. Host an annual forum for real estate agents so they can learn how to provide potential buyers of historic resources with accurate information on the property and any potential legal requirements associated with the historic status of the property. 🚶

7.5. Educate City officials and staff about historic preservation. 🚶

    a. Coordinate efforts by the City Historic Preservation Office to train City staff with the assistance of the City Historic Preservation Team. Training may include the development of technical manuals, lectures and attendance at conferences;

    b. Educate key City staff about preservation goals and legislative requirements (see Strategy HP-2);

    c. Educate key City maintenance and construction staff on proper techniques to maintain and preserve historic resources;

    d. Educate the HPC about its roles, responsibilities, and processes; and

    e. Train new HPC commissioners on the legal requirements, roles, and responsibilities of the HPC upon their appointment to the HPC. A short refresher course should be held each year and attended by all commissioners.
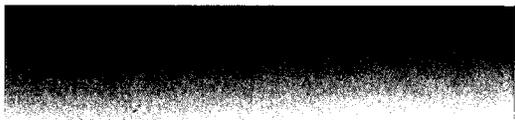
OWNER EDUCATION

7.6. Improve the process to notify all property owners when their property is being considered for designation, is initially designated, and/or whenever a designated property changes ownership. 🏃

The notification should include information on what it means for a property to be designated for heritage preservation. Currently, the Truth-in-Sale of Housing Program requires that buyers of one- and two-family residences be notified if the property they are purchasing is designated. An additional program should be developed to inform all owners and buyers if the property is historically designated.

7.7. Educate property owners and developers about City goals and review processes for historic preservation. 🏃

  a. Enhance materials outlining City review and permitting processes for historic resources; and
  b. Create educational materials for developers on the benefits of compatible design and how to design infill development that is compatible with the character of a historic district.

7.8. Make City historic preservation goals, regulations, and guidelines available through the HPC, DSI, and PED websites, as well as through district councils. 🏃
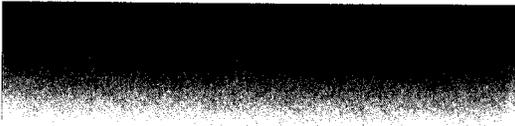
Implementation

Resources dedicated to the City's historic preservation program over the past several years have been inadequate. Recognizing that funding for such programs will continue to be limited, the City must be strategic in prioritizing the policies recommended by the *Historic Preservation Plan*. While all of the policies are necessary to maintain an active and effective preservation program, implementation of the following six policies will set the stage for subsequent City preservation efforts.

Revise and strengthen the historic preservation ordinance and adopt a broadened declaration of public policy and purpose statement as part of the Administrative Code.

The ordinance establishes the City's authority to carry out preservation activities. Several changes are recommended to make it consistent with current preservation practice and to better integrate preservation with community vitality and quality of life (see Policies HP-1.1 and HP-1.2)

Create a City Historic Preservation Team of representatives from departments whose work affects and is impacted by preservation activities; develop a preservation policy for each of these departments.

This is a good first step in ensuring that preservation is given equal weight to broader planning and public policy decisions. It will also lay the groundwork for better integration between preservation and planning (see Policies HP-2.1 and HP-2.4).

Survey.

Without a commitment to an on-going survey program, the City will continue to lose important historic resources, and decisions will continue to be made without clear and accurate information (see Policies HP-3.1 through HP-3.4).

Designate.

The ultimate protection from complete or partial loss or alteration of historic resources will not take place until the City Council designates a site or district for heritage preservation. Designation also helps with management of historic resources (see Policies HP-3.11 and HP-3.12).

Develop an annual work plan for the Heritage Preservation Commission that prioritizes survey and designation work and takes into consideration the priorities outlined in Policy HP-3.7.

The work plan should include ways to fund and staff the survey work.

Realize the full economic potential of key historic properties in Saint Paul.

Key properties can serve as a catalyst for additional development in adjacent areas. They can range from a large industrial sites, such as the breweries or 3M, to a small corner commercial building at an old streetcar intersection (see Policy HP-5.3).

Credits

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Roger Brooks++
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Appendix HP-A

BACKGROUND DATA

Prepared for the City of Saint Paul by the 106 Group Ltd., July 2008

Report Author: Greg Mathis, M.C.R.P.

INTRODUCTION

This Appendix presents background and baseline data. The first section describes the legal basis for preservation as defined by key Federal, State, and local enabling legislation. The next section provides an introduction to historic preservation planning. The following section provides a summary of historically-designated properties in Saint Paul and previous survey efforts. The last section identifies potential funding sources available to government agencies and the private sector to accomplish the City's goals for historic preservation.

A LEGAL BASIS FOR PRESERVATION

Federal Laws

*The National Historic Preservation Act of 1966*

In 1966, the United States Congress approved and President Johnson signed into law the National Historic Preservation Act (NHPA). Since amended, the NHPA is the Federal enabling legislation for the protection of cultural resources in the United States. Among its accomplishments, it established the National Register of Historic Places (NRHP), the Nation's official list of cultural resources worthy of preservation. It created a State Historic Preservation Office (SHPO) for each state and Tribal Historic Preservation Offices (THPOs) for federally recognized tribes. Section 106 of the NHPA requires Federal agencies to consider the effect of their activities on historic properties and to afford the Advisory Council on Historic Preservation (ACHP) the opportunity to comment on those activities.

Other Federal Laws

There are a number of additional Federal laws that impact preservation efforts in the United States. These laws include the National Environmental Policy Act of 1969 (NEPA), as amended; the Archaeological and Historic Preservation Act of 1974, as amended; the American Indian Religious Freedom Act of 1978, as amended; the Archaeological Resources Protection Act of 1979, as amended; the Abandoned Shipwrecks Act of 1987; and the Native American Graves Protection and Repatriation Act of 1990, as amended.

State Laws

Several State statutes address cultural resources in Minnesota. Many of these laws are found in Minnesota Statutes, Chapter 138, including the Minnesota Field Archaeology Act, the Minnesota Historic Sites Act and the Minnesota Historic Districts Act. Other State laws relating to preservation and cultural resources include: §471.193 Municipal Heritage Preservation, the Minnesota Private Cemeteries Act and the Minnesota Environmental Rights Act (MERA).
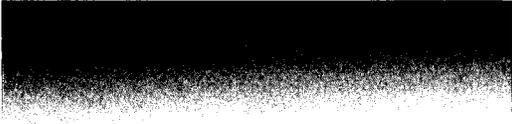
The Environmental Quality Board also maintains a number of rules pertaining to the protection of cultural resources.

Minnesota Statutes, Chapter 138: Historical Societies, Sites, Archives, Archaeology, Folklife

Chapter 138 designates the director of the Minnesota Historical Society (MHS) as the State Historic Preservation Officer and places responsibility for Minnesota's historic preservation program with the MHS. Other sections pertain to historic and archaeological resources.

Minnesota Field Archaeology Act

The Minnesota Field Archaeology Act (§138.31-138.42) establishes the office of the State Archaeologist; requires licenses to engage in archaeology on non-Federal public land; establishes ownership, custody, and use of objects and data recovered during survey; and requires State agencies to submit development plans to the State Archaeologist, MHS and the Minnesota Indian Affairs Council for review when there are known or suspected archaeological sites in the area.

Minnesota Historic Sites Act

The Minnesota Historic Sites Act (§138.661-138.669) establishes the State Historic Sites Network (Network) and the State Register of Historic Places (SRHP), and requires that State agencies consult with MHS before undertaking or licensing projects that may affect properties on the Network, the SRHP or the NRHP. In order to be listed on the State Historic Sites Network, a property must be a significant State resource that the MHS is preserving, developing, interpreting and maintaining for public use, benefit and access during open hours. For a property to be listed on the SRHP, it must possess historical, architectural, archaeological and aesthetic values that are of paramount importance in the development of the state and be a site that is not operated by the MHS for historical, interpretive or public use and access purposes.

Minnesota Historic Districts Act

The Minnesota Historic Districts Act (§138.71-138.75) designates certain historic districts throughout the state and includes enabling legislation that allows local governing bodies to create commissions to maintain architectural design review control over these areas.

Other Sections Relevant to Saint Paul

There are two additional sections in Chapter 138 that are worth noting. The first, §138.052, authorizes counties, in this instance Ramsey County, to appropriate County funds or funds from a special county-wide tax levy, to be allocated to the MHS-recognized County historical society for the purpose of promoting historical work in the county. Allowable historical work includes the collection, preservation and publication of historical material, and the dissemination of historical information about the county. The other section, §138.586, authorizes County boards to acquire and maintain tracts of land within the county that are designated as having historical or archaeological significance, and whose acquisition and maintenance are approved by the MHS, and to aid in the construction of markers on such lands.

Minnesota Statute 307.08: Minnesota Private Cemeteries Act

The intent and scope of this act is to give all human burials and human skeletal remains equal treatment and to respect their human dignity irrespective of their ethnic origins, cultural backgrounds or religious affiliations. The provisions of this section protect all human burials or human skeletal remains found on or in public or private lands or waters in Minnesota and makes it a felony to intentionally, willfully or knowingly destroy, mutilate, injure, disturb or remove human skeletal remains or human burial grounds.

Minnesota Statutes, Chapter 15B: Capitol Area Architectural and Planning Board

This chapter established the Capitol Area Architectural and Planning Board (CAAPB) to maintain design review authority over a large area around the State Capitol. The Board is charged with preserving and enhancing the architectural integrity of the Capitol, its grounds and the surrounding area; protecting and enhancing open spaces within the Capitol Area; developing proper approaches to the Capitol Area; and establishing a framework for growth of the Capitol buildings to keep them within the spirit of the original design.

Minnesota Statute 471.193: Municipal Heritage Preservation

This statute, entitled "Municipal Heritage Preservation," enables local units of government to establish heritage preservation commissions. Since most decisions about land use and buildings are made by local governments, this piece of legislation is one of the most important State laws, as it provides the most comprehensive protection of historic properties.

Minnesota Statute 166B.02: Minnesota Environmental Rights Act

This act declares that each person is entitled by right to the protection, preservation and enhancement of air, water, land and other natural resources located within the state, and that each person has the responsibility to contribute to the protection, preservation and enhancement thereof. Historic resources are included in the definition of natural resources.

The goal of this law is to create and maintain conditions under which human beings and nature can exist in productive harmony, in order that present and future generations may enjoy clean air and water, productive land and other natural resources by providing adequate civil remedy to protect these resources from pollution, impairment or destruction. To accomplish this feat, the Act gives residents and entities of Minnesota the right to a civil suit in order to protect the air, water, land and other natural resources of the state, including historic resources.

Saint Paul

Saint Paul Code of Ordinances, Chapter 73. Heritage Preservation Commission

This ordinance, enacted in 1976, codified a public purpose and policy for heritage preservation in the city. Specifically, it established the Heritage Preservation Commission (HPC), defined the powers and duties of the Commission, authorized the City to designate heritage preservation sites, and outlined procedures for designation. It also authorized the HPC to review permits of locally-designated

heritage sites, established fines for violations of the ordinance, and specified repositories for documents and recording heritage preservation sites.

Saint Paul Code of Ordinances, Chapter 74. Heritage Preservation Districts and Programs

Chapter 74 is a companion ordinance to Chapter 73. Chapter 74 codifies City of Saint Paul designated historic districts, including a legal description of each district and design guidelines that are used to review alterations to property located with the designated historic districts.

An Introduction to Preservation Planning

Currently, the only formal relationship between preservation and planning in the City of Saint Paul is a requirement in the heritage preservation ordinance that the Department of Planning and Economic Development notify the HPC of any plans with a preservation component or impact, and consider any comments received from the HPC. Beyond this requirement, which is only occasionally met, the City has no established policies and procedures for preservation planning. While the heritage preservation ordinance outlines some basic regulatory responsibilities and procedures, there is no policy in place to guide the City as it seeks to comply with Federal and State regulations governing the preservation and protection of historic resources. This lack of formally-adopted policy has hindered the ability of City departments to plan for historic resources. Other governmental agencies can serve as models and provide guidance as the City develops its own policies and procedures. The National Park Service (NPS), our nation's steward of historic and cultural resources, has developed well-defined goals, policies and procedures for historic preservation planning that can serve as a model for Saint Paul. The following section is an overview of how the National Park Service suggests developing and implementing historic preservation planning.

The NPS has identified the following goals for preservation planning:

- Integrate historic preservation into the broader public policy, land use planning. and decision-making processes;
- Increase the opportunities for broad-based and diverse public participation in planning and historic preservation activities;
- Expand staff and policy makers' knowledge and skills in preservation planning; and
- Provide maximum flexibility in program administration to enable a community to implement preservation planning programs that meet its specific needs and concerns.

Standards for Preservation Planning

As articulated by the NPS, historic preservation planning is based on the understanding that cultural resources are irreplaceable. Once a cultural resource is lost, it cannot be replaced. While some lost historic resources can be reconstructed, they do not convey the same sense of history and meaning as the original artifact. The goal of preservation planning is to preserve cultural resources before they are lost and to prevent harmful effects to these properties.

Preservation planning is a process that organizes preservation activities in a

logical sequence. The steps include the identification, evaluation, registration and treatment of cultural resources. While a rational order has been defined, in order for preservation planning to be successful and have positive effects, the planning and preservation process must begin before all historic properties have been identified. In addition, preservation planning should have a strong public participation component that allows for diverse opinions to be expressed and for the building of consensus and buy-in for historic preservation.

Preservation planning can occur at several levels or scales: county-wide, in a community, or even for a single site.

Depending on the scale, the planning process will involve different segments of the public and professional communities, and the resulting plan will vary in detail. For example, a city-wide preservation plan will likely have more general recommendations than a plan for a specific site.

Standard 1: Establish Historic Contexts

Before historic properties can be identified and assessed, a framework must be established for their identification.

Decisions about the identification, evaluation, registration and treatment of historic properties are most reliably made when the relationship of individual properties to other similar properties is understood. Information about historic properties representing aspects of history, architecture, archaeology, engineering and culture must be collected and organized to define these relationships. Historic contexts organize information based on a cultural theme and its geographical and chronological limits. Historic contexts describe the significant broad patterns of development in an area that may be represented by historic properties. The development of historic contexts is the foundation for decisions about the identification, evaluation, registration and treatment of historic properties.

Standard 2: Develop Goals and Priorities for the Identification, Evaluation, Registration and Treatment of Historic Properties

A series of preservation goals should be systematically developed for each historic context to ensure that the range of properties representing the important aspects of each historic context is identified, evaluated and treated.

Priorities must be set for all goals identified for each historic context. The goals, with assigned priorities established for each historic context, should then be integrated to produce a comprehensive and consistent set of goals and priorities for all historic contexts in the geographical area of a planning effort, which may range from a specific site to an entire community.

The goals for each historic context may change as new information becomes available. If this is the case, the overall set of goals and priorities may need to be altered.

Activities undertaken to meet the identified goals must be designed to deliver a usable product within a reasonable period of time. Moreover, the scope of activity must be defined so the work can be completed with available budgeted program resources.

Standard 3: The Results of Preservation Planning Are Made Available for Integration into Broader Planning Processes

The preservation of historic resources is one component of the larger planning process. Planning results, including goals and priorities, information about historic properties and any planning documents, must be transmitted in a usable form to those responsible for planning activities, including City departments, the Mayor, City Council and district councils. In order to successfully achieve preservation goals, preservation planning must be integrated into the planning process and project planning at an early stage. To maintain success throughout the city, the results of preservation planning must be made readily available to other governmental planning bodies and to private interests whose activities affect cultural resources.

Secretary of the Interior's Guidelines for Preservation Planning

These guidelines link the *Standards for Preservation Planning* with more specific guidance and technical information. They describe one approach to meeting the *Standards for Preservation Planning*. Agencies, organizations or individuals proposing to approach planning differently may wish to review their approaches with their SHPO or the NPS.

The Guidelines are organized as follows:

- Managing the planning process
- Developing historic contexts
- Developing goals for a historic context
- Integrating individual historic contexts - creating the Preservation Plan
- Coordinating with management frameworks
- Recommending sources of technical information

Managing the Planning Process

The preservation planning process must include an explicit approach to implementation, a provision for review and revision of all elements, and a mechanism for resolving conflicts within the overall set of preservation goals and other land use planning goals. It is recommended that the process and its products be described in public documents.

Implementing the Process

The planning process is continuous. To establish and maintain such a process, however, the process must be divided into manageable segments that can be performed within a defined period, such as a fiscal year or budget cycle. One means of achieving this is to define a period of time during which all of the preliminary steps in the planning process will be completed. These preliminary steps would also include setting a schedule for subsequent activities.

Review and Revision

Planning is a dynamic process. It is expected that the needs for historic contexts as described in Standard 1 above, and the goals and priorities that are developed pursuant to Standard 2, will need to be altered and updated over time as conditions change, new information becomes available, or planning
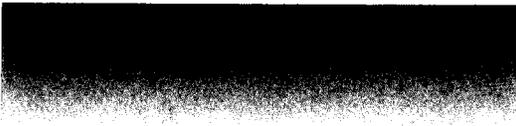
goals are achieved. The incorporation of new information is essential to improve the content of the plan, and to keep it up-to-date and useful. It is essential that new information be reviewed regularly and systematically, and the plan revised accordingly.

Public Participation

The success of the preservation planning process depends on how well it solicits and integrates the views of various groups. The planning process is directed first toward resolving conflicts in goals for historic preservation, and second toward resolving conflicts between historic preservation goals and other land use planning goals. Public participation is integral to this approach and includes at least the following actions:

    a. Involving historians, architectural historians, archaeologists, historical architects, folklorists and persons from related disciplines to define, review and revise the historic contexts, goals, and priorities;

    b. Involving interested individuals, organizations and communities in the identification of the kinds of historic properties that may exist as well as suitable protective measures;

    c. Involving prospective users of the preservation plan in the definition of issues, goals and priorities;

    d. Providing for coordination with other planning efforts at local, state, regional and national levels, as appropriate; and

    e. Creating mechanisms for identifying and resolving conflicts about historic preservation issues.

The development of historic contexts, for example, should not be limited to a single discipline and should be based on the professional input of all disciplines involved in preservation. For precontact (Native American) archaeology, for example, data from fields such as geology, geomorphology and geography may also be needed. The individuals and organizations to be involved will depend, in part, on those present or interested in the planning area.

Documents Resulting from the Planning Process

In most cases, the planning process produces documents that explain how the process works, and discuss the historic contexts and related goals and priorities. While the process can operate in the absence of these documents, planning documents are important because they are the most effective means of communicating the process and its recommendations to others. Planning documents also record decisions about cultural resources.

As various parts of the planning process are reviewed and revised to reflect current information, related documents must also be updated. Planning documents should be created in a form that can be easily revised. It is also recommended that format, language and organization of any documents or other materials containing preservation planning information meet the needs of prospective users.
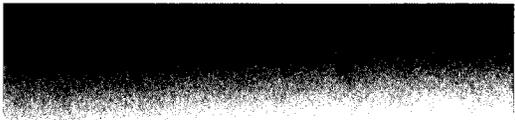
Developing Historic Contexts

General Approach

Available information about historic properties must be divided into manageable units before it can be useful for planning purposes. Major decisions about identifying, evaluating, registering and treating cultural resources are most reliably made in the context of other related properties.

A historic context groups information about related historic properties, based on a theme, geographic limits and chronological period. A single historic context describes one or more aspects of the historic development of an area, considering history, architecture, archaeology, engineering and culture, and identifies the significant patterns that individual historic properties represent. An example for Saint Paul is Residential Real Estate Development: 1880- 1950. A set of historic contexts is a comprehensive summary of all aspects of the history of the area. Historic contexts are the cornerstone of the planning process, with the goal of identifying, evaluating, registering and treating the full range of properties that represent each historic context.

Identification activities should be organized to include properties representing all aspects of the historic context. The historic context is the framework within which to apply the criteria for evaluation to specific properties or property types. Decisions about treatment of properties are made with the goal of treating the range of properties in the context. The use of historic contexts in organizing major historic preservation activities ensures that those activities result in the preservation of the wide variety of properties that represent our history, rather than only a small, biased sample of properties.

Historic contexts, as theoretical constructs, are linked to actual historic properties through the concept of property types. Property types permit the development of plans for identification, evaluation and treatment, even in the absence of complete knowledge of individual properties.

Historic contexts can be developed at a variety of scales appropriate for neighborhood, city, regional and state planning. Given the probability of historic contexts overlapping in an area, it is important to coordinate the development and use of historic contexts at all levels. Generally, the State Historic Preservation Office possesses the most complete body of information about historic properties and, in practice, is in the best position to perform this function.

The development of historic contexts generally results in documents that describe the historic processes or patterns that define the context. Each of the contexts selected should be developed to the point of identifying important property types. The amount of detail included in these summaries will vary depending on the level (local, state, regional or national) at which the contexts are developed and on their intended uses. For most planning purposes, a synopsis of the written description of the historic context is sufficient.

Creating a Historic Context

Generally, historic contexts should not be constructed so broadly as to include all property types under a single historic context or so narrowly as to contain
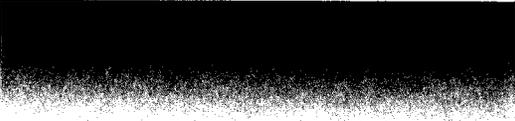
only one property type per historic context. The following procedures should be followed in creating a historic context.

1. Identify the concept, time period and geographical limits for the historic context.

Existing information, concepts, theories, models and descriptions should be used as the basis for defining historic contexts. Biases in primary and secondary sources should be identified and accounted for when existing information is used in defining historic contexts.

The identification and description of historic contexts should incorporate contributions from all disciplines involved in historic preservation. The chronological period and geographical area of each historic context should be defined after the conceptual basis is established. However, there may be exceptions, especially in defining prehistoric contexts where drainage systems or physiographic regions often are outlined first. The geographical boundaries for historic contexts should not be based upon contemporary political, project or other contemporary boundaries if those boundaries do not coincide with historical boundaries. For example, boundaries for prehistoric contexts will have little relationship to contemporary city, county or state boundaries.

2. Assemble the existing information about the historic context.

a. Collecting information: Several kinds of information are needed to construct a preservation plan. Information about the history of the area encompassed by the historic context must be collected, including any information about historic properties that have already been identified. Existing survey or inventory entries are an important source of information about historic properties. Other sources may include literature on archaeology, history, architecture and the environment; social and environmental impact assessments; city, regional and state land use plans; architectural and folk life studies and oral histories; ethnographic research; state historic inventories and registers; technical reports prepared for Section 106 or other assessments of historic properties; and direct consultation with individuals and groups.

In addition, organizations and groups that may have important roles in defining historic contexts and values should be identified. In most cases, a range of knowledgeable professionals drawn from the preservation, planning and academic communities will be available to assist in defining contexts and in identifying sources of information. In other cases, however, development of historic contexts may occur in areas whose history or prehistory has not been extensively studied. In these situations, broad general historic contexts should be initially identified using available literature and expertise, with the expectation that the contexts will be revised and subdivided in the future as primary source research and field surveys are conducted. It is also important to identify such sources of information as existing planning data, which are needed to establish goals for identification, evaluation and treatment, and to identify factors that will affect attainment of those goals.

The same approach for obtaining information is not necessarily desirable for all historic contexts. Information should not be gathered without first considering its relative importance to the historic context, the cost and time involved, and
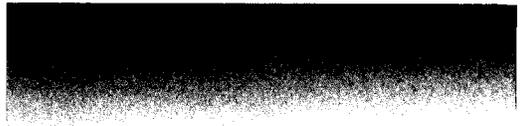
the expertise required to obtain it. In many cases, published sources may be sufficient for writing initial definitions of historic contexts, while archival research or fieldwork may be needed for subsequent activities.

b. Assessing information: All information should be reviewed to identify bias in historic perspective, methodological approach or area of coverage. For example, field surveys for archaeological sites may have ignored historic archaeological sites, or land use plans may have emphasized only development goals.

3. Synthesize information.

The information collected and analysis results should be included in a written narrative of the historic context. This narrative provides a detailed synthesis of the data that have been collected and analyzed. The narrative covers the history of the area from the chosen perspective and identifies important patterns, events, persons or cultural values. In the process of identifying the important patterns, one should consider:

- Trends in area settlement and development, if relevant;
- Aesthetic and artistic values embodied in architecture, construction technology or craftsmanship;
- Research values or problems relevant to the historic context, social and physical sciences and humanities, and cultural interests of local communities, and
- Intangible cultural values of ethnic groups and American Indian peoples.

4. Define property types.

A property type is a grouping of individual properties based on shared physical or associative characteristics. Property types link the ideas incorporated in the theoretical historic context with actual historic properties that illustrate those ideas. Property types defined for each historic context should be directly related to the conceptual basis of the historic context. Property types defined for the historic context "Early Agriculture and River Settlement in Minnesota, 1840-1870" might include farmsteads, building material manufacturing, overland transportation routes, river transportation, town sites, rural facilities, and colleges and universities.

a. Identify property types: The narrative should discuss the kinds of properties expected within the geographical limits of the context and group them into those property types most useful in representing important historic trends. Generally property types should be defined after the historic context has been defined. Property types in common usage (i.e., farm buildings, sawmills, flour mills, roads, or commercial buildings) should not be adopted without verifying their relevance to the historic contexts being used.

b. Characterize the locational patterns of property types: Generalizations about where particular types of properties are likely to be found can serve as a guide for identification and treatment. Generalizations about the distribution of archaeological properties are frequently used. The distribution of other historic properties often can be estimated based on recognizable historical, environmental or cultural factors that determined their location. Locational patterns of property types should be based on models that have an explicit
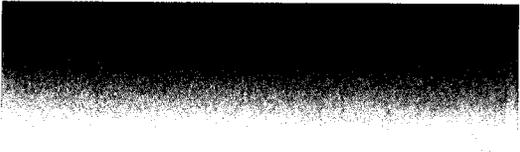
theoretical or historical basis and can be tested in the field. The model may be the product of historical research and analysis ("Prior to widespread use of steam power, mills were located on rivers and streams able to produce water power"), or it may result from sampling techniques. Often, the results of statistically valid sample surveys can be used to describe the locational patterns of a representative portion of properties belonging to a particular property type. Other surveys can also provide a basis for suggesting locational patterns if a diversity of historic properties was recorded and a variety of environmental zones was inspected. It is likely that the identification of locational patterns will come from a combination of these sources. Expected or predicted locational patterns of property types should be developed with a provision made for their verification.

c. Characterize the current condition of property types: The expected condition of property types should be evaluated to assist in the development of identification, evaluation and treatment strategies, and to help define physical integrity thresholds for various property types. The following should be assessed for each property type:

1. Inherent characteristics of a property type that either contribute to or detract from its physical preservation. For example, a property type commonly constructed of fragile materials is more likely to be deteriorated than a property type constructed of durable materials; structures whose historic functions or design limits the potential for alternative uses (water towers) are less likely to be reused than structures whose design allows a wider variety of other uses (commercial buildings or warehouses).

2. Aspects of the social and natural environment that may affect the preservation or visibility of the property type. For example, community values placed on certain types of properties (e.g., churches, historic cemeteries) may result in their maintenance, while the need to reuse valuable materials may stimulate the disappearance of properties like abandoned houses or barns.

3. It may be most efficient to estimate the condition of property types based on professional knowledge of existing properties and field test these estimates using a small sample of properties representative of each type.

5. Identify informational needs.

Filling gaps in information is an important element of the preservation plan designed for each historic context. Statements of the information needed should be as specific as possible, focusing on the information needed; the historic context and the property types to which it applies; and why the information is needed to perform identification, evaluation or treatment activities.

Developing Goals for a Historic Context

Developing Goals

The purpose of establishing preservation goals is to set forth a "best case" version of how properties in the historic context should be identified, evaluated, registered and treated. Preservation goals should be oriented toward the greatest possible protection of properties in the historic context. They should be
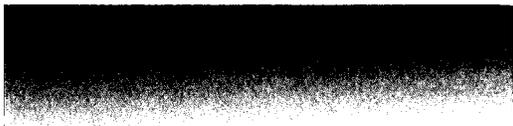
based on the principle that properties should be preserved in place if possible, through affirmative treatments like rehabilitation, stabilization or restoration. Generally, goals will be specific to the historic context and will often be phrased in terms of property types. Some of these goals will be related to information needs that have been previously identified for the historic context. Collectively, the goals for a historic context should be a coherent statement of program direction covering all aspects of the context.

For each goal, a statement should be prepared identifying:

a. The goal, including the context and property types to which the goal applies and the geographical area in which they are located;
b. The activities required to achieve the goal;
c. The most appropriate methods or strategies for carrying out the activities;
d. Schedule within which the activities should be completed; and
e. The amount of effort required to accomplish the goal, as well as a way to evaluate progress toward its accomplishment.

Setting Priorities for Goals

Once goals have been developed, they need to be ranked in importance. Ranking involves examining each goal in light of a number of factors:

1. General social, economic, political and environmental conditions and trends affecting (positively and negatively) the identification, evaluation, registration and treatment of property types in the historic context.

Some property types in the historic context may be more threatened by deterioration, land development patterns, contemporary use patterns, or public perceptions of their value. Such property types should be given priority consideration.

2. Major cost or technical considerations affecting the identification, evaluation and treatment of property types in the historic context.

The identification or treatment of some property types may be technically possible but the cost prohibitive; or techniques may not be currently perfected (for example, the identification of submerged sites or objects, or the evaluation of sites containing material for which dating techniques are still being developed).

3. Identification, evaluation, registration and treatment activities previously carried out for property types in the historic context. If a number of properties representing one aspect of a historic context have been recorded or preserved, treatment of additional members of that property type may receive lower priority than treatment of a property type for which no examples have been recorded or preserved. This approach ensures that the focus of recording or preserving all elements of the historic context is retained, rather than limiting activities to preserving properties representing only some aspects of the context.

The result of considering goals in light of these concerns will be a list of refined goals ranked in order of priority.
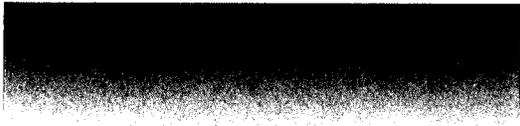
Integrating Individual Historic Contexts – Creating the Preservation Plan

When historic contexts overlap geographically, competing goals and priorities must be integrated for effective preservation planning. The ranking of goals for each historic context must be reconciled to ensure that recommendations for one context do not contradict those for another. This important step results in an overall set of priorities for several historic contexts and a list of the activities to be performed to achieve the ranked goals. When applied to a specific geographic area, this is the preservation plan for that area.

It is expected that, in many instances, historic contexts will overlap geographically. Overlapping contexts are likely to occur in two combinations—those that were defined at the same scale (i.e., Neighborhood Commercial Centers: 1874-1960 and Transportation Corridors: 1857-1950) and at different scales (i.e., contexts that apply to the entire city and a context that applies to a specific neighborhood, such as Downtown Saint Paul: 1849-1975). Different contexts may cover the same property types, although the shared property types will probably have different levels of importance. Similarly, they may group the same properties into different property types, reflecting either a different scale of analysis or a different historical perspective.

As previously noted, many of the goals formulated for a historic context will focus on the property types defined for that context. Thus, it is critical that the integration of goals include the explicit consideration of the potential for shared property-type membership by individual properties. For example, when the same property types are addressed by two or more contexts, reconciling goals will require weighing the importance assigned to each property type. The degree to which integration of historic contexts must involve reconciling property types may be limited by the coordinated development of historic contexts used at different levels.

Integration with Management Frameworks

Preservation goals and priorities are adapted to land units through integration with other planning concerns. This integration must involve the resolution of conflicts that arise when competing resources occupy the same land base. Successful resolution of these conflicts can often be achieved through the judicious combination of inventory, evaluation and treatment activities. Since historic properties are irreplaceable, these activities should be heavily weighted to discourage the destruction of significant properties and to be compatible with the primary land use.

HISTORIC RESOURCES IN SAINT PAUL

Historically Designated Properties in Saint Paul

In Saint Paul, there are a number of historic designations that can be bestowed on a property, including federal, state and local designation. Each designation carries with it different regulations and responsibilities for both the owner and public agencies. Many of the properties in Saint Paul that are historically designated are subject to one or more types of designation.

National Historic Landmarks

Designation as a National Historic Landmark (NHL) is the highest honor that can be bestowed on an historic place in the United States. NHLs are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Of the fewer than 2,500 NHLs in the United States, three are located in Saint Paul (Figure HP-B).

National Register of Historic Places

The NRHP is the nation's official list of cultural resources worthy of preservation. Authorized under the NHPA and administered by the NPS, the NRHP is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archaeological resources. Properties listed in the NRHP include districts, sites, buildings, structures and objects that are significant in American history, architecture, archaeology, engineering and culture. The first property in Saint Paul to be listed on the NRHP was the James. J. Hill House in 1966. In the ensuing four decades, nearly 100 properties, including the three NHLs, and seven historic districts in Saint Paul have been listed on the NRHP (Figure HP-A).

State Historic Districts and State Register of Historic Places

Since the enactment of State Historic District Act in 1971 and the Historic Sites Act in 1993, two historic districts in Saint Paul have been designated as state historic districts (Figure HP-B). In addition, three MHS-owned properties have been added to the State Historic Sites Network, and ten properties have been placed on the SRHP (Figure HP-B).

Local Landmark Designation

Since the establishment of the HPC in 1976, 73 individual properties and six historic districts have been designated as heritage preservation sites by the City of Saint Paul (Figure HP-B). Many of these properties are also listed on the NRHP.

Inventoried Properties and Previous Survey Efforts

The first comprehensive survey of historic sites in Saint Paul was conducted over a three-year period, 1980-1983. During this survey, more than 5,400 properties were inventoried in Ramsey County, with the overwhelming majority located in Saint Paul. Since 1983, a number of project-specific cultural resource surveys have been completed in Saint Paul. As of December 2007, there were 6,108 properties in Saint Paul in the SHPO architectural data base, including properties that are already listed on the NRHP. In addition, there are 41 known archaeological sites in Saint Paul that appear in the SHPO data base for archaeology.

Resource Name	Address	NHL	NRHP	State	Local
Dayton's Bluff Historic District	Roughly bounded by Mounds Blvd. to Pine, E. 7th St. to Maple, North St. to Maria, Maury St., Greenbrier, Beech St., Hope and Arcade to, Conway to Bates, Euclid and Maple				1992
Historic Hill District (local)	Roughly bounded by Irvine, Grand, Oakland, Summit, Lexington, Portland, Dale, Dayton to Grotto, and Marshall			1973, 1974	1980, 1985, 1988, 1991
• Historic Hill District (NRHP)	Irregular pattern from Pleasant and Grand Aves. to Holly and Marshall Aves., from Lexington Pkwy. to 4th and Pleasant		1976		
• Woodland Park District	Roughly bounded by Marshall and Selby Aves., Arundel and Dale Sts.		1978		
Irvine Park Historic District	Roughly bounded by Irvine Park, W. 7th, Walnut, and Sherman		1973	1974	1982
Lowertown Historic District	Roughly bound by Kellogg Blvd., Jackson, 7th and Broadway Sts.		1983		1984
Northern Pacific Railway Company Como Shops Historic District	Energy Park Dr. and Bandanna Blvd.		1983		
• Paint Shop	1010-1012 W. Bandana Blvd.				1985
• Paint Shop	1020 W. Bandana Blvd.				1985
• New Car Shop	1021 E. Bandana Blvd.				1985
• Blacksmith Shop	1217 N. Bandana Blvd.				1985
• Car Shop	1295 N. Bandana Blvd.				1985
St. Paul, Minneapolis, & Manitoba Railway Company Shops Historic District (Jackson Street Shops)	23-27 Empire Dr. (Jackson St. and Pennsylvania Ave.)		1987		1985
West Summit Avenue Historic District	Summit Ave. between Lexington Pkwy. and Mississippi R. Blvd.		1993		1990
University-Raymond Historic District	Roughly University Ave. from Hampden Ave. to Hwy. 280				2005
Commerce Building	10 E. 4th St.		2007		
Endicott/Midwest Building	141-143 E. 4th St.		1974		1979
St. Paul Union Depot	214 E. 4th St.		1974		
St. Paul Public/James J. Hill Reference Library	76, 80-90 W. 4th St.		1975		1979
Muench, Adolf, House	653 E. 5th St.		1975		1979
Germania Bank Building (Saint Paul Building)	4-6 W. 5th St.		1977		1979
Old Federal Courts Building (Landmark Center)	75 W. 5th St. (109 W. 5th St.)		1969	1973	1979
Messerli House	1216 E. 7th St.				1995
Seventh Street Improvement Arches	E. 7th St. over Burlington Northern Santa right-of-way		1989		
Mickey's Diner	36 W. 7th St. (36 Old W. 9th St.)		1983		1984
Church of the Assumption--Catholic	51 W. 7th St. (51 Old W. 9th St.)		1975		1980
Smith Building	225-229 W. 7th St.				1995
Ramsey, Justus, Stone House	252 W. 7th St.		1975		1978
Rochat-Louise-Sauerwein Block	261-277 W. 7th St.		1980		1979
Walsh Building (Walsh Block)	189-191 E. 8th St. (189-191 Old E. 7th St.)		1989		1984

Resource Name	Address	NHL	NRHP	State	Local
Como Park Conservatory	1325 Aida Pl. (Como Park)		1974		1979
Schneider, Charles W., House	1750 E. Ames Pl.		1984		1985
Minnesota State Capitol	Aurora Between Cedar and Park Sts.		1972	1971	
Holman Field Administration Building	644 Bayfield St.		1991		
Riverside Hangar	690 Bayfield St.		2007		
Hinkel, Jacob, House	531 Brainerd Ave.		1978		
Central Presbyterian Church	500 Cedar St.		1983		1994
Minnesota Historical Society Building	690 Cedar St.		1973	1974	
Pilgrim Baptist Church	732 W. Central Ave.		1991		
Salvation Army Women's Home and Hospital	1471 Como Ave.		1983		
St. Anthony Park Branch Library	2245 Como Ave.		1984		1985
Muskego Church (Norway Lutheran Church)	2375 Como Ave.		1975		1978
United Church Seminary	2481 Como Ave.		1985		
Davern, William and Catherine, Farm House	1173 Davern St.		1983		1985
Armstrong, John M., House (Armstrong-Quinlan House)	225 Eagle Pkwy. (moved from 233-235 W. 5th St.)		1983		1982
St. Agatha's Conservatory of Music and Arts	26 E. Exchange St.		1989		1995
Ramsey, Alexander, House	265 S. Exchange St.		1969	1965	1979
Assumption School	68 W. Exchange St.		1975		1980
Kellogg, Frank B., House	633 Fairmount Ave.	1976	1974	1976	1979
Bullard, Casiville, House	1282 Folsom St.		1997		
Intercity Bridge	Ford Pkwy. over Mississippi River		1989		
Riverview Branch Library	1 E. George St.		1984		1985
Rau/Strong House	2 E. George St.		1975		1985
Church of St. Bernard--Catholic	197 W. Geranium Ave.		1983		1985
Brings, Joseph, House	178 Goodrich Ave. (moved from 314 N. Smith Ave.)				1981/ 1989
Burbank Rowhouse	277-283 Goodrich Ave.				1995
Old Main, Macalester College	1600 Grand Ave. (100 Macalester St.)		1977		1978
Arlington Hills Branch Library	1105 Greenbrier St.		1984		1985
Old Main, Hamline University (University Hall)	1536 Hewitt Ave.		1977		1978
Highland Park Tower	1570 Highland Pkwy.		1986		
Vienna and Earl Apartment Buildings	682-688 Holly Ave.		1984		1985
St. Matthew's School	497 Humboldt Ave. (7 W. Robie St.)		1984		
Luckert, David, House	480 Iglehart St.		1975		1979
Hall, S. Edward, House	996 Iglehart Ave.		1991		
Triune Masonic Temple	1898 Iglehart Ave.		1980		1985
Yoerg, Anthony, Sr., House	215 W. Isabel St.		1989		
Gillette Hospital West Wing	1003 E. Ivy Ave. (987 E. Ivy Ave.)				1980
Merchants National Bank (McColl Building)	366-368 Jackson St.		1974		1979
Oakland Cemetery	925-927 Jackson St.				1992
Church of St. Casimir--Catholic	937 E. Jessamine Ave.		1983		1985
Lee, Olaf, House	955 N. Jessie St.		1984		
St. Paul City Hall and Ramsey County Courthouse	15 W. Kellogg Blvd.		1983		1979
Brunson, Benjamin, House	485 Kenny Rd.		1975		1979
Church of St. Agnes--Catholic	548 Lafond Ave.		1980		1985

Resource Name	Address	NHL	NRHP	State	Local
Hamline Recreation Center	1564 Lafond Ave.				1992
Bridges No. L-5853 and 92247	Lexington Ave. in Como Park		1989		
St. Joseph's Academy	355 Marshall Ave.		1975		1979
Thompson, Charles, Memorial Hall	1824 Marshall Ave.				1995
Weber, Catherine and Martin House	202 McBoal St.				1995
C.S.P.S. Hall	381-383 Michigan St.		1977		1978
Lock and Dam No. 2	Mississippi River, north of Marshall Ave.		2003		
Brooks, Edward, Sr. and Markell, House	176 N. Mississippi River Blvd.		2000		
Giesen-Hauser House	827 Mound St.		1983		
Spangenberg, Frederick, House	375 Mt. Curve Blvd.		1976		1979
St. Paul Municipal Grain Terminal	266 Old Shepard Rd.		2004		
Payne Avenue State Bank	965 Payne Ave.		2007		
Jackson Street Railroad Shops	193 Pennsylvania Ave.				1985
German Presbyterian Bethlehem Church	311 Ramsey St.				1980
Derham Hall and Our Lady of Victory Chapel, College of St. Catherine	2004 Randolph Ave.		1985		
Pioneer Building	332-352 N. Robert St.		1974		1979
Manhattan (Empire) Building	360 N. Robert St.		1988		
Robert Street Bridge	Robert St. over Mississippi River		1989		
McGill, Andrew R., House	2203 Scudder Ave.		1974		1979
St. Paul Women's City Club	305 St. Peter St.		1982		1979
Hamm Building	408 St. Peter St.		1997		
Coney Island	444-448 St. Peter St.				1999
St. Paul Cathedral-Catholic	239 Selby Ave. (Summit Ave. at Shelby Ave.)		1974		
Hill, James J., House	240 Summit Ave.	1961	1966	1965	1979
Burbank-Livingston-Griggs House	432 Summit Ave.		1970		1979
Fitzgerald, F. Scott, House (Summit Terrace)	587-601 Summit Ave.	1971	1971	1973	1979
Irvine, Horace Hills, House (Governor's House)	1006 Summit Ave.		1974		1979
Butler, Pierce and Walter, House	1345-1347 Summit Ave.		1982		1985
Beebe, Dr. Ward, House	2022 Summit Ave.		1977		1979
Iris Park Place (A.J. Krank Mfg. Co.)	1855 W. University Ave.		1983		1985
Fitzpatrick Building	465--467 N. Wabasha St.		1990		
Minnesota Boat Club Boathouse on Raspberry Island	1 S. Wabasha St.		1982		1985
Colorado Street Bridge	E side of S. Wabasha St. near Terrace Park		1990		
Finch, Vanslyck and McConville Dry Goods Company Building	366 Wacouta St.		1982		
First Baptist Church of St. Paul	499 Wacouta St.		1983		1979
Harriet Island Pavilion	75 Water St.		1992		
Mendota Road Bridge	Water St. over Pickerel Lake Outlet		1989		
Blair Flats	165 Western Ave.		1975		1979
Lauer Flats	226 Western Ave.		1975		1978
Schornstein Grocery and Saloon	707 E. Wilson Ave. and 223 N. Bates Ave.		1984		
Carvers Cave	Mississippi Riverfront			1965	
Chapel of St. Paul Site	Kellogg Blvd. and Minnesota St.			1965	
Indian Mounds Park Site	Mounds Boulevard			1965	
Old State Capitol Site	Central Business District			1965	

Future Survey Efforts

The 1980-1983 historic sites survey identified more than 5,400 properties and provided a good baseline for historic sites in Saint Paul. The results from this survey are now more than a quarter century old and are out-of-date due to the alteration and demolition of properties over time. In addition, there is an entire generation of properties that are now more than 50 years old that were not previously considered. While additional project-specific cultural resource surveys have been completed over the years, the lack of a coordinated, on-going survey has resulted in large gaps and vastly outdated information on previously-identified properties.

Saint Paul encompasses a large geographic area, with a diverse geological and ecological character. The city has a complex pattern of development with a unique ethnic, social, political and economic history. Given these complexities and the large geographic area encompassed by the city, it can be difficult to identify and evaluate historic resources. In order to better manage this process and to obtain more predictable and consistent results, Saint Paul should consider the multi-step preservation planning process developed by the NPS to systematically identify and evaluate cultural resources. If these steps are followed, Saint Paul will be able to develop and maintain an accurate and up-to-date inventory of historic properties in the city.

The first step in this process is the development of historic contexts. The SHPO and the HPC have already developed a number of statewide and local contexts that apply to Saint Paul, and additional contexts are recommended in Appendix HP-B.

The next step in the identification of historic resources is a reconnaissance level survey, also known as a Phase I survey. During this type of "windshield survey," large areas are covered to identify known cultural resources and potential resources that require additional study. The 1980-1983 city-wide survey is an example of this type of survey.

In an intensive survey, properties are studied at a more in-depth level. Also known as a Phase II, this is the third step in the identification of cultural resources. During this type of survey, properties are more thoroughly researched and documented. For archaeological sites, test holes are dug. The goal of an intensive level survey is to determine whether or not a property or properties are eligible for listing on the NRHP or for designation as a heritage site by the City of Saint Paul.

The final step in this process is the actual designation of a property or an entire area. Properties can be listed on the NRHP and/or locally designated by the City pursuant to Chapter 73 of the Saint Paul Code of ordinances.

FUNDING FOR HISTORIC PRESERVATION

There are a variety of ways to fund preservation projects in Saint Paul. Funding sources vary based on the type, size and scope of the project, as well as on the entity completing the project - local, state, or federal agency; non-profit organization; or private company or individual.

Federal Programs

Certified Local Government Grants

The Certified Local Government (CLG) program is a nationwide program that helps local units of government advance preservation efforts in their jurisdictions. A city, county or township with a qualifying heritage preservation ordinance and an active HPC can apply to the Minnesota SHPO to become a CLG. Currently there are 37 CLGs in Minnesota, including the City of Saint Paul.

In order to maintain its status as a CLG, the City of Saint Paul must meet the following requirements:

- Maintain its qualified HPC pursuant to state and local legislation;
- Maintain a system for the survey and inventory of historic properties;
- Enforce appropriate State and local legislation for the designation and protection of historic properties;
- Provide for adequate public participation in local historic preservation programs, including the process of
- Recommending properties for nomination to the NRHP;
- Perform other agreed-upon functions delegated by the SHPO; and
- Satisfactorily perform the responsibilities listed in the points above and other specifically agreed-upon functions delegated to the City by the SHPO, including the preparation of an annual report to document the fulfillment of these responsibilities.

The benefit for a city to acquire and maintain its status as a CLG is that the municipality is then qualified to apply for Federal matching grants for a variety of preservation projects. Eligible projects may include, but are not limited to:

- Historic preservation plans
- Historic contexts
- Historic resource surveys
- Local landmark and NRHP nominations
- Building reuse studies
- Cultural landscape inventories
- Design guidelines
- Public education

CLG grants cannot be used for capital improvement ("bricks and mortar") projects. Priority is given to projects that:

- Reflect goals and strategies of the statewide preservation plan;
- Promote sound preservation planning through historic context development, and completion of historic and
- Archaeological surveys;
- Result in the local designation of landmarks and historic districts; and
- Involve properties associated with the history of under-documented groups or communities.

Funding for the CLG grant program comes from the Historic Preservation Fund, appropriated annually by the United States Congress, and distributed to SHPOs
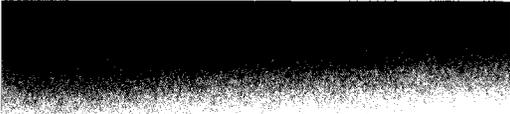
in all 50 states. Federal regulations require that each SHPO must distribute at least ten percent of its annual allocation to CLGs.

Community Development Block Grant Program

The Community Development Block Grant Program (CDBG) is a federal program administered by the United States Department of Housing and Urban Development (HUD). Since 1974, this long-standing, highly flexible and important program has provided communities with resources to address a wide array of serious challenges and unique community development needs. The objectives of this program are to provide decent affordable housing and services to low and moderate-income persons in the community, and to create jobs through the expansion and retention of businesses.

The CDBG program provides annual grants on a formula basis to 1,180 general units of local government and states. HUD determines the amount of each grant by using a formula comprising several measures of community need, including the extent of poverty, population, housing overcrowding, age of housing and population growth lag in relationship to other metropolitan areas.

Historic preservation and heritage tourism are among the many activities supported by CDBG. However, all CDBG-assisted activities must meet at least one of the national objectives outlined in 24 CFR 570.208 for Entitlement programs and 24 CFR 570.483 for State programs. Among the most prominent categories are:

- Planning
- Historic preservation
- Economic development
- Administration
- Engineering and design
- Acquisition
- Clearance
- Site preparation
- Property rehabilitation
- Property disposition
- Code enforcement
- Public facilities and improvements
- Removal of architectural barriers
- Activities by community-based development organizations
- Technical assistance
- Consultant services
- Payment of non-Federal share required in connection with a federal grant-in-aid program

Federal Transportation Enhancement Programs

For nearly two decades, the Federal government has offered a series of Federal transportation programs that have supported transportation-related historic preservation projects. These programs have included the Transportation Equity Act for the 21st Century (TEA-21); the Intermodal Surface Transportation Efficiency Act (ISTEA); and now the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFTEA-LU). In a 15-year period between 1991 and 2005, more than $2 billion in Federal-aid highway funds has
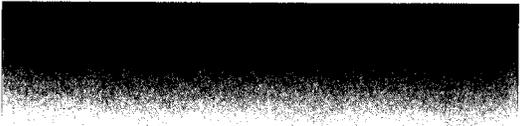
been allocated to thousands of transportation-related historic preservation projects throughout the country. These programs have been used for projects as diverse as preserving abandoned railroad roadbeds for use as trails; rehabilitating historic highways, bridges, and buildings; and integrating historic properties into new transportation-related developments. Historic resources have also benefited from transportation enhancement money for landscaping, land acquisition and streetscapes in historic commercial districts.

Federal Transit Enhancement Programs

Both TEA-21 and SAFTEA-LU require that one percent of Federal mass transit funding in urbanized areas with a population of more than 200,000 be set aside for transit enhancements. Transit enhancement funding is available from the Federal Transit Administration (FTA) for designated public bodies representing urbanized areas with populations over 200,000. The funding is part of the Urbanized Area Formula Program of the FTA. In fiscal year 2001, over $8 million from this program was obligated for historic mass transit buildings. Eligible enhancements include historic preservation, rehabilitation and operation of historic mass transportation buildings, structures and facilities (including historic bus and railroad facilities). Projects must be designed to enhance mass transportation service or use, and be physically or functionally related to transit facilities.

Federal Investment Tax Credits

One of the ways the Federal government encourages the preservation of historic buildings is through Federal tax laws that benefit qualifying historic preservation projects.

The Federal Historic Preservation Tax Incentives program offers a 20% tax credit for the rehabilitation of incomeproducing historic structures listed on the NRHP, and a 10% tax credit for all buildings constructed before 1936. A project may qualify for a 20-percent investment tax credit if:

- It involves rehabilitation of a certified historic building used for income-producing purposes;
- The rehabilitation work follows the Secretary of the Interior's Standards for Rehabilitation; and
- The project receives preliminary and final approval from the National Park Service.

Since 1976, the NPS has administered the program in partnership with the Internal Revenue Service (IRS) and SHPOs. Over the last three decades, this program has proven itself to be one of the nation's most successful and cost-effective community revitalization programs, having leveraged more than $30 billion in private investment to rehabilitate tens of thousands of historic buildings, both large and small, into rental housing, offices and retail stores. As a result of the Federal Historic Preservation Tax Incentives program, abandoned or under-used schools, warehouses, factories, churches, retail stores, apartments, hotels, houses and offices in cities and towns across the country have been restored in a manner that retains their historic character and reinvigorates the community. The program also helped to create moderate and low-income housing in historic buildings.
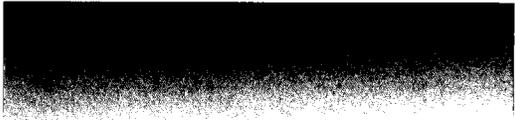
The Federal historic preservation tax credits can also be combined with other incentive programs, such as low-income housing credits and the New Markets Tax Credit, to create an even greater incentive to rehabilitate historic buildings.

Property owners, developers and architects must apply for the tax credit through the Minnesota SHPO and are encouraged to work with SHPO staff to ensure that appropriate rehabilitation measures are followed. The SHPO then passes its recommendations on to the NPS for approval, which then authorizes the IRS to issue the credit.

Save America's Treasures

The Save America's Treasures (SAT) program was established in 1998 by Executive Order. The program is a public-private partnership between the National Trust for Historic Preservation (NTHP), the NPS, the President's Committee on the Arts and Humanities, and other Federal agencies that are dedicated to the preservation and celebration of America's priceless historic legacy. SAT works to recognize and rescue the enduring symbols of American tradition that define us as a nation by focusing public attention on the importance of our nation's heritage and the need to save our endangered treasures.

Every year, the SAT program awards Federal challenge grants to eligible historic resources to help fund preservation and/or conservation work on nationally-significant intellectual and cultural artifacts and nationally-significant historic structures and sites. Eligible applicants include non-profit, tax-exempt 501(c) organizations, units of State or local government, and Federally-recognized American Indian tribes. Grants are awarded through a competitive process and require a dollar-for-dollar, non-Federal match. The minimum grant request for collections projects is $25,000 Federal share; the minimum grant request for historic property projects is $125,000 Federal share. The maximum grant request for all projects is $700,000 Federal share.

Preserve America

Established in 2003 by Executive Order 13287, the Preserve America program is a White House initiative developed in cooperation with the ACHP, the Department of the Interior and other Federal agencies. It establishes Federal policy to provide leadership in preserving America's heritage by actively advancing the protection, enhancement and contemporary use of the historic properties owned by the Federal government.

The order also encourages agencies to seek partnerships with State, tribal and local governments and the private sector to make more efficient and informed use of these resources for economic development and other recognized public benefits. In addition, it directs the Secretary of Commerce, working with other agencies, to use existing authorities and resources to assist in the development of local and regional heritage tourism.

Each year, subject to Congressional funding, the Preserve America program awards grants to designated Preserve America communities. The grants support a variety of activities related to heritage tourism, and innovative approaches to the use of historic properties as educational and economic assets. These grants go beyond the bricks and mortar grants available through the SAT program. Eligible recipients for these matching (50/50) grants include SHPO,
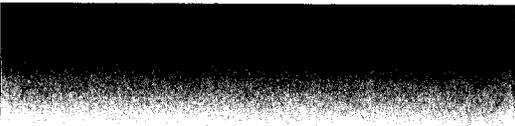
THPOs, designated Preserve America Communities, and CLGs that are applying for Preserve America Community designation. Individual grants range from $20,000 to $150,000.

State of Minnesota Programs

The State of Minnesota offers two grant programs, funded by the Minnesota Legislature, that support historic preservation, interpretation and capital projects undertaken by history organizations and local units of government.

State Grants-in-Aid

The purpose of this program is to support projects conducted by organizations and institutions that interpret and preserve Minnesota's history. Available funds vary and are dependent on legislative appropriations. The maximum grant award is currently $6,000 for historic properties listed on or determined eligible for listing on the NRHP. All other categories are limited to $6,000, except for microform copies, which is capped at $2,500. Funds must be matched at least one-to-one. Matching funds may be cash, in-kind and/or donated services or materials contributed to the project.

The primary recipients of State grants-in-aid awards are regional, county and local non-profit organizations whose primary purpose is historic preservation and/or interpretation. Eligible projects include:

- Historic properties
- Artifact collections
- Interpretive programs
- Microform copies
- Oral history
- Photographic collections
- Manuscripts
- Publications and research
- Museum environments
- Technology

Projects from non-historical organizations should fill a need that is not being met by a historical organization.

State Capital Projects Grants-in-Aid

The purpose of this program is to support historic preservation projects of a capital nature, including publicly-owned and -used buildings. There is usually one funding cycle each fall; grants are based on legislative funding. The primary recipients of State capital project grants are public entities as defined in State law, including county and local jurisdictions. Non-profit organizations whose primary purpose is historic preservation and/or interpretation, and which have entered into a qualifying lease or management agreement with an eligible public entity sponsor, are also eligible to apply. In order to be eligible for funding, the work must meet the following conditions:

- The expenditure funded must be for a public purpose;
- The property assisted must be publicly-owned;

- The project expenditures funded must be for land, buildings or other improvements of a capital nature; and
- The work must meet the Secretary of the Interior's Standards for Rehabilitation.

Two types of historic preservation projects are eligible for funding: restoration and/or preservation, and building systems and accessibility work.

State Historic Preservation Tax Incentives

As of June 2008, more than half of the states across the country, or approximately 70-percent of the states that tax income, have developed State tax credit programs for historic preservation projects. Most of these programs are similar to the Federal Income Tax Credit Program described above. Although they vary from state to state, most laws contain the following elements:

- Criteria for determining what buildings qualify for the credit;
- Standards to ensure that the rehabilitation preserves the historic and architectural character of the building;
- A method for calculating the value of the credit awarded, reflected as a percentage of the amount expended on that portion of the rehabilitation work that is approved as a certified rehabilitation;
- A minimum amount, or threshold, required to be invested in the rehabilitation; and
- A mechanism for administering the program, generally involving the SHPO and, in some cases, the State Department of Revenue.

Often, these State tax credits can be combined with Federal rehabilitation tax credits and other Federal incentive programs, such as low-income housing credits and the New Markets Tax Credit, to create an even greater incentive to rehabilitate the irreplaceable buildings and places in our communities.

Currently, Minnesota is in the minority and does not have a State tax credit program for historic preservation. There are on-going efforts by local officials, as well as grassroots organizations, to encourage the Minnesota Legislature to pass a State historic preservation tax credit for commercial and residential property. As it has been repeatedly proven across the country, the creation of a State tax credit is a boon for preservation and local economies alike.

State-Wide Non-Profit Organizations

The Preservation Alliance of Minnesota (PAM), established in 1981, is the only state-wide, private, non-profit organization advocating for the preservation of Minnesota's historic resources. PAM administers a preservation easement program in order to protect historically and architecturally significant properties in perpetuity. A preservation easement is a legal document between a property owner and PAM that limits the present and any future owner's ability to alter or degrade the features subject to the easement. The easement is recorded with the property's deed and may be granted on one or more exterior façades, interior architectural features, natural landscape and open space.

Preservation easements typically prohibit detrimental alterations to the appearance or material integrity of the property and require on-going

maintenance. The property may continue to be used for any purpose the owner chooses and it may be sold or leased at any time, subject to PAM's continuing easement.

Any building or property may qualify for a preservation easement if PAM determines that the property possesses architectural or historical significance. However, only donations of easements on properties listed in the National Register of Historic Places (including properties contributing to historic districts) are eligible for Federal income tax deductions. The assessed value of a qualifying easement is deductible as a charitable contribution on the donor's Federal income tax return. In addition, PAM typically requires a donation toward its Easement Endowment, which ensures the resources necessary to monitor and defend PAM's easement portfolio in perpetuity. Both the value of the easement and the accompanying endowment contribution are fully tax-deductible. State property taxes may also be reduced if the value of the estate is reduced due to the limitations placed on future developments.

Appendix HP-B:

Historic Contexts

Prepared for the City of Saint Paul by Stark Preservation Planning, LLC and the 106 Group Ltd., July 2008

Report Author: Will Stark, M.C.R.P.

Introduction

What is an historic context?

According to the National Park Service (NPS), a historic context is a document "created for planning purposes that groups information about historic properties based on a shared theme, specific time period, and geographical area." In short, it is a critical part of the historic preservation planning process that helps organize the vast and diverse historic resources of a community based on thematic associations, geographical limits and chronological periods. A context study usually groups together common "inventoried" properties (from national, state, or local inventories) and then suggests which ones to further survey for designation purposes.

Why are historic contexts necessary?

Historic contexts are the cornerstones of the historic preservation planning process. Rather than being an end in themselves, they serve preservation planning by assuring that the *full range* of historic properties is indentified and subsequently evaluated (and then, presumably, registered and protected). Contexts help to prioritize the preservation decision-making process by examining historic resources in relation to similar properties, determining how common or uncommon their occurrence, and ascertaining their significance relative to other resources. Historic contexts guide future survey and designation processes by proactively and objectively seeking geographical areas, resource types or themes that are likely to reveal valued historic resources. Within the local preservation planning process, they allow a heritage preservation commission (HPC) to pursue designation in a thoughtful, deliberate and coordinated manner, rather than responding to community crises or *ad hoc* development pressures. For an HPC, historic contexts are particularly critical, as they serve to justify the identification and designation of historic resources, which has regulatory consequences. Without an historic context to appreciate the relative significance of a resource, decisions made by Commissioners or staff are less able to withstand public scrutiny and legal challenges.

Current Applicable Historic Contexts

Historic contexts can be completed at the national, regional, state, or local level, depending on the theme and resource type. Saint Paul has representation in most of these types of contexts.
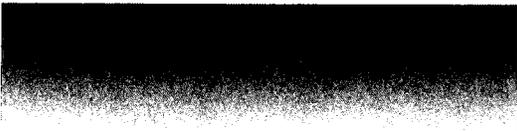
State Historic Contexts

In Minnesota, the State Historic Preservation Office (SHPO) has prepared numerous historic contexts, ranging chronologically from ancient Indian cultures to the mid-twentieth century. In what is referred to as "Post Contact Period Contexts" – after the period of initial European contact with native Indians – the SHPO has established the following historic contexts:

1. Indian Communities and Reservations: 1837-1934

2. St. Croix Triangle Lumbering: 1830s-1900s

3. Early Agriculture and River Settlement: 1840-1870

4. Railroads and Agricultural Development: 1870-1940

5. Northern Minnesota Lumbering: 1870-1930s

6. Minnesota's Iron Ore Industry: 1880s-1945

7. Minnesota Tourism and Recreation in the Lake Regions: 1870-1945

8. Urban Centers: 1870-1940

These contexts provide a brief synopsis of the period, examples of associated property types, maps illustrating the geographic limits of the context and bibliographic resources. Saint Paul is geographically represented in Contexts 3, 4, 7 and 8.

State-wide Property Type Contexts

In addition to these broad state-wide contexts based on periods of development, the SHPO has established thematic contexts based on **property types.** These contexts include:

- State-Owned Buildings (with numerous sub-categories, including the State Capitol Complex)
- Bridges
- Hydroelectric Power in Minnesota: 1880-1940
- Finnish Log Architecture: 1880s-1930s
- Red River Trail in Minnesota: 1835-1871
- Minnesota Military Roads: 1850-1875
- Quarries and Mines
- Rock Art
- Lithic Scatters
- Earthworks
- Federal Relief Construction: 1933-1941
- Geographic Features of Cultural Significance

Saint Paul has examples of property types in many of these context categories.

State-wide Thematic Contexts

Other broad, thematically-based documents provide a context and means of historic evaluation for Saint Paul resources. The National Park Service, which oversees the National Register of Historic Places (NRHP), has developed a

Multiple Property Documentation Form (MPDF) for documenting **thematically-related properties.** Minnesota examples of MPDFs (or Thematic Resources documentation, as they were previously named) that contain contextual information relevant to Saint Paul resources include:

- Carnegie Libraries of Saint Paul Thematic Resources
- Federal Relief Construction in Minnesota
- Grain Elevator Design in Minnesota
- Iron and Steel Bridges in Minnesota
- Minnesota Masonry Arch Highway Bridges
- Minnesota Military Roads
- Railroads in Minnesota, 1862-1956
- Reinforced-Concrete Highway Bridges in Minnesota

These documents serve as a basis for evaluating the NRHP eligibility of related properties and contain valuable contextual information on groups of properties. The documents are available from the National Park Service or SHPO.

Saint Paul's Historic Context Process

In collaboration with the Ramsey County Historical Society, the Saint Paul HPC initiated its most significant step in the preservation planning process when the *Historic Sites Survey of St. Paul and Ramsey County* was undertaken from 1980 to 1983. Over 5,400 site forms were completed for the survey, more than 2,500 of which included information on the architect and contractor. Although the bulk of the properties was located in Saint Paul, the survey also included other Ramsey County cities. The survey findings were organized into 17 planning districts, summarizing the history, characteristics and key findings of each district. Properties already designated, those believed to be eligible for the NRHP or local designation, "additional sites of major significance" and potential historic districts were listed at the conclusion of each chapter.

The survey resulted in the designation of numerous individual properties and the formation of several historic districts. However, without well-developed historic contexts to understand the full story of the history and development of the city, only the most obviously significant resources received attention and moved forward with designation. While many other buildings were noted in the inventory, their significance could not be fully comprehended, and designation could not proceed, without the development of thorough historic contexts to describe and analyze the broader picture of Saint Paul's architectural and historic contributions and development.

The sites survey completed in 1983 provided a tremendous baseline for the initial inventory and evaluation of the city's resources; however, it is now more than 25 years old. The age of this data has become a limitation to the further development of historic preservation planning tools, including historic contexts. Since undertaking the survey, many changes have occurred in Saint Paul, including the loss of many of the inventoried properties. Furthermore, new property types and periods of construction are now being considered significant and worthy of historic designation, including examples of Modernism, suburban style residential development, and resources related to the mid-twentieth century automobile sales industry.
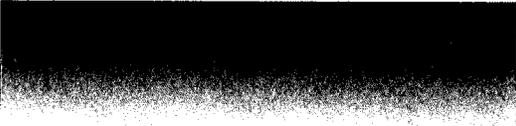
In 2001, Saint Paul prepared a comprehensive historic context study based on thematic areas of the city's development and inclusive of the entire city. Carole Zellie of Landscape Research and Garneth O. Peterson of BRW/URS prepared the study. The contexts included:

- Pioneer Houses: 1854-1880
- Residential Real Estate Development: 1880-1950
- Neighborhood Commercial Centers: 1874-1960
- Downtown Saint Paul: 1849-1975
- Churches, Synagogues, and Religious Buildings: 1849-1950
- Transportation Corridors: 1857-1950

Each historic context is introduced with an overview of the impacts of the theme on the historic development of the city and a description of the contextual framework. Sources used to form the context are discussed, including limitations. In general, the sources include such items as general histories, newspaper articles and advertisements, National Register nominations, photographic and other image collections of the Minnesota Historical Society, secondary sources related to the theme, and broader academic studies. In every case, the 1983 *Historic Sites Survey of St. Paul and Ramsey County* was referenced, although it was not within the scope of the project to update or revise the data from the earlier survey. Most contexts were organized by either a subdivision of the themes (for example "Rail Transportation" within Transportation Corridors) and/or chronological periods. Each context concludes with recommendations highlighting the priorities for future designation studies or further context development. Text is carefully footnoted with specific sources cited.

Additional Surveys and Other Sources for Historic Contexts

Since the extensive local survey efforts of the 1980s, the data base of inventoried properties in Saint Paul has expanded, mostly through various surveys and studies prompted by Federal undertakings and Section 106 of the National Historic Preservation Act. As a result, the inventory of properties on the SHPO data base has risen from 5,400 to more than 6,100. Extensive and detailed surveys, such as the ones conducted for the Central Corridor light rail transit project, have made important contributions to the collection of inventoried properties and to historic contexts. Contexts developed for these projects typically focus narrowly on the resources within the project's area of potential effect. Unlike those prepared for the City's planning purposes, they are less likely to take broad perspectives of neighborhoods or overall urban development trends into consideration. Still, they can be valuable to the City's preservation and designation process by providing a framework against which to evaluate resources for local heritage preservation designation and potential eligibility for listing on the NRHP.

Summary and Evaluation of Local Historic Contexts

Pioneer Houses: 1854-1880

This context describes and identifies those residences associated with the early settlement period of Saint Paul. Only 120 pre-1880 residences were identified in the 1983 survey; they are considered a rare property type in the city. The survey suggests that there may be a concentration of pre-1880 houses associated
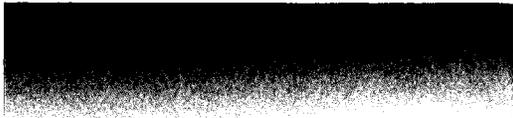
with German and Czech settlement in the Uppertown area. Recommendations included: further survey work in the Thomas-Dale area to identify additional examples of this resource type; and further investigation of outlying farmhouses.

Since the recommendations were made, a designation study was completed in 2002 on the George H. and Hannah Hazzard House.

Residential Real Estate Development: 1880-1950

This context covers large geographic areas of Saint Paul that were developed as additions and subdivisions by land speculators and real estate brokers. It is useful in identifying residential districts representative of various periods of development and architecture. Recommendations included:

- The original plats of Hamline, Macalester Park, Merriam Park, Saint Anthony Park, and Warrendale were identified as good candidates to represent original marketing and planning ideals, and period architecture. Further study is warranted to determine if existing local historic districts represent the key ideas of their period of urban and architectural development.
- The authors recommended further development of a historic context called "Neighborhoods at the Edge of the Walking City" to include areas such as Uppertown, Frogtown and other early neighborhoods near downtown that were laid out and sold in a less-coordinated effort to a less transportation-sensitive clientele.

To-date, no action has been taken on these recommendations.

Neighborhood Commercial Centers: 1874-1960

The Neighborhood Commercial Centers historic context focused on the evolution of smaller commercial nodes reflecting the changing needs of Saint Paulites as the city and its residential and transportation patterns developed. This context is organized into the following frameworks and periods:

- Pioneer Period of Saint Paul Retailing: 1850-1872
- New Neighborhoods and Commercial Corners: 1872-1900
- Late Nineteenth-Century Shopping Streets: 1880-1900
- Streetcars and New Suburbs: 1900-1930
- Grocery Store to Supermarket: The Neighborhood Commercial Center: 1930-1960

Resource types covered in this context include corner stores, apartment/storefront combinations, business blocks, brick-front stores and automobile-based shopping centers. The authors noted that many of the properties in this category are among the most frequently altered, and therefore designation of examples with good integrity was encouraged. Many examples of commercial nodes were surveyed in the 1983 inventory, but it is likely that changes in integrity – for better and worse – have occurred in the intervening years. Early gas stations are singled out as particularly vulnerable to development. Recommendations included:

- re-survey of the resource type to assess effects of alterations since the 1983 survey;

- selective inventory of neighborhood commercial properties to identify other candidates for possible designation;
- designation studies for architect-designed 1880s examples of neighborhood commercial properties using criteria based on architectural significance as well as the relationship to early streetcar or passenger rail developments. Because of the frequency at which commercial storefronts are altered, designation was considered a matter of urgency.
- further context study on apartment buildings, a building type often found in or near neighborhood commercial centers.
- study and designation of gas stations, which are particularly vulnerable to redevelopment.

Since the context study, designation studies were completed for most of the recommended properties, including the Crosby Block, Arvidson Block, Schott Block, Hamline Apartments and Stores, Highland Theater, Grandview Theater, Old Fireside Inn & Tamarack Lodge Hall, and William Thompson Commercial Building.

Downtown Saint Paul: 1849-1975

Downtown Saint Paul is the most dynamic of all of the context areas. Because of its age, density, and cultural, economic and architectural significance, this historic context was given special focus. Its period of study extends well into the latter half of the twentieth century, to 1975, reflecting the continuing importance and redevelopment of this part of the city, as well as the loss of earlier historic fabric. The authors also conducted a brief reconnaissance survey to update the 1983 inventory; of the approximately 190 buildings previously surveyed in downtown, 50 had been razed. This fact emphasizes both the increasing rarity of early specimens of historic buildings as well as the regular growth of new building stock. The context is organized in the following framework and time periods:

- The Pioneer Years: 1849-1880
- The City of the Northwest: 1880-1900
- The Golden Era: 1900-1920
- Approaching Modernism: 1920-1950
- Postlude or Prelude: 1950-1975

This context also addresses the urban renewal and redevelopment of the 1960s, as well as the city's early interest in historic preservation, including the effort to save the old Federal Courts Building. The authors acknowledged the "vast amount of change" that downtown has experienced and recognized that not every building over 50 years of age can be saved. Instead, they emphasized the need "to recognize the significance of the area as a whole, and carefully consider the historic and architectural significance of each remaining building."[1]

Recommendations included:

- designation of 20 properties considered "the most critical priorities for designation;"
- further study of smaller-scale, two- and three-story buildings on the fringes of downtown; and

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1 Historic Context: Downtown St. Paul, 1849-1975, p. 27.

- further survey and evaluation of properties from the 1950s and 1960s, since few were inventoried in the 1983 survey.

Based on the context study's recommendations, the City completed a designation study for the potential Rice Park Historic District in 2002; designation was not pursued. Other recommendations have not yet been implemented.

Churches, Synagogues, and Religious Buildings: 1849-1950

This study utilized the survey material of the many houses of worship to formulate a historic context inclusive of their historical and architectural contributions. The context is organized into four periods:

- Pioneer Congregations and New Immigrants: 1841-1880
- New Churches in New Neighborhoods: 1880-1900
- Early Twentieth Century Expansion: 1900-1930
- Churches in the Third and Fourth Generations: 1930-1960

The text provides backgrounds on the history, growth and development for each of the major religious sects in Saint Paul for each time period. Of the 180 inventoried religious sites, seven were locally designated at the time of the context study. Recommendations included:

- designation studies for 16 additional religious properties; and
- identification of adaptive uses for vacant or underutilized buildings.

In 2002, designation studies were completed for several religious properties based on recommendations in the context study, including Saint Matthew's Evangelical Lutheran Church, Trinity Norwegian Evangelical Lutheran Church, Zion German Evangelical Lutheran Church, Church of Saint Columba and Knox Presbyterian Church. The 1959 Ralph Rapson-designed Prince of Peace Lutheran Church (not listed among the 16 recommended for further designation study) was demolished in 2006 to make way for a condominium development. Other religious buildings continue to be vacant and threatened by development pressures or preservation issues. Saint Matthew's Evangelical Lutheran Church was listed on the Preservation Alliance of Minnesota's 10 Most Endangered Places list in 2008.

Transportation Corridors: 1857-1950

Among the most complex of the historic context studies is this one pertaining to various transportation corridors. Although inter-related, the study includes three distinct contexts:

- Rail Transportation: 1857-1950
- The Saint Paul Streetcar System: 1872-1953
- The Midway as a Transportation Center: 1883-1950

Within these contexts, a wide variety of overlapping property types was accounted for, including railroad lines; grade separations; bridges, train and streetcar shops; the Union Depot and streetcar stations; Lowertown warehouses; and related industries such as Seeger Refrigerator Company, 3M, Harvester, breweries, and industries located in the Midway such as manufacturers,
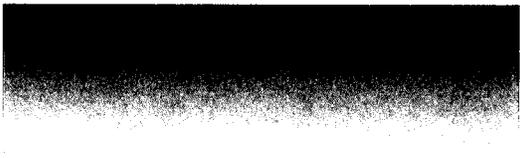
wholesalers, and automobile dealerships. Recommendations included:

- study of transportation corridors themselves (the context focused on the buildings) for potential designation;
- designation of the remaining buildings associated with Saint Paul's railroads, including any buildings not within the Lowertown Historic District;
- study of two significant railroad bridges: the Omaha Swing Bridge and the Chicago Great Western Bridge;
- designation study for the Minnesota Transfer Railway Company Roundhouse;
- designation study for the industrial complexes, including the 3M Main Plant, Hamm's Brewery Complex, and Jacob Schmidt Brewing Company;
- designation study for individual industrial buildings, such as the Coca Cola Bottling Co. and the Omaha Iron & Brass Factory;
- designation study of the University and Raymond avenues area for a potential historic district representing the manufacturing concentration in the Midway and industrial manifestations of the work of Saint Paul architects;
- further study of any remaining historic resources focused on automobile sales; and
- study of all remaining streetcar-related facilities, including the Selby Streetcar Tunnel, to determine which may be eligible for designation.

Since the time of the context development, the City designated a related district: the University-Raymond Commercial Historic District. The Carlton Lofts building within that district was rehabilitated using Federal historic preservation tax incentives. A designation study was completed in 2002 for the Minnesota Transfer Railway Roundhouse. A moratorium was placed on the Schmidt Brewery in 2006, and a designation study on the property was initiated. The property is now in the National Register nomination process. The Minnesota Department of Transportation developed a statewide MPDF on railroads in 2007, providing context to the rail transportation corridor and related facilities in Saint Paul.

Several studies completed for the Central Corridor LRT, mostly along University Avenue, have made contributions to our understanding of historic transportation corridors. Several properties and districts have been listed in, or determined eligible for listing in, the NRHP, including the Minnesota Milk Company building.

Archaeological Resources in Saint Paul

Extant archaeological resources associated with the large Native American population that lived in the current jurisdiction of Saint Paul before Euro-American settlement have been documented in a series of state-wide contexts developed by the State Historic Preservation Office. Each context consists of a written narrative defining the context's broad historical patterns, temporal limits and geographical boundaries. Goals and priorities have been developed for many contexts. In addition, a summary of the identified property types associated with each context is provided. The contexts provide a basic bibliography of Minnesota archaeology, and should be consulted and
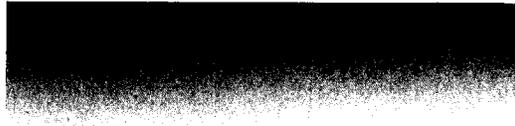
referenced when encountering archaeological resources in Saint Paul, or if there is the potential to encounter such resources.

Archaeological resources related to the early industrial and residential settlement of Saint Paul are only just now being recognized and unearthed. Discoveries, such as Nina Clifford's bordello during the excavations for the Science Museum of Minnesota and the remains of a brewery found when creating the Bruce Vento Nature Sanctuary, only scratch the surface of the resources remaining beneath our feet. These types of resources not only inform us of the way our communities lived and worked many years ago, but can also provide compelling exhibits and public educational activities.

The City of Saint Paul will need to plan for instances where archaeological resources – Native American or historic – are or may be encountered in the development process. The variable archaeological resource types make the development of historic contexts outside of those already completed infeasible. Instead, Saint Paul should plan for the treatment of archaeological resources and develop a methodology for evaluating them as they are encountered.

HISTORIC CONTEXTS FOR A NEW ERA

The historic contexts prepared for the City in 2001 touch on nearly every significant property type commonly found in Saint Paul and include portions of most neighborhoods. They are well-organized and include nearly all of the dominant building types, styles and development trends in Saint Paul from the 1850s to the 1950s. These contexts use important factors of urban development – growth of transportation systems and real estate developments – as guides to include the majority of the city's historic growth. Most historic property types were included in one or more contexts, although some property types bear more in-depth examination.

While the 1983 survey served as the foundation of the 2001 context study, no efforts were made to update, amend or revise the survey data (with the exception of the *Downtown* context to account for surveyed sites that were no longer extant). When the contexts were written, the survey was nearly 20 years old, and it is now dated by a quarter century. Although a logical and important basis for the context study, the dated nature of the survey data is perhaps the weakest link in the methodology of the historic context study.

It should be noted that since the 2001 context studies were completed, authors Jeffrey A. Hess and Paul Clifford Larson published *St. Paul's Architecture: A History* in cooperation with the City of Saint Paul HPC (University of Minnesota Press, 2006). With extensive illustrations and a well-written narrative, the book provides a comprehensive overview of the city's built environment – with an emphasis on extant structures – from 1840 to 2000. While not written using the typical framework of a historic context (listing property types and providing recommendations), it is arranged chronologically and is a useful resource for further investigation and evaluation of a wide range of Saint Paul's architectural resources. In essence, it can be substituted for, or cited in, additional historic context studies.

The march of time and the continuation of history play another role in the development of new contexts. Fifty years is the general standard for
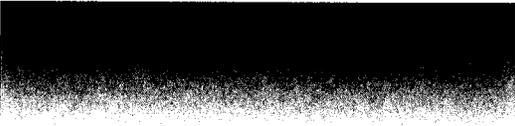
consideration of historic status (although Saint Paul's HPC designation criteria do not require that a property be greater than 50 years old). However, only two of the contexts extend into the current 50-year retrospective period (*Downtown*, which extends to 1975; and *Neighborhood Commercial Centers*, which extends to 1960). While the vast majority of Saint Paul's development was completed by the 1950s, it is not a city frozen in time. While smaller in scope, new and expanded contexts representing the era of growth and styles of the latter half of the twentieth century are necessary.

Other omissions in the historic contexts can be rectified as we learn to further appreciate and value other resource types. The natural landscape of Saint Paul, dominated by the Mississippi River Valley, has been managed and shaped by the hands of humans for centuries. An understanding of the important relationship of people with the landscape is only now being recognized and respected. Resources of the Post-World War II era are coming into consideration as historic patterns of development, in addition to architecture.

Following are **recommendations for additional historic contexts and themes,** in no particular order, to be explored to contribute to a more complete understanding of Saint Paul's historic resources and to guide the preservation planning process.

### Saint Paul Parks, Parkways and Cultural Landscapes

Saint Paul has an important heritage of early development of park land for public enjoyment, including Como Park and the network of parkways. The public ownership and development of the parks resulted in their exclusion from previous historic context studies. As the preservation community increases its appreciation for historic landscape design, it becomes increasingly important to understand the context within which the public park system was developed, and what makes it important to the City's quality of life and unique character.

Neighborhoods at the Edge of the Walking City

The authors of the 2001 historic context study concluded that neighborhoods such as Uppertown and Frogtown, as well as other unstudied areas near downtown, did not fit neatly into the study of Residential Real Estate Development because they were platted and sold in a less-coordinated effort to a less transportation-sensitive clientele. These areas would be well-served by the development of a historic context. The neighborhoods largely excluded from previous studies (except for commercial and industrial properties) include Thomas-Dale, Uppertown, and Frogtown/Midway.

Post-WWII Development, Modernism and Historic Preservation

Although briefly addressed in existing contexts, both isolated and large-scale pockets of residential, institutional, industrial and commercial development during the post-World War II era should be more fully developed. Descriptions of the housing styles, such as the "rambler," should be included, along with the impact this era had on the shape of Saint Paul. Although this period of time is most notably associated with great suburban expansion, it was also an era that added 13,000 new dwelling units in Saint Paul proper. Areas of post-war residential developments can be found in the outer corners of Saint Paul,
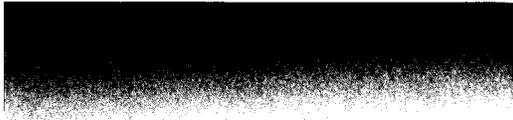
including portions of the Highland Park, Greater East Side and Highwood neighborhoods. In addition, infill pockets of high-quality Modernist design, such as the Stone Bridge development in Highland, represent an important era of architecture, while modest public housing projects designed for low-income, returning World War II veterans in the 1940s, such as the John J. McDonough Homes, demonstrate the public response to housing shortages. Individual examples of high-style Modernist housing, such as the 1962 Marcel Breuer-designed house in Highwood, may be located throughout the city. Institutional and commercial buildings outside of downtown, such as the O'Shaughnessy Auditorium on the College of Saint Catherine's campus, also show evidence of the rising interest in modern building styles. Several superior examples of industrial buildings from the 1940s and 1950s survive, scattered on either side of University Avenue and on Marshall Avenue.

Within the downtown, notable examples from the Modern era were mostly constructed as part of a coordinated urban renewal campaign, including the Minnesota Mutual Life Insurance Company Building (1955), Degree of Honor Building (1961), Hilton Hotel (1966) and Dayton's Department Store (1963). At the same time, early preservation efforts began in the 1960s and 1970s. This early approach to preservation was different from today's approach, and has begun to take on a character and significance of its own. These movements are briefly addressed in the Downtown context (which extends to 1975), but should be more fully developed as preservationists begin to address the historic significance of Modernism and various forms of revitalization as part of its architectural legacy. As previously recommended within the Downtown context study, survey and evaluation of the downtown buildings of the 1950s and 1960s should be undertaken in coordination with the development of a historic context. Rather than being limited to the downtown, the context should extend to the entire city to include other unknown specimens of architectural design and development patterns in the second half of the twentieth century.

Mississippi River Valley: Navigation and Commerce

The Mississippi River has played a pivotal role in the life of Saint Paul for millennia. The connection and access to the Mississippi River as a transportation corridor was critical in siting the city that would become Saint Paul. This important link continued well into the twentieth century. Historic contexts centered on riverway resources have not been developed to-date. Resources such as the Saint Paul Municipal Elevator and Sackhouse, Meeker Island Lock and Dam, and potential buried sites or unevaluated standing structures would be included in such a context. Beyond the Mississippi River and its immediate banks, the natural topography of the Valley of Saint Paul is an important resource itself as a cultural landscape, with overlapping cultures and historic sites ranging from ancient Indian communities to early twentieth century industry. The "Mississippi River Valley of Saint Paul Cultural Landscape" was placed on the Preservation Alliance of Minnesota's 10 Most Endangered Places list in 2007 in response to a variety of development pressures that have been placed on the valley. A new historic context exploring the long tradition of human occupation and industry along, and the cultural significance of, the Mississippi River and its valley would assist the City in understanding and protecting the landscape and its resources.
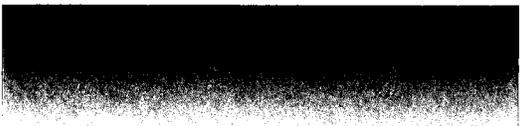
Immigrant and Ethnic Communities

As with many American cities, Saint Paul has a long history of being the adopted home of immigrant communities. Since its settlement, various ethnic communities, mostly European, have made their imprints on the City's culture and character. Much has been written acknowledging the contributions of German, Irish, Swedish, Italian and other immigrant communities' historic and on-going influence on Saint Paul's culture and its built environment. In more recent decades, new immigrant communities from the Americas and Southeast Asia have arrived, bringing with them their own traditions, tastes and cultures. The Frogtown neighborhood has become home to several Southeast Asian communities, and parts of the West Side have been adopted by Mexican immigrants. All immigrant communities, along with the second and third generations of Americans, have placed their unique cultural stamp on these areas, reforming and reshaping their histories. While all immigrant groups need to be considered for a complete historic context of the city, more time needs to pass in order to better understand the significance of some of the patterns of more recent immigrants in order to interpret them appropriately.

Other Resource Types

A number of property types did not fit neatly into the thematic headings of the 2001 context study or were only briefly mentioned within those contexts. The importance of the resource types to the architectural character of Saint Paul or to its historical development warrant further exploration and their inclusion in a historic context study.

Multiple Housing Units

Current historic contexts for residential properties focus on single-family houses, the dominant housing type in Saint Paul. Multiple housing units – small and large apartment buildings and rowhouses – can be found in both concentrated areas and scattered within neighborhoods of single-family residences. These properties have played an important role in housing Saint Paulites who were unable to obtain, or uninterested in the city's "ideal" of living in, a single-family house. Many of the apartment buildings possess architectural features reflective of their period of development. In the 2001 context study for *Neighborhood Commercial Centers*, the authors recommended a context study on apartment buildings as a property type.

Schools

Although considered part of the neighborhood studies, public and private schools located throughout the city, including colleges and universities, can best be evaluated within their own comparative context. The city has a range of architectural styles and periods, from Collegiate Gothic to Modern, that reflect the educational ideals, purposes and methods of their respective periods.

Fire Houses

Again, reflected in neighborhood development, this civic property type would benefit from a comparative analysis of the styles and trends of currently used or rehabilitated historical fire houses and fire engine stations to evaluate and prioritize preservation needs.
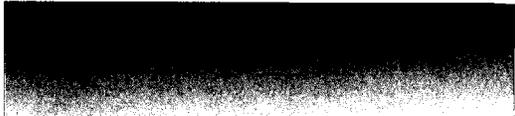
Early Gas Stations

A number of unique and early gas stations are extant within the city, and it is possible that others may remain unsurveyed. In the *Neighborhood Commercial Centers* historic context, gas stations were noted as "particularly vulnerable to redevelopment."[2] Further inventory, evaluation and contextual development of early gas stations would assist in identifying and preserving the rare extant specimens.

Automobile Dealerships

Automobile dealerships were a common sight along University Avenue in the mid-twentieth century. Often large and incorporating Moderne design elements, they are rapidly vanishing. Although briefly mentioned within the *Transportation Corridors* historic context, little contextual information is provided. A reconnaissance survey to identify the remaining automobile dealerships should be conducted to evaluate their integrity and determine if a historic context is warranted.

Industrial Buildings

St. Paul has a number of important industrial properties away from the downtown area. They have received little notice, let alone adequate study, though many were key elements in the development and sustenance of outlying neighborhoods. Specialty manufacturing in particular has also been instrumental in the growth of the city into an important urban center. Some of the properties may also possess architectural and/or engineering significance.

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2   Neighborhood Commercial Centers: 1874-1960, p. 16.

October 25, 2018

HPC Commissioners,

I write to you today to inform you of the Twin Cities German Immersion School's opposition to the Petition to historically designate the former Church of St. Andrew of St. Paul (the "Property").

The Property is currently owned by Twin Cities German Immersion School Building Company (the "Building Company") and is occupied by the Twin Cities German Immersion School (the "School"), a K-8 public charter school founded in St. Paul in 2005. The School's mission is to support innovative education of the whole child through German immersion, and its values include curiosity, kindness, challenge and support, community, and intercultural engagement.

The School is a Model for Successful Charter Schools in Both Cities

The School is nothing short of a success story. In providing a unique educational experience that produces superior academic results, the School's enrollment has grown to 580 students, and is projected to level off at 630 students within two years. At that point, the School anticipates enrolling threes classes capped at 24 students each, in grades K-8.

After operating out of two prior locations, the School moved to the Property in 2013. At that time, the School converted the Property to an "Aula" -- an open space that is used for gym classes and for performing arts events. The School uses the basement of the Aula as a cafeteria, as a makeshift gym space for our smallest students, and as an additional performing arts space.

The Petition under consideration has been prompted by the School's decision to remove the Property and replace it with a purpose-built structure that is better suited to meeting the 21st century educational needs of its students. **It is important to understand that the School did not come to this decision lightly.**

The School first began analyzing how it could meet its future space needs in February of 2016. Over the ensuing months and years, the School considered numerous options that involved preserving the Aula and building a new facility on adjacent or nearby property. After determining that these options were not financially feasible, the School informed the community of its plans to remove the Property.

EXHIBIT F

In response to the community's objections, the School revisited these options and also considered acquiring and moving to an entirely different campus, steps that cost the school time, energy and money. Ultimately, however, **the Board determined that it could not in good faith commit the School to the financial risks that any of these options would entail. Thus, as stewards of the School with a paramount obligation to the School's students, the Board decided that the prudent course is to replace the Property with a new building.**

Every Dollar Spent Opposing the Petition or Complying with a Historical Designation is a Dollar Taken Away from Educating Kids

The School opposes the Petition because it will consume scarce resources that are solely intended for education. As a public charter school, the School does not charge tuition, and receives 94% of its funding from the State of Minnesota. And on a per-pupil-unit basis, the receives about 70% of what Saint Paul Public Schools receive for each pupil unit. In other words, it provides excellent academic results while being at a stark funding disadvantage vis-à-vis traditional public schools. That aside, every dollar spent on opposing the Petition, or on complying with historic designation requirements, is a dollar that is taken away from the kids the School is entrusted with educating.

Even a decision to move on the Petition, and to commence the historic designation process, will sap the School's resources. **There are the obvious financial costs associated with obtaining legal representation, and with hiring consultants to review and rebut the assertions made in the Petition, which are substantial. But there are also intangible costs like time and energy. Already, the Petition and the failed engagement leading up to it have consumed vast amounts of staff and Board member time that would otherwise be used to run and improve the School.**

Important initiatives like professional development and support for teachers, enhanced and updated subject-matter curriculum and programming, and teacher onboarding have had to make do with less given the time and energy that this issue has demanded. These costs—tangible and intangible—only stand to increase, and to further sap the school's resources should the Petition move forward.

The Non-Profit School's Future is at Stake if It is to be Forced into Maintaining an Old Building that is Falling Apart and is Functionally Obsolete

Looking further out, there is also the prospect that historic designation could threaten the School's long-term viability. Saddled with the additional costs associated with

maintaining the historic appearance and character of a nearly 100-year-old building, and forced to continue operations within a functionally obsolete structure, the School may be unable to meet the needs of its staff and students, leading to increased attrition levels and, with them, decreased enrollment and revenues. Thus, it is not an overstatement to say that the School's future is at stake.

The School also opposes the Petition because the School believes as a matter of principle that historic designation should not occur over the property owner's objections. Especially when the property owner is a non-profit entity such as a public charter school.

It is one thing when a for-profit entity is asked to use some of the profits that it derives from the neighborhood to preserve the historic character of that neighborhood. It is quite another to ask the same thing of a non-profit entity that is not deriving a profit from the neighborhood, but is providing a service to the neighborhood.

Furthermore, historic preservation is not a benefit to non-profit like a school, it is a burden. Thus, any historic preservation over a non-profit property owner's objection should be funded by an assessment on the nearby properties that will derive the benefit from that designation.

The School's singular mission is to provide an outstanding education for children of all backgrounds in the Twin Cities area. Historic designation imperils that mission. Thus, the School strenuously objects to the Petition, and asks that it be denied.

Respectfully submitted,

Ted Anderson
Executive Director

CURRENT GYM

POOR STORAGE

OBSTRUCTED COURTS

SMALL COURTS

ONLY ONE GYM CLASS AT A TIME
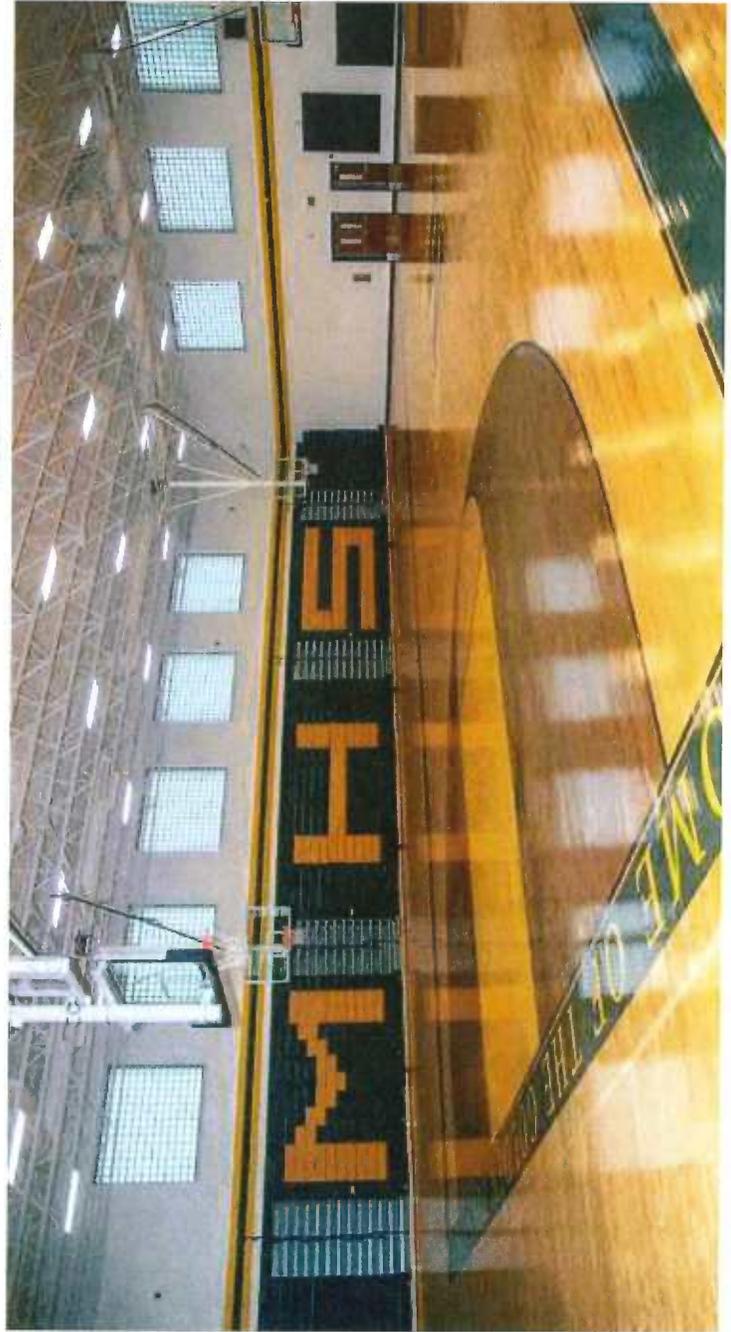
HARD WALLS

POOR ACOUSTICS

POOR INSULATION

NEW GYM

DEDICATED STORAGE

CLEAR COURTS

REGULATION SIZE COURT

PARTITION FOR TWO CLASSES AT A TIME

PADDED WALLS

GREAT ACOUSTICS

ENERGY EFFICIENT AND ENVIRONMENTALLY FRIENDLY

EXHIBIT G

CURRENT GYM STORAGE

STORAGE SPACES OPEN TO CHILDREN

DARK, UNSAFE SPACES

NO ROOM FOR BLEACHERS

INSUFFICIENT ROOM FOR GYM EQUIPMENT

NEW GYM STORAGE

LOCKED STORAGE ROOMS

WELL LIT, SAFE SPACES

BUILT-IN BLEACHERS

DEDICATED EQUIPMENT STORAGE ROOM

CURRENT LUNCHROOM

NO WINDOWS

NO ACCESS TO PLAYGROUND

DIFFICULT ACCESS FOR HANDICAPPED STUDENTS

HAND-WASHING SEPARATED FROM FOOD LINE

INSUFFICIENT SPACE FOR EATING

SMALL KITCHEN

NEW LUNCHROOM

GREAT NATURAL LIGHT

DIRECT ACCESS TO PLAYGROUND

ALIGNED WITH MAIN LEVEL - NO RAMPING REQUIRED

HAND-WASHING IN-LINE WITH FOOD SERVICE

ENLARGED EATING SPACE

ENHANCED, EXPANDED KITCHEN

CURRENT SMALL-GROUP CLASSROOMS
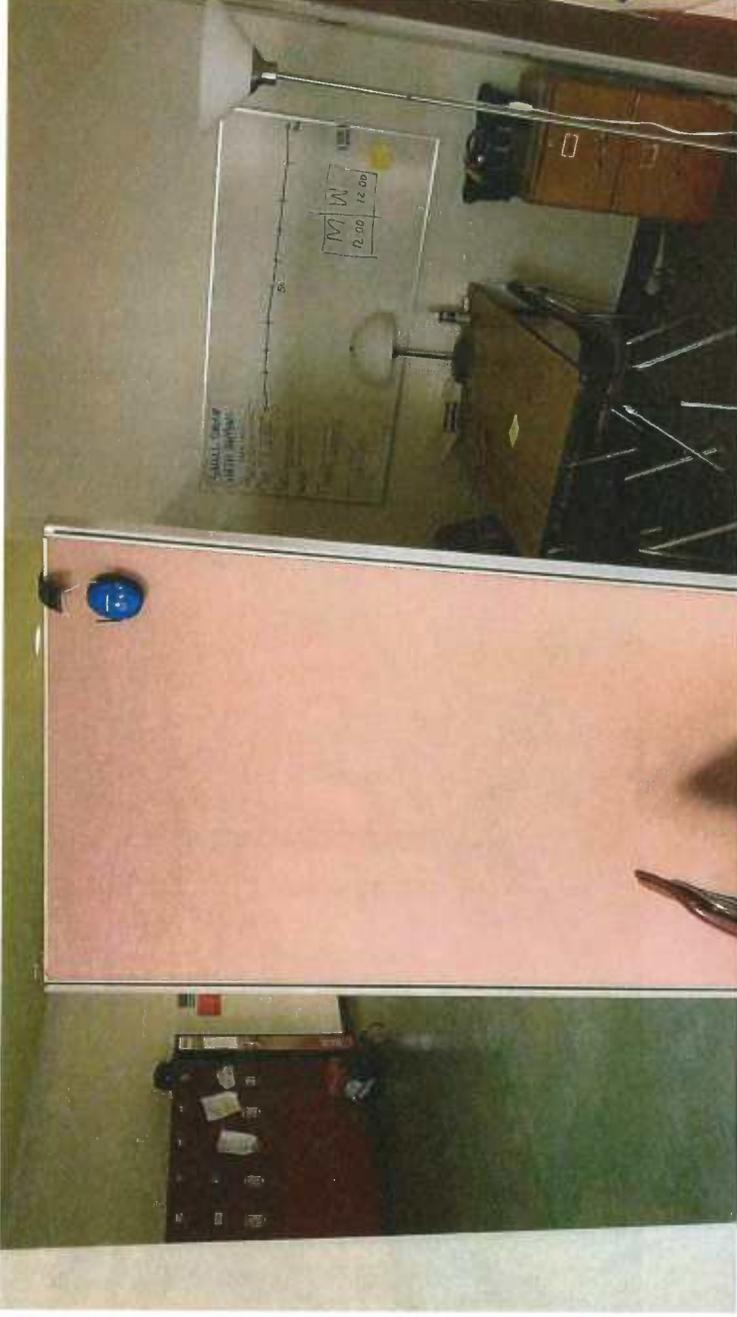
CLASSROOMS ARE LOCATED IN HALLWAYS

HEADPHONES ARE REQUIRED FOR NOISE

POOR LIGHTING

LACK OF PRIVACY

DIFFICULTY LEARNING

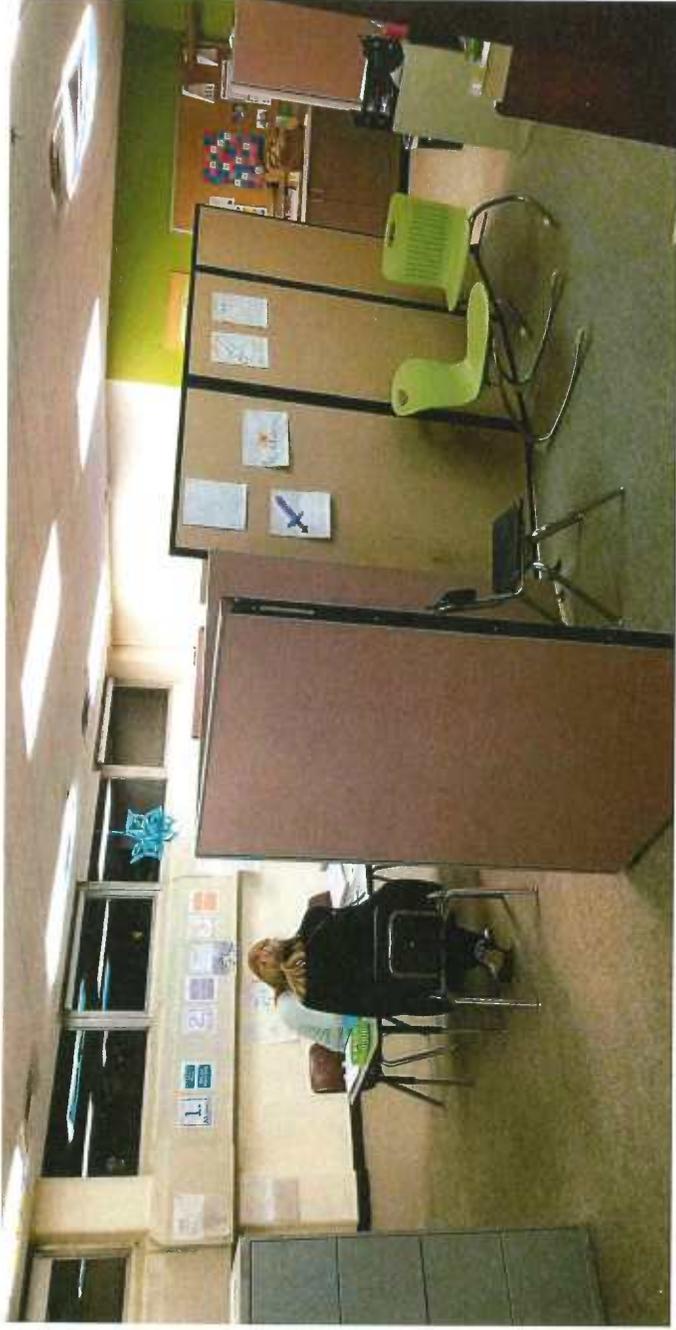## NEW SMALL-GROUP CLASSROOMS

DEDICATED ROOMS FOR SMALL GROUPS

QUIET SPACES FOR LEARNING

TASK-SPECIFIC LIGHTING

PRIVATE ROOMS

GREAT LEARNING ENVIRONMENT

CURRENT SPECIAL ED ROOM

SHARED SPACE DUE TO LACK OF CLASSROOMS

TEMPORARY PARTITIONS TO SEPARATE CLASSES

NO PRIVACY

SOUND ISSUES

ADAPTED SPACE

NEW SPECIAL ED ROOM

DEDICATED ROOM FOR SPECIAL ED
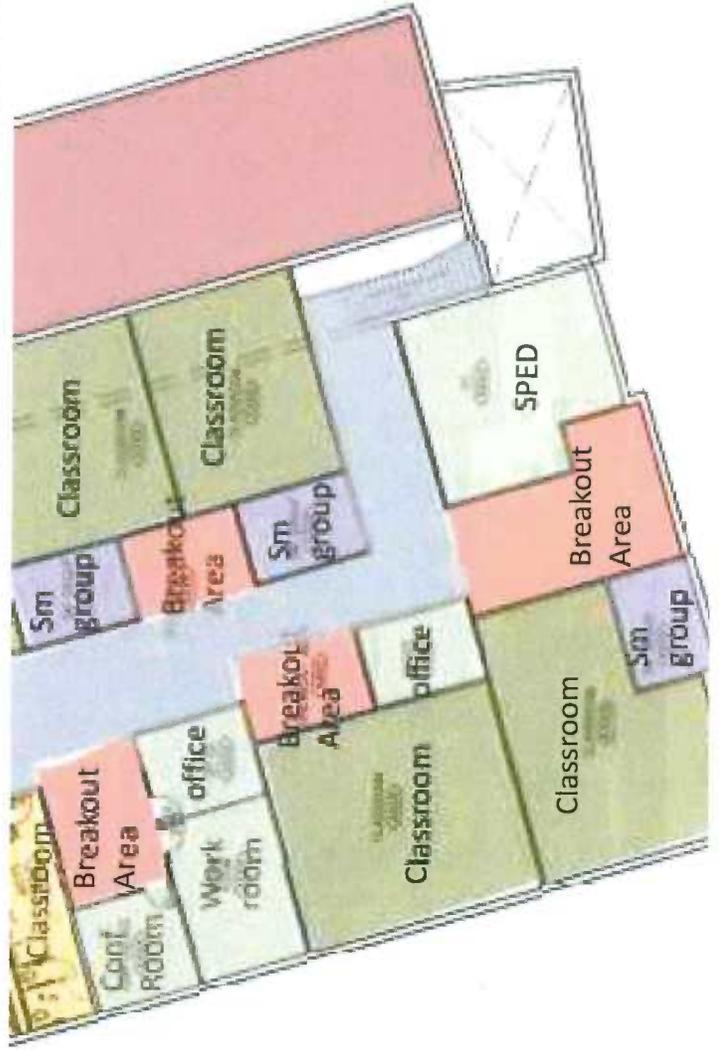
ONE CLASS PER ROOM

PRIVACY

QUIET

PURPOSE-BUILT SPACE

CURRENT OFFICE SPACE

CLOSET-SIZED OFFICES

DYSFUNCTIONAL SPACES

NEW OFFICE SPACES

APPROPRIATE SIZED OFFICES

PURPOSE-BUILT SPACE

CURRENT BAND SPACE

CLOSET SIZED

POOR ACOUSTICS

CAN'T HAVE A BAND

NO ROOM FOR INSTRUMENTS

PRIVATE LESSONS ONLY

NEW BAND SPACE

LARGE ROOM

GOOD ACOUSTICS

ENOUGH ROOM FOR A BAND CLASS

SPACE FOR INSTRUMENT STORAGE

FULL BAND CAN PLAY AT ONCE

CURRENT DISREPAIR

CRACKED STRUCTURE WITH PIECES FALLING OFF

MAINTENANCE NIGHTMARE

BUILDING LOOKS BAD

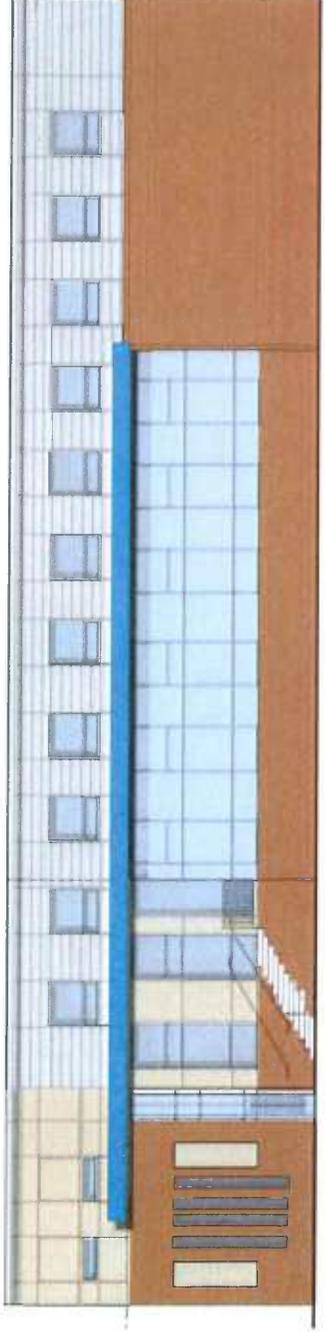CHILDREN SAFETY

EXPENSIVE TO MAINTAIN

NEW CONSTRUCTION

NEW-LOOKING BUILDING

LOW MAINTENANCE

PRISTINE EXTERIOR

SAFE

LOW COST OF UPKEEP

From: Jeff Andersen <jeff@lesjonesroofing.com>
Date: November 1, 2018 at 1:38:30 PM CDT
To: John Steingraeber <knaveboy@gmail.com>
Subject: Les Jones Roofing

Good afternoon Mr. Steingraeber.
The following information is to be used as "Ball Park" pricing for potential work on the sanctuary roof at TCGI. It is NOT meant to be used as firm pricing. Les Jones Roofing has NOT taken exact measurements, nor has a scope of work been provided to us for proper pricing to be done.
This correspondence will prove "Ball Park" pricing for the follow items.

1). Tile removal and relay work on the entire steep slope roofing where Ludowici Spanish tiles are currently installed.

2). Installation of polyisocyanurate insulation on top of the roof deck to an R-30

3). Complete removal of the existing clay tiles and installation of a dimensional asphalt shingle.

John, as I stated in an e-mail dated Oct.30th., I believe it would be very unlikely that if the building is placed under the rules and regulations of HPC that they would allow you to replace the existing clay tile roof with an asphalt shingle roof. I thought I would include this statement as apart of this e-mail so that it is shared with the other board members.

EXHIBIT H

1). Tile Re-lay work.

Note: This is probable the approach that will be required if the building is placed under the regulations of HPC.

- Scaffolding would be erected around the entire building including on top of the isle roofs.
- All of the existing clay tiles will be removed and stored on the scaffolding.
- The existing deteriorated underlayments will be removed and disposed of.
- The roof deck would be swept clean. Any deteriorated or rotted wood decking will be replaced. This will be an extra charge.
- We will install a premium Ice & Water shield underlayment over the entire steep slope surfaces.
- New 16oz. copper valley, wall channels, headwall flashing's, counterflashings etc. will be installed in accordance with best practices.
- New 16oz. copper gutters and downspouts will be installed.
- The existing clay tiles will be re-installed.

Note: We will do our very best to carefully remove and re-install the existing field tiles and component pieces. There are numerous broken or missing pieces of tiles. It is not possible to know exactly how many pieces of tile will be needed to complete the tile re-lay work. It is for this reason the we have proved a per piece price list.

Tile Price List

Field Tiles	$11.75
End Bands	$15.50
Top Closures	$10.50
Eave Closures	$10.50
Detached Gable Rake Pieces	$21.00
#102 Tapered Hip Rolls	$21.00
#152 Hip Starters	$58.00
#206 Ridge Pieces	$60.00
Terminal Pieces	TBD

As far as the isle roofs, I think we could make a strong case for standing seam metal, do to falling snow and ice and the constant maintenance work that would need to be performed.
We used Google Earth to try and measure up the steep slope roofs. It is for this reason that we provided an approximate range in the size of the roof.
We believe it is between 130 to 150 sq's.
The per sq price could range from $3,300.00 to $5,000.00
The "Ball Park" price for this work would be $500,000.00 to $750,000.00

2). Installation of polyisocyanurate insulation on top of the roof deck to an R-30

- After the tile has been removed, and any roof deck replacement work has been done. We will Install 2 layers of 3" polyisocyanurate insulation will be mechanically fastened to the roof deck with screws and plates.
- Wood blocking will need to be installed around the perimeter edge as well as at the ridges and valleys.
- Following this, new 3/4" CDX plywood will be installed.
- Next, ice & water shield will be installed on top of the new CDX plywood.
- The existing roof tiles or new asphalt shingles will then be installed.

"Ball Park" pricing for this work is:

- 130sq's = $308,880.00
- 150sq's = $356,400.00

3). Complete removal of the existing clay tiles and installation of a dimensional asphalt shingle.

3

There is a variety of asphalt shingle styles with different price points. We are providing pricing for the basic, most commonly installed dimensional asphalt shingle. The Certainteed Landmark dimensional shingle. If asphalt shingles are approved as an alternate to the tile relay work, we should get together and look at available options.

- 130sq's = $130,000.00
- 150sq's = $150,000.00

Please let me know if there is anything else that I can assist you with in regards to this project.
Thanks, Jeff Andersen

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