

4.0 ENVIRONMENTAL IMPACT ASSESSMENT

This section describes the potential social, transportation, environmental, and construction impacts that could occur as a result of the Proposed Action. Potential mitigation measures are also described.

4.1 SOCIAL IMPACTS

4.1.1 Land Use

Existing Conditions

Currently, the portion of the proposed project area bounded by Sibley Street, Kellogg Boulevard, Broadway Street extension, and the railroad tracks is owned and occupied by the USPS (Figure 1.2.1-1). This parcel includes the concourse, waiting room, the elevated rail yard, the 1978 USPS Annex Building built on the train deck, and parking areas. The RCRRA owns property east of Broadway between Kellogg and the elevated rail yard and is negotiating to purchase the portion of the elevated rail yard east of Broadway Street from the Saint Paul HRA.

The USPS uses the concourse, waiting room, the 1978 USPS Annex Building, the elevated rail yard, and under track area for postal services and parking.

The portion of the proposed project area east of Broadway Street extension is currently owned by City of Saint Paul Housing Redevelopment Authority and the RCRRA. Both parcels are currently used for public parking.

The project area is bordered on the south and east by railroad tracks; beyond the tracks is parkland and open space. The area to the west of the project site is currently used for government facilities, including the USPS that will relocate before construction begins on this project. The future use of the USPS property is unknown. To the north of the site is a mix of land uses including parking, residential, and offices. A little further north is the site of Diamond Products and the Farmers Market. Plans to redevelop the Diamonds Products site are discussed below.

Impacts

No Build Alternative

The No Build Alternative would not contribute to the attainment of the goals associated with the plans discussed below.

Build Alternative

The following discussion presents the consistency of the Build Alternative with existing local land use and development plans.



Historic Lowertown Small Area Plan

Specific goals associated with the *Historic Lowertown Small Area Plan* (1994) include:

- Enhance the pedestrian environment by making every street pedestrian- and bicycle-friendly, widening sidewalks
- Improve traffic and parking to better accommodate the needs of a mixed-use/residential neighborhood, including expanded and improved public transit and other alternatives to single occupancy vehicles and downtown parking; specifically support the development of LRT with a stop at the Union Depot
- Create a bicycle destination by providing bicycle lockers and racks, securing bicycle areas within buildings, and creating a connection for Lowertown to the Mississippi River Trail and other major bicycle routes via Kellogg Boulevard and Sibley Street
- Improve bicycle and pedestrian access to the river, potentially at the Union Depot.
- Preserve Lowertown's historic buildings; the Union Depot, especially its concourse (and waiting room), should receive first priority because of its potential for a positive impact on the neighborhood

Use of the Union Depot under the Build Alternative is in complete accordance with the *Historic Lowertown Small Area Plan*. Bicyclists and pedestrians would find improved conditions along Kellogg Boulevard and bicyclists would have access to secure storage facilities and other amenities such as lockers and showers. By linking into the existing bicycle trails, additional access to the river would be provided. Most importantly, the adaptive reuse of the Union Depot concourse, waiting room, and elevated rail yard would provide Saint Paul with a multi-modal transit hub located in one of Lowertown's most important and endangered historic resources.

Mississippi National River and Recreation Area Comprehensive Management Plan

For a discussion on this plan (National Park Service [NPS] 1995), see Section 4.1.9 Mississippi National River and Recreation Area.

Saint Paul on the Mississippi Development Framework

The *Saint Paul on the Mississippi Development Framework* (1997) was created as a guide for shaping the city into the 21st century. It calls for the city, the riverfront, and the neighborhoods to be reconnected into an integrated whole.

The proposed project actively supports five of the ten guiding principles for the framework: evoke a sense of place by investing in Lowertown; improve connectivity among neighborhoods, downtown, and the river; build on existing strengths such as historic buildings and the river; preserve and enhance key historic buildings and public spaces; and design city streets to accommodate pedestrians, cars, buses, bicycles, on-street parking, landscaping, lighting, and signs.

The framework does not specifically discuss the Union Depot or transit to any great extent. However, the development of a multi-modal transit hub within a Lowertown historic building coupled with the proposed changes to the sidewalk along Kellogg Boulevard clearly meet the intent of the principles listed above.

Saint Paul Downtown Development Strategy

The *Saint Paul Downtown Development Strategy* (2002, amended 2005), building on the *Saint Paul on the Mississippi Development Framework*, identifies a vision for downtown with a “first-class, balanced, integrated transportation system that supports downtown’s economic vitality, mixed-use character and quality of life. Transit service will be improved to and within downtown, and improvements to the street and skyway system will enhance the pedestrian environment. Demand for parking will decrease as alternatives to driving are funded and used.” Specific strategies discussed include providing a balanced system of movement involving transit, parking, pedestrians, and bicycles, and transportation management.

To achieve a balanced system of movement, the strategy suggests that the diversity of modal choices must be increased by doubling transit ridership, carpooling/vanpooling, and bicycle commuting. It specifically supports improved transit to downtown and re-use of the Union Depot as a multi-modal transit hub (*Saint Paul Downtown Development Strategy* 2005:20). The strategy also indicates that pedestrian and streetscape improvements should be integrated into major transit projects (*Saint Paul Downtown Development Strategy* 2005:25).

The *Saint Paul Downtown Development Strategy* emphasizes that the retention, preservation, rehabilitation, and adaptive reuse of historic buildings should be a priority over demolition. In addition, a strategy goal is to support the Preservation Development Initiative by linking downtown economic development with preservation.

The strategy also calls for more bicycle facilities to make bicycle use a more viable transportation mode. In particular, it recommends that more bicycle parking facilities should be provided in city-owned parking garages, at major transit facilities, at major visitor and commuter destinations, and at new bus and LRT stations. It also encourages the installation of showers and changing facilities in commercial buildings (*Saint Paul Downtown Development Strategy* 2005:26).

The proposed reuse of the Union Depot supports the goals of the *Saint Paul Downtown Development Strategy* in many ways, specifically by placing a multi-modal transit hub within the historic building. The proposed project also incorporates the goals for pedestrian improvements within transit projects and the creation of more bicycle facilities for commuters.

Report of the Diamond Products Task Force

The *Report of the Diamond Products Task Force* (Diamond Products Task Force 2005) advises on the reuse of the Diamond Products site, located on the eastern edge of downtown Saint Paul adjacent to Lowertown. Most of this site is located a block or two north of the Union Depot project area, the task force report specifically mentions Union Depot several times. It notes that “the proximity of a future multi-modal transit hub at Union Depot should encourage mixed-use, higher-density development at the Diamond Products site” (Diamond Products Task Force 2005:5). The report also calls for the construction of medium-to-high density mixture of residential development and other commercial, educational, institutional, arts-related, medical, and entertainment uses on the western portion of the property, nearest to Union Depot. The



eastern portion of the property, east of Lafayette Bridge, should be considered for non-intensive, active recreational use. A multi-modal transit hub at Union Depot would support both proposed development strategies.

The Metropolitan Council is considering using a portion of the Diamond Products site as the location of the Central Corridor LRT operations and maintenance facility. The impacts of this action are documented in the Central Corridor EIS.

Saint Paul on the Mississippi National Great River Park Framework Chapter

The *Saint Paul on the Mississippi National Great River Park Framework Chapter* lays out a plan to create a park that is more natural, more urban, and more connected to the Mississippi River (Saint Paul on the Mississippi Design Center 2007:4). Goals and objectives have been developed to support these three overall concepts. The proposed Union Depot project would reuse existing infrastructure to serve new development, meeting one of the objectives associated with the ‘more natural’ concept. One of the goals for creating a more urban park is to provide more choices for movement by increasing investments in transit, bicycle, and pedestrian facilities (Saint Paul on the Mississippi Design Center 2007:10). The framework specifically calls for bringing in LRT to connect the Union Depot with Minneapolis (Saint Paul on the Mississippi Design Center 2007:25). As part of the more connected concept for the park, a goal of maintaining and improving visual connections to the river was set (Saint Paul on the Mississippi Design Center 2007:13). Removal of the 1978 USPS Annex Building would likely offer an opportunity to improve a visual connection to the river from Kellogg Boulevard.

Transportation Plan, The Saint Paul Comprehensive Plan

The *Transportation Plan* (2002) identifies three basic strategies for guiding future city decisions regarding transportation. They are travel and system management, neighborhood quality and economic development, and travel mode choice. Through implementing travel demand management, the city intends to manage traffic through better transit service, less travel, and more use of alternatives to single-occupancy automobiles (City of Saint Paul 2002:5). The second strategy is designed to ensure that the transportation system works for the community, protects and enhances neighborhoods, and supports economic development. Travel mode choice calls for transit improvement, bicycle path system development, pedestrian safety and comfort, accessibility, and safe, sensible automobile use (City of Saint Paul 2002:6-7). The plan also identifies that improving transit is the top priority for the city in terms of transportation.

Specifically, the Plan’s Saint Paul on the Mississippi Development Framework section contains several transportation principles, that the proposed project supports and advances. These principles are:

- Strong connections (vehicular, bicycle, visual) among riverfront developments
- Strong connections between riverfront development and the river
- Strong connections between riverfront development and the downtown and neighborhoods (City of Saint Paul 2002: 40)

Furthermore, the proposed project is consistent with transportation goals set for the city. It would provide better transit service, enhance the neighborhood by rehabilitating an aging historic

property, and support economic development by providing businesses with easier travel for both employees and potential new clients.

Sustainable Saint Paul

Sustainable Saint Paul (City of Saint Paul 2007) sets the goal for the city to be a leader and innovator in the field of environmental preservation and sustainable development. Five sections comprise this document with the Initiative and Programs section most applicable to the proposed Union Depot project. Within this section, transit and transportation is the first category discussed. Central Corridor LRT, reuse of the Union Depot as a multi-modal transit hub, and bicycling and walking are all specifically mentioned as city initiatives. *Sustainable Saint Paul* calls for the redevelopment of existing buildings rather than demolishing and building new ones. It also identifies transit-oriented design as the key to making development sustainable (City of Saint Paul 2007). Other “green” innovations encouraged in the document are the use of permeable parking lots that will provide water filtration, use of street furniture constructed of recycled materials, use of high-efficiency heating and cooling units, occupancy sensors for lighting in restrooms, and implementation of Conservation Improvement Programs in city and county facilities. All of these innovations and others would be considered during future design stages of this project.

Mitigation Measures

Reuse of the historic Union Depot as a multi-modal transit hub would encourage mixed-use development in the Lowertown district of Saint Paul. The proposed project supports the land use plans and other development plans for the area and would not require mitigation.

4.1.2 Acquisitions and Displacements

Legal and Regulatory Requirements

Various federal and state statutes have been enacted to establish a uniform policy for the fair and equitable treatment of persons displaced, and from whom land is acquired as a result of programs designed and funded for the benefit of the public as a whole. Some of the applicable laws that guide government actions for acquisitions, displacements, and relocations are:

- 49 CFR Part 24, Department of Transportation implementing regulations for: The “Uniform Relocation Assistance and Real Property Acquisitions Policies Act of 1970,” as amended.
- National Environmental Policy Act (NEPA)
- Minnesota Statute 117 Eminent Domain
- Minnesota Environmental Policy Act

These laws provide for a process that is fair and require practical and financial assistance to help individuals and businesses transition into a comparable situation. Private property acquisition for any actions evaluated in this report will comply with the appropriate portions of the identified laws and statutes.



Existing Conditions

The Union Depot site currently has multiple property owners:

- The RCRRA owns the property along the south side of Kellogg Boulevard, east of Broadway Street, north of the elevated rail yard and west of the railroad tracks. This property is approximately 5.4 acres.
- The USPS owns the property along the south side of Kellogg Boulevard between Sibley Street and Broadway Street, north of the railroad tracks. This includes the Union Depot concourse, waiting room, and elevated rail yard. This property is approximately 9.8 acres.
- The Saint Paul HRA owns the elevated rail yard east of Broadway. This property is approximately 13.6 acres.
- Ramsey County property records show that the Union Depot head house is 59 separate parcels, 39 of which are residential condominiums/apartments. JAS Apartments, Inc. owns many of the units with many other individuals owning the balance of the units. The property also has 17 commercial/retail parcels. The other parcels include the parking garage (two parcels) and courtyard.

Adjacent to the site is property owned by two railroad companies. Coordination with these companies may be necessary for track alignments of potential future projects. The companies and the location of their property are:

- The Union Pacific Railroad owns the railroad right-of-way containing the northerly track along the south side of the project area.
- The Canadian Pacific Railroad owns the right-of-way containing the two southerly tracks along the south side of the project area.

Impacts

No Build Alternative

The RCRRA has signed a purchase agreement with the USPS for the purchase of the Post Office property described above. The USPS plans to relocate the functions and operations currently performed at the Saint Paul Processing and Distribution Center, which includes the Union Depot property, to the existing Bulk Mail Center in Eagan, MN. The USPS has prepared an Environmental Assessment dated August 2007 addressing the impacts associated with this relocation. The USPS EA states that this relocation "...would have a significant beneficial impact on USPS operations and productivity...."

As part of the No Build Alternative, the property would continue to be used as a public parking lot with no reuse of the buildings on site.

Build Alternative

As mentioned above the RCRRA has signed a purchase agreement with the USPS for the Post Office property. In addition, the RCRRA is in the process of negotiating for the purchase of property from the HRA. This property is currently used by the HRA for general public parking. The HRA parcel will be used to provide access for Amtrak to the Union Depot from the main line railroad.

The RCRRA is considering the option of pedestrian access through the common area in head house to the concourse. This would recreate some of the original pedestrian traffic patterns within the Union Depot and the surrounding communities. As described above the head house is privately owned. This access, if it were obtained, would likely be in the form of an easement. Access through the head house would have no direct impact on the residence of the head house.

In addition, to a residential building the common area in the head house is currently the location of a restaurant. Although, the interior layout of the common area has not been determined it is likely that the restaurant would experience increased noise and activity from increased pedestrian activity in the head house.

However, if access through the head house is not obtained the multi-modal transit center will still function. Pedestrians will make the connection to between the Central Corridor LRT and other modes via the existing sidewalk along Sibley Street. This is a decision will be made in the final design phase of this project.

Both the Union Pacific and Canadian Pacific Railroads would maintain ownership of their property and tracks along the south side of the project area. The RCRRA and Amtrak would negotiate an agreement with the railroads to provide a track connection to bring Amtrak service into the proposed project. Amtrak currently operates on the Canadian Pacific tracks just to the south of the site.

The Greyhound Bus Station is privately owned and will continue to be. Although the exact use has not been determined at this time, it is likely that the owner will rent the property to another tenant or sell it to another private party. The future use of the Midway Amtrak Station has not been determined. The future use of the Midway Amtrak Station is beyond the discretion of the lead agency.

Mitigation Measures

The build alternative will result in a net loss of parking stalls. However, as discussed in Section 4.2.2 Parking and Access there will still be adequate parking for the facility.

The loss of property will be mitigated by payment of fair market compensation as provided for in laws and statutes identified in the portion of this section titled “Legal and Regulatory Requirements”. Signs would be posted before the initiation of construction activities at the entrance to parking lots and undertrack level. These signs will announce the closure dates for the period of construction. Temporary construction easements would be purchased as required. At the completion of construction, the sections of parking facilities not impacted by the proposed build alternative will be restored to the condition prior to construction.

If access through the head house, is acquired as part of this action it will be done so through the laws and statutes identified in the portion of this section titled “Legal and Regulatory Requirements”. These laws provide for a process that is fair and require practical and financial assistance to help individuals and businesses transition into a comparable situation. Private



property acquisition for any actions evaluated in this report will comply with the appropriate portions of the identified laws and statutes.

4.1.3 Neighborhoods

Existing Conditions

The Union Depot project area is located in the Historic Lowertown neighborhood. The boundaries of the neighborhood, as defined by the *Historic Lowertown Small Area Plan* (City of Saint Paul 1994), are Jackson Street, Fifth Street to Eighth Street, Lafayette Road, and Warner Road.

The existing zoning for the neighborhood is primarily B-5 with the westernmost blocks categorized as B-4 (Figure 4.1.3-1). The proposed project lies within the B-5 and I-1 zone. The B-4 central business district allows for a variety of retail stores and related activities, office buildings, and service establishments that serve a consumer population beyond the boundaries of the city. It also has been designed to provide for the needs of the daytime work force, a central business district resident population, and a transient population.

The B-5 central business-service district provides necessary services for the population area of all the other business districts. These establishments may involve features, such as noise or truck traffic. The district allows for wholesaling, restricted manufacturing, and other business uses that are needed in proximity to the central business district and require locations to serve the entire city.

The eastern portion of the project site is zoned I-1, light industrial use. This use includes light manufacturing and some rail related activities.

Principal uses defined for B-4 and B-5 zones include a bus or railroad passenger station and railroad right-of way. The rehabilitation of the Union Depot into a multi-modal transit hub is completely compatible with zoning codes associated with B-4 and B-5.

Revitalization of Lowertown began in the 1980s and continues today. The area has transformed from a manufacturing/warehouse area to a mixed-use/residential neighborhood with a growing population. Neighborhood goals were defined in the 1994 plan (City of Saint Paul 1994:3). These included:

- Improving residential amenities
- Enhancing the pedestrian environment
- Improving traffic and parking, including improved public transit
- Preserving Lowertown's historic buildings
- Reinforcing the farmers market as a central place
- Beautifying and strengthening the identity of historic Lowertown

The 1994 plan specifically calls for preservation and reuse of the Union Depot, especially its concourse (City of Saint Paul 1994:20).

Impacts

No Build Alternative

Under the No Build Alternative, the Union Depot would not be reused as a multi-modal transit hub serving Saint Paul residents and businesses. It would not serve a consumer population located beyond the city boundaries. The pedestrian and bicycling environments would not be enhanced.

Build Alternative

Reuse of the Union Depot as a multi-modal transit hub would preserve and ensure the future of this prominent Saint Paul facility. It would provide a needed residential amenity by improving access to Minneapolis and other sections of Saint Paul. The pedestrian and bicycling environment would be enhanced with the addition of a wider sidewalk and bicycle way along Kellogg Boulevard. The provision of bicycle facilities in the project would greatly facilitate bicycle commuting for city businesses.

Mitigation Measures

No mitigation is required.

4.1.4 Environmental Justice

This section discusses how Environmental Justice concerns have been addressed during the project development and in the evaluation of options for the Union Depot multi-modal transit hub. It also explains how areas protected under Environmental Justice Executive Order 12898 were defined and the extent to which the areas of low-income and minority populations would be affected by the reuse of the Union Depot and the vacation of the Midway Amtrak Station on Transfer Road and the Greyhound Bus Station on University Avenue.

Legal and Regulatory Requirements

Executive Order 12898 requires that federal agencies consider and address disproportionate adverse environmental impacts of proposed federal projects on minority and low-income populations. The order, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations” (February 11, 1994), states:

To the greatest extent practical by law...each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high adverse human health or environmental effects of its programs, policies and activities on minority populations and low income populations...(Subsection 1-101).

Each Federal agency shall conduct its programs, policies and activities that substantially affect human health or the environment, in a manner that ensures such programs, policies and activities do not have the effect of excluding persons (including populations) from participating in, denying persons (including populations) the benefits of, or subjecting persons (including



populations) to discrimination under, such programs, policies, activities, because of their race, color, or national origin (Subsection 2-2).

The U.S. DOT integrated the goals of Executive Order 12898 into the Department of Transportation Final Order on Environmental Justice, DOT Order 5608.1 Environmental Justice (February 17, 1997).

Existing Conditions

To identify minority or low-income populations in the vicinity of the Union Depot, Midway Amtrak Station, and the Greyhound Bus Station, Census block and block group data from 2000 were analyzed. This data was used to identify minority or low-income populations within one-half mile of the facilities that may be disproportionately impacted by the proposed project. The determination of minority and low-income populations was based on Mn/DOT's *HPDP Handbook, Part II, Section D, Subject Guidance: Environmental Justice* (Mn/DOT 2007), which provides steps and procedures for addressing environmental justice.

Using Census block group data, the smallest demographic unit available for income, the calculation of the low-income population was based on the number of people in the block group who were living at or below poverty. For determining locations of minority populations, as listed below, block level data were used.

- Black or African American alone
- American Indian and Alaska Native alone
- Asian alone
- Native Hawaiian and Other Pacific Islander alone
- Other race alone
- Two or more races
- Hispanic

The proposed reuse of the Union Depot as a multi-modal transit hub would not only affect the community around the Union Depot, but it would also affect the neighborhoods around the existing Amtrak Station and Greyhound Bus Terminal. Table 4.1.4-1 lists each facility and the percentage of minority population in the vicinity of each within one-half mile. When compared with the average for the Seven County Metropolitan Area, it is evident that the neighborhoods surrounding each facility are composed of higher percentages of minority residents. Figures 4.1.4-1 and 4.1.4-2 depict the percentage of minority residents in each of the census blocks around the Union Depot, Amtrak Station, and Greyhound Bus Terminal. Table 4.4.4-1 shows a high percentage of minority populations within one-half mile of project facilities. In general, the areas adjacent to these facilities, particularly the Union Depot and Midway Amtrak Station, are less populated, as shown in Figures 4.1.4-1 and 4.1.4-2. Table 4.1.4-2 shows that the areas around each of the facilities have a higher proportion of the population living at or below poverty and more households without a motor vehicle than the average for the Seven-County Metropolitan Area. Figures 4.1.4-3 and 4.1.4-4 illustrate the percentage of residents living at or

below the poverty line in 2000, by census block group. As a result of high concentrations of minority and low income population living within one-half mile of the facilities, special considerations needs to be taken to ensure that these groups will not be negatively impacted by the reuse of the Union Depot as a multi-modal transit hub or by relocating service from the existing Midway Amtrak and Greyhound Bus Stations.

TABLE 4.1.4-1 MINORITY POPULATION NEAR PROJECT FACILITIES

	Total Population	Minority Population	Percentage of Population that is a Minority
Union Depot*	5,324	1,891	35.5%
Greyhound Bus Station*	4,872	3,768	77.3%
Amtrak Station*	1,189	310	26.1%
Saint Paul	295,211	107,787	36.5%
Ramsey County	511,035	126,387	24.7%
Seven-County Metropolitan Area	2,642,056	444,430	16.8%

*Population within one-half mile of the station.

TABLE 4.1.4-2 POPULATIONS LIVING AT OR BELOW POVERTY NEAR PROJECT FACILITIES

	Total Population	Population Living At or Below Poverty	Percentage of Population Living At or Below Poverty	Households	No Vehicle Households	Percentage of Households without a Vehicle
Union Depot*	5,324	1,308	24.58%	3,100	1,114	35.9%
Greyhound Bus Station*	4,872	1,622	33.29%	1631	497	30.5%
Amtrak Station*	1,189	256	21.55%	778	154	19.8%
Saint Paul	295,211	43,266	14.66%	112,109	18,866	16.8%
Ramsey County	511,035	52,673	10.31%	201,236	23,666	11.8%
Seven-County Metropolitan Area	2,642,056	179,316	6.79%	890,303	87,091	9.8%

*Population within one-half mile of the station.

Currently the residents in the areas around the Midway Amtrak Station on Transfer Road and the Greyhound Bus Station on University Avenue have access to intercity trains and buses, respectively.

Impacts

No Build Alternative

The No Build Alternative would not provide the positive mobility benefits offered by creating a single multi-modal transit hub allowing for convenient mode transfers. However, the minority and low-income populations around the Midway Amtrak Station on Transfer Road and the Greyhound Bus Station on University Avenue would continue to have access to the intercity transportation facilities. The low-income and minority populations that live in the area around the Union Depot would not receive benefits from the improved access to other cities and the



potential economic development resulting from the increased activity in the area due to the presence of the multi-modal transit hub.

Build Alternative

The Build Alternative would provide low-income and minority populations that live near the Union Depot with the ability to transfer on up to eight modes of transportation at a single location (Amtrak, intercity bus, light rail transit, intra-city bus, taxis, personal automobile, bicycling, and walking). The increased access to employment, educational, retail, and recreational opportunities by a variety of modes would improve the quality of life for those who live near the Union Depot.

For residents near the Union Depot, as discussed in other sections of this report, it is anticipated that there would be no increase in noise, vibration, air pollution, or traffic resulting from the proposed project. The proposed action does not involve acquiring property owned by minorities or low income persons or displacing minority businesses. In addition, the proposed action does not involve the acquisition of land currently used as public parkland.

Issue areas associated with the proposed project that have the potential to impact low-income and minority populations include visual resources, hazardous materials, and displacement of public facilities. The low-income and minority populations living in Dayton's Bluff, located east of Interstate 94 (see Figure 4.1.4-1), would see their views of downtown Saint Paul would be improved through addition of the train sheds and vestibules the east side of the waiting room., eliminating the impression of a board up building. As discussed in Section 4.3.10, Hazardous Materials, there is a potential that hazardous materials are located on the project site which may be disturbed as part of the construction. Section 4.1.5, Community Facilities, discusses relocating Intercity transit service from the existing Amtrak Station and Greyhound Bus Station. The relocation of these public facilities would decrease the accessibility of intercity travel for low income and minority populations in the surrounding neighborhoods.

Mitigation Measures

The design for the reuse of the Union Depot considered the view from both Dayton's Bluff and Interstate 94, as well as the historical views from these areas of the Union Depot. Following the reuse of the Union Depot, it will more closely resemble Union Depot of the 1920s to the 1950s. The addition of platforms and vestibules to the east side of the concourse would reinstate the visual character of a property being used for passenger transportation.

A detailed description of the steps that would be taken to mitigate any hazardous materials found on site is provided in Section 4.3.10, Hazardous Materials. This process will be conducted under the supervision of the Minnesota Pollution Control Agency's Voluntary Investigation and Cleanup program. It will build on similar efforts, separate from the proposed Union Depot project, to remove hazardous materials from the Bruce Vento Nature Sanctuary and Swede's Hollow (located to the east and northeast of the project site).

To mitigate the loss of access to the intercity travel for the populations residing in the areas surrounding the Amtrak Station and Greyhound Bus Terminal, RCRRA will work with Metro

Transit to provide high-frequency transit service to the Union Depot area. It should also be noted that the construction of the Central Corridor LRT would provide residents of the communities around the existing Amtrak Station and Greyhound Bus Station with a direct link to the Union Depot and the intercity connections that would be present from there.

With implementation of the mitigation measures identified above for the build alternative, disproportionately high and adverse human health or environmental effects would not be borne by low-income or minority populations. Therefore, the proposed project is in compliance with Executive Order 12898. The proposed project would provide a benefit to low-income and minority populations through increased mobility and treatment of hazardous materials located near their places of residence.

4.1.5 Community Facilities

Existing Conditions

The main entertainment area and many of the community centers in downtown Saint Paul are located west of Cedar Avenue and would not be impacted by the proposed Union Depot project. There are, however, a few community centers located in the area around the Union Depot; a theater, two churches, and the Saint Paul Farmers Market are located just north of the Union Depot project area (see Figure 4.1.5-1).

The closest police and fire Stations are located approximately 0.8 miles from the Union Depot, on the north side of I-94. There are no schools in the vicinity of the depot site.

The State Capitol and related offices are the only community facilities within 1,000 feet of the Greyhound Bus Terminal. There are no community facilities in the area around the Amtrak Station.

Impacts

No Build Alternative

Under the No Build Alternative, there would be no impact on community facilities.

Build Alternative

Due to the proximity of the I-94 and I-35E interchange to the churches, and the distance from the churches to the Union Depot, the Build Alternative would have no impact on these community centers. Because of the proximity of the theaters and Farmers Market to the Union Depot, it is likely that they would benefit from the project. The proposed reuse of the depot would have no impacts on police or fire services or any school building.

With the vacation of the Greyhound Bus Station on University Avenue, intercity bus trips to the State Capitol and related government offices would require a transfer because the Union Depot is not within easy walking distance of the State Capital (quarter of a mile).



Mitigation Measures

To mitigate the loss of access to the State Capitol and related government offices for the populations residing in the areas surrounding the Amtrak Station and Greyhound Bus Terminal, RCRRRA would work with Metro Transit to provide high-frequency transit service to this area. It should also be noted that if the Central Corridor LRT is built it would provide residents of the communities around the existing Amtrak Station and Greyhound Bus Station with a direct link to the Union Depot and the intercity connections that would be present from there.

4.1.6 Infrastructure and Public Services

This section discusses the existing infrastructure and public services in the area around the Union Depot, as well as the potential impacts related to the reuse of the Union Depot.

Existing Conditions

With any major reuse of an existing site such as the Union Depot, it is important to identify the existing infrastructure in the area to ensure the infrastructure is not unintentionally compromised by the reuse. An electrical substation is located northeast of the site. Overhead transmission lines cross over the eastern portion of the site 55 feet from the ground to low wire, connecting the substation with transmission lines along the Mississippi River.

Located on the site, at the southeast corner of the intersection of Broadway Street and Kellogg Boulevard, is a sewer lift station, sluice gate, and flap valve. The lift station is located on a separate parcel owned by the Saint Paul Public Works Department.

Storm water pipes are located underneath Sibley Street and the ramp from the intersection of Broadway Street and Kellogg Boulevard to the track level. The box culvert under the ramp was added as part of the original Union Depot construction and is located on timber pilings. There is a storm water drain on the under track level that connects with the storm water pipe under the Broadway Street ramp. The remaining storm water from the under track level drains through a separate pipe, which lines up with where Wacouta Street would be if it were extended south into the project area. These three storm water pipes are then directly routed into the Mississippi River. To the east of the site in the railroad wye are a box culvert and storm water pipe.

The Lafayette Bridge (State Trunk Highway [TH] 52) passes over the proposed area and includes structural piers within the project area. Mn/DOT intends to reconstruct the Lafayette Bridge and has commenced the design process and environmental review for the project. Mn/DOT expects to commence construction in 2011 with completion in 2013. Mn/DOT and RCRRRA will coordinate the designs of the Union Depot and the Lafayette Bridge to ensure there are no conflicts.

The existing conditions and impacts associated with roadway infrastructure and traffic (Section 4.2.1), parking and access (Section 4.2.2), transit (Section 4.2.3), pedestrians (Section 4.2.4), and bicycles (Section 4.2.5) are addressed in other sections of this document.

Impacts

No Build Alternative

The No Build Alternative would create no impacts on the infrastructure and public services in or near the Union Depot project area.

Build Alternative

Because the Build Alternative does not recommend any construction or additional weight added above the sewer lift station, sluice gate, and flap valve, there would be no impact to these facilities.

As part of the Build Alternative, the top portion of the Broadway Street ramp to the track level would be reconstructed so that the ramp makes a 90-degree turn (Figures 3.3.2-1). The northern edge of the new portion of the ramp would be built just south of an existing underground storm water pipe. The box culvert and pipe located in the railroad wye is currently carrying the load of freight trains. It is anticipated that there would be no impact on these from adding the Amtrak trains.

The Build Alternative will necessitate restoring the southern portion of the existing ramp to the original track level. This would add additional weight to the box culvert located under the existing ramp. Due to the location of timber pilings under the box culvert, it should be strong enough to handle the additional weight.

Mitigation Measures

The build alternative will require that the sewer pipe located under the new ramp be removed and replaced with a concrete pipe. In addition, during final engineering the box culverts and pipes that are currently under rail lines should be inspected to ensure that they can withstand the additional pressure. If upon completion of structural analysis of the box culvert and pipe in the railroad wye the condition/integrity is found to be deficient, then they would be removed and replaced. If during structural analysis it is determined that the box culvert under the Broadway Street ramp can not withstand the additional pressure of fill and Amtrak operation then a bridge will be constructed over the existing ramp to distribute the weight of the Amtrak trains around the box culvert.

Because the Build Alternative does not recommend any construction or additional weight added above the sewer lift station, sluice gate, and flap valve, there would not be an impact to these facilities. No mitigation regarding the structures would be required.

4.1.7 Coastal Zone Management Program

Existing Conditions

The Coastal Zone Management Program is authorized by the Coastal Zone Management Act of 1972 and administered at the federal level by the Coastal Programs Division within the National Oceanic and Atmospheric Administration's Office of Ocean and Coastal Resource Management. Coastal zone management is a Federal-State partnership that provides a basis for protecting, restoring, and responsibly developing the nation's important and diverse coastal communities



and resources. In the State of Minnesota, coastal communities and resources are those located along Lake Superior's North Shore. The Department of Natural Resources (DNR)-Division of Waters administers Minnesota's Lake Superior Coastal Program.

Impacts

No Build Alternative

Neither the proposed project nor the vacated sites are located within a coastal zone management area.

Build Alternative

Neither the proposed project nor the vacated sites are located within a coastal zone management area.

Mitigation Measures

No mitigation is necessary.

4.1.8 Wild and Scenic Rivers

Existing Conditions

The Wild and Scenic Rivers Act (WSRA) states that certain rivers of the United States which possess "outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations" (NPS 2005). The St. Croix River is the only federally designated Wild and Scenic River (WSR) within the State of Minnesota, under 16 USC Section 1273 of the WSRA (NPS 2005). The St. Croix River is located outside the proposed project area. The State of Minnesota has also developed a state-designated Wild and Scenic River program. A stretch of the Mississippi River from St. Cloud to Anoka is part of the Wild and Scenic River District. The project site is not in the vicinity of this stretch of the Mississippi River.

As authorized by the WSRA, the Nationwide Rivers Inventory (NRI) is a listing of more than 3,400 free-flowing river segments in the United States that are believed to possess one or more "outstandingly remarkable" natural or cultural values judged to be of more than local or regional significance. These segments are under study as potential additions to the Wild and Scenic Rivers system. All federal agencies must seek to avoid or mitigate actions that would adversely affect one or more NRI segments. A stretch of the Mississippi River between the St. Croix River and Lock and Dam #1 in Minneapolis is listed in the NRI. This segment was listed for the Outstanding Remarkable Values (ORVs) of Scenery, Recreation, Geology, Wildlife, and History (NPS 2005). The project area lies within this segment of the river. Thus, a review request was sent to the NPS on February 10, 2009 for project review of potential impacts on federal NRI waters (pending review a copy of the letter is in Appendix C).

Neither the Midway Amtrak Station nor the Greyhound Bus Station are located in the NRI.

Impacts

No Build Alternative

Over the long-term, the No Build Alternative leaves the Union Depot historic property without a use that would ensure its long-term maintenance and repair, and consequently preservation through use. A property that is not occupied and maintained adequately, over time, may not receive adequate maintenance. Eventually the Union Depot may become deteriorated and introduce an element of blight into the scenic and historical values of the NRI-listed segment of the Mississippi River.

There will be no impact to wild and scenic rivers from the continued use of the Midway Amtrak Station or the Greyhound Bus Station.

Build Alternative

Implementation of the proposed project would introduce limited visual changes but would not have a substantial impact on the NRI-listed segment of the Mississippi River. Discharge from the site is not anticipated to cause negative impacts on aquatic species (wildlife) in the Mississippi River. Likewise, the scenic, recreational, historical, and geologic values of the NRI-listed segment would not be affected by the proposed project.

There will be no impact to wild and scenic rivers from the vacation of the Midway Amtrak Station or the Greyhound Bus Station.

Mitigation Measures

Because there are no impacts associated with the proposed project, no mitigation is required. Pending confirmation from the NPS.

4.1.9 Mississippi National River and Recreation Area

Existing Conditions

The U.S. Congress added the Mississippi National River and Recreation Area (MNRRA) to the NPS system in 1988 (Public Law 100-696). The MNRRA boundary includes 54,000 acres of river and adjoining land along a 72-mile stretch of the river (Figure 4.1.9-1). Of the 54,000-acre area, 43 acres are administered by the NPS. The purpose of the MNRRA is to preserve, enhance, and protect the river corridor while providing a tool for coordinated planning and management of the 72 miles of the Mississippi River.

The Union Depot project area lies within the boundaries of the MNRRA. Therefore, coordination with the NPS was initiated by RCRRA.

Neither the Midway Amtrak Station nor the Greyhound Bus Station are located in the MNRRA.

Impacts

No Build Alternative

Over the long-term, the No Build Alternative leaves the Union Depot historic property without a use that would ensure its long-term maintenance and repair, and consequently preservation



through use. A property that is not occupied, over time, may not receive adequate maintenance. Eventually the Union Depot may become deteriorated and introduce an element of blight into the scenic and historical values of the MNRRA.

There will be no impact to MNRRA from the continued use of the Midway Amtrak Station or the Greyhound Bus Station.

Build Alternative

The *MNRRA Comprehensive Management Plan (CMP)* (NPS 1995) provides guidance for actions in the MNRRA corridor, and activities within the corridor should be in conformance with policies set forth in the CMP. The CMP includes a number of policies and actions, ranging from general development guidelines to resources management within the corridor.

Policies in the CMP that are most applicable to the proposed project are those under land use and resources management. The CMP recognizes that the MNRRA is a historic transportation corridor with well-established rail lines and that this use will continue (NPS 1995:15). Some of the land use concepts discussed in the plan relevant to the proposed Union Depot project include:

- Natural, cultural, and economic resources will be protected, enhanced, and promoted to stimulate tourism, compatible visitor use, recreational activities, community livability, compatible residential uses, and high quality and sustainable development.
- Decisions about land use will balance and integrate economic, natural, and cultural resource protection considerations with development needs.
- The most significant visual resources will be protected and restored where practical, including historic structures and landscapes.
- The river corridor will.... be connected to the downtowns and neighborhoods by open space and trails.

The CMP specifically states that one corridor-wide location policy is to “support the regional transportation planning process, including the intermodal transportation goals identified in Intermodal Surface Transportation Efficiency Act, especially use of mass transportation and bicycle/pedestrian trail linkages” (NPS 1995:18). Particular site development policies include:

- Provide pedestrian/bicycle paths to connect the river to the downtowns, neighborhood areas, and parks and open spaces.
- Rehabilitate and adaptively reuse historic structures where practical (NPS 1995:20).

The overall goal of the natural resources management section of the CMP is that “better implementation, consistency, and coordination will lead to sustainable development projects and higher environmental quality in the corridor” (NPS 1995:31). The natural resources management policies include overall policies regarding air quality, water quality, clean up of contaminated sites, floodplains, and noise, among others. It also includes policies that are specific to native flora and fauna and threatened and endangered species.

The section of the CMP addressing cultural resources identifies five policies and actions particularly relevant to this project:

- Continue the historic uses of historic properties in preference to changing the use, even though the change might be compatible with the historic character of the resources. New uses of historic properties should be consistent with other policies in the MNRRA plan.
- Preserve historic structures and cultural landscapes in their present condition if that condition allows for satisfactory protection, maintenance, use, and interpretation, or if another treatment is warranted but must be delayed.
- Rehabilitate historic structures and landscapes for contemporary uses if they cannot adequately serve in their current condition, and if rehabilitation will not alter integrity or character.
- Restore historic structures and landscapes to an earlier appearance if restoration is essential to public understanding of the cultural associations of the area and sufficient data exists to permit restoration with minimal conjecture.
- Encourage economic activities that preserve and rehabilitate historic resources in the corridor consistent with other policies in the MNRRA plan (NPS 1995:34).

This EA addresses each of many relevant issues in separate sections, including Pedestrian (Section 4.2.4), Bicycles (Section 4.2.5), Air Quality (Section 4.3.1), Water Quality (Section 4.3.8), Hazardous Materials (Section 4.3.10), Floodplains (Section 4.3.6), Noise (Section 4.3.3) and Vibration (Section 4.3.4). Impacts to historic properties are discussed at length in Section 4.1.11, Historical, Architectural and Archaeological Properties, of this document. Coordination with NPS staff at MNRRA was conducted by RCRRA and Mn/DOT to ensure that NPS concerns were identified and addressed in the early planning stages of this project.

There will be no impact to MNRRA from the vacation of the Midway Amtrak Station or the Greyhound Bus Station.

Mitigation Measures

The propose project will not result in negative impact to the MNRRA. As result there is no need for mitigation.

4.1.10 Mississippi River Critical Area

Existing Conditions

The State of Minnesota also designated the Mississippi River corridor as a Critical Area (MRCA) in 1976 in State Executive Order No. 79-19 (EO 79-19). The Mississippi River Critical Area Program is a joint local and state program that provides coordinated planning and management for 72 miles of the Mississippi River, four miles of the Minnesota River, and 54,000 acres of adjacent corridor lands. The boundaries of the MRCA and that of MNRRA are the same; therefore the proposed Union Depot project is included in the MRCA boundary (Figure 4.1.9-1).



The Critical Area program requires that EO-79 standards and guidelines be followed by state agencies, boards, and regional agencies for permit regulation and in developing plans within their jurisdiction, and also followed by local units of governments in developing plans and regulations for the corridor. All capital improvement or public facility programs must be consistent with the standards and guidelines of EO 79-19.

The City of Saint Paul developed the *Saint Paul Mississippi River Corridor Plan* (City of Saint Paul 2002) as a chapter of the city's Comprehensive Plan. This corridor plan provides the local plan and regulations for the portion of the MRCA within the boundaries of Saint Paul.

The corridor plan emphasizes that the river and the city together are an integrated living ecosystem within a larger regional setting. Specific objectives of the plan that are pertinent to the proposed project include:

- Provide a continuous, safe pedestrian and bicycle trail along both sides of the river that is connected to the city and regional trail system.
- Protect and restore river corridor historic structures by encouraging economic activities that preserve and rehabilitate historic resources.

The corridor plan specifically supports reuse of the USPS building at Kellogg Boulevard and Jackson Street and the Union Depot concourse consistent with the vision for downtown and the principles laid out in the *Saint Paul on the Mississippi Development Framework*.

The proposed project is located within the Urban Diversified District as defined by EO 79-19. The guidelines associated with this district state that “the lands and waters within this district shall be used and developed to maintain the present diversity of commercial, industrial, residential, and public uses of the lands, including the existing transportation use of the river; to protect historical sites and areas, natural scenic and environmental resources; and to expand public access to and enjoyment of the river.”

Prior to any construction associated with the proposed project, RCRRA will apply for a permit from the city. City staff will perform a site plan review when final design of the project is completed before issuing the permit.

Neither the Midway Amtrak Station nor the Greyhound Bus Station are located in the MCRA.

Impacts

No Build Alternative

Over the long-term, the No Build Alternative leaves the Union Depot historic property without a use that would ensure its long-term maintenance and repair, and consequently preservation through use. A property that is not occupied and maintained adequately, over time, may not receive adequate maintenance. Eventually the Union Depot may become deteriorated and introduce an element of blight into the scenic and historical values of the MRCA.

There will be no impact to MRCA from the continued use of the Midway Amtrak Station or the Greyhound Bus Station.

Build Alternative

The proposed project is located within the Urban Diversified District as defined by EO 79-19. The guidelines associated with this district state that “the lands and waters within this district shall be used and developed to maintain the present diversity of commercial, industrial, residential, and public uses of the lands, including the existing transportation use of the river; to protect historical sites and areas, natural scenic and environmental resources; and to expand public access to and enjoyment of the river.”

There will be no impact to MRCA from the vacation of the Midway Amtrak Station or the Greyhound Bus Station.

Mitigation Measures

The proposed project would be in compliance with EO 79-19 as it meets the standards and guidelines applicable to projects within the Urban Diversified District. No additional mitigation is required beyond those measures described in other sections of this document (Section 4.1.4 Environmental Justice).

4.1.11 Historic Architectural and Archaeological Properties

The section describes the known historic architectural and archaeological properties located in the vicinity and within the project area for the proposed Union Depot project. Included are discussions of the legal and regulatory requirements regarding historic architectural and archaeological properties, the status of consultations with the MnDOT Cultural Resources Unit (CRU) on behalf of the Federal Highway Administration (FHWA) and Federal Transportation Administration (FTA), Minnesota State Historic Preservation Office (SHPO), and the Saint Paul Heritage Preservation Commission (HPC); the establishment of the Area of Potential Effect (APE); the inventory methodology applied for each property type; the existing conditions for historic properties for the alternative; impacts associated with the No-Build and Build Alternatives, and possible mitigation measures.

All correspondence and minutes referenced below are included as Appendix D.

Legal and Regulatory Requirements

The National Historic Preservation Act (NHPA) of 1966, as implemented by 36 CFR 800 Protection of Historic Properties, mandates that federal agencies, or their designees, i.e., the recipients of federal funds or applications for federal permits or licenses, consider the effects of their actions on historic properties before undertaking a project. A historic property is defined as any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places (NRHP).

FHWA is the lead federal agency for the proposed project and is responsible for complying with Section 106. Mn/DOT CRU acts for FHWA in conducting the Section 106 process. RCRA is



assisting Mn/CRU with the consultation process. Consulting parties for the purposes of Section 106 are the FHWA, FTA, NPS, Mn/DOT, SHPO, Saint Paul HPC, RCRRRA, and the Advisory Council on Historic Preservation.

The Saint Paul Union Depot is a listed NRHP property (1974) and is located within the Lowertown National Register Historic District (1983). It is also within the locally designated Saint Paul Lowertown Heritage Preservation District (Figure 4.1.11-1). Other properties within the vicinity of the proposed project area are listed or eligible for listing in the NRHP and many are within the Lowertown National Register Historic District and the local heritage preservation district.

The USPS has prepared an EA for the proposed consolidation of postal operations within the Twin Cities area to the existing Minneapolis-Saint Paul Bulk Mail Center in Eagan, Minnesota (USPS 2007). As part of this federal action, the USPS would transfer the Union Depot property bounded by Sibley Street, Kellogg Boulevard, Broadway Street, and existing railroad tracks to RCRRRA. The EA documents USPS' compliance process to meet Section 106 requirements resulting from the property transfer. RCRRRA, the USPS, and the SHPO are preparing a conservation easement that will be enforced as a condition of the property transfer from the USPS to RCRRRA. This easement will provide a process for review of future RCRRRA projects by the SHPO.

Inventories of historic architectural and archaeological properties within the proposed project area are necessary to comply with NEPA and Section 106 of the NHPA. The Section 106 process consists of steps for 1) identifying and evaluating historic properties; 2) assessing the effects of an undertaking on historic properties; and 3) consultation for methods to avoid, minimize, or mitigate any adverse effects.

Criteria for determining whether a site, structure, or object is eligible for listing in the NRHP, as set forth in federal regulation 36 CFR 60, are used to evaluate historic properties. To qualify for listing in the NRHP, a site, building, structure, or object must "possess integrity of location, design, setting, materials, workmanship, feeling, and association," and must meet one of the four following criteria:

- (A) Associated with events that have made a significant contribution to the broad patterns of U.S. history;
- (B) Associated with the lives of persons significant to U.S. history;
- (C) Embody the distinctive characteristics of a type, period, or method of construction, that represent the work of a master, or that possess high artistic value, or that represent a significant or distinguishable entity whose components may lack individual distinction;
or
- (D) Yields, or is likely to yield, information important in prehistory or history.

In addition, Section 4(f) of the Department of Transportation Act of 1966 protects historic and/or cultural resources of national, state, or local significance and other publicly-owned parks, recreational areas, or refuges from conversion to transportation use unless there is no prudent or feasible alternative. The Section 4(f) analysis is presented in Section 6.0 of this EA.

Consultations with Agencies

Native American Consultation

Mn/DOT CRU conducted Native American consultation for the proposed project. Letters were sent to 21 tribes. Mn/DOT received three responses; each indicated that the tribe had no objections to the proposed project but requested that construction be halted if human remains and/or other cultural materials are discovered in the project area. The responding tribes were the Flandreau Santee Sioux Tribe of South Dakota, the Leech Lake Band of Ojibwe of Minnesota, and the Mille Lacs Band of Ojibwe Indians of Minnesota.

Consultations with the SHPO and the Saint Paul HPC

Mn/DOT CRU and RCRRA initiated the consultation process for Section 106 in spring 2007. On June 7, 2007, the first coordination meeting was held with Mn/DOT CRU, RCRRA, SHPO, and HPC representatives in attendance. Meeting minutes are included in Appendix D.

On June 26, 2007, Mn/DOT CRU submitted the *Phase I and II Architectural History Survey for the Union Depot Multi-Modal Transit HUB Project, Saint Paul, Ramsey County, Minnesota* (Stark and Mark 2007) to the SHPO and HPC for review. This report documented the field survey and research efforts for historic and architectural properties for the proposed Union Depot project. On August 31, 2007, Mn/DOT CRU provided additional information related to the Endicott Arcade property located within the APE for the project.

RCRRA met with the HPC staff in September 2007 to review conceptual plans for the reuse of the Union Depot property. Consultations among Mn/DOT, RCRRA, and SHPO continued in September as well.

Consultations with the SHPO and Mn/DOT CRU continued during fall 2007. Because the Build Alternative would require the removal of the 1978 USPS Annex Building, Mn/DOT CRU consulted with the SHPO regarding the effect of this removal on October 17, 2007. On October 22, 2009, the SHPO concurred that removal of this structure, if done with care to preserve the extant historic components of the elevated train deck, would not constitute an adverse effect.

Mn/DOT CRU provided additional information to the SHPO in a letter dated December 14, 2007. In this letter, Mn/DOT CRU indicated that the APE for historic and architectural properties would be extended to the opposite side of the river. At that date, Mn/DOT CRU suggested that there would be no adverse effect to properties located on the south side of the river because of its industrial nature as a barge loading area. The boundaries of the Union Depot Historic Property were also discussed as was the fact that an archaeological investigation of the property east of Broadway was planned.



The SHPO responded the December 14, 2007, letter on January 23, 2008. In this letter, the SHPO acknowledged receipt of the December letter and requested clarification on several points. The May 23, 2008, letter from Mn/DOT CRU provided the clarifications. In it, Mn/CRU indicates that the archaeological investigation had been completed and that it was unlikely that intact archaeological resources are located within the bounds of the APE for the Union Depot project. Mn/DOT agreed to evaluate two buildings located on the south side of the river for eligibility to complete the survey and evaluation for historic properties appropriate for the proposed project.

Because the Mn/DOT CRU, on behalf of FHWA and in consultation with SHPO and the HPC, determined that the project potentially could have adverse effects on historic properties, FHWA, Mn/DOT, and RCRRA developed a draft Programmatic Agreement with SHPO, to guide the design and construction of the Union Depot Multi-modal Transit Hub and satisfy Section 106 requirements (Appendix E).

Consultations with SHPO and the HPC would continue as project planning and design proceed. The project was presented to the HPC on December 6, 2007.

Methodology

Area of Potential Effects

The APE for this project is defined as required by 36 CFR 800.16(d). It is the geographic area within which there exists the potential for the project to cause either direct or indirect effects to the character or use of historic properties.

Archaeological Properties

The APE for archaeological properties is the area that would be directly impacted by proposed construction. For the proposed project, this area is illustrated on Figure 4.1.11-2.

Historic Architectural Properties

Mn/DOT CRU defined the APE for the Phase I and II (identification and evaluation) survey as 24 square blocks from Shepard Road on the south to Sixth Street between Robert Street and Lafayette Road, and from Warner Road to Kellogg Boulevard between Lafayette Road and the north-south rail line (Stark and Mark 2007). At the September 25, 2007 Mn/DOT, RCRRA, and SHPO meeting, the APE was revised to include the shoreline on the south side of the Mississippi River where visual impacts could be potentially associated with the proposed project (Figure 4.1.11-2). The APE accounts for changes in traffic patterns and any physical, auditory, or visual impacts to historic architectural properties as a result of this project.

Existing Conditions: Union Depot Property

Background

History of the Saint Paul Union Depot Construction

The Union Depot was constructed in three main stages over a period of six years. The intact sections of the previous depot, which was partially destroyed by fire on October 3, 1913, remained in use throughout the reconstruction period. Both the earlier depot, and the current one, were built and operated by the Saint Paul Union Depot Company, a corporation owned equally by the nine railroad companies it served. Because Saint Paul was the clearing house of the northwestern United States for passengers, baggage, mail, and express package service, the depot needed ample room for mail and parcel handling in addition to the facilities necessary for heavy passenger traffic. The construction of the current facility could not interfere with the operation of the damaged depot, which handled 140 trains, 750 tons of mail, and 20,000 passengers each 24-hour period. The reuse of the existing property and need to keep the operation working explains why the present facility was built in stages. During construction, a warehouse building on Kellogg Boulevard served as a waiting room; a frame building on a viaduct served as a temporary concourse for passenger use. The remaining portion of the burned depot was used for mail and express handling (Stark and Mark 2007:50; *Railway Age* 1920:1442, Wilsey 1921:1200).

The Board of Directors of the Saint Paul Union Depot Company approved the selection of Charles Frost as architect and the overall plan for the new facility: head house, concourse, waiting room, and elevated rail yard at its December 9, 1914 meeting, though these plans were not made widely known until the spring of 1917 (Saint Paul Union Depot Company, Board of Directors meeting minutes, Minnesota Historical Society [MHS]). The positioning of the track 17 feet above grade on a concrete rail yard allowed a waiting room to be placed over the tracks at nearly the same height as the main business lobby in the head house. The waiting room would be connected with the lobby by a 45-foot-wide corridor, a concourse, that spanned Kellogg Boulevard. The waiting room connected to the tracks via exterior vestibules on its east side, which would provide elevators and stairs to track platform level (Figure 4.1.11.-3).

Chicago architect Charles Sumner Frost, who had considerable experience with railroad commissions, designed the architectural components of the depot. W. C. Armstrong is identified by *Railway Age* (1920) as the chief engineer, assisted by G. H. Wilsey as structural engineer in charge of design. After the death of Armstrong in 1923, Colonel Frederick Mears assumed the role of chief engineer. The project was built by Toltz Engineering Co., the George C. Grant Construction Co., and the Foley Brothers of Saint Paul (*Railway Age* 1920:1446; Foley Brothers Inc. Company Records Collection, MHS),

The head house, opened for use in April 1920, was built on a parcel that was added to the Union Depot property. The head house was described by the *Railway Age* as having a “dignified architectural treatment” with an “applied classic design” (*Railway Age* 1920:1444). Once the head house was completed, the existing temporary concourse was connected to it.



The second phase of construction was the completion of the concourse over Kellogg Boulevard, a portion of the waiting room, and the northern six tracks on a portion of the elevated rail yard (Figure 4.1.11-3). The concourse and portion of the waiting room provided a smoking room, a baggage check counter, and direct access to the new tracks. This portion of the facility was first used in November 1921. The Saint Paul Union Depot was completed and opened to the public on February 23, 1924. The last portion of the project to be completed, most of the waiting room and the southern portion of the raised rail yard, was on the section of the property occupied by the old train shed (Wilsey 1921:1200 and Wilsey 1924:827).

Historic Use of the Depot

Passengers arriving to board a train entered the head house through doorways on Fourth Street, traversed vestibules, and entered the business lobby. A ticket office with numerous ticket windows was ahead on their right and the concourse leading to the main waiting room was ahead on their left. A restaurant and lunch room, a drug store, and other shops were located at the perimeter of the business lobby. Benches were located in the center of the space before the new waiting room was completed (*Railway Age* 1920:1443-1444).

Once the concourse was completed in 1921, it housed a baggage check counter, which connected with the baggage room below by a spiral chute and a dumbwaiter for handling hand baggage. A news stand was located in the portion of the concourse adjacent to the waiting room. Later the news stand was located centrally adjacent to the west wall of the waiting room and a free-standing information desk was east of it. Benches set perpendicular to the west wall were placed along the west side of the waiting room (Wilsey 1921:1200 and Wilsey 1924:827).

In the waiting room, a separate door in the east wall for each track with a train indicator sign along side opened onto an upper platform of what was referred to as an exterior vestibule. Each pair of tracks was served by a stairway and a passenger elevator (Wilsey 1924:827).

Passengers arriving by train would walk along the train platform under a butterfly train shed to the stairs leading to the waiting room (see Figure 4.1.11-4). They could stay in the waiting room and head house areas until they boarded another train, or collect their luggage and exit the head house onto Fourth Street. Passengers also had the option of leaving the depot directly from the train platforms via an arrival concourse (Figures 4.1.11-3 and 4.1.11-5). This concourse had a brick façade angled at the corner of Sibley Street and Kellogg Boulevard and a wall that continued along Kellogg Boulevard (Wilsey 1921:1201).

The under track level was a behind-the-scenes working area that the traveling public did not enter. "Truckways" provided routes through the area adjacent to Kellogg Boulevard. The main baggage and mail area was located adjacent to Kellogg Boulevard west of the truckway that ran parallel to the waiting room above. A toilet and locker room, milk storage room, and several other small, office-size rooms were located at this level. The area south of the truckway parallel to Kellogg Boulevard included standing space for loaded trucks (*Railway Age* 1920:1445).

Original Design of Extant and Non-extant Features

Concourse. The concourse, a two-story structure, extends from the head house over Kellogg Boulevard to the elevated structure of the waiting room. A railway post office occupied the upper level above the concourse to the waiting room. Steel columns and X-bracing centered in Kellogg Boulevard carry girders and support the elevated structure. The concourse portion of the facility has an extension south of Kellogg Boulevard, a portion of the waiting room that is narrower, but has the same architectural elements as the concourse. The brown tapestry face brick concourse exterior has cream-colored terra-cotta band courses, cornices, coping, and window opening lintels. The sills of the rectangular openings in the lower story and shorter square ones above are cast-iron. The waiting room portion of the concourse has round-arched windows with row-lock arches in the lower level and square and rectangular ones in the upper level with terra-cotta lintels and cast-iron sills. Sawtooth skylights were positioned on the roof of the concourse.

The interior of the concourse is finished with buff-colored “Kitanning brick” and has a timbered tile arched ceiling, an application of the Guastavino tile technology that supports the upper level with a minimum number of columns (Wilsey 1921:1200). The arches are transverse to the length of the concourse; girders supporting their lower edges are faced with terra-cotta units. The interior concourse walls and free-standing rectangular columns are faced with brick. The interior walls have a strong rhythm of bays with piers and arched shapes framing door openings with blind arches above. Capitals projecting from the upper wall, not associated with any visible piers, visually support the transverse girders of the arched ceiling. The columns with canted corners define the north and south ends of the portion of the concourse that functions as part of the waiting room.

Waiting Room. The waiting room, raised above track level, is supported by steel I-beams. Two concrete slabs with approximately 18 inches of air space between form the floor of the concourse and waiting room. Radiation for warming the floor was placed in this air space. Cast-iron plates, 30 inches wide, are imbedded in the lower slab directly over the center lines of tracks to protect the concrete against the direct blast from locomotives (Wilsey 1921:1200).

The exterior of the waiting room is clad with the same brown tapestry face brick that appears on the concourse. The west waiting room wall has round-arched windows with row-lock arches with cast-iron sills. Three bays near the south end of the wall have larger openings that extend below the sill level of the other ones. Historic photographs suggest that these openings were filled with multi-light metal sash divided into thirds by prominent mullions; the openings are now blocked with modern materials. The east wall has a series of door and window openings associated with the exterior vestibules, though modern sheathing obscures the historic pattern of openings. The south end wall is arcaded with piers and five round-arched relieving arches. The rectangular window openings in the center three bays are now blocked. The wall has a stepped parapet with a wide, flat section at the center top. The variant of a hip roof with a low-pitched upper section has three high bays where the historic sash in the side walls has been concealed with modern materials (Figure 4.1.11-4).



The waiting room is one open space with no interior partitions. A terra-cotta frieze that incorporates panels depicting transportation scenes, including a covered wagon and stagecoach, is located below the interior cornice. The arched ceiling consists of alternative bays of skylights and solid ceiling, which are separated by wide ribs that appear to be metal grilles. A pair of girders extends the length of ceiling and separates the sky-lighted area from the lower curve of the ceiling (Figure 4.1.11-6).

The west wall is a series of bays of arched openings and piers forming bays. The east wall has sets of bays that work together to serve a pair of tracks. The center bay, with a short door, provides access to the center part of an exterior vestibule; it is flanked by taller doors through which passengers moved. Each of these sets of doorways is separated by two bays with wood-framed cabinets that incorporate signs for track identification placed at angles. Wide spandrels with patterned brick work are set below the round-arched windows positioned above door height; windows have multi-light sash similar to steel sash divided by two prominent vertical mullions.

Track Platforms and Train Sheds. The platforms were 19 feet, 6 inches wide in the main portion of the yard, and tapered to a width of 8 feet at the ends where the tracks converged. The crown of the low platforms rose 10 inches above the rail (Wilsey 1921:1200).

The steel-framed train sheds were the “butterfly type” (Figures 4.1.11-4 and 4.1.11-7). Wooden roof decks extended to within 18 inches of the center line of the track. The columns and cross girders were 12-inch Bethlehem I-beams; the girders were bent to give the pitch to the roof and were shortened as the sheds narrowed, in tandem with the platforms. The sheds stopped when the platforms narrowed to 11 feet, which explains their varied length (Wilsey 1921:1201).

Stub tracks extended west of the elevated waiting room. The track platforms connected to a transverse concourse, presumably at the same grade, which led to the Arrival Concourse. A brick wall about four feet high enclosed the north side of the rail yard along Kellogg Boulevard as far east as the platforms extended.

Elevated Rail Yard. The elevated rail yard is a reinforced-concrete structure that elevated the tracks to a level easily accessed from the waiting room above and provided space for handling baggage, mail, and express in rooms in the lower under track level. It occupies an irregularly shaped area between Kellogg Boulevard and the Canadian Pacific Railroad, and between the railroad wye at the east end of the yards and the foot of Minnesota Street on the west end. Reinforced concrete columns 30 inches in diameter with mushroom caps supporting square slabs below the main flat slab were spaced on 21-foot centers in both directions (Wilsey 1921:1202-1203).

Exterior Vestibules. The exterior vestibules were enclosed during most, if not all, of their period of use. These structures extended from the exterior doors in the east wall of the waiting room to the train platforms (Figures 4.1.11-3 and 4.1.11-8). The massing of these structures, which appears to have been identical, consisted of a narrow, rectangular structure extending perpendicular from the waiting room. An elevator shaft, which rises above the rest of the vestibule structure, was positioned several feet east of the waiting room. The stairs were

enclosed with a form with a sloping roof that echoes the angle of the run of steps; this roof connected with that of the train shed it adjoined. A taller elevator shaft rose from a vestibule at the head house (north) end of the vestibules. A vestibule that extended from the south end wall of the waiting room was added to the original plan to serve the southernmost platform. The forms of this vestibule and stair were similar to those of the others, except that an elevated walkway connected the waiting room with the upper level of the vestibule. Six escalators were installed in the stairways of the most used tracks in 1957 (unidentified newspaper clipping dated 21 November 1957 in Ramsey County Historical Society, Saint Paul Union Depot reference folder).

Post 1971 Changes

After the depot was no longer used for rail transport the portion south of the head house was acquired by the USPS. The alterations made to the property after that transaction include:

- Platform shelters and exterior vestibules removed
- Openings in east wall of waiting room and windows covered with modern materials
- Tracks covered and the upper rail yard level paved
- Rail yard platform cut at Broadway Street and ramp constructed
- Angled entry to the Arrival Concourse at the corner of Sibley and Kellogg removed

The Chicago Milwaukee and Saint Paul (CM&StP) Railway Company railroad corridor is located within the project APE, but is not part of the parcel acquisition for this project. It is located on the south edge of the Union Depot elevated rail yard and east of the yard in a location north of Shepard/Warner Road. From 1872 to 1977 this rail corridor was owned and operated by the CM&StP. The line remains in use as an active freight line owned by the Canadian Pacific Railroad.

By 1869 the Milwaukee and Saint Paul had built and acquired rail lines that provided direct connections between both Saint Paul and Minneapolis with Milwaukee. In 1872, the Milwaukee and Saint Paul acquired the Saint Paul and Chicago railroad, which had recently completed its route along the Mississippi River. The Milwaukee and Saint Paul reorganized as the CM&StP in 1874. The CM&StP freight line was one of the earliest ones to serve the Lowertown District of St. Paul. It was no doubt related to the commercial and industrial uses of the Lowertown area during the late nineteenth and early twentieth century.

By the 1880s, the CM&StP had expanded throughout several upper midwestern states and had become an important “Granger Road” that carried agricultural products throughout the area it served. The CM&StP became the dominant carrier in Minneapolis by 1889. The CM&StP played an important role in the development of the Minneapolis flour milling industry and supported the growth of other food processing-related businesses.

In downtown Saint Paul, the CM&StP line occupied a rail corridor along the north side of the river to its freight depots along the river and the Saint Paul Union Depot immediately to the



north. The CM&StP was one of the nine firms that formed the Saint Paul Union Depot Company. Its facilities were located immediate south of that facility from the 1880s through most of the twentieth century. Once the present Union Depot was completed, its freight lines were located on the elevated rail yard and also adjacent to the freight depots. The CM&StP line was extended along the riverfront when the CM&StP built its Short Line between the city centers of Saint Paul and Minneapolis. After the CM&StP built a second main line along the west bank of the Mississippi River, its Pioneer Limited express passenger service ran between the Twin Cities and Chicago.

The former CM&StP rail corridor is located just south of the Lowertown Historic District. A segment of it is included in the Saint Paul Union Depot property. The railroad line is within and parallel to the entire project APE southern boundary. This segment of the longer linear resource appears to be potentially eligible for listing in the NRHP under Criterion A as part of a CM&StP Railroad Corridor Historic District, pending further evaluation of its historic integrity. For the purposes of this EA, the CM&StP Railroad Corridor Historic District is considered eligible.

The segment of the CM&StP Railroad Corridor Historic District within the vicinity of the Saint Paul Union Depot has three rail lines, the northern one owned by the Canadian Pacific and two others owned by the Union Pacific, on a single roadbed. A raised roadbed forms the wye at the eastern edge of the APE, where the Canadian Pacific rail line connects with the roadbed historically used by the Great Northern Railway. A curved segment of roadway wye connects the main CM&StP roadbed with the main Great Northern Railway one. The main roadbed of the corridor is carried by the Saint Paul Union Depot Elevated Rail Yard from a point near where the wye connector joins the main roadbed to the eastern edge of the elevated road bed at Sibley Street. The three existing rail lines on the elevated rail yard are three of the four depicted on the 1921 plan of the depot (Figure 4.1.11-3). West of Sibley Street the roadbed occupies a triangular-shaped extension of the elevated rail yard south of the United States Post Office and Customs House and the Farwell, Ozmun & Kirk & Co. Warehouse that extends to Minnesota Street. The roadway, part of which is on the elevated rail yard and part of which has more typical ground modification (fills, and grades), a railroad bed, ballast, tracks, and ditches, appears to be the only historic component of the CM&StP rail corridor that remains in the vicinity of the St. Paul Union Depot. The long, narrow freight depot/office no longer stands on the riverfront.

National Register of Historic Places Listing

The Saint Paul Union Depot was listed in the NRHP in 1974. The nomination for the property used a form that was a prototype of the current one and indicates that the depot is significant in the areas of architecture, commerce, industry, and transportation. The time period of 1917 to present (1974) is entered in the specific dates portion of the form. The text of the nomination states that “the depot was a landmark of westward rail expansion and a symbol of the vast railroading empire established in Saint Paul by James J. Hill” and “signifies the importance that railroad transportation played in the early growth and expansion of Saint Paul and the Northwest.” The nomination notes the Neo-Classical style of the head house as “so characteristic of the style popularized in the construction of the great public and governmental

buildings between the two World Wars” and states that it represents the “great American railroad depot during its last great era” (Lutz and VanBrocklin 1974).

In terms of a present-day NRHP evaluation, the period of significance for the Saint Paul Union Depot should be a relatively short period corresponding to the design, construction, and opening of the depot, from 1917 to 1946. The period between 1917 and 1971, when the depot closed, represents a long period of use, but the impact of the depot waned over time as other forms of transportation decreased the importance of railroads in the United States and Saint Paul, particularly after World War II. The Saint Paul Union Depot should be treated as having significance under Criteria A, B, and C. The head house portion of the facility usually receives the most architectural interest. However, the overall design of the depot and the successful handling of the requirements to expand the operation on an existing site, to work out issues with changes in grade, and to resolve ways to handle high volumes of passengers, mail, and packages resulted in an engineering achievement as well as an architectural one. The concourse and head house portion of the depot have always been included in the boundaries of the historic property. A recent evaluation recommended that the elevated rail yard be considered a contributing element to the Union Depot historic property and an expansion of the boundaries of that property (Stark and Mark 2007). Figure 4.1.11-1 illustrates the revised boundaries of the Union Depot historic property.

The CM&StP Railway Company railroad corridor has been determined eligible for listing in the NRHP. The impacts of the Build and No-Build Alternatives will be considered for the railroad corridor as a specific historic resource within the project APE.

Existing Conditions

Archaeological Resources

The portion of the archaeological APE lying east of Broadway Street was investigated in January and February 2008. A report documenting the conclusions from this investigation (Hudak 2008) was submitted by MN/DOT CRU on May 23, 2008. It was Mn/DOT CRU’s opinion that there is no potential for archaeological resources within this section of the APE. The SHPO concurred on June 13, 2008.

The USPS investigated the western portion of the property (west of Broadway Street) as part of its Section 106 compliance related to the sale of the property to RCRRA. The USPS report (Earth Tech/Berger Joint Venture) dated May 2008 was submitted to the SHPO on May 1, 2008. On June 13, 2008, the SHPO concurred that there is little likelihood that significant archaeological deposits remain in the western portion of the APE.

As a result of these two archaeological investigations, it has been determined that there would be no impact associated with the proposed project on NRHP eligible or listed archaeological resources.



Historic Architectural Resources

Saint Paul Union Depot: Extant Character-Defining Features

- Design of a complex facility on a complex site in an urban area

Concourse, Exterior

- Positioned over Kellogg Boulevard to link the main business lobby in the head house and the waiting room, which are at slightly different elevations
- Two-story structure, the lower level of which served as the walkway
- Two portions: a wider concourse area over the street and a narrower extension that includes a portion of the waiting room, all of which is two stories
- Exterior clad with brown tapestry face brick with cream-colored terra-cotta horizontal elements and cast-iron window sills
- Fenestration pattern of concourse section with regularly-spaced windows on the east and west sides that consist of square-headed openings of two sizes
- Fenestration pattern of waiting room section with regularly-spaced windows on the east and west sides that consist of round-arched windows with row-lock arches in lower level and square and rectangular ones in upper level
- Roof with saw-tooth skylights
- Sash, presumably the multi-light metal sash with mullions used elsewhere on waiting room (all blocked on the exterior now)
- Views of the Concourse along Kellogg Boulevard from the east and within the Lowertown Historic District

Concourse, Interior

- One large open space with some free-standing rectangular columns
- Terrazzo floor
- Walls clad with patterned brick
- Brick-clad columns with terra-cotta capitals
- Terra-cotta clad ceiling beams
- Guastavino tile arches with herringbone pattern

Waiting Room, Exterior

- Positioned over elevated rail yard and supported by steel columns
- Tall, one-story building
- Exterior clad with brown tapestry face brick

- Fenestration pattern of west wall of round-arched windows with rowlock arches set midway in wall; three bays with longer openings
- Fenestration and door pattern of the east wall of two bays with brick walls below the window openings alternating with sets of three bays with doors to give access to the exterior vestibules
- Multi-light metal sash with prominent vertical mullions
- South end wall arcaded with piers and five round-arched relieving arches; window openings in center three bays
- South end wall stepped parapet with wide flatter center portion
- Hip roof with a low-pitched upper section with three high bays with glazed walls
- Double floor construction: 18-inch cavity filled to some extent with heating radiators
- View of the Waiting Room rising above the surrounding elevated rail yard from the Mississippi River side of the property and the Lowertown Historic District to the north
- Views of the Waiting Room from east along Kellogg Avenue and from within the Lowertown Historic District
- Original window and door fenestration

Waiting Room, Interior

- One open space with no partitions
- Four free-standing brick columns set off north end of waiting room constructed in 1921
- Terrazzo floor
- Walls clad with patterned brick
- Terra-cotta frieze incorporating transportation scenes
- Wood cabinets with train numbering panels
- Arched ceiling with alternative bays of skylights and solid ceiling, separated by wide ribs that appear to be metal grilles
- Lamps hanging from point where a pair of girders extending the length of the ceiling meet the ribs

Elevated Rail Yard

- Overall size and scale of the rectangular plan near the head house and waiting room, extending in a tapering form to the east and west
- Position approximately 17 feet below the waiting room
- Structural elements – concrete columns, the slab, and balustrade wall – exposed along Kellogg Boulevard and on the south side from a point south of the waiting room west to Sibley Street



Under Track Level

- Regular placement of reinforced concrete round columns with mushroom caps under the elevated rail yard and steel columns under the waiting room
- Historically an area public did not enter
- Historically used for a variety of transportation-related and mail sorting purposes with partitioned spaces

CM&StP Railway Company Railroad Corridor

Railroad Roadway

- Two railroad tracks and ballast on the roadbed
- Curved wye connector carries one set of railroad tracks and ballast on the roadbed

Roadway on Elevated Rail Yard

- Elevated rail yard edged with a retaining wall
- Three parallel tracks along the south edge of the yard adjacent to the balustrade level of the retaining wall
- Structural elements – concrete columns, the slab, and balustrade wall –exposed from a point south of the waiting room west to Sibley Street
- Roadway and adjacent right-of-way west of Sibley Street edged with a pipe-rail fence on the north and a retaining wall on the south
- West of Sibley Street, three through tracks and one angled switch track that extends from the northern track across the southern two to cross the Mississippi River bridge near the north end of the Robert Street motor vehicle bridge
- Berm under elevated rail yard west of Sibley Street cut by grade separation structure at North Jackson Street

Surrounding Area

Identification of historic architectural properties in the APE (with the exception of the United States Post Office and Customs House located at 180 Kellogg Boulevard East) included field survey to identify architectural resources listed in or eligible for listing in the NRHP. Survey work was carried out in April 2007 (Stark and Mark 2007). Research was conducted at the SHPO and the HPC to evaluate previous survey information and to integrate and update the information into the survey efforts for the proposed project. The field survey identified and documented properties that are 45 years of age or older and those properties less than 45 years of age that warrant investigation for potential exceptional significance.

Further evaluation of one property was conducted in August 2008. This property (RA-SPC-6903) has been recommended eligible for listing in the NRHP. Documentation is located in Appendix D. In addition, two properties south of the river (51 State Street and 60 Alabama Street) were evaluated in February 2009 and recommended not eligible for the NRHP.

USPS conducted a recent evaluation of the St. Paul United States Post Office and Custom House as part of its project. It has been evaluated as eligible for the NRHP under Criterion A pending SHPO review (Earth Tech/Berger Joint Venture 2007)

The Lowertown Historic District (which is a NRHP and locally designated heritage preservation district) lies within the APE. It is significant for its concentration of brick commercial buildings comprising Saint Paul's warehousing, wholesaling, and transportation center. Notable architects were responsible for many of the buildings constructed between the 1880s and 1920s. The district was listed in the NRHP in 1983 and locally designated by the HPC that same year; the boundaries of the two districts are similar, though the HPC district includes some properties on which no buildings stood at the time of designation (Figure 4.1.11-1). According to the survey conducted in spring 2007, the district remains eligible for the NRHP. Properties within the Lowertown Historic District were re-examined to determine if any had been demolished or to determine whether their physical integrity had changed since their original documentation.

Table 4.1.11-1 summarizes the extant properties that contribute to the NRHP Lowertown Historic District.



TABLE 4.1.11-1 PROPERTIES LOCATED WITHIN THE LOWERTOWN HISTORIC DISTRICT

SHPO No.	Name	Address	Description
*RA-SPC-0388	Tighe Building	364-382 Broadway St.	Warehouse
*RA-SPC-0389	Allen Building Annex	417 Broadway St.	Warehouse
*RA-SPC-3008	Northern Pacific Railway Warehouse	308 Prince St.	Warehouse
*RA-SPC-3351	Smith (Mears) Park	Block between Sibley & Wacouta, 5 th & 6 th Streets	Park
*RA-SPC-3352	Gordon & Ferguson Building	331-341 Sibley St.	Factory
*RA-SPC-3353	John Wann Building	350-365 Sibley St.	Commercial Building
*RA-SPC-3355	Noyes Brothers & Cutler Building	400 Sibley St./219-225 6 th St. E.	Commercial Building
*RA-SPC-4519	Depot Bar	241 Kellogg Blvd. E.	Bar
*RA-SPC-4520	Weyerhauser- Denkman Building	255 Kellogg Blvd. E	Warehouse
*RA-SPC-4522	James J. Hill Office Building	281-299 Kellogg Blvd. E.	Commercial Building
*RA-SPC-4523	Griggs & Foster's Farwell, Ozmun & Kirk Building	319 Kellogg Blvd. E./300 Broadway St.	Wholesale House
*RA-SPC-4524	Samco Sportswear Company	205-213 4 th St. E.	Building Complex
*RA-SPC-5225	St. Paul Union Depot**	214 4 th St. E.	Railroad Depot
*RA-SPC-5226	Michaud Brothers Building	249-253 4 th St. E.	Commercial Building
*RA-SPC-5227	Hackett Block	262-280 4 th St. E.	Commercial Building
*RA-SPC-5228	Chicago, St. Paul Minneapolis & Omaha Office Building	275 4 th St. E.	Office Building

SHPO No.	Name	Address	Description
*RA-SPC-5229	St. Paul Rubber Company	300 4 th St. E.	Warehouse
*RA-SPC-5246	Railroad & Bank Building	176 5 th St. E.	Office Building
*RA-SPC-5248	Fairbanks-Morse Company	220 5 th St. E.	Manufacturing Facility
*RA-SPC-5249	Powers Dry Goods Company	230-236 5 th St. E.	Warehouse
*RA-SPC-5250	Conrad Gotzian Shoe Company	242 5 th St. E.	Warehouse
*RA-SPC-5251	Mike and Vic's Café	258-260 5 th St. E.	Commercial Building
*RA-SPC-5252	Rayette Building	261-279 5 th St. E.	Commercial Building
*RA-SPC-5253	Crane Building	281-287 5 th St. E.	Warehouse
*RA-SPC-5271	Konantz Saddlery Company/Railroad	227-231 6 th St. E.	Factory
*RA-SPC-5272	Koehler & Hinrichs	235-237 6 th St. E.	Commercial Building
*RA-SPC-5273	George Somers Company	245 6 th St. E.	Commercial Building
*RA-SPC-5274	Seestedt Carpets	282 6 th St. E.	Commercial Building
*RA-SPC-5275	J. H. Allen Building	287 6 th St. E.	Warehouse
*RA-SPC-5461	Gotzian Building	352 Wacouta St.	Warehouse
*RA-SPC-5462	Finch, Van Slyck & McConville Dry Goods Company	366 Wacouta St.	Commercial Building
RA-SPC-5364	J. H. Weed Building	208-212 7 th St. E.	Commercial Building
RA-SPC-5365	Constans Block	224-240 7 th St. E.	Hotel
RA-SPC-5366	Walterstroff and Montz Building	216-220 7 th St. E.	Commercial Building
RA-SPC-5369	B & M Furniture (western building)	252 7 th St. E.	Commercial Building
RA-SPC-5370	B & M Furniture (eastern building)	256 7 th St. E.	Commercial Building



SHPO No.	Name	Address	Description
RA-SPC-5371	O'Connor Building	264-266 7 th St. E.	Commercial Building
RA-SPC-5463	Engine Company No. 2	412 Wacouta St.	Fire Station
RA-SPC-5464	Boston and Northwest Realty Company Wacouta St. Warehouse	413 Wacouta St.	Warehouse

*Within project APE

**Also individually listed in the NRHP

In addition, there are seven individual buildings and one historic railroad corridor within the APE and outside the historic district that are eligible or listed in the NRHP (Table 4.1.11-2).

TABLE 4.1.11-2 PROPERTIES WITHIN THE APE ELIGIBLE FOR OR LISTED IN THE NRHP

SHPO No.	Name	Address	Description	NRHP Status
RA-SPC-1979	Merchants National Bank Building (McColl Building)	366-368 Jackson St. N.	Bank and Offices	Listed
RA-SPC-3169/5223	Pioneer and Endicott Complex	141 4 th St. E.; 350 Robert St. N	Office Buildings	Listed
RA-SPC-3170	Manhattan Building	360 Robert St. N	Office Building	Listed
RA-SPC-4517	Farwell, Ozmun, Kirk & Company	150-160 Kellogg Blvd. E.	Warehouse	Recommended Eligible (Pending SHPO)
RA-SPC-6904	Union Depot Elevated Rail Yards	Kellogg Blvd. E.	Rail Yard	Recommended Eligible (Pending SHPO)
RA-SPC-4518	United States Post Office – Customhouse	180 Kellogg Blvd. E.	Post Office	Recommended Eligible (pending SHPO)
RA-SPC-6903	Endicott Arcade Addition	142 East Fifth Street	Commercial Building	Recommended Eligible (pending SHPO)
RA-SPC-7891	Chicago Milwaukee and Saint Paul Railway Company Railroad Corridor	South edge of Union Depot Elevated Rail Yard and north of Shepard/Warner Road	Railroad Corridor	Recommended Eligible (pending SHPO)

Impacts

No Build Alternative

The No Build Alternative would have varied impacts on the Union Depot and the Lowertown Historic District as historic resources in the short term and in the long term. The waiting room and concourse would remain un-used and empty, as they have been since ca. 1971 when the Union Depot was closed. This interior space, for which no non-transportation use has been found for some 30 years, would probably continue to be vacant and minimally maintained for some time.



The use of the elevated rail yard, both the train deck and below track levels, would probably be used for automobile parking after the USPS no longer uses the structure to provide access to its facility and parking for its employees. The ramp cut for the use of USPS trucks would provide access to the train deck level for automobile parking.

Initially, the No Build Alternative would have little impact on the historic property or the historic district. The vehicular traffic near the Union Depot and within the Lowertown Historic District would experience a decrease in USPS truck traffic.

There would be little change in the significant viewsheds of the historic Union Depot property and Lowertown Historic District.

Over the long-term, the No-Build Alternative leaves the Union Depot Concourse and Waiting Room without a use that would ensure its long-term maintenance and repair, and consequently preservation through use. A property that is not occupied and maintained adequately could result, over time, in a loss of a contributing property in the Lowertown Historic District.

The No-Build Alternative would support the continued use of the existing train and bus stations, which are modern buildings.

Build Alternative **Direct Impacts**

Archaeological Resources

Because there is no likelihood of intact, significant archaeological resources in the boundaries of the Union Depot project area, there would be no impacts associated with the proposed project.

Architecture Resources: Union Depot Property

Vibration

Impacts related to vibration can occur during construction or during operation and both types of potential impacts must be considered. Preliminary structural analysis (presented in Appendix O) indicates that the overall condition of the structure appears to be good although it has sustained some deterioration over the past. Additional loading and structural analysis will be completed during final design for the project and mitigation measures will be developed to minimize or avoid impacts to the historic fabric of the building resulting from construction. These mitigation measures, if required, will be developed in consultation with SHPO following the conditions presented in the Programmatic Agreement for the project.

Direct effects of vibration related to use of the historic property by LRT and buses will also be considered during final design of the project and in light of the further analysis that will be conducted. Once more definitive information is known regarding the condition of structural elements such as piers, the effects of daily vibration related to the use of the Union Depot as a

multi-modal transit center will be assessed and mitigation to minimize or avoid impacts will be developed if necessary.

Loss of 1978 USPS Annex Building

This structure, erected on top of the train deck of the elevated rail yard in 1978, is slated for demolition. This modern structure was built after the periods of historic significance of both the Union Depot and the Lowertown Historic District. It does not meet National Register criteria. Demolition of the USPS Annex Building that does not impact the elevated rail yard on which it sits is not considered to be an adverse impact. RCRRA will ensure that caution is taken during construction so that no harm is done to the underlying train deck.

Impacts to Historic Fabric and Appearance

The Saint Paul Union Depot is a contributing building in the local and National Register Lowertown historic district and is individually listed on the NRHP. The importance of rail transport in establishing Saint Paul as a commercial and transportation center in the northwestern United States and this property's role in maintaining that position, as well as the architecture of the head house, and engineering of the site including the elevated train deck are noted as significant aspects of the property.

Currently the head house is in use as condominium complex that includes some businesses and below ground parking. No use of the head house could endanger upkeep of the interior character-defining features. Any change in use should meet Secretary of Interior's Standards for Rehabilitation (NPS 1992)

Planning for the reuse and rehabilitation of the Union Depot property is at a stage where all probable impacts cannot yet be identified. However, the reuse of the building would include some version of the following impacts. Some of these changes have the potential to adversely affect the character-defining features of the historic property. Therefore, MnDOT CRU, SHPO, and the HPC would provide design review that would ensure that the rehabilitation project would meet the Secretary of Interior's Standards for Rehabilitation (NPS 1992). If that standard cannot be met, impacts will be reduced through good design and/or mitigation under Section 106.

- Most physical and visual changes would be on the east side of the waiting room and concourse, except for the demolition of the 1978 USPS Annex Building erected on the train deck in 1978, which is on the west side of the waiting room and concourse.
- The exterior vestibule system would be re-established to link the waiting room with transportation at the level of the upper rail yard with stairs, elevators and escalators.
- The new exterior vestibules would be similar in massing to the historic ones and establish a fairly consistent group of exterior structures.
- The openings in the east wall of the waiting room may have to be enlarged to meet current ADA standards.
- Replacement platforms and new individual train sheds added to the rail yard would extend to the east and west of the waiting room.



- The vehicular access ramp previously cut through the elevated rail yard would be partially rebuilt and reconfigured to provide a ramp that directly serves the bus service area of the property perpendicular to the north end of the current ramp south of Broadway Street.
- A section of the northern bay, the northernmost row of columns and the space between those columns and the row to the south of the elevated rail yard east of Sibley Street would be removed to extend the pedestrian/bicycle way that would be created within that bay to the east. The change of grade that makes the west end of the bay too low for this use is the reason for the change to the structure.
- The RCRRA is considering the option of pedestrian access through the common area in head house to the concourse. This would recreate some of the original pedestrian traffic patterns within the Union Depot and the surrounding neighborhood. This access if it were obtained, would likely be in the form of an easement.

It is also essential that any design consultation include the *Guidelines for Design Review* adopted in 1983 for the Lowertown Heritage Preservation District.

The design review by the SHPO and Saint Paul HPC would also address specifically, among other issues, the following items:

- The re-opening of the historic fenestration patterns and rehabilitation of the historic sash, if in place, and/or the installation of appropriate new sash.
- The retention of the distinctive forms of roof skylights and re-establishing the glazed areas on the exterior.
- Repair and rehabilitation of all historic exterior materials, i.e. brick, terra cotta, and iron.
- Retention and rehabilitation of all historic interior surfaces and finishes in the concourse and waiting room.
- Retention, to the extent possible, of the sense of one open space in the waiting room.
- Retention and rehabilitation of the historic interior surfaces and finishes in the common area of the head house, if pedestrian access through the head house included in this project.

Discussion of Impacts to Historic Fabric and Appearance

The construction of new exterior vestibules, the major new element proposed at this time, would re-establish the functional program of the Union Depot as a passenger transportation facility. The new structures would introduce a visual change on the east side of the property. The use of these vestibules would likely be accompanied by some modification of the historic door openings in the east wall of the waiting room to meet current ADA standards. As it was historically, the lower portion of the waiting room east exterior wall would be obscured from view by the vestibules. The operation of the rehabilitated Union Depot would not likely require any significant alterations to the long west wall and south end wall of the waiting room. The extensive changes to the east wall would alter its character. However, the waiting room portion

of the property would retain unaltered exterior portions, would still be identifiable as the waiting room, and would continue to have that function. The changes to the doors in the exterior walls of the waiting room could have adverse impact on historic fabric.

The interior of the waiting room would be altered by the addition of functions formerly accommodated in the head house of the depot (e.g. ticketing and baggage). Interior partitions, kiosks, counters, and similar appurtenances would be required; the design of these elements would be guided by the intention to retain the feeling of one large space as much as possible. The openings in the east wall are likely to be altered, as noted above. The impacts on this space would alter historic fabric and also the setting and feeling of the space as one large waiting room.

The concourse area of the complex, both the exterior and the interior, would have few impacts from this project. Any uses and physical components needed to support those functions such as ticketing and baggage introduced into the interior of the concourse would be placed around the distinctive brick clad and terra cotta columns. Baggage handling vertical circulation elements may be added near where passengers enter the area. The impacts on this portion of the complex could be relatively minor if well designed.

The re-use of the elevated train yard as a multi-modal transit hub would introduce a new ramp cut in the elevated rail yard structure. The concrete structure may be decreased by one bay, the space between two rows of columns, on the north side. Some new openings for circulation between the two levels may be introduced. The level of the structure relative to street grades and the waiting room would not be altered and its overall scale and function would be retained. Track and platforms would be reconstructed and individual train sheds would be built to shelter the platforms. The effect of these changes on its overall character would be noticeable, but they would not alter its essential character of an extensive elevated rail yard if kept to a minimum.

The below-track area of the elevated rail yard functioned as a behind-the-scenes area analogous to the basement of a building; the public did not experience this space. Areas were partitioned off historically, and it seems likely that this space was re-configured as needs changed. While changes would be made to this portion of the complex (e.g., creation of a bicycle facility, pedestrian/bicycleway, and adding a new vehicular ramp), they are not identified as constituting an impact on a character-defining portion of the property as a whole. Further discussions with Mn/DOT CRU and the SHPO will continue through final design to address the potential impacts associated with the possible changes to the below-track area.

Historical Resources: Chicago Milwaukee and Saint Paul Railway Company Railroad Corridor Historic District

The project would have minor direct impacts on the CM&StP Railroad Corridor Historic District segment in the vicinity of the Union Depot. The siding to be used by Amtrak would require connections with the northern through rail line, one east and one west of the depot. The siding connections would occur at grade with the historic railroad roadway or on the elevated rail yard. These connections may require the placement of some fill, sub-ballast, and ballast materials within the historic corridor, the CM&StP right-of-way.



The railroad siding connections would represent small changes to the CM&StP historic district. No structures will be removed and the change to historic materials would be the placement of fill/ballast at the two connection points or construction of track on the elevated rail yard. The new siding would be in keeping with the historic appearance of the railroad corridor in the Union Depot vicinity. Construction of the siding would not result in any impact on the integrity of location, setting, feeling, or association of the historic district, though it would entail minimal change in the integrity of materials and design. The new siding would not affect the NRHP eligibility of the larger historic district, nor the contributing status of the railroad corridor segment within the project APE.

Indirect Impacts

Traffic

Section 4.2.1. Traffic, concluded that the change in use of the Union Depot property from USPS access and parking to a multi-modal transit hub would not involve a significant change in the overall vehicular traffic in the project APE. The only proposed changes to access of the Union Depot are the closure of the access to the parking lot east of Broadway Street from the driveway across from Broadway Street and creation of an access from the under track level to from the driveway across from Broadway Street. The number of parking spaces located on the Union Depot property would be reduced; however, forecasts of parking supply will exceed demand by approximately 800 spaces in 2030. These minor changes in traffic patterns will not have a significant impact on the historic property.

Noise

A noise study was conducted for the proposed project as part of this EA and is included as Appendix G. The results of the analysis are presented in Section 4.3.3 of this document. The noise assessment indicates that the project will produce no noise impacts, although the use of noise mitigation may still be considered. This is particularly true for residents living in the south section of the Union Depot condominiums, where the calculated noise level was equal to the FTA limiting criterion.

No permanent noise or traffic impacts on historic properties are expected as a result of the proposed project and no mitigation is required.

Visual Impacts

Viewshed from Kellogg Boulevard East

The project would impact the viewshed from Kellogg Boulevard East of the Lowertown Historic District, the main thoroughfare through the Lowertown Historic District (Figure 4.1.11-9). Kellogg Boulevard East is spanned by the concourse portion of the Union Depot complex. The north edge of the elevated rail yard is adjacent to Kellogg Boulevard East for more than three

blocks. The corner of Kellogg Boulevard East and Sibley Street, where an arrival concourse once stood, is a noticeable boundary of the Union Depot property and the Lowertown Historic District.

The view of the project area from Kellogg Boulevard East would be altered by the project. The Sibley Street-Kellogg Boulevard East corner could have new elements that would be visible from Kellogg and the buses, automobiles, and trains using the facility would be visible from that intersection.

The physical and visual aspects of the concourse crossing Kellogg Boulevard East and its supporting structure would be unaltered.

The partial removal of the northern bay of the elevated rail yard immediately east of Sibley Street (see Figure 4.1.11-9), would be a visible change in the Kellogg Boulevard East viewshed.

Changes made to the top of the elevated rail yard – the reconstruction of track and platforms – would have only limited visibility from Kellogg Boulevard East.

Exterior vestibules added to the east side of the waiting room would be visible from the westbound side of Kellogg Boulevard East approaching from the east (see Figure 4.1.11-9), but less so closer to the depot facility. The reconfiguration of the ramp cutting into the elevated rail yard for motor vehicle access would have a similar visibility.

The most important character-defining aspect of the Union Depot property in relation to Kellogg Boulevard East is the relationship (connectivity) of the head house, the concourse, and the elevated train deck and the waiting room designed to span Kellogg Boulevard. This physical relationship is visible from Kellogg Boulevard. The connectivity of the concourse to both portions of the Union Depot will be retained with no significant visual impacts. Other minor changes in the viewshed would be related to the property's transportation function, and would not introduce a new and intrusive visual component or use or a shift in emphasis in the Kellogg Boulevard East viewshed.

Viewshed from the Mississippi River

The views of the project area from the Mississippi River and its banks are primarily from the opposite (south) bank. The position of Warner Road along the river, the retaining wall, and elevated position of the Union Depot area make the project area difficult to see from the Mississippi River and most vessels on the river. The south bank is an area of surface parking lots and modern barge facilities with an industrial feel. One new (circa 1995) blue glass office building is located just east of the Robert Street Bridge. From the Mississippi River south bank, the waiting room with its large square skylights shaped end parapet, a portion of the elevated rail yard, and the rear of the head house are the dominant viewshed elements of the Union Depot complex (Figure 4.1.11-10). Several of the buildings in the Lowertown Historic District are visible in such views, particularly those close to Kellogg Boulevard.



The major visual change that would affect the viewsheds flanking the Mississippi River would be the construction of new exterior vestibules on the east side of the waiting room. These structures would have elements, such as elevator shafts, that would rise to above the train deck but would be several feet shorter than the wall height of the waiting room, as shown in Figure 4.1.11-11. The new exterior vestibules would recreate to some extent the massing of the historic structures that were in the same location and served the same function.

The rehabilitation of the waiting room for the multimodal transportation facility would introduce new exterior vestibules and train sheds that would seem new, although they recreate a missing historic element of the complex. Altogether, the group of vestibules would have a physical presence, though it would still be subordinate to that of the elevated waiting room. The new exterior vestibule system and train sheds, if designed to the Secretary of Interior's Standards, would not be so large as to be intrusive or shift the emphasis from the waiting room.

Visual Impacts within the Lowertown Historic District

Union Depot Visual Impacts

The concourse and waiting room currently have the appearance of a boarded-up and abandoned building. The elevated rail yard is perceived as a two-story motor vehicle parking structure. The re-use of the Union Depot for transportation purposes would reinstate the visual character of a property being used for that purpose, as well as introduce some new structural elements. This project would not impact views of or from the head house portion of the depot complex. Views of the waiting room and concourse from the east, north, and south would be altered with the addition of new exterior vestibules and changes to the elevated rail yard: a new ramp, new track, and new train sheds.

Visual Impacts on the Historic District

The location of the Union Depot waiting room and elevated rail yard at the southern edge of the Lowertown Historic District reduces the visual impact on the overall historic integrity of Lowertown Historic District. The elevated train deck and waiting room are separated from the rectilinear grid of the Lowertown Historic District by Kellogg Boulevard and the train deck relates more to the adjacent Mississippi River and its historic pattern of rail activity in this area. The head house is a one-of-a-kind building within the district and, though related by function to the others, it has a monumental demeanor that distinguishes it from the commercial and warehouse buildings of the district streetscapes. The introduction of transportation-related elements on the south edge of the district would affect the current setting and feeling of the Lowertown Historic District, but the district would retain its commercial nature and would revert the use of the area to its former uses.

The removal of the 1978 USPS Annex Building from the train deck would eliminate one non-contributing building from the Union Depot historic property and historic district. This would have a positive visual impact.

The new elements that would be introduced with the highest visibility would be the new exterior vestibules on the east side of the waiting room and the train sheds that would be visible on both

the east and west sides of the waiting room. The vestibules would not be visible from the west side of the property due to the height of the waiting room.

The following properties in the Lowertown Historic District are located northeast of the Union Depot where the new vestibules and train sheds are likely to be visible:

RA-SPC-4523, Griggs & Foster's Farwell, Ozmun and Kirk Building, 300 Broadway Street

This six-story warehouse designed by Edward P. Bassford and erected in 1894.

RA-SPC-4520, Weyerhauser-Denkman Building, 255 Kellogg Boulevard East

Built in 1901, this five-story warehouse was designed by Louis Lockwood. Like other warehouses in the Lowertown wholesale district, this property was associated with railroad freight and transportation.

RA-SPC-4522, James J. Hill Office Building, 281-289 Kellogg Boulevard East

Built in 1887 and increased in height by two stories in 1900, the building was designed by James Brodie. This building housed the Great Northern Railway headquarters operation.

RA-SPC-3008, Northern Pacific Railway Warehouse, 308 Prince Street

This building, which had plans supplied by the Northern Pacific Railway Company and was erected in 1907-1908. It is one of several railroad-related properties and one of many warehouses in the district.

RA-SPC-5229, Saint Paul Rubber Company, 300 Fourth Street East

This large seven-story brick warehouse was built in 1905.

Hackett Block, 262-270 Fourth Street East

Clarence H. Johnson, Sr., designed this five-story Romanesque style warehouse built in 1890.

These properties are east of the Union Depot property and north of Kellogg Boulevard. The new elements introduced with the rehabilitation of the Union Depot Concourse would not be included in views of these buildings from other points within the historic district. They would be visible in views of the district from the Mississippi River and opposite bank. The transportation use is related to the importance of railroad freight and the commercial role of Saint Paul during the railroad heyday. The visibility of the new exterior vestibules, platforms, and train sheds from the buildings would not adversely impact the feeling, setting, or association of the southeast corner of the historic district. The new elements and visual changes to the Union Depot Concourse would not introduce a new land use or built components that are incompatible with the scale and function of other buildings in the historic district.

However, many of the buildings in this area have been rehabilitated for residential use, therefore the impact of additional platform lighting will be considered in further analysis and consultation.



Visual Impacts on Properties in the APE that are individually Listed in the NRHP

RA-SPC-1979, Merchants National Bank Building, 366-368 Jackson Street

RA-SPC-3169/5223, Pioneer and Endicott Complex, 141 4th Street East, 350 Robert Street North

RA-SPC-3170, Manhattan Building, 360 Robert Street North

These properties are located at least one block northwest of the Union Depot. The visual changes that would be introduced on the east side of the waiting room and new train sheds and changes at the elevated rail yard level on both sides of the waiting room would not be visible from them. Therefore, this project would not have any visual impacts on these individual historic properties.

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

This large warehouse building designed in 1905 by Saint Paul architect Louis Lockwood occupies a prominent and isolated location southwest of the Union Depot. It has been recommended as individually eligible for listing in the NRHP (SHPO concurrence pending) under Criterion A for its significant contributions to and associations with the prominent commercial and wholesale operations in Saint Paul during the first half of the twentieth century and Criterion C for its innovative reinforced concrete construction.

Some of the new train sheds and other changes at the train deck level west of the waiting room might be visible from some of the rear (south) portion of the property. The project component that has the potential to visually impact this property is the re-establishment of a through rail line adjacent to the south edge of the Farwell, Ozmun & Kirk & Co. Warehouse. Historically, several through lines operated on the corridor where the Chicago and Northwestern rail line remains. In addition, the rear elevation historically functioned with an adjacent spur line. This action would not introduce an adverse visual impact.

RA-SPC-4518, United States Post Office and Custom House, 180 Kellogg Boulevard East

This property has been recommended eligible for listing in the NRHP under Criterion A. The United States Post Office is adjacent to and southwest of the waiting room and elevated rail yard portion of the Union Depot complex. In recent years the post office operation has used the rail yard for parking and access to the 1978 USPS Annex Building it erected on the west edge of the elevated yard. Once the two properties are separated and the annex building has been demolished, the two properties would have an adjacent, but separate, relationship similar to the condition during the historic period. The changes

that are made on the upper level of the elevated rail yard west of the waiting room and new train sheds would be visible from the United States Post office and in a limited extent in views of the east side of that property. This visual impact would not be an adverse one.

Chicago Milwaukee and Saint Paul Railway Company Railroad Corridor Historic District

The new elements that would be introduced with the rehabilitation of the Union Depot Concourse and Waiting Room would be visible from most locations within the historic district segment. The recreated exterior vestibules, rail platforms and train sheds, and rail lines would re-establish former conditions related to rail transportation. They would not introduce any elements that would be incompatible with or shift the emphasis of the historic setting, feeling, or association of the CM&StP Railroad Corridor Historic District.

Cumulative Effects

The cumulative effects of the visual and other impacts introduced by this project would have both positive and negative effects.

The cumulative effect of the changes that this project would have on the historic fabric of the Union Depot waiting room could constitute an adverse effect on that portion of the larger historic property. However, the effect is not so extensive that the property would no longer be eligible for listing in the NRHP. The cumulative effect of the various visual changes that the project would introduce could have an adverse impact on the Union Depot historic property.

The cumulative effect of these same types of impacts – to historic fabric and visual – would have a minimal impact on the larger Lowertown Historic District and important viewsheds related to the district. The new elements that the project would introduce are on the southern boundary of the district and would not be visible from very many other contributing properties. The proposed new exterior vestibules would have an impact on the views of the Lowertown Historic District from some vantage points on the Mississippi River south bank, views that help establish the character of the property. However, these visual changes are not considered to add to other visual impacts that together would constitute an adverse cumulative effect. The removal of a non-contributing structure in the building, the 1978 USPS Annex Building erected on the train deck, would be another one of the few non-contributing properties in the historic district that has been demolished.

The re-introduction of a transportation use and rehabilitation of a significant portion of the Union Depot property would contribute to the positive cumulative impact seen in recent years due to rehabilitation projects in the Lowertown Historic District. The rehabilitation and reuse of the head house portion of the Union Depot has already occurred. The re-use of the more challenging portion of the purpose-built transportation facility – the rail yard and waiting room – would make use of the portion of the property that has been vacant for more than 30 years. Rehabilitation projects in the Lowertown Historic District have contributed to a revival of the district and adjacent areas through the introduction of new housing and businesses. The appearance of individual properties in the district has improved and the cumulative result is more attractive



streetscapes and the sense of a revived commercial district in the city. The rehabilitation of an additional portion of the Union Depot would be a part of this cumulative effect.

The introduction of a multi-modal transit hub through this project would re-establish the Union Depot as an important gateway to the city. The arrival of daily commuters and long-distance travelers at the Union Depot would have a positive economic impact on the area near the depot. Properties near to the Union Depot would be affected by the impact of increased pedestrian traffic and the commercial needs of commuters. Travelers would be brought to an area close to the Mississippi River and an NRI river segment with outstanding resource values of scenery, recreation, geology, wildlife and history. The changes in motor vehicle traffic would essentially be a reduction of postal service trucks and vehicles and an increase in automobiles and buses).

Mitigation Measures

Because the Mn/DOT CRU on behalf of FHWA, and in consultation with SHPO and the HPC, determined that the project potentially could have adverse effects on historic properties, FHWA, Mn/DOT, and RCRRA developed a Programmatic Agreement, dated XXXXX, with SHPO to guide the design and construction of the multi-modal transit hub and satisfy Section 106 requirements (see Appendix E). Provided that the process in the agreement is followed, there would be no adverse impacts on historic properties as a result of the proposed project.

Design review and consultation under the Programmatic Agreement will focus on ways to avoid and minimize impacts to this important historic resource from the rehabilitation to a modern multi-modal transportation hub. It is the goal of the agreement that all aspects of the rehabilitation meet the Secretary of the Interior's Standards for the Treatment of Historic Properties.

4.1.12 Visual and Aesthetics

Legal and Regulatory Requirements

The visual and aesthetic impacts of the proposed project were evaluated using the Visual Impact Assessment (VIA). The VIA method evaluates the following questions from a number of perspectives.

1. What visual resources would be affected?
2. Whose views would be affected?
3. What do people like and dislike about the existing scene?
4. What will people like and dislike about the changes?
5. What are the advantages and disadvantages among alternatives?
6. How can adverse visual impacts be mitigated and existing visual quality enhanced?

Existing Conditions

Union Depot

The Union Depot provides a view of, and from, the Bruce Vento Nature Sanctuary and the Mississippi River. The Bruce Vento Nature Sanctuary is a passive recreational area with walking trails. It is located on the east edge of downtown Saint Paul between the railroad tracks and

Interstate 94. Barge traffic, as well as some recreational boats, travel this portion of the Mississippi River. The Union Depot is a historical site and is located in the Lowertown Historical district. The visual impact of the project on the Historical District and buildings is discussed in Section 4.1.11, Historical, Architectural and Archaeological Properties.

The Union Depot is seen daily by thousands of people driving on Interstate 94 and US Highway 52, and businesses located in the northern portion of the Westside of Saint Paul. (The Westside of Saint Paul is located across the Mississippi River from downtown). The view from the south side of the river is shown in Figure 4.1.11-10. The concourse and waiting room currently have the appearance of a boarded-up and abandoned building. The elevated rail yard is perceived as a two-story motor vehicle parking structure. Access to the train deck is provided via a ramp opposite Broadway Street cut into the train deck.

The final group of people who see the Union Depot on a regular basis are downtown residents, workers, and visitors. They typically see the project site as they are walking, bicycling, or driving past on Kellogg Boulevard or Sibley Street. The view along Kellogg Boulevard is dominated by the concourse connecting the head house and waiting room, crossing over the street and the train deck, which appears to be a parking structure (see Figure 4.1.12-1). From the intersection of Kellogg Boulevard and Sibley Street is a view of the 1978 USPS Annex. Along Sibley Street, the Union Depot has the appearance of an underground parking structure. Closer to the river the railroad tracks cross over Sibley Street, providing views of freight trains.

A retaining wall and freight trains dominate the views from the south from Warner Road, Sam Morgan Trail, Mississippi River, and Saint Paul's Westside. The top of the waiting room can be seen and gives the appearance of a boarded-up building.

Midway Amtrak Station

Both the Midway Amtrak Station and Greyhound Bus Station are located in developed urban environments which have not retained natural viewsheds. The Midway Amtrak Station is aesthetically similar to that of the other railroad-related structures in the area. Parking lots and large 1- to 3-story flat roofed warehouses dominate the visual scene. Most people who see the Midway Amtrak Depot either work in the industrial park where it is located or are traveling on Amtrak.

Greyhound Bus Station

Expansive parking lots dominate the area immediately adjacent to the Greyhound Bus Station. Deciduous trees are scattered throughout the parking lots. A few blocks away, the State Capital rises above the surrounding structures. The Greyhound Bus Station is located on University Avenue, a major thoroughfare in Saint Paul, and is seen by thousands of people traveling daily.

Impacts

No Build Alternative

The only visual impact would be the removal of or reduction in the number of USPS trucks in downtown Saint Paul and at the Union Depot site.



There would be no changes to the visual scene at the Midway Amtrak and Greyhound Bus Stations.

Build Alternative

In the Build Alternative, there will be three major visible changes: the addition of vestibules and train sheds on the east side of the concourse, demolition of the 1978 USPS Annex, and the creation of a pedestrian and bicycle way along Kellogg Boulevard. The vestibules and train shed will be visible to those using the Union Depot, motorists on US Highway 52 and Interstate 94, and businesses located on Saint Paul's Westside. The vestibules and train sheds will be designed to resemble the vestibule and train sheds that existed when the Union Depot was an active passenger station. The addition of platforms and vestibules to the east side of the concourse would reinstate the visual character of a property being used for passenger transportation.

The 1978 USPS Annex will be torn down to provide increased space on the train deck for vehicle operations. The removal of the 1978 Annex will have the greatest impact on the views from the corner of Sibley Street and Kellogg Boulevard and the south side of the river. The grade separation present at other locations makes it difficult to see the 1978 Annex building. The removal of the 1978 Annex, which functions as a loading dock, will not negatively impact views from the intersection.

Creating the pedestrian and bicycle way will require a portion of the train deck adjacent to Kellogg Boulevard be removed to the second set of pillars from Sibley Street to about Wacouta Street. This will push the wall along Kellogg Boulevard back from the road, opening the area up to allow more natural sun light and provide adequate space for the different uses (e.g. automobiles, pedestrians, bicycles). From Wacouta Street to Broadway Street, the pedestrian and bicycle way will move under the train deck, continuing as a covered walk/bicycle way. The chain link fence will be removed to provide a more open, inviting scene to both drivers and those using the pedestrian and bicycle way.

The addition of the vestibules and train sheds, demolition of the 1978 USPS Annex, and creation of the pedestrian and bicycle way will improve the visual quality of the Union Depot. Adding the vestibules and train sheds and demolishing the 1978 USPS Annex will restore certain elements of the historical Union Depot, which will assist visitors in visualizing how the Union Depot was intended to look and function. Creating the pedestrian and bicycle way will provide increased natural light along Kellogg Boulevard and reduce the perception that access through the block is constricted by large looming structures.

Visual impacts regarding the historical significance of the Union Depot and the Lowertown Historical District are discussed in Section 4.1.11, Historical, Architectural, and Archaeological Properties.

There would be no change in the visual scene at the Midway Amtrak or Greyhound Bus Stations.

Mitigation Measures

Because the Mn/DOT CRU on behalf of FHWA, and in consultation with SHPO and the HPC, determined that the project potentially could have adverse effects on historic properties, FHWA, Mn/DOT, and RCRRRA developed a Programmatic Agreement, dated XXXXX, with SHPO to guide the design and construction of the multi-modal transit hub and satisfy Section 106 requirements (see Appendix E). Provided that the process in the agreement is followed, there would be no adverse impacts on historic properties as a result of the proposed project.

4.1.13 Public Parklands

Legal and Regulatory Requirements

Section 4(f) of Department of Transportation Act of 1966 is intended to prevent the conversion of certain parks, recreation areas, wild life or waterfowl refuges, or historical sites to a transportation purpose unless no other feasible and prudent alternative exists.

Existing Conditions

There are several parks and natural preserves in the area around the Union Depot. Mears Park is located one block north of the Union Depot head house (Figure 4.1.5-1). It is a traditional downtown park and hosts many outdoor activities including a summer concert series. Along the Mississippi River is the National Great River Park, featuring views of the river, and the Sam Morgan Regional Trail. East of the Union Depot project area and railroad wye is the Bruce Vento Nature Sanctuary, which provides an extensive trail network for walking. West of the depot, along Kellogg Boulevard between the Robert Street Bridge and the Wabasha Street Bridge, is the Kellogg Mall which provides wonderful views from the top of a bluff over looking the Mississippi River.

The Minnesota State Capital Grounds are located to the east and Western Park is located to the southeast of the Bus Station. There are no parks within a half mile of the Midway Amtrak Depot.

Impacts

No Build Alternative

Under the No Build Alternative there would be no impacts on public parks.

Build Alternative

The project would not involve converting any parkland to a transportation purpose, therefore there would be no impact on public parks.

Mitigation Measures

The proposed action would not have an impact on public parks. No mitigation is necessary



4.1.14 Safety and Security

Existing Conditions

Since the Union Depot is currently owned and operated by the USPS, the safety and security measures on-site are currently that agency's responsibility.

Impacts

No Build Alternative

As part of the No Build Alternative, the RCRRRA would acquire the property but would not actively use or occupy the property. This would be a potential security concern since the lack of activity would leave opportunities for vandalism, vagrancy and other crimes on the site.

Build Alternative

The Build Alternative entails rehabilitation of the existing structure into a transportation facility, requiring implementation of current safety and security provisions, including any applicable requirements of the Department of Homeland Security. A safety and security plan would be developed in consultation with agencies and occupants operating at the Union Depot to ensure that appropriate measures are taken in the event of a safety- or security-related incident. The plan would also address steps that would be taken to reduce the potential for an incident to occur. The Union Depot would be managed according to the procedures within this plan.

Mitigation Measures

RCRRRA focuses on providing patrons with a patrolled and non-threatening environment. RCRRRA would negotiate either an Authorizing Agreement with the City of Saint Paul for the Exercise of Mutual Aid, or a protocol with its division of police. This would allow local police to assist transit police whenever necessary. The Union Depot may also house a mini police substation for RCRRRA security personnel. Saint Paul Police Department personnel would also be welcome to share this station to coordinate security in the area. Similar agreements to the one developed between the RCRRRA and the City of Saint Paul would also be developed with Metro Transit and Amtrak or Metro Transit Police and Amtrak Police, whichever is appropriate. The RCRRRA will work with the United States Department of Homeland Security to develop and implement appropriate security measures.

The RCRRRA would incorporate Crime Prevention through Environmental Design (CPTED) principles into all new construction and rehabilitation projects. CPTED principles incorporate physical design features to reduce the potential for crime. For example, the placement of a bus shelter near clear lines of sight allows for natural surveillance to occur by pedestrians, bus drivers, train operators, and transit patrons. The concept would be integrated into the final design of the Union Depot multi-modal transit hub. Examples of security provisions for the Union Depot would include pedestrian lighting and clearly established pedestrian zones.

4.1.15 Farmland

Legal and Regulatory Requirements

Congress passed the Agriculture and Food Act of 1981 (Public Law 97-98) containing the Farmland Protection Policy Act (FPPA)—Subtitle I of Title XV, Section 1539-1549. The final rules and regulations were published in the Federal Register on June 17, 1994. The FPPA is intended to minimize the impact Federal programs have on the unnecessary and irreversible conversion of farmland to nonagricultural uses. It assures that—to the extent possible—Federal programs are administered to be compatible with state, local units of government, and private programs and policies to protect farmland. For the purpose of FPPA, farmland includes prime farmland, unique farmland, and land of statewide or local importance. Farmland subject to FPPA requirements do not have to be currently used for cropland. It can be forest land, pastureland, cropland, or other land, but not water or urban built-up land.

Existing Conditions

The Union Depot site, Midway Amtrak, and Greyhound Bus Stations are located on urban previously developed land, as a result the FPPA requirements do not apply.

Impacts

No Build Alternative

There is no impact on farmland.

Build Alternative

There is no impact on farmland.

Mitigation Measures

No mitigation necessary

4.1.16 Section 6(f)

Legal and Regulatory Requirements

The purpose of the Land and Water Conservation Fund Act (LAWCON) is to help preserve, develop, and provide accessibility to outdoor recreation resources. LAWCON stipulates that any land planned, developed, or improved with LAWCON funds cannot be converted to other than outdoor recreation use unless replacement land of at least equal fair market value and reasonably equivalent usefulness is provided. Any time a transportation project will cause such a conversion, regardless of funding source, replacement land must be provided.

Title 16 of U.S. Code Chapter 4602, Section 8, Part (f) Subp. (3) (16 USC 2509)

Existing Conditions

None of the properties proposed to be acquired have been planned, developed, or improved with LAWCON funds.



Impacts

No Build Alternative

There would be no impact on Section 6(f) properties.

Build Alternative

There would be no impact on Section 6(f) properties.

Mitigation Measures

No mitigation is necessary

4.1.17 Section 4(f)

Legal and Regulatory Requirements

Section 4(f) of the Department of Transportation Act of 1966 is a federal law intended to prevent conversion of certain parks, wildlife and water fowl refuges, recreation areas or historic properties to transportation use, unless the Department of Transportation determines there is no feasible and prudent alternative, and all possible planning has been done to minimize harm to properties covered by Section 4(f).

Section 4(f) Properties in the Vicinity of Union Depot

Parks, Wildlife and Water Fowl Refuges, and Recreation Areas

Bruce Vento Nature Sanctuary

The Bruce Vento Nature Sanctuary is a 27-acre nature sanctuary located east of the Union Depot site owned by the City of St. Paul. There will be no Section 4(f) use of this property.

Tot Lot

The Tot Lot is a small park (less than one acre) located on the southwest corner of the intersection of Fourth Street and Sibley Street. The park is owned by the Saint Paul Housing and Redevelopment Authority. There will no Section 4(f) use of this property.

Kellogg Mall Park

Located in downtown Saint Paul, Kellogg Mall Park features two fountains, an arbor, and electrical outlets. This park offers unimpeded views of the Mississippi River. Kellogg Mall Park is owned by the City of St. Paul. There will be no Section 4(f) use of this property.

Sam Morgan Regional Trail (Mississippi River Trail)

The Sam Morgan Regional Trail is a bicycle trail along the north side of the Mississippi River. It is part of a large national network of bicycle facilities along the Mississippi River connecting Lake Itasca with the Gulf of Mexico. The portion of trail by the Union Depot is maintained by the City of Saint Paul. There will be no Section 4(f) use of this property.

Historic Properties

The APE for historic properties as determined by Mn/DOT CRU is shown in 4.1.11-2. Detailed information regarding the potential impact on historic properties is discussed in section 4.1.11 Historical, Architectural, and Archaeological Properties.

Saint Paul Lowertown Heritage Preservation District

The Saint Paul Lowertown Heritage Preservation District (Figure 4.1.11-1) is a locally designated heritage preservation district. There will be no Section 4(f) use of this district (with the exception of the Union Depot, discussed below).

Lowertown National Register Historic District

The Lowertown National Register Historic District (1983) is also within the locally designated Saint Paul Lowertown Heritage Preservation District (Figure 4.1.11-1). Table 4.1.11-1 identifies properties included in this historic district. There will be no Section 4(f) use of this district (with the exception of the Union Depot, discussed below).

Merchants National Bank Building

The Merchants National Bank Building is bank and office building listed on the NRHP. It is located at 366-368 Jackson Street N. There will be no Section 4(f) use of this property.

Pioneer and Endicott Complex

The Pioneer and Endicott Complex is a series of office buildings listed on the NRHP, located at 141 Fourth Street E and 350 Robert Street N. There will be no Section 4(f) use of this property.

Manhattan Building

The Manhattan Building is an office building listed on the NRHP. It is located at 360 Robert Street N. There will be no Section 4(f) use of this property.

Farwell, Ozmun, Kirk & Company

The Farwell, Ozmun, Kirk & Company is an warehouse located at 150-160 Kellogg Boulevard E that has been recommend eligible for inclusion as a NRHP and is pending SHPO approval. There will be no Section 4(f) use of this property.

United States Post Office – Custom House

The United States Post Office – Custom House located at 180 Kellogg Boulevard E has been recommended for inclusion as a NRHP and is pending SHPO approval. There will be no Section 4(f) use of this property.

Endicott Arcade Addition

The Endicott Arcade Addition is a commercial building that has been recommended for inclusion as a NRHP and is pending SHPO approval. It is located at 142 East Fifth Street. There will be no Section 4(f) use of this property.

Chicago Milwaukee and Saint Paul Railway Company Railroad

The Chicago Milwaukee and Saint Paul Railway Company Railroad is the railroad corridor that runs along the southern edge of the Union Depot. The railroad corridor has been recommended eligible for inclusion as a NRHP and is pending SHPO approval. There will be no Section 4(f) use of this property.



Union Depot

The Saint Paul Union Depot is a listed NRHP property (1974) and is located within the Lowertown National Register Historic District (1983). It is also within the locally designated Saint Paul Lowertown Heritage Preservation District (Figure 4.1.11-1). The Union Depot Elevated Rail Yards has been recommended eligible for inclusion as a NRHP and is pending SHPO approval. The rehabilitation and reuse of Minnesota's Union Depot will have a Section 4(f) use. As a result, a Draft Section 4(f) Evaluation has been completed with regard to the historic properties. The Draft Section 4(f) Evaluation is included as Section 6 of this EA.