



METRO Blue Line Light Rail Extension Project Cultural Resources Technical Report

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From: Jenny Bring, HDR Inc.

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Subject: Cultural Resources Technical Report for METRO Blue Line Light Rail Extension Project Supplemental Draft EIS

1 Introduction

The objective of this *Cultural Resources Technical Report* is to evaluate the potential effects of the No-Build Alternative and the proposed METRO Blue Line Light Rail Extension Project (Project) on cultural resources. The National Environmental Policy Act (NEPA) requires federal agencies to consider the impacts of their actions on cultural resources, and the National Historic Preservation Act of 1966 (NHPA), as amended (54 United States Code § 300101 et seq.), requires agencies to consider the effects of their undertakings on historic properties.

For the purposes of this section, “cultural resource” is synonymous with “historic property.” Locations important to communities that are not historic are addressed in Section 4.2. Historic properties are buildings, structures, districts, objects, and sites that are listed in or eligible for listing in the National Register of Historic Places (NRHP). The Council on Environmental Quality’s (CEQ’s) Regulations for Implementing the Procedural Provisions of NEPA (40 Code of Federal Regulations [CFR] Parts 1500–1508) encourage integration of the NEPA process with other planning and environmental reviews, such as Section 106. CEQ regulations also clarify that, under NEPA, “impact” is synonymous with “effect” (40 CFR § 1508.8). For consistency with the Section 106 regulations, “effect” is used throughout this section.

Because federal policy and guidance encourage “coordination” and “integration” between NEPA and Section 106, the Federal Transit Administration (FTA) applies the Section 106 process for this Project to fulfill the requirements for the consideration of effects on cultural properties under NEPA.

This section includes an overview of the regulatory context and methodology used for the analysis, a summary of the Project’s Section 106 consultation process to date, an evaluation of existing historic properties, and a summary of the historic properties or potentially historic properties that could be potentially affected by the design (for cumulative impacts, see Chapter 6).



1.1 Regulatory Context and Methodology

This section describes the regulatory context and methodology for the historic properties assessment under Section 106. This section also describes the methodologies used to determine the architecture/history and archaeological Areas of Potential Effects (APEs), the methods used to identify historic properties and evaluate them for the NRHP, how effects on historic properties are assessed, and how adverse effects are resolved under Section 106.

The Council would apply for FTA funding for the Project and would seek permits for construction from the United States Army Corps of Engineers (USACE); therefore, this Project is a federal undertaking and must comply with Section 106 and other applicable federal mandates. Section 106 requires federal agencies to consider the effects of their actions on historic properties before undertaking a project. FTA is the Federal Lead Agency for the Project. The Council is the Project's local Lead Agency and Project sponsor. USACE is a federal Cooperating Agency for the Project, responsible for implementing NEPA and related laws and Section 404 of the Clean Water Act. Pursuant to 36 CFR § 800.2(a)(2), USACE has also designated FTA as the Federal Lead Agency responsible for fulfilling its collective Section 106 obligations for the Project. The Federal Highway Administration is also a federal Cooperating Agency for the Project and has designated FTA as the Federal Lead Agency under Section 106.

FTA's Section 106 compliance is achieved through consultation with the Minnesota State Historic Preservation Office (SHPO), Native American tribes, local governments, and other interested parties. Section 106 directs that the responsible federal agency shall:

- Initiate the Section 106 process by determining whether the action is an undertaking, notifying SHPO and Native American tribes, and developing a plan to involve the public (36 CFR § 800.3)
- Identify historic properties that are listed, or eligible for listing, in the NRHP by determining an APE, conducting a survey to identify historic properties, and evaluating historic properties under NRHP criteria (36 CFR § 800.4)
- Assess the effects of the undertaking on historic properties by applying the criteria of adverse effect and consulting with SHPO, Native American tribes, and the public [36 CFR § 800.5 and § 800.11(e)]
- Resolve any adverse effect(s) by continuing consultation with Section 106 consulting parties to explore measures that avoid, minimize, or mitigate the adverse effect(s), and develop a Section 106 Memorandum of Agreement (MOA) to document agreed-upon measures (36 CFR § 800.6)

As part of the Section 106 review for the 2016 Alignment reviewed in the 2016 Final Environmental Impact Statement (EIS), FTA consulted with the SHPO and other interested parties with assistance from the Minnesota Department of Transportation Cultural Resources Unit to define an APE, conduct surveys to identify and evaluate historic properties within the APE, assess effects of the Project on historic properties, and resolve adverse effects to historic properties. The measures FTA agreed to implement to avoid, minimize, and mitigate adverse effects on historic properties identified in the 2016 Final EIS are documented in the *Memorandum of Agreement between the Federal Transit Administration and the Minnesota Historic Preservation Office Regarding the METRO Blue Line Extension Light Rail Transit Project, Hennepin County, Minnesota*, which was executed on Aug. 23, 2016, and amended Sept. 20, 2022 (Appendix A-4). The MOA included stipulations outlining the process for changing the APE because of substantive changes to the design, completing additional historic property identification and evaluation, and assessing effects to newly identified historic properties or new effects to previously identified historic properties.



As of publication of this Supplemental Draft EIS, the FTA in consultation with SHPO and other Section 106 consulting parties completed the following tasks:

- Revised the APE to reflect the potential effects of the Project Alignment and to align with APEs for similar FTA transit projects throughout the region and nationally, in accordance with Stipulation III.A of the MOA
- Initiated supplemental surveys to identify potential historic properties (potentially eligible architecture/history properties and archaeological resources within the revised APE), in accordance with Stipulation I of the MOA
- Reopened Section 106 consultation with formal letters and a consultation meeting on Aug. 7, 2023

Several Project alignment and design option locations were initially under consideration (see Section 2.3 of the Supplemental Draft EIS), so supplemental surveys encompassed a larger study area to cover the potential APEs for the options. Technical reports documenting the results of the reconnaissance architecture/history surveys and archaeological assessment are provided in Appendix A-4. Review and analysis of the design options under consideration, combined with input from study area residents, businesses, and stakeholder agencies, resulted in the selection of the Build Alternative. To inform evaluation, a preliminary assessment of the effects that the Project could have on historic properties or potential historic properties (properties identified as potentially eligible for listing in the NRHP) was completed. The Supplemental Final EIS will include a finding of effect of the Project on historic properties (per Stipulation I.C of the MOA) and avoidance, minimization, or mitigation measures to resolve adverse effects, if identified.

The Project would be seeking permits and/or approvals from State of Minnesota agencies that may include the Minnesota Department of Transportation, the Minnesota Department of Natural Resources, the Minnesota Pollution Control Agency, and the Minnesota Department of Health. Therefore, the Project must also comply with Minnesota laws, including the Minnesota Environmental Policy Act, the Minnesota Field Archaeology Act (Minn. Stat. 138.31–138.42), the Minnesota Historic Sites Act (Minn. Stat. 138.661–138.669), and the Minnesota Private Cemeteries Act (Minn. Stat. 307.08), as applicable.

1.1.1 Area of Potential Effects

The Project has two APEs, one for architecture/history properties (Figure 1 and Figure 2) and one for archaeological resources (Figure 3 and Figure 4), which are the geographic areas within which an undertaking could directly or indirectly cause alterations in the character or use of historic properties. The APE for the Project was originally defined in 2011 and refined in 2018 by FTA based on the former preferred alternative reviewed in the 2016 Final EIS. Although the Project traverses almost all the same municipalities and has similar features (stations, park-and-ride facilities, Operations and Maintenance Facility [OMF]), the 2016 Alignment has altered, a substantive change as defined in Stipulation III.A of the MOA necessitating a reexamination of and a revision to the APE. Based on the potential effects of the Project Alignment and to align with APEs for similar FTA transit projects throughout the region and nationally, changes to the parameters of the previously defined APE were identified in consultation with SHPO. The rationale for the updated architecture/history and archaeological APEs can be found in the Project Section 106 Compliance Plan. As design of the Project advances, FTA may revise the APE as appropriate in consultation with the SHPO.



Figure 1 Architecture/History APE and Properties Identified (North)

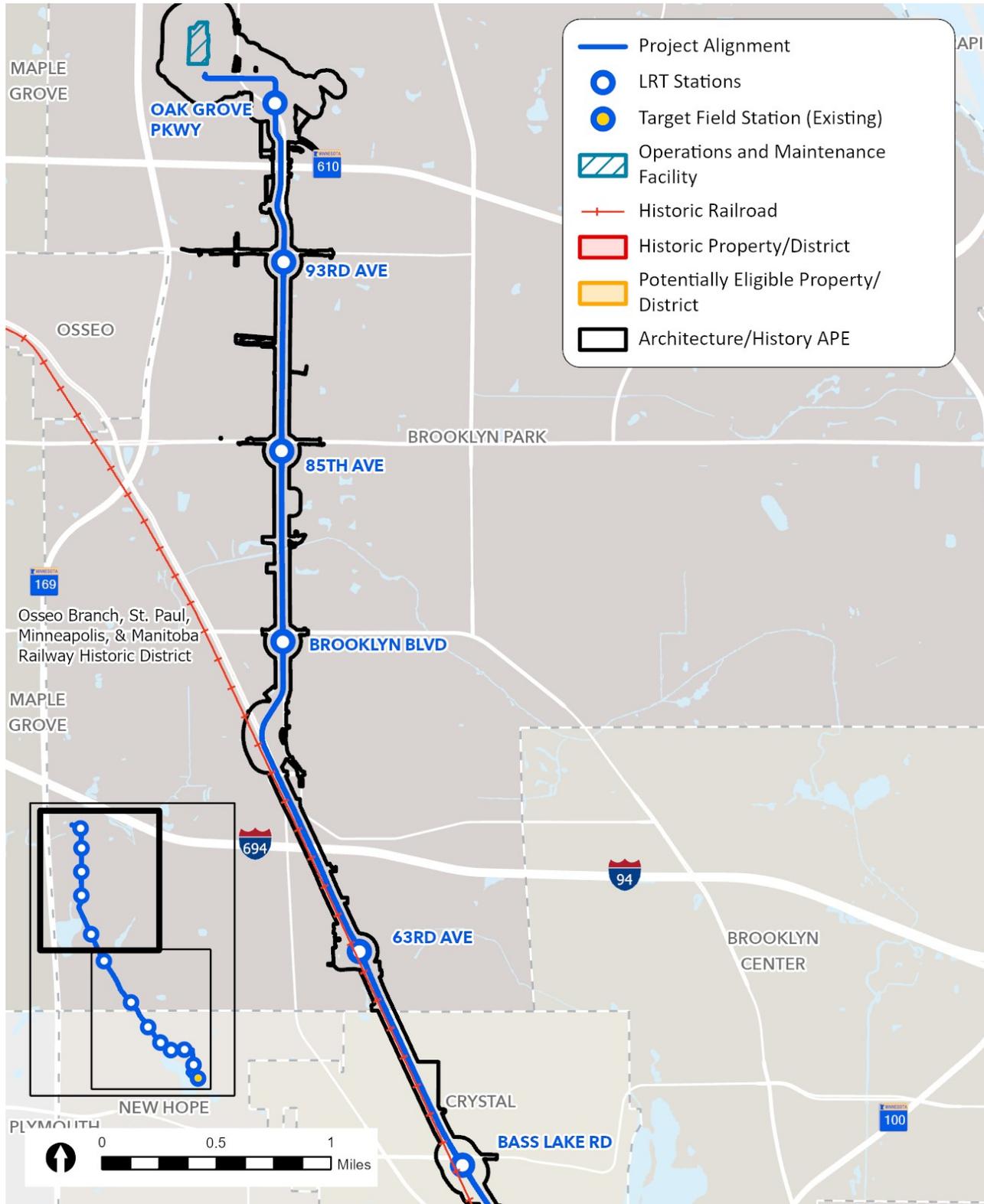




Figure 2 Architecture/History APE and Properties Identified (South)

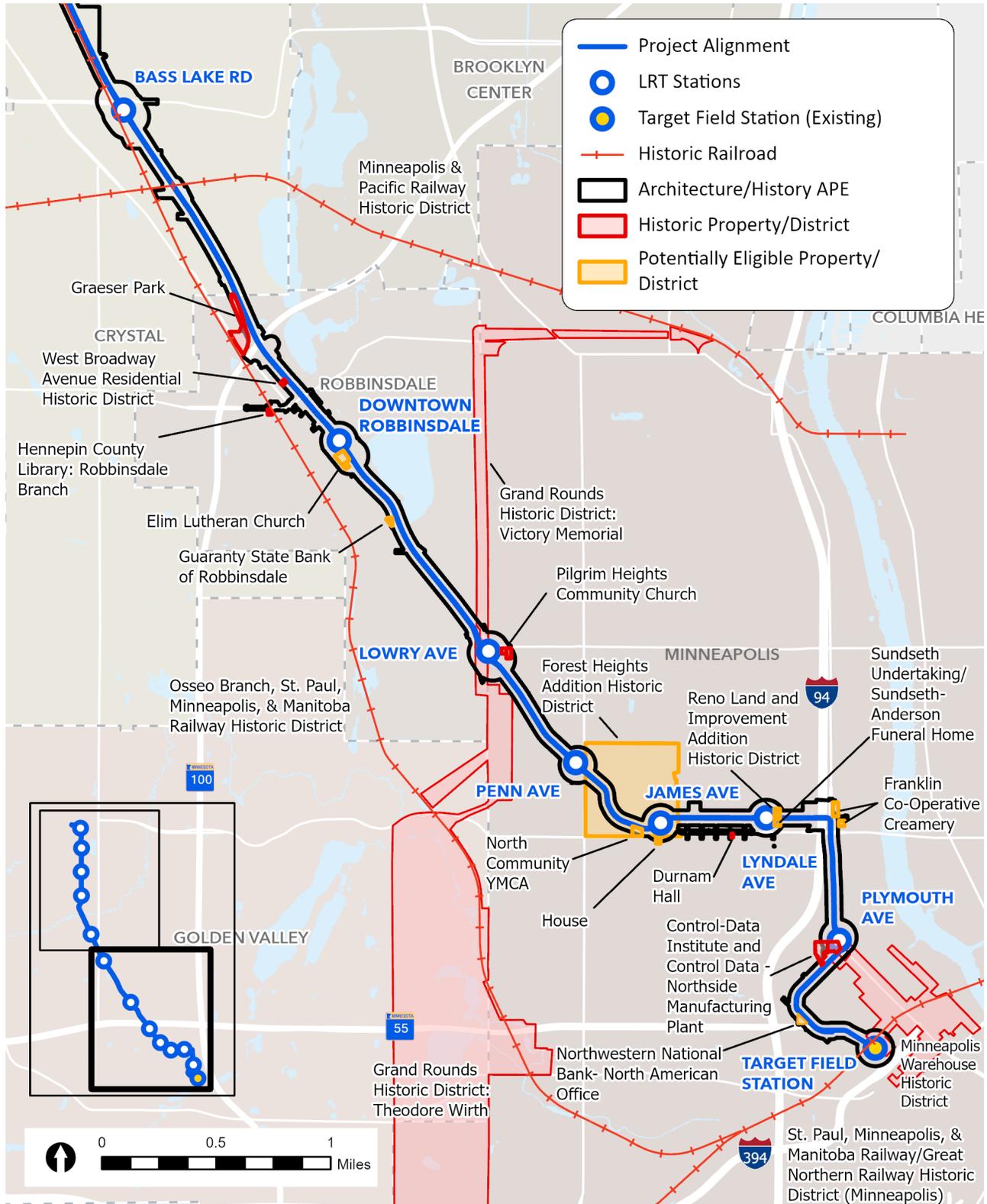


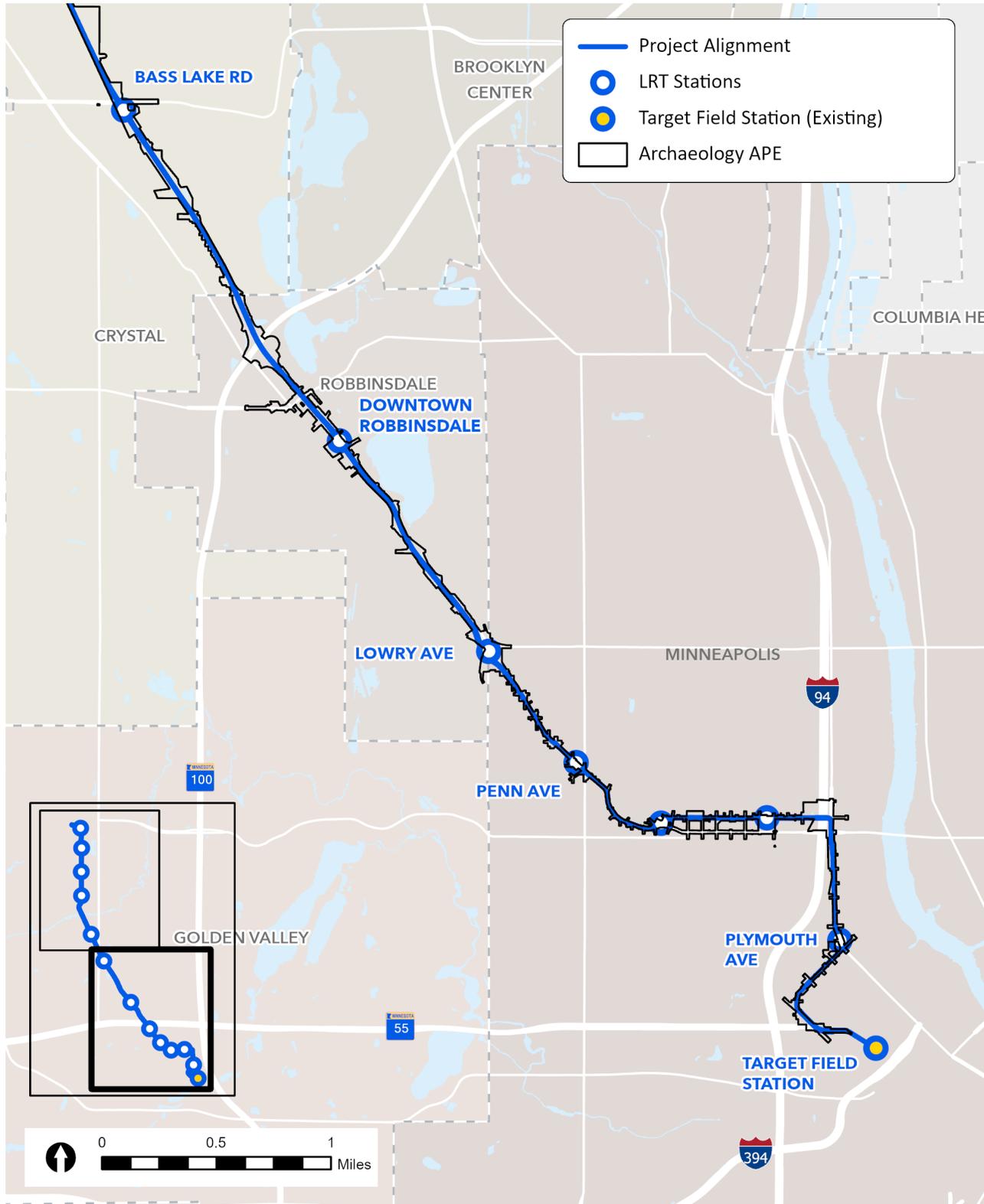


Figure 3 Archaeological APE (North)





Figure 4 Archaeological APE (South)





Architecture/History Area of Potential Effects

The updated APE for architecture/history properties includes the following:

- **Alignment:** 200 feet on either side of the Project Alignment
- **Light Rail Transit (LRT) stations:** 500-foot radius from the center point of the station
- **OMFs:** 750-foot buffer from the perimeter of the OMF site
- **New structures or replacements of an existing bridge with a profile no more than 12 feet above an existing grade:** 200-foot buffer from the perimeter of the structure (assumes the potential for pile driving)
- **New locations or replacements of an existing bridge with a profile no more than 12 feet above (higher) an existing grade:** 500-foot buffer from the perimeter of the structure (assumes the potential for pile driving)
- **Modification to existing collector (local) streets, major arterial streets, and highways:** construction limits/limits of disturbance (LOD)
- **New and relocated/realigned collector (local), major arterial streets, and highways:** first tier of properties directly fronting the roadway and intersections
- **New surface parking facilities (no buses), modification to existing surface parking facilities (no buses), and new access roads:** first tier of adjacent properties
- **Pedestrian (Americans with Disabilities Act [ADA]-compliant) ramps, sidewalk and trail improvements, pedestrian enhancements, utility lines (above and below grade) except for high-voltage transmission lines, and borrow/fill and floodplain/stormwater/wetland mitigation areas:** construction limits/LOD
- **Noise walls (no pile driving):** 100-foot buffer of the construction limits/LOD

Archaeological Area of Potential Effects

The updated APE for archaeology includes all areas of proposed construction activities or other potential ground-disturbing activities associated with construction and is the same as the construction limits/LOD.

1.1.2 Identification and Evaluation of Historic Properties

Section 106 gives equal consideration to historic properties listed in or determined eligible for listing in the NRHP. The NRHP Criteria for Evaluation (36 CFR Part 63) are used to evaluate a historic property to determine whether it possesses historic significance, is of sufficient age, and retains sufficient integrity to convey any potential significance. A historic property can be eligible for the NRHP individually, as part of a historic district, or both.

FTA evaluates the significance of each historic property in relation to the following NRHP eligibility criteria:

- **Criterion A:** association with events that have made a significant contribution to broad patterns of history
- **Criterion B:** association with the life of a historically significant person
- **Criterion C:** embody the distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic values; or represent a significant and distinguishable entity whose components may lack individual distinction
- **Criterion D:** has yielded, or is likely to yield, information important in history or prehistory (this generally is understood to refer to archaeological significance)



To be eligible for listing in the NRHP, a property must be 50 years old, or, if it is less than 50 years old, must possess exceptional significance. A property must also retain sufficient integrity to convey its significance.

To identify historic properties within the Project's updated architecture/history and archaeological APEs, two architecture/history surveys and one archaeological literature review and assessment have been completed since 2022. The architecture/history investigations document previously identified or evaluated historic properties and included field surveys to document previously unidentified properties more than 50 years of age within the Project's APEs. The archaeological literature review and assessment included research to document previously identified historic properties and a field visit to assess the potential for the APE to contain unknown intact archaeological resources.

These additional studies were completed in accordance with Stipulation I of the existing MOA, which includes a process for identifying and evaluating additional historic properties, if needed, if there are changes in the Project and/or modifications to the Project's APEs as Project engineering advances.

1.1.3 Standards Used to Assess and Resolve Adverse Effects

Per 36 CFR § 800.5(a)(1), "an adverse effect on a historic property is found when an undertaking could alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association." A preliminary assessment of the effects that the Project could have on historic properties or potential historic properties (properties identified as potentially eligible for listing in the NRHP) was completed.

The Project's MOA includes a process for resolving any newly identified adverse effects (Stipulation XIV), if needed, as Project engineering advances. An amended MOA will document effects to historic properties identified within the revised APEs and measure to avoid, minimize, or mitigate adverse effects, if identified.

1.1.4 Section 106 Coordination and Consultation

Consulting parties in the Section 106 process include local governments, SHPO, Native American tribes, and other interested organizations and individuals.

In accordance with 36 CFR § 800.8, the Section 106 consultation process outreach activities and events have been coordinated with the NEPA process and other outreach activities for the Project. Tasks completed as part of the Section 106 process were completed in consultation with SHPO and other consulting parties. Additional consultation with SHPO and the Section 106 consulting parties would continue throughout the Section 106 process. See Section 9.9.2 of the Supplemental Draft EIS and copies of Section 106 correspondence included in this appendix for further detail regarding Section 106 consultation completed for the Project.

1.2 Affected Environment

Several alignment and design option locations were initially under consideration (see Section 2.3 of the Supplemental Draft EIS), so supplemental cultural resources studies encompassed a larger study area to cover the potential APEs for the options. Technical reports documenting the results of the reconnaissance architecture/history surveys and archaeological assessment are attached to this appendix. Table 1 below summarizes the number of historic properties and potential historic properties (properties identified as potentially eligible for listing in the NRHP) within the APE for all Project alignment and design option locations considered.



Table 1. Historic and Potential Historic Properties by Alignment and Design Option Locations

Location (City)	Project Alignment and Design Option Locations	Historic Properties	Potential Historic Properties
Brooklyn Park	Integrating W Broadway Ave (County Road [CR] 103/130) and associated roadway reconstruction into the Project definition	1	0
Crystal	CR 81/Bass Lake Rd intersection design: at grade	2	0
Crystal	CR 81/Bass Lake Rd intersection design: grade separated	2	0
Crystal	CR 81 lane configuration	2	0
Robbinsdale	Downtown Robbinsdale Station location: north or south of 40th Ave N	0	2
Robbinsdale	Downtown Robbinsdale Station location: south of 41st Ave N	0	1
Robbinsdale	Downtown Robbinsdale park-and-ride location: U.S. Bank	0	1
Robbinsdale	Downtown Robbinsdale park-and-ride location: Upper Robin Center	1	0
Robbinsdale	Downtown Robbinsdale park-and-ride location: Elim Church	0	1
Minneapolis	Track routing on W Broadway Ave approximately between Knox Ave N and Lyndale Ave N or Interstate 94 (I-94)	3	5
Minneapolis	Track routing on 21st Ave N approximately between Knox Ave N and Lyndale Ave N or I-94	1	4 (Lyndale option)/ 5 (East of I-94 option)
Minneapolis	Track routing on Lyndale Ave N	0	1
Minneapolis	East side of I-94 location: adjacent to I-94 right-of-way	0	2
Minneapolis	East side of I-94 location: along N Washington Ave and N 10th Ave (Build Alternative)	1	2
Minneapolis	Track routing on E Lyndale Ave N/Trunk Highway (TH) 55	0	0
Minneapolis	Track routing on N 7th St	0	1

Review and analysis of the design options under consideration, combined with input from study area residents, businesses, and stakeholder agencies, resulted in the selection of a Build Alternative. A total of 11 NRHP-listed or -eligible properties have been identified in the Project’s architecture/history and archaeological APE for the Build Alternative. All are architecture/history properties; no NRHP-listed or -eligible archaeological resources have been identified in the Project’s archaeological APE to date. Additional studies completed to date to identify historic properties within the updated APEs include a Phase I architecture/history survey and an archaeological literature review and assessment. These studies were completed in accordance with Stipulation I of the existing MOA. As a result of the studies, FTA has identified nine potentially eligible properties within the APEs, all of which are architecture/history properties. These properties will be evaluated to determine if they are eligible for listing in the NRHP. Determinations of eligibility for these properties will be included in the Supplemental Final EIS. Furthermore, the supplemental studies have identified two areas with the potential to contain unknown archaeological resources within the archaeology APE. Further survey of these locations will be completed to



determine if archaeological sites that are eligible for listing in the NRHP are present within the APE. The results of these surveys will be included in the Supplemental Final EIS.

1.2.1 Architecture/History Properties

The 11 architecture/history properties identified within the Project's architecture/history APE include six historic districts, one multiple-property complex, and four properties that are individually eligible for or listed in the NRHP. Nine architecture/history properties within the APE have been determined to be potentially eligible for listing in the NRHP as part of studies for this Project (see Reconnaissance Architecture/History survey reports attached to this appendix). These include six individually potentially eligible properties, one multiple-property complex, and two potentially eligible historic districts. Figure 1 and Figure 2 show the locations of the architectural/historic properties and potential historic properties identified within the Project's architecture/history APE.

NRHP-Listed and Eligible Properties

Osseo Branch, St. Paul Minneapolis & Manitoba Railway Historic District (HE-RRD-00002 [including HE-BPC-00084, HE-CRC-00238, HE-RBC-00304, and HE-MPC-16389]), Cities of Brooklyn Park, Crystal, Robbinsdale, Golden Valley, and Minneapolis

The Osseo Branch Line (Osseo Branch Line, St. Paul Minneapolis & Manitoba Railroad [StPM&M]/Great Northern Railway [GN]) (aka Minneapolis & Northwestern Railroad Company/BNSF Railway) of the StPM&M is an approximately 13-mile-long segment of the railroad line originally constructed by the Minneapolis & Northwestern Railroad Company between the Cities of Minneapolis and St. Cloud in 1881–1882. The Osseo Branch Line became an essential component in the development of the City of Osseo as a major potato growing, marketing, and distribution center. With the coming of the railroad, City of Osseo potato distributors could transport their product quickly and efficiently to markets in the City of Minneapolis and beyond. As a result, area farmers could grow potatoes as a cash crop on a relatively large scale because they were now able to ship their crops before they spoiled. The Osseo Branch, StPM&M Railway Historic District has been determined eligible for listing in the NRHP under Criterion A as an important transportation corridor that linked the City of Osseo with the Twin Cities Metropolitan Area and its agricultural markets. Additionally, the railroad line established a connection that did not previously exist and resulted in the significant expansion of the potato-growing region in northern Hennepin County.

Minneapolis & Pacific Railway Historic District (Soo Line) (HE-CRC-00199), City of Crystal

The Minneapolis & Pacific Railway Company (M&P) was incorporated in 1884 to construct a single-track mainline from the City of Minneapolis to the Red River Valley. The M&P Railway Historic District has been determined eligible for listing in the NRHP under Criterion A for its association with the City of Minneapolis mill owners who built the line to secure their own connection to wheat growers in western Minnesota and North Dakota. The M&P line was critical in bringing wheat directly from its source in the Red River Valley to the flour mills of the City of Minneapolis. Additionally, the M&P line was the first successful effort of the City of Minneapolis mill owners to reach the large, profitable markets in the east and Europe directly. In 1888, the M&P was consolidated, along with three other railroads, into the Minneapolis, St. Paul & Sault Ste. Marie Railway Company (Soo Line). Canadian Pacific Kansas City took control of the Soo Line in 1990.



W Broadway Ave Residential Historic District (HE-RBC-00158), City of Robbinsdale

The W Broadway Ave Residential Historic District encompasses approximately three city blocks in the City of Robbinsdale. The W Broadway Ave Residential Historic District has been determined eligible for listing in the NRHP under Criterion A for its association with the development of the City of Robbinsdale as an early twentieth-century suburb of the City of Minneapolis. Built between 1919 and 1940, the houses in the district are examples of styles that were popular among suburban homebuilders before World War II. The residential styles in the district include Colonial Revival, Tudor Revival, Prairie, and Craftsman. The district represents the expansion of the City of Robbinsdale between World War I and World War II. Additionally, the district was home to many locally prominent members of the community, who lived there during the Interwar period.

Graeser Park (HE-RBC-00025), City of Robbinsdale

Graeser Park was developed in 1940–1941 as the last and largest of seven roadside parks constructed along the first 12.5-mile section of the Belt Line Highway (TH 100). The Park is located to the north of TH 100, between W Broadway Ave and Bottineau Blvd. Consulting Landscape Architect Arthur R. Nichols is credited with the landscape design, and Minnesota Department of Highways project engineer Carl F. Graeser, whom the park was later named after in the 1940s, is credited with the beehive fireplace design. Graeser Park has been determined eligible under NRHP Criterion C in the area of landscape architecture. The period of significance is the date of construction, 1940–1941. The Park is an outstanding expression of the National Park Service Rustic Style. The Rustic Style characterized federal-relief era roadside park design in Minnesota and encompassed naturalistic landscape design as well as that of structures, buildings, and objects.

Hennepin County Library, Robbinsdale Branch (HE-RBC-00024), 4915 42nd Ave N, City of Robbinsdale

The Robbinsdale Library was established by the Robbinsdale Library Club, which was organized in 1907. The club raised money for both the first library materials and the library building, which was completed in 1925 by architect H.H. Livingston. The club owned and maintained the library until 1976, when it was donated to the City of Robbinsdale. The Robbinsdale Library is listed in the NRHP under Criterion A for its representation of the efforts of the Robbinsdale Library Club to provide the residents of the City of Robbinsdale area with the opportunity to improve their lives and gain enjoyment through reading. Additionally, the club represents the self-help culture prevalent in America at the beginning of the twentieth century by funding the library without the aid of the government or an outside foundation.

Grand Rounds Historic District (Theodore Wirth Pkwy Segment and Victory Memorial Dr Segment) (XX-PRK-0001), Cities of Robbinsdale, Golden Valley, and Minneapolis

In 1883, Horace Cleveland, a landscape architect, brought his idea for a continuous green necklace of parkway and open space around the City of Minneapolis to the newly formed Board of Park Commissioners (renamed the Minneapolis Park and Recreation Board in 1969). The Grand Rounds was subsequently acquired and built over many years by the Board of Park Commissioners primarily during the late nineteenth and early twentieth centuries. Theodore Wirth, Superintendent of Parks from 1906 until 1935, had a prominent role in the acquisition of lands and development of the Grand Rounds. Comprising seven districts, the Grand Rounds passes through almost every part of the City of Minneapolis. Each of the seven segments was acquired and developed at a different time and contributes its own history and significance to the Grand Rounds as a whole. The seven districts include a dozen lakes and ponds, four golf courses, two waterfalls, natural and planned gardens, creek and river views, and 50.1 miles of trails. The Grand Rounds has been determined eligible for listing in the NRHP under Criteria A and C in the areas of community planning and development, entertainment/recreation, and



landscape architecture as a superb example of an urban byway and park system. A non-contributing segment of the Grand Rounds Historic District crosses the Build Alternative. This non-contributing segment is located in the City of Robbinsdale and is located roughly even with 33rd Ave N on the north to slightly north of Parkview Blvd on the south.

Pilgrim Heights Community Church (HE-MPC-08277), 3120 Washburn Ave N, City of Minneapolis

The Pilgrim Heights Community Church is an example of an Early Modern community church by the Minneapolis firm of McEnery and Krafft. The use of structural glass at the narthex, the steep roof pitch and relatively low height of the roof eaves from the ground, and the exposed roof beams are all typical characteristics of the Mid-Century Modern movement. Pilgrim Heights is the first of McEnery and Krafft's forays into the design of churches and, therefore, represents the change in the firm's architectural interests. The church also represents the development of the design aesthetic McEnery and Krafft used for future ecclesiastical commissions, which embraced Mid-Century Modernism. The church is eligible for listing in the NRHP under Criterion C as an important contribution to the development of mid-century modern ecclesiastical architecture.

Durnam Hall (HE-MPC-08028), 927–931 W Broadway Ave, City of Minneapolis

Durnam Hall is NRHP eligible under Criterion A for its association and use as a social and entertaining gathering place that made a significant contribution to the cultural neighborhood patterns of North Minneapolis. Many civic leaders and groups spoke and met in the building, including former Minnesota senator and Pillsbury Company co-founder Charles Alfred Pillsbury in 1896, women candidates for library and school boards, and then-Governor John Lind in 1900. It was also home to chapters of fraternal organizations that were significant in civic engagement at that time and used for community social events.

Control-Data Institute and Control Data – Northside Manufacturing Plant (HE-MPC-00477/HE-MPC-16694 and HE-MPC-16699), 1001 Washington Ave N/227 12th Ave N, City of Minneapolis

Control-Data Institute and Control Data – Northside Manufacturing Plant are NRHP eligible under Criterion A within the area of social history. The buildings are associated with the period in the history of North Minneapolis that are defined by the unrest that occurred along the Plymouth Ave commercial corridor during summer 1967. The 1967 unrest forced the City of Minneapolis officials to acknowledge the history of resource deprivation and material degradation that had come to characterize North Minneapolis during the previous decades. By October 1967, the Minneapolis Housing Redevelopment Authority developed a widespread plan to bring a variety of social services to North Minneapolis. Construction of the Control-Data Northside Manufacturing Plant in 1968 and the Control-Data Institute in 1970 was part of this larger renewal initiative.

Minneapolis Warehouse Historic District (HE-MPC-00441), City of Minneapolis

The Minneapolis Warehouse Historic District covers a 30-block area in Downtown Minneapolis and includes nineteenth- and early twentieth-century commercial buildings, many of which were architect designed. The district is listed in the NRHP under Criteria A and C. The buildings within the district range from three to seven stories in height and include examples of Italianate, Queen Anne, Richardsonian Romanesque, Classical Revival, and early twentieth-century commercial styles. The Minneapolis Warehouse Historic District was an area of early commercial growth in the City of Minneapolis and the city's warehouse and wholesaling district that expanded when the City of Minneapolis became a major distribution center for the upper Midwest. The district is also architecturally distinct for its intact concentration of commercial buildings designed by the city's leading architects.



St. Paul Minneapolis & Manitoba Railway Historic District/Great Northern Railway Historic District (XX-RRD-010), City of Minneapolis

As a segment of GN's transcontinental route, the StPM&M Railway Historic District corridor helped to solidify the Cities of Minneapolis and St. Paul as the commercial, financial, and manufacturing center of an area extending from eastern Wisconsin to central Montana. Although its importance began to wane by the 1920s because of competition from automobiles and trucks, GN's transcontinental route remained a vital component of Minnesota's and the region's transportation network into the 1950s. As such, the StPM&M Railway Historic District is eligible for listing in the NRHP under Criterion A because it meets registration requirements 2 and 3 from the Railroads in Minnesota, 1862–1956 Multiple Property Documentation Form. The historic district meets registration requirement 2 because it established a railroad connection that did not previously exist and/or served as the dominant transportation corridor. Additionally, the railway facilitated the expansion of the industrial, commercial, and agricultural practice along the corridor. The historic district also meets registration requirement 3 as it was an influential component of the state's railroad network and made important connections within the network and with other modes of transportation.

Potentially Eligible Properties

Elim Lutheran Church (HE-RBC-01528), 3978 W Broadway Ave, City of Robbinsdale

Elim Lutheran Church is representative of the early establishment of the Lutheran community within the City of Robbinsdale during the 1920s. The City of Robbinsdale, first settled by farmers in the mid-nineteenth century and subdivided for residential development in the late nineteenth century, experienced drastic growth after World War II. By the 1950s, the City of Robbinsdale experienced an influx of several new churches to meet the needs of the growing community. This property stands out within the history of the City of Robbinsdale because of the site's continued use as a church serving the City of Robbinsdale's Lutheran denomination. Therefore, this property is recommended potentially eligible under NRHP Criterion A in the area of community planning and development.

Guaranty State Bank of Robbinsdale (HE-RBC-01513), 3700 W Broadway Ave, City of Robbinsdale

This property displays unique features that make it a strong example of the Mid-Century Modern style that characterized bank building designs in the 1960s. Therefore, this property is recommended potentially eligible under NRHP Criterion C in the area of architecture.

Forest Heights Addition Historic District (HE-MPC-22600), City of Minneapolis

When the Forest Heights addition was platted in 1883, North Minneapolis was connected to Downtown by a single horsecar line that ran along Washington Ave N and 20th Ave N (now named W Broadway Ave) but only as far west as Emerson Ave N. By 1890, the system had been improved with steam-, and later electric-, powered streetcars, and the lines were extended as far north as 32nd Ave N along both Washington Ave N and Fremont Ave N. Extensions were also made as far west as Penn Ave N along W Broadway Ave, 6th Ave N, and Western Ave. Access to this portion of North Minneapolis was further improved by the construction of a truss bridge across the Mississippi River in 1887 that connected North Minneapolis with Northeast Minneapolis at W Broadway Ave. These infrastructure improvements transformed W Broadway Ave into a central commercial corridor and attracted many new residents. Because of its potential role in the development of North Minneapolis, this potential historic district is recommended potentially eligible under NRHP Criterion A in the area of community planning and development.



This addition is also associated with the property developers Gale and Company. Led by Samuel Gale, Gale and Company was a prominent development firm in the late nineteenth century in the City of Minneapolis and was responsible for platted additions like Forest Heights and Oak Lake Park in North Minneapolis. As a result, this potential historic district is also recommended potentially eligible under NRHP Criterion B. Furthermore, Forest Heights features curvilinear streets that take advantage of the hilly topography of the area and incorporate public parks and green space. Additions designed in a picturesque style are not particularly common in the City of Minneapolis, and this is the only nineteenth-century picturesque style addition in North Minneapolis. As a result, this potential historic district is also recommended eligible under NRHP Criterion C in the area of landscape architecture.

North Community YMCA (HE-MPC-08033), 1711 W Broadway Ave, City of Minneapolis

The North Community YMCA stands out within the history of North Minneapolis because of the role it played in redeveloping the W Broadway Ave corridor. The 1960s and 1970s in North Minneapolis were characterized by concerted efforts to revitalize that portion of the City following decades of economic decline and the destruction of the Plymouth Ave business district that resulted from widespread social unrest in July 1967, brought on by long-standing racial inequality experienced locally and across the country. In response, City officials developed a plan for a “New North Side” in 1968. In the early 1970s, the Minneapolis Housing and Redevelopment Authority, in conjunction with the West Broadway Business Association, began developing plans to redevelop the W Broadway Ave corridor. Construction of this property was likely part of the broader effort to redevelop North Minneapolis and W Broadway Ave in particular. Therefore, this property is potentially significant under NRHP Criterion A in the area of community planning and development.

In addition, this property is a unique example of the Late Modern style. Examples of Late Modern architecture are uncommon in the City of Minneapolis. This property is also the only known example of a building designed in the Late Modern style by Lorenzo P. Williams, a founding partner of Williams-O’Brien Associates and a prominent Twin Cities architect known for his professional and personal work promoting social justice. Therefore, this property is recommended potentially eligible under NRHP Criterion C in the area of architecture and as the work of a master.

House (HE-MPC-22593), 1830 James Ave N, City of Minneapolis

This property was designed by the Architects’ Small House Service Bureau. The Architects’ Small House Service Bureau, which operated from 1919 to 1942, specialized in developing and selling plan sets for quality residential properties. More research is needed to determine how the design of this house compares with the others developed by the Architects’ Small House Service Bureau. Therefore, this property is recommended potentially eligible and further survey at the intensive level under NRHP Criterion C as the work of a master.

Reno Land and Improvement Company Addition Historic District (HE-MPC-22244), City of Minneapolis

This potential historic district includes seven extant working-class houses that do not embody distinctive characteristics of an architectural style. The potential historic district does not embody a specific period, nor does it serve as the highest or best example of a method of construction. However, the potential historic district is associated with the architect William Kenyon and the builder M. Schumacher. Preliminary research revealed only a handful of extant properties associated with Kenyon and Schumacher in the City of Minneapolis. More research is needed to determine whether their work rises to that of a master and whether the potential district serves as a good example of that work. Therefore, the property is recommended potentially eligible under NRHP Criterion C as the work of a master.



Sundseth Undertaking/Sundseth-Anderson Funeral Home (HE-MPC-22130), 2024 Lyndale Ave N, City of Minneapolis

This property is designed in the Spanish Revival style and features many notable characteristics of the style. This property was originally designed in 1925 by architect Carl J. Bard, who is known to have designed several properties in the City of Minneapolis area, including several churches. This may be one of the only examples of a mortuary designed by Bard. Therefore, this property has potential significance under NRHP Criterion C in the area of architecture as a good example of Spanish Revival architecture in North Minneapolis and as the work of a master for association with Carl J. Bard.

Franklin Co-Operative Creamery (HE-MPC-22144 and HE-MPC-22160), 2017 2nd St N/2108 Washington Ave N, City of Minneapolis

Construction of the Franklin Co-Operative Creamery Association large-scale plant on Washington Ave N and a garage and barn on 2nd St N in 1922 occurred before industrial buildings and warehouses encroached on the commercial corridors from the east and potentially contributed to trends that characterized commercial development in the area after 1930. The claim at the time of its construction that the property was “the largest barn west of Chicago” also suggests that the building may have been unique within the broader dairy industry. Furthermore, this property stands out because of its association with the Franklin Co-Operative Creamery Association, a successful dairy co-operative that was an outgrowth of the Milk Wagon Drivers’ Union, Local 471. The Franklin Co-Operative Creamery Association achieved financial success during the 1920s and 1930s and improved working conditions and pay for local dairy workers. Therefore, this property is recommended potentially eligible under NRHP Criterion A in the areas of commerce and industry.

In addition, this property was built by the Union Construction Company (UCC), a company founded and operated by local workers in the building trades. The Union Construction Company was only 2 months old when it began working on this project, making it likely that this was one of the first buildings constructed by the company. When completed, this property was used to tout the abilities of the Union Construction Company. Therefore, this property is recommended potentially eligible under NRHP Criterion C as the work of a master.

Northwestern National Bank – North American Office (HE-MPC-16722), 615 7th Street N, City of Minneapolis

The Northwestern National Bank building was constructed during a period in the history of North Minneapolis defined by ongoing urban renewal initiatives and their effects on surrounding neighborhoods, spanning from the 1930s through the late 1960s. In the summer of 1967, long-standing, widespread racial inequality and the demolition and displacement caused by the large-scale urban renewal initiative fueled an uprising in the City of Minneapolis, causing significant unrest and property damage along the Plymouth Ave commercial corridor. The 1967 unrest forced the City of Minneapolis officials to acknowledge the history of resource deprivation and material degradation that had come to characterize North Minneapolis during the previous decades. This bank was constructed in 1969 and housed educational opportunities for residents in effort to address inequities that came to the fore during the 1967 unrest. The facility was intended to be a bridge between the commercial center and the poverty-ridden neighborhoods not far to the west and north. Therefore, this property is recommended potentially eligible under NRHP Criterion A in the area of social history.



1.2.2 Archaeological Resources

No previously recorded or reported archaeological sites, nor any new sites, have been identified within the archaeological APE to date. The Archaeology Literature Review and Assessment identified two areas with the potential to contain unknown archaeological resources within the archaeology APE (see Archaeological Literature Review and Assessment report attached to this appendix). As design advances, if these areas cannot be avoided, these locations will be surveyed further to determine if archaeological sites that are eligible for listing in the NRHP are present within the APE. The results of the survey will be included in the Supplemental Final EIS. Because of the sensitive nature of archaeological site information, the locations of these areas of potential are not shown on Figure 3 and Figure 4. The Project's amended MOA will include measures for continuing review of the Project's design to verify that no ground-disturbing activities would affect this area or new areas not previously reviewed.

1.3 Environmental Consequences

This preliminary assessment of effects is presented for the purposes of comparing the No-Build Alternative to the Build Alternative. However, the Supplemental Draft EIS engineering plans used for this evaluation are only in the conceptual stage. Consultation on design efforts during subsequent Project stages would seek to avoid or minimize potential impacts on historic properties. Mitigation for adverse effects that are not avoided in the design process would be considered. FTA intends to make an effect finding for the Project and each of the historic properties listed or eligible for the NRHP as part of the Supplemental Final EIS/Amended Record of Decision after its consideration of public and consulting party comments on this Supplemental Draft EIS and through the Section 106 consultation process to inform the Supplemental Final EIS. For the Supplemental Draft EIS, only potentially eligible properties are identified to inform a preliminary assessment of effects. FTA is seeking input from consulting parties and the public on the effects to historic properties prior to making its final finding of effect.

Following the provisions of the Section 106 review process, ways to avoid, minimize, and mitigate adverse effects to historic properties would continue to be explored through consultation with the SHPO, Section 106 consulting parties, other interested parties, and the public. The Advisory Council on Historic Preservation may also join in this consultation. If adverse effects are determined, measures for avoidance, minimization, and mitigation would be stipulated in an amendment to the existing Section 106 Agreement signed by FTA, SHPO, the Advisory Council on Historic Preservation (if participating), and other consulting parties. FTA anticipates executing an amendment to the existing MOA prior to the Final EIS/Record of Decision. The Project would be implemented in accordance with the stipulations in the amended Section 106 agreement.

1.3.1 No-Build Alternative

The No-Build Alternative would have no long-term direct, long-term indirect, or short-term effects on the identified historic properties.

1.3.2 Project Alignment and Design Options

The Section 106 process is underway, and an Assessment of Effects Report containing detailed discussion of the Project's effects on each historic property, as well as a final overall Section 106 determination of effect of the Project on historic properties, will be included in the Supplemental Final EIS. In accordance with 36 CFR § 800.5, FTA, in consultation with SHPO and other consulting parties, Project elements will be reviewed, and the criteria for an adverse effect under Section 106 will be applied to determine whether the Project would cause any



adverse effects on historic properties within the Project's APEs. The Assessment of Effects will consider anticipated long- or short-term direct and indirect effects on the identified historic properties from construction and operation of the Project. See Section 1.1 for a description of the criteria and process used to reach a determination of effect.

To inform the understanding of the No-Build Alternative compared to the Build Alternative, Table 2 summarizes an initial assessment of the potential effects on historic properties and potential historic properties considered, as determined through the Section 106 process. This preliminary assessment of effects to historic properties is based on current concept engineering plans. While some effects can be fully understood at this level of Project design (e.g., effects resulting from the Project Alignment), others are less definite as they are dependent on subsequent stages of Project design. These effects may be avoided through consultation during the development of more detailed Project engineering and design. If it is not feasible to avoid adverse effects, minimization and mitigation will be considered.

Potential adverse effects to historic properties fall into three main categories: Project design, station area planning and development, and noise. In accordance with 36 CFR § 800.5, FTA, in consultation with the SHPO, will review the Project elements after considering avoidance, minimization, and mitigation to determine if there is an adverse effect to these properties. FTA will also consider input on the effects to historic properties provided by consulting parties and the public.

- **Project design:** The Project design of the LRT infrastructure (LRT tracks, poles, catenary, stations, retaining walls, aerial structures, traction power substations, signal bungalows, and other Project elements) may alter the characteristics of a historic property that would diminish its integrity. Examples include physical destruction or damage to part or all the property, alteration of a property, change of the character of the property's use or physical features that contribute to the property's setting, or introduction of visual elements that diminish the integrity of the property's significant historic features.
- **LRT station construction/operation and area development:** Activities related to LRT station area construction and operation, or potential area development directly associated with the introduction of a station, may alter the characteristics of a historic property that would diminish the integrity of the historic property. Examples include physical destruction or damage to part or all the property, alteration of a property, change of the character of the property's use or physical features that contribute to the property's setting, or introduction of visual elements that diminish the integrity of the property's significant historic features. This category does not include the station and LRT system as described above, but it does include related infrastructure and development activities including transit-related parking and traffic.
- **Noise:** Construction and/or operations noise may introduce audible elements that diminish the integrity of the property's significant historic features.



Table 2. Potential Project Effects to Historic and Potential Historic Properties

Property Name (Historic)	Potential Effects		
	Project Design	Station Area Development	Noise
Osseo Branch, St. Paul Minneapolis & Manitoba Railway Historic District	●	●	
Minneapolis & Pacific Railway Historic District	●		
W Broadway Ave Residential Historic District	○		
Graeser Park	●		
Hennepin County Library, Robbinsdale Branch	●		
Grand Rounds Historic District (Theodore Wirth Pkwy and Victory Memorial Dr Segments)	●	●	
Pilgrim Heights Community Church	●		
Durnam Hall	●		
Control-Data Institute and Control Data – Northside Manufacturing Plant	○	●	
Minneapolis Warehouse Historic District	●	●	●
St. Paul Minneapolis & Manitoba Railway Historic District/ Great Northern Railway Historic District	●		
<i>Elim Lutheran Church</i>	○	●	
<i>Guaranty State Bank of Robbinsdale</i>	●		
<i>Forest Heights Addition Historic District</i>	○	●	●
<i>North Community YMCA</i>	○		
<i>House (1830 James Ave N)</i>	●	●	
<i>Reno Land and Improvement Company Addition Historic District</i>	○	●	●
<i>Sundseth Undertaking/Sundseth-Anderson Funeral Home</i>	○	●	
<i>Franklin Co-Operative Creamery</i>	●		
<i>Northwestern National Bank – North American Office</i>	●		
Notes:			
Property names in <i>italics</i> are currently identified as potentially eligible for listing in the NRHP.			
○ = Potential direct impacts, either partial or potential full			
● = Direct impacts, either partial or full			

1.4 Avoidance, Minimization, and Mitigation Measures

Methods for avoidance, minimization, or mitigation of impacts to historic and archaeological properties would be developed and coordinated under the Section 106 consultation process and stipulated in an amendment to the existing Section 106 Agreement. Potential avoidance/minimization/mitigation measures may include the following:

- Development of a construction protection plan in consultation with SHPO and interested parties to mitigate potential construction-related impacts to nearby historic properties
- Educational efforts and incentives aimed at the rehabilitation of historic properties in areas that may experience Project-related redevelopment, including LRT station areas
- Coordination with local municipalities to develop incentives to promote the rehabilitation of historic properties near the Project area, particularly in LRT station areas



- Development of a plan to monitor and address potential noise effects on historic properties during construction
- Development of an interpretive plan to provide public education and interpretation about historic properties in the study area