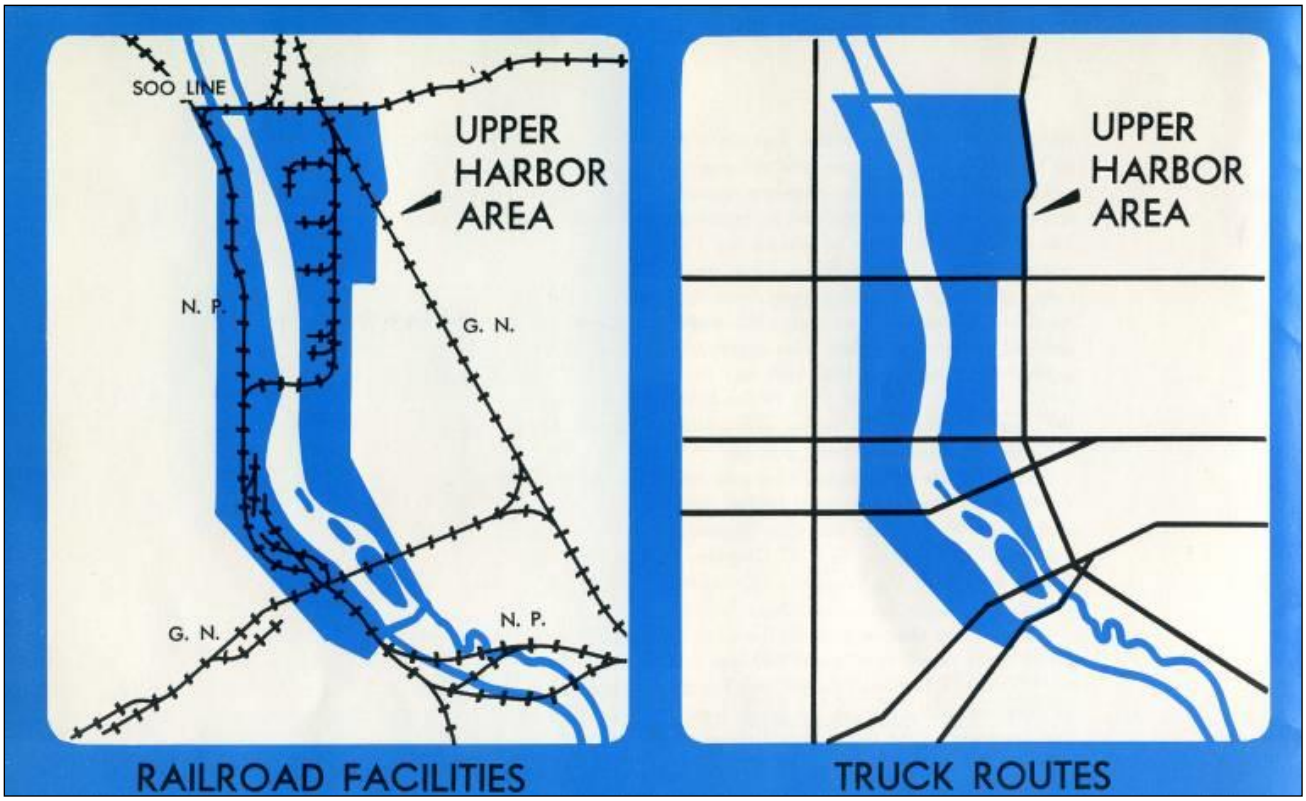

Diagram, Minneapolis City Council

UPPER HARBOR HISTORIC DISTRICT AND UPPER HARBOR TERMINAL: SURVEY AND REEVALUATION FOR HISTORIC ELIGIBILITY

AUGUST 2020

PREPARED FOR:
Minneapolis Park and
Recreation Board
2117 West River Road North
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and

City of Minneapolis
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INTRODUCTION

Project Administration

The City of Minneapolis owns the Upper Harbor Terminal (UHT), a large industrial site on the Mississippi River in north Minneapolis. The city will be redeveloping the terminal's forty-eight acres into a mix of private development and public parkland. The UHT has been previously evaluated for historic designation. Earlier studies completed by Hess, Roise and Company in May 2003 and October 2007 found potential historic districts related to the Upper and Lower Saint Anthony Falls Locks and Dams and the Upper Mississippi Harbor Development. The 2007 report found both potential districts to be eligible for listing in the National Register of Historic Places (NRHP) and for local designation as Minneapolis Historic Districts. In 2017, the 106 Group Ltd. evaluated the UHT for listing as a standalone historic district. That report found that the UHT and four Monolithic Domes were eligible for local designation. They were not eligible for listing in the National Register as a standalone district or individual properties.[1]

Over a decade has passed since the 2007 report identified potential historic districts related to the Upper Mississippi Harbor Development. The Saint Anthony Falls Locks and Dams Historic District was reevaluated in 2018 as part of the Crown Mill Hydroelectric Project and found to be eligible for listing in the National Register. The potential Upper Harbor Historic District could be impacted by the removal or redevelopment of the UHT. Ahead of redevelopment, the Minneapolis Park and Recreation Board (MPRB) and City of Minneapolis's Community Planning and Economic Development (CPED) retained Hess Roise in April 2020 to reevaluate the historic eligibility of the Upper Harbor Historic District. An archaeological subconsultant, Nienow Cultural Consultants, completed a Phase Ia archaeological review and report for only the city-owned Upper Harbor Terminal property.

Methodology

Hess Roise resurveyed the properties identified as contributing to the potential Upper Harbor Historic District. Elizabeth Gales was the surveyor for Hess Roise. Ms. Gales meets the *Secretary of the Interior's Professional Qualifications Standards* for History and Architectural History. As part of the survey, Hess Roise files from 2007 were compared to current and historic satellite images of the area, which were available from Google Earth to assess historic integrity. This was necessary since most of the properties are privately owned and not accessible. Photography was completed in person from the public right-of-way for privately owned properties. Hess Roise was given access to UHT and completed photography in person on the site.

[1] Charlene K. Roise and Penny Petersen, "Lower Saint Anthony Falls Hydroelectric Project Architectural/Historical Survey," May 2003, prepared by Hess, Roise and Company for Spaulding Consultants; Erin Hanafin Berg, Charlene Roise, and Penny Petersen, "Upper Mississippi Harbor Development, Architectural/Historical Survey, Minneapolis, Hennepin County," October 2007, prepared by Hess, Roise and Company for the Community Planning and Economic Development, City of Minneapolis; Nicole Foss and Saleh Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal, Minneapolis, Hennepin County, Minnesota," April 2017, prepared by the 106 Group for Community Planning and Economic Development, City of Minneapolis.

As part of the reevaluation, new Minnesota Individual Property Inventory Forms and Multiple Property Inventory Forms are being prepared for the resources that were resurveyed. The forms will comply with the instructions in the Minnesota State Historic Preservation Office (SHPO) *Historic and Architectural Survey Manual.*

Nienow Cultural Consultants have detailed the methodology used for the Phase Ia archaeological survey in their report, which is appended at the end of this document.

UPPER HARBOR HISTORIC DISTRICT

District Boundaries

The boundaries for the potential Upper Harbor Historic District were established in 2007 after Hess Roise surveyed a larger area defined as the Upper Mississippi Harbor Development (UMHD) by the U.S. Army Corps of Engineers. The historic district boundaries include a 1.5-mile section along the Mississippi River that had "a relatively high concentration of resources and visual continuity" at the time of the original survey.[2] The Northern Pacific Railroad Bridge spanning the river between 76 Twenty-third Avenue North and 1514 Marshall Street Northeast forms the southern boundary of the district. The north end of the boundary terminates on the west bank of the river with the former Dundee Cement Terminal (3939 North First Street and 4022 Washington Avenue North) and on the east bank of the river with the Riverside Station Power Plant Terminal (2900 Marshall Street Northeast).

The original survey report noted:

> Primary consideration was given to industrial properties that were constructed, altered, or enlarged during the UMHD's early period of significance, 1950 to 1968, and that have features such as docks, mooring cells, or boat ramps associated with harbor use. Industrial sites situated more than a block from the riverfront were assumed to have been in the area for reasons other than the waterway improvements. Similarly, it was assumed that riverfront buildings or sites that predated the period of significance were not related to the channel extension. Some of the warehouses, offices, and light-industrial buildings in the area might have been constructed in response to the increased industrial activity of the Upper Harbor, but this was a tangential effect. The bluff-top residential and commercial buildings on the east side of the river were not historically associated with the UMHD and were therefore not included in this study.[3]

The original survey excluded sites that did not retain historic integrity and the potential historic district had a geographic concentration of properties that did retain historic integrity. The narrative history in the 2007 report is included in full below.

[2] Berg, et. al., "Upper Mississippi Harbor Development," 27.
[3] Berg, et. al., "Upper Mississippi Harbor Development," 3-4.

Historical Context[4]

The Mississippi River: A Long History of Change

Between 1930 and 1940, the Corps of Engineers established a nine-foot navigation channel on the Upper Mississippi River to promote the expansion of transportation, commerce, and industry in the Upper Midwest. Extensions in Minneapolis and near Saint Louis were begun in 1937 and 1947, respectively, but not completed until 1963 and 1964. At the conclusion of this thirty-four-year undertaking, twenty-nine locks and dams had been built or modified. The project transformed the Mississippi—an unpredictable, winding river of channels and sloughs, filled with sandbars and snags, with a 73-foot drop at Saint Anthony Falls—into a stair-stepped series of slackwater pools that climbed approximately 400 vertical feet over a distance of 669 miles.[5]

Improved navigation of the Upper Mississippi River had been actively sought by the federal government since the early nineteenth century, when the surrounding area was opened to Euro-American settlement. Even before that, presidents, explorers, and businessmen contemplated the power and potential of the Mississippi as an inland waterway.[6] Until the advent of railroads, the river was the primary mode of transportation for the entire central United States, as it was a more reliable route than the region's rough roads and trails. In 1823, the first steamboat traveled from Saint Louis to Saint Paul, proving that the Upper Mississippi was navigable despite its meandering course, numerous sloughs and side channels, widely varying depth, and constant obstructions. By 1840, there was heavy river commerce between these two Midwestern ports, and the Mississippi River flourished as a transportation route. Before the Civil War, river tonnage in the United States exceeded the seagoing tonnage of all the ships in the British merchant fleet; the Mississippi had the potential to be the backbone of a new commercial empire.[7]

The U.S. Army Engineering Corps (later renamed the Corps of Engineers) was assigned responsibility for removing hazards such as submerged trees, logs, and rocks, and dredging shallow areas of the river channel, but its early efforts to tame the Mississippi did not succeed in promoting swift, reliable commerce. Steamboats were still subjected to numerous hazards, and wrecks were common. States and territories along the river actively petitioned Congress for channel improvements. William Windom, a senator from Winona, Minnesota, and later secretary of the treasury under President Garfield, chaired a committee in the early 1870s that studied railroad regulation and river navigability. Windom's committee concluded that improving the

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[4] This section is excerpted from the "Upper Mississippi Harbor Development Architectural/Historical Survey, Minneapolis, Hennepin County," prepared by Erin Hanafin Berg, Charlene Roise, and Penny Petersen, Hess, Roise and Company, October 2007.

[5] Jon Gjerde, "Historical Resources Evaluation: St. Paul District Locks and Dams on the Mississippi River and Two Structures at St. Anthony Falls," September 15, 1983, ii-iii, prepared for the Saint Paul District, U.S. Army Corps of Engineers, and available at that office; William Patrick O'Brien, Mary Yeater Rathbun, and Patrick O'Bannon, *Gateways to Commerce: The U.S. Army Corps of Engineers' Nine-Foot Channel Project on the Upper Mississippi River* (Denver: National Park Service, 1992), 11-15, 132-133, 201.

[6] Gjerde, "Historical Resources Evaluation," 55.

[7] *Mississippi River Navigation* (Vicksburg, Miss.: Mississippi River Commission and U.S. Army Corps of Engineers, 1985), available at http://www.mvn.usace.army.mil/PAO/history/MISSRNAV/steamboat.asp; Hal Quarfoth, "Shipping Booms on Old Man River: It's the Era of Towboat and Barges," *Minneapolis Tribune*, December 20, 1959.

Mississippi River and promoting river transport would be the most effective way to achieve competition between the railroads. The committee recommended a minimum four-and-a-half-foot channel on the Upper Mississippi River between Saint Paul and the mouth of the Illinois River at Alton, Illinois.[8]

This recommendation did not sit well with civic and business leaders in Minneapolis, who wished to make their city the head of navigation on the Mississippi and reap the benefits of the booming steamboat trade. Unfortunately, Saint Anthony Falls stood in the way. Over many centuries, the falls had receded upstream from the mouth of the Minnesota River, leaving behind a treacherous channel filled with debris. Boosters and the newly formed state legislature backed a private proposal in 1866 to build three locks and dams in the Mississippi River's nine-mile course between the falls and the Minnesota River. The proposed construction would dam the river at intervals, allowing vessels to reach a landing in the vicinity of the present Washington Avenue Bridge. Although Congress initially rejected the proposal, it authorized the corps to survey the area between Fort Snelling and Saint Anthony Falls. The survey recommended a lock and dam at Meeker Island, about three miles downriver from the falls. In 1867, Representative Ignatius Donnelly and Senator Alexander Ramsey persuaded Congress to support the project. Despite federal appropriations of land and cash, the private company that was to construct the facility was unable to get the project started. Frustrated navigation boosters in Minneapolis had to watch while the corps made channel improvements that benefited only their rivals downriver—including Saint Paul.[9]

Congress approved the four-and-a-half-foot channel depth recommended by Windom's committee in 1878. Hundreds of wing and closing dams were constructed between Saint Paul and Saint Louis that allowed the current to scour the riverbed. It was not until 1894—over twenty years after funding for the Meeker Island Dam was appropriated—that the corps went ahead with the project, producing a dam and lock with a thirteen-foot lift that began operating in 1906. There was little traffic to serve, however; a nine-foot channel depth had been maintained on the Lower

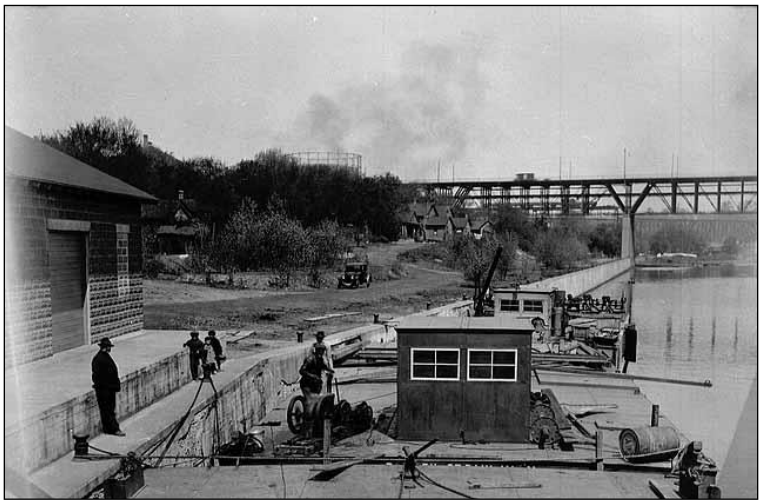
Constructing Meeker Island Lock and Dam on the Mississippi River near the Franklin Avenue Bridge, Minneapolis, ca. 1904. (Minnesota Historical Society)

[8] John O. Anfinson, *River of History: A Historic Resources Study of the Mississippi National River and Recreation Area* (Saint Paul: U.S. Army Corps of Engineers, Saint Paul District, 2003), 84-85.
[9] Adolph F. Meyer and Lewis H. Brittin, *Saint Paul's Plan for Development and Utilization of Power at Government Dam No. 1, Saint Paul, Minnesota*, prepared for the Federal Power Commission by the Saint Paul High Dam Committee (Saint Paul: McGill-Warner Company, 1921), 9-11; Anfinson, *River of History*, 90-92.

Mississippi south of Cairo, Illinois, since in 1896, and the larger riverboats bringing goods from the Delta were unable to traverse the shallower, more obstructed waters of the Upper Mississippi. A second thirteen-foot lock and dam was included in the Rivers and Harbors Act of 1899 for a site downriver of the Meeker Island facility. Construction was underway in 1906 when engineers questioned the wisdom of installing the three small dams. In 1907, Congress authorized a six-foot channel depth from Cairo to Minneapolis, making the upper river more suitable for large steamboats and towboats from the south. Construction of the dam below Meeker Island was stopped abruptly. Plans were revised to provide a high dam and a lock with a thirty-foot lift, fulfilling the same navigational purpose as the three smaller structures while providing the required six-foot channel depth, and the facility came to be known as Government Lock and Dam No. 1. The dam was completed in 1917. The outdated Meeker Island facility was partially removed and submerged in the pool above the dam. The added height allowed the dam to include a foundation for a hydroelectric plant, which was developed by the Ford Motor Company in the following decade.[10]

Government Lock and Dam No. 1, Saint Paul, 1936. The Ford Dam, as it is commonly known, provided a thirty-foot lift that rendered the Meeker Island dam obsolete. (Minnesota Historical Society)

Ironically, the early twentieth-century improvements to the Upper Mississippi River channel corresponded with a decline in transportable goods from the region. The volume of timber, once the most important freight on the river, diminished rapidly around the turn of the century. Few river cities had terminal facilities that would allow commodities to be transferred between barge and rail, and railroads had been extended far into the heartland, usurping the river's role in transporting grain. The Interstate Commerce Commission ruled in 1922 that waterborne transport on the Upper Mississippi River had not



Minneapolis Municipal terminal near the Washington Avenue Bridge, ca. 1927. (Minnesota Historical Society)

[10] Meyer and Brittin, *Saint Paul's Plan*, 9-11.

expanded enough to provide real competition to the railroads, permitting dramatic railroad rate increases that prompted businessmen, politicians, and other civic boosters to advocate more strongly for a navigable channel clear to Minneapolis.[11]

In 1924, Congress formed the Inland Waterways Corporation, charged with promoting barge operations and river transport. Shipping became well established on the nine-foot channel of the Lower Mississippi, and the Upper Mississippi Barge Line Company was organized in Saint Paul in 1925 to promote barge transport on the upper river. Barge traffic that could navigate the existing six-foot channel utilized Lock No. 2 near Hastings and Lock No. 1 in Saint Paul to reach Minneapolis. In 1927, the city built a municipal barge terminal near the Washington Avenue Bridge, the only available site below Saint Anthony Falls, finally establishing itself as the head of navigation. The terminal facilities were at the bottom of the gorge, though, without convenient railroad or vehicular access. Minneapolis still craved both a more navigable channel and a large, flat harbor, which could be created above the falls.

It is possible that a nine-foot channel for the Upper Mississippi would never have been approved if not for the efforts of Henrik Shipstead, a U.S. senator from west-central Minnesota who had been elected in 1923. Shipstead, a member of the Farmer-Labor party, lobbied alongside western and rural progressives for domestic programs supportive of union workers and farmers, who were in the midst of a growing agricultural crisis that began after World War I. As one of the primary advocates for extending the nine-foot channel, Shipstead argued that the waterway improvements were needed to fulfill the economic potential of the Midwest. When the U.S. House of Representatives passed the Rivers and Harbors Act of 1930 without authorizing the nine-foot channel for the Upper Mississippi, Shipstead proposed an amendment in the Senate that included the project and was successful in having it passed by both houses of Congress. The channel legislation was signed into law by President Herbert Hoover in July 1930.[12]

The Corps of Engineers drafted plans for twenty-six locks and dams that, together with the Ford and Hastings dams already in place, would create a series of slackwater pools from the base of Saint Anthony Falls to near Saint Louis. The plans evolved as the project moved forward in stages, with the corps prioritizing locations based on assessments of need. Local communities, however, were not always enthusiastic about the corps's proposals. The first two new lock and dam installations, planned for the Quad Cities of Iowa and Illinois, were criticized by local officials, conservationists, and railroad interests. The threat of endless lawsuits resulted in the passage of amended legislation in 1932, giving the corps the power to modify the types and locations of the locks and dams as individual facilities were designed.

Initially, the nine-foot channel was promoted as a way to alleviate the nation's farming crisis and as an antidote to the Panama Canal and railroad monopolies, factors that disadvantaged Midwestern commerce. At the height of the Great Depression, the corps recast the nine-foot channel as a work-relief effort and the timetable was accelerated to put as many people as

[11] Anfinson, *River of History*, 110.
[12] Henrik Shipstead, "Build the Waterways Now!" in *What Two Great Waterway Leaders Say* (Saint Louis: Mississippi Valley Shippers Conference, 1931), 1-7; Gjerde, "Historic Resources Evaluation," 110; O'Brien et al., *Gateways to Commerce*, 30; United States Senate Art and History webpage, http://www.senate.gov/artandhistory/history/common/briefing/senators_changed_parties.htm.

possible to work immediately. The project employed not only engineers and laborers, but also administrators, writers, and photographers. With this extensive workforce and a dedicated funding source, the project was substantially completed by 1940, many decades sooner than originally scheduled.[13]

By the time the nine-foot-channel legislation was up for reauthorization in 1937, the municipal barge terminal in Minneapolis was considered inadequate and boosters seized upon the opportunity to push for extending the channel above Saint Anthony Falls. Senator Shipstead promoted a 4.6-mile extension of the river channel and, although the corps found the $15 million project uneconomical and refused to endorse it, Congress passed legislation authorizing the Upper Mississippi Harbor Development. It was only a matter of time before Minneapolis would have access to the river above the falls—and "the best inland harbor in America."[14]

The Development of the Upper Mississippi Harbor

Despite its opposition to the project, the Corps of Engineers was responsible for constructing the Saint Anthony Falls lock and dam facilities, although Minneapolis had to shoulder some of the expense. As corps engineer F. E. Mullen explained in February 1951, "Congress has established and maintained the policy of letting the people of the basins carry the responsibility for their own development programs." He noted that "Congress authorized the [Upper Mississippi Harbor Development] project with the provision that local interests bear the cost of necessary bridge modifications and adjustment to utility structures, and furnish free of cost to the United States all lands needed from the improvement. The City of Minneapolis assumed all the responsibility for the

Raising one span of the Plymouth Avenue Bridge to accommodate barge traffic in the Upper Harbor, ca. 1955. (Upper Harbor: Minneapolis and the Future. . . .)

[13] O'Brien et al., *Gateways to Commerce*, 55-56.

[14] Gjerde, "Historic Resources Evaluation," 112; O'Brien et al., *Gateways to Commerce*, 51; Pat McCarty, "None See Immediate Boom in Upper Harbor Project," *Minneapolis Tribune*, December 2, 1962; Pat McCarty, "Upper Harbor Will Extend River Traffic," *Minneapolis Tribune*, January 13, 1963; Merlin H. Berg, "Abstract of Available Historical Data on St. Anthony Falls," copy of typescript, January 26, 1939, pages 20-21, submitted to the War Department, U.S. Engineer Office, Saint Paul, available in archives of Saint Paul District, Corps of Engineers.

required local cooperation."[15]
The city initially agreed to contribute $1.1 million towards the development. Possibly suspecting that its financial responsibility would grow, the city council passed a resolution in 1940 appropriating $300,000 a year from the general fund for as many years as necessary to complete the project. According to corps historian Raymond H. Merritt, "The fact that Minneapolis businessmen were willing to support a city contribution this large . . . indicates the extent of renewed civic interest in the river as a commercial resource." The city's investment grew to $6.6 million by the conclusion of the project in 1963, including costs for land acquisition, bridge modifications, and other improvements.[14]

Corps engineer Martin E. Nelson was instrumental in planning and implementing the UMHD project. He outlined its four main elements: "(1) the construction of a new dam to replace the obsolete masonry dam at the lower falls, (2) construction of two locks, one at the new lower dam and one at the Upper Saint Anthony Falls dam, (3) dredging connecting navigation channels and turning basins, and (4) modification of numerous bridges, cable and pipeline crossings, and water power installations." This succinct description, however, minimizes the complexity and scale of the project.[15]

An illustration by the Corps of Engineers showing the anticipated physical impact of the locks and dams on the area of Saint Anthony Falls, ca. 1945. (Minnesota Historical Society)

One challenge was presented by the physical characteristics of the river below Saint Anthony Falls, where its course was relatively narrow and in a gorge. As a result,

[15] F. E. Mullen, "The Upper Harbor Development," typescript, February 1, 1951, pages 2, 7-8, paper presented to the Hydromechanics Colloquium Meeting, copy available in archives of Saint Paul District, Corps of Engineers; Lucile M. Kane, *The Falls of St. Anthony, The Waterfall That Built Minneapolis* (Saint Paul: Minnesota Historical Society Press, 1987), 176.
[14] Raymond H. Merritt, *Creativity, Conflict and Controversy : A History of the Saint Paul District, U.S. Army Corps of Engineers* (Washington, D.C.: Government Printing Office, 1979), 148; Timothy Blodgett, "Upper Harbor Project to Open Saturday, But City Lacks Barge Facilities," *Minneapolis Tribune*, September 15, 1963; Daniel M. Upham, "Upper Harbor May Be Open in Four Years," *Minneapolis Tribune*, June 14, 1959.
[15] Martin E. Nelson, "Nine-foot Channel Extension Above St. Anthony Falls," *Minnesota Engineer* 11 (June 1960): 8.

obstructions had to be minimized during construction and in the final design to reduce the danger of flooding. In addition, the Saint Peter sandstone underlying the area was soft and crumbled easily, a poor foundation for structures perpetually pounded by the Mississippi's current. Engineering alternatives were considered with the aid of a 1:50-scale model of the project area developed at the University of Minnesota's Hydraulic Laboratory, which was conveniently located on Hennepin Island, right in the middle of the project. In addition to the work directly related to the locks and dams, ten of the eleven bridges upstream from the Washington Avenue Bridge had to be raised or altered to provide clearance for navigation. Cribs and shear gates were built to protect the bridge piers and guide the barges. The Minneapolis Western Railway Bridge, which passed over the site of the lower dam, was removed altogether. Further complicating the project was the fact that the existing municipal barge terminal, located about one-third of a mile below the site of the Lower Lock and Dam, was in constant use, crowded with barges docked two and three deep that were loaded with critical commodities such as coal and heating oil. The locks and dam upstream had to be constructed without disrupting the existing barge traffic.[16]

Given the engineering challenges—and the interruption of World War II—construction was not initiated until 1948. The passage of time allowed people to reconsider the project, and when news of the imminent construction was touted in the local press, it was met with criticism by some members of the public. For the most part, however, politicians, business and civic leaders, and the editorial boards of the Minneapolis newspapers wholeheartedly supported the project. Minneapolis Mayor Hubert H. Humphrey strongly advocated for the improvements before his election to the Senate in 1948, and his mayoral successor, Eric Hoyer, supported the project during his four terms in office. Fifth District Representative Walter Judd shepherded post-war appropriations for the project through Congress.[17]

Lower Saint Anthony Falls Lock and Dam under construction, ca. 1955. (Upper Harbor: Minneapolis and the Future. . . .)

The revised schedule called for the entire UMHD project to be completed by 1957 at a cost of $20.5 million. The first step was dredging the river from the existing head of navigation at the municipal barge terminal to the site of the lower lock. In 1950, work began on the lower lock structure. It was not possible to divert the entire channel of the river, so the construction was planned in phases, with cofferdams

[16] Kane, *The Falls of St. Anthony*, 154; Mullen, "The Upper Harbor Development," 9-10; "Flooding and Untimely Thaws Test Contractors' Mettle on River Job," *Construction Bulletin*, March 6, 1952, 36-41.
[17] "Is the Upper Harbor Worth All the Cost?" *Minneapolis Star*, August 2, 1948; Blodgett, "Upper Harbor Project to Open Saturday."

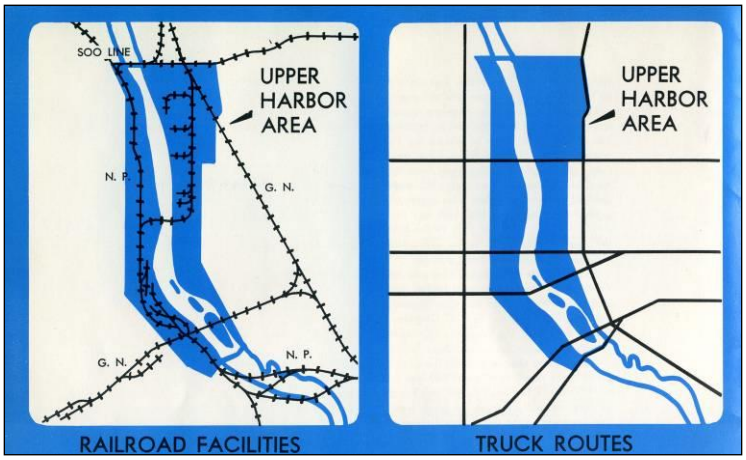
dewatering one section of the river at a time. Although work on the lower lock and dam was scheduled to be completed by 1953, it was delayed by higher-than-usual spring river flows and a flood of the construction site in November 1951. The lower lock complex was not finished until 1956.[18]

Doubts about the long-term viability of the project seemed to grow in direct proportion to the increased costs and construction delays. Competition was increasing from railroads, whose rates to haul bulk commodities dropped, and from a proposed industrial port on the Minnesota River near Savage. Dwindling public support was reflected in a 1953 editorial in the *Minneapolis Star*:

> A growing number of persons wonder about the projected Mississippi River harbor in north Minneapolis. Cost estimates have gone skyward, while barge traffic hasn't expanded as once seemed likely. . . . The *Star* long has supported the Upper Harbor as a way to provide cheaper transportation of certain commodities and as an industrial development that could add to the tax base of the city. But maybe new conditions dictate a reconsideration of previous conclusions.

The editorial ended with a call for the city council to review the project, but government officials and other civic leaders remained staunchly in support.[19]

In 1954, the corps again questioned the viability of the project and argued against its completion, despite $11 million that had already been spent. Upper Harbor advocates reacted by launching a public relations campaign. The Minneapolis City Council produced a booklet supporting the development, in which council president Eugene E. Stokowski stated:



This diagram, printed in a promotional brochure distributed by the Minneapolis City Council, illustrated the Upper Harbor's proximity to existing transportation routes.

> The Mississippi, life's blood [*sic*] of the nation, is especially vital to Minneapolis. Through the nine-foot channel, the Congress has made river transportation available to the very doorstep of one of the largest industrial areas in mid-America: the Upper Harbor area above Saint Anthony Falls. Since the project was approved in 1937, Minneapolis has been investing time and resources to bring it to completion. Now, with our partners, the Federal Government, we must secure the final lock and dam to connect our great natural harbor with the waterways of the

[18] "Solving a Tricky Dewatering Problem," *Engineering News-Record*, October 11, 1951, 39-40, 43.
[19] "Minneapolis Pork Barrel?" *Minneapolis Star*, March 12, 1953.

> world. We feel we are on the brink of a new era in which our city will flourish as never before. The Upper Harbor is an integral part of that new era.[20]

The booklet included statements of support from Governor Orville E. Freeman and the entire Washington delegation—U.S. Senators Humphrey and Edward J. Thye and Congressmen Judd and Roy W. Wier. The booklet's diagrams and graphs showed how the Upper Harbor would augment the existing transportation network and pointed to Saint Paul's presently inimitable superiority as a river port. The Minneapolis Chamber of Commerce came out in force to support the project, lobbying Congress with a fifty-member delegation and a favorable research report. The corps ultimately came around to continuing the project, if only to avoid wasting money already spent.[21]

Construction on the upper lock began in 1959 and was tentatively scheduled for completion in 1963. The costs of the entire development had risen to a projected $39 million, but river shipments had also increased, bolstering optimistic projections for the Upper Harbor. A 1959 article in the *Minneapolis Tribune* proclaimed "Shipping Booms on Old Man River," citing a recent speech by Governor Freeman in which he predicted that the river states—located along what he termed the "nation's fifth seacoast"—would have the greatest share of economic growth in the next decade. Following the completion of the nine-foot channel on the Upper Mississippi, river shipments grew from 3.5 million tons in 1940 to 24.5 million tons in 1958. Minneapolis business leaders anticipated that this growth in shipping would lead to an influx of grain processing facilities, steel and machinery fabricating industries, fertilizer plants, sand and gravel companies, and similar operations to the Upper Harbor.[22]

As the upper lock neared completion, frequent articles in the local press praised and promoted the project. Photographs of the evolving facilities were featured in several issues of the *Minneapolis Tribune*, including in the Sunday "Picture" section. In September 1962, a collection of photographs illustrated the structure, design, and engineering of the upper lock under the heading "Upper Harbor Is in Final Stretch." The cover of the newspaper's Sunday business section showed the steel deck truss that replaced two spans of the Stone Arch Bridge, accompanied by an article entitled "Long Dream, Upper Harbor Will Go into Use in Spring." A month before the grand opening of the upper lock, an editorial in the *Minneapolis Tribune* acknowledged: "That Minneapolis has tended to forget the Upper Harbor is not surprising—appropriations and construction were dragged out far longer than anyone dreamed at the start. What is needed now is an insistent promotional effort to acquaint everyone concerned with the opportunities the Upper Harbor offers."[23]

Enthusiasm for the project was not universal. At the same time local interests were eagerly anticipating its completion, the project was being derided nationally as an example of

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[20] *Upper Harbor: Minneapolis and the Future. . . .* (Minneapolis: City Council of Minneapolis, n.d. [1956?]), 1.
[21] At the time Judd and Weir were in the U.S. House of Representatives, Minnesota's Fifth Congressional district encompassed most of south Minneapolis, and the Third District comprised the remainder of Hennepin County and all of Anoka, Isanti, Chisago, and Washington Counties. Don Morrison, "Upper Harbor Swings into Last Phase," *Minneapolis Tribune*, November 13, 1959; McCarty, "Upper Harbor Will Extend River Traffic."
[22] Hal Quarfoth, "Shipping Booms on Old Man River," *Minneapolis Tribune,* December 20, 1959.
[23] "Upper Harbor's Value," *Minneapolis Tribune,* August 19, 1963; McCarty, "Long Dream, Upper Harbor Will Go into Use in Spring," *Minneapolis Tribune*, November 4, 1962.

uncontrolled government spending. It was criticized by the president of the U.S. Chamber of Commerce in Washington, D.C., and an article in *Life* magazine about "pork barrel outrage" profiled the Upper Harbor along with other projects as examples of fiscal waste. The magazine printed an aerial photograph of the Saint Anthony Falls area with a caption that read:

> The new Minneapolis dam and lock are part of a $30.3 million pipe dream to extend Mississippi River navigation above the city. Designed to permit shipping to bypass Saint Anthony's Falls [*sic*] through a system of locks, the project was disapproved by the Army Engineers in 1932. Congress authorized it in 1937 and continued to pour money into it down through the years. Its champion, former Representative Walter Judd, calls it "no pork barrel . . . but vital to our area." But as the project nears completion the city has no plans to develop the harbor that it will open to shipping.[24]

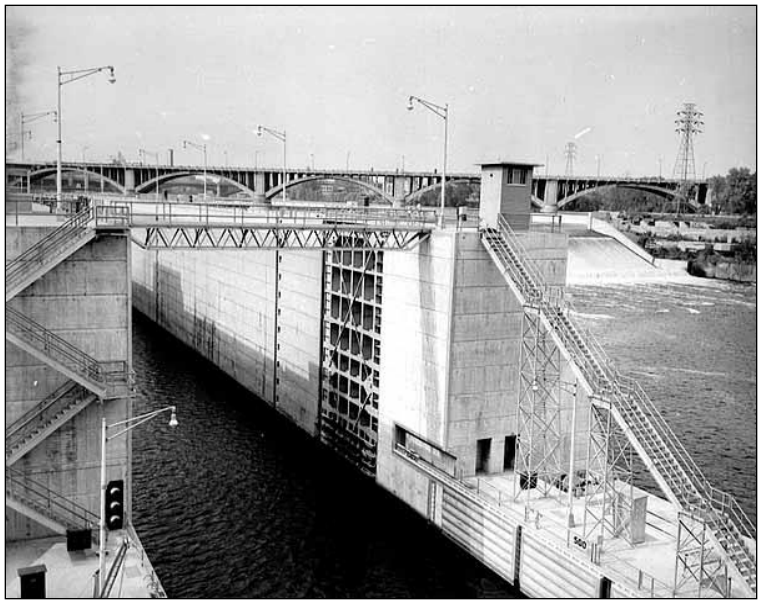
Even locally, enthusiasm was tempered by reality. A headline in the *Minneapolis Tribune* had admitted months earlier that "None See Immediate Boom in Upper Harbor Project," and explained why "even the most loyal supporters of the program agree that its economic benefits will be slow in coming." Several companies that had pledged to build docks and terminals in the Upper Harbor lost interest as the project was delayed, found other facilities along the newly opened Minnesota River channel, or merged with companies that already had dockage facilities elsewhere. Northern Waterway Terminals Corporation, which operated the existing municipal barge terminal, said that it had no definite plans to expand above the falls. The secretary of the Upper Mississippi Waterway Association—the commission formed by the federal government to promote barge traffic on the Upper Mississippi—believed that the economic development of the Upper Harbor would depend upon public investment in terminal facilities. Other public officials, including City Engineer Gordon Bodien, disagreed and thought that increased barge activity on the river would spur the construction of terminals by private enterprises.[25]

The upper lock was officially dedicated in September 1963. The *Minneapolis Tribune* gave advance notice of the grand opening ceremony:

> A decades-old dream becomes a reality next Saturday morning, when a tugboat pushing a barge up the Mississippi River chugs past the towers of downtown Minneapolis. The tug and barge will be the first craft to be lifted through two locks bypassing Saint Anthony Falls—the mammoth effort, twenty-six years in the doing, known as the Upper Harbor project.

The dedication was attended by dignitaries including former Congressman Judd, who gave the keynote address, Senator Eugene McCarthy, Corps of Engineers district chief Lt. Col. Leslie B. Harding, and Minneapolis Mayor Arthur Naftalin. McCarthy described the Upper Harbor project as the link that tied Minneapolis to the "great cities of the United States that are part of the country's waterways commerce system." Harding acknowledged that the project represented a

[24] Keith Wheeler, Henry Suydam, Norman Ritter, Bill Wise, Howard Sochurek, "Now—See the Innards of a Fat Pig," *Life* 55 (August 16, 1953): 55.
[25] McCarty, "None See Immediate Boom in Upper Harbor Project"; McCarty, "Upper Harbor Will Extend River Traffic"; "NSP Begins Expansion of Riverside Unit," *Minneapolis Tribune*, January 7, 1962.



A view through the lower gate of the Upper Saint Anthony Falls Lock, ca. 1963. (Minnesota Historical Society)

"challenge and an opportunity for one of the great industrial and commercial centers of the United States." Mayor Naftalin suggested that the city "should plan at the proper time to erect a city barge terminal to make full use of its newly opened and expanded waterfront," reversing earlier statements by city officials and acknowledging the apparent lack of private initiatives in the newly opened harbor.[26]

During the ceremony, the tugboat *Savage* pushed a 195-foot-long barge through the upper lock, breaking a red ribbon that spanned the lock at the high-water level. The barge was loaded with 756 tons of sewer pipe destined for use in the Minneapolis Auditorium expansion. It was all for show. Without docks and terminal facilities in the Upper Harbor, the barge was forced to pass back through the lock two hours later to unload its cargo at a terminal on the Minnesota River.[27]

Terminal Development in the Upper Harbor

The embarrassing lack of terminal facilities was somewhat ameliorated only a few days after the upper lock's grand opening with the completion of a dock at Northern States Power's (NSP) Riverside Plant. The facility began receiving coal shipments by barge several weeks later and transported coal exclusively by barge for the remaining few months of the navigation season. NSP was apparently satisfied with the service, announcing plans to ship approximately one-third of its annual coal tonnage by barge in subsequent

The NSP Riverside Station barge dock facilities, ca. 1968. (Merlin H. Berg, "Upper Harbor Terminal Report")

[26] "$36 Million Harbor Project is Opened," *Minneapolis Star*, September 21, 1963.
[27] "New Step Up the Mississippi Opens," *Minneapolis Tribune*, September 22, 1963; Blodgett, "Upper Harbor Project to Open Saturday."

years. But NSP remained the only company in the Upper Harbor area with dock facilities in 1963.[28]

One year after the upper lock opened, the *Minneapolis Tribune* reported that barge activity in the Upper Harbor was still slow, although American Iron and Supply Company had built a barge dock in early 1964 and two other facilities were under construction by Scherer Brothers Lumber Company and the J. L. Shiely Company. According to the article, "many city officials and businessmen close to the Upper Harbor development see its future as, at best, uncertain." Much of the blame was placed on the railroads, which were major landowners along the riverfront and viewed the barge lines as direct competition. The Minneapolis City Council also was criticized for not promoting the industrial potential of the area more vigorously. The Minneapolis Chamber of Commerce and the Twin City Barge and Towing Company, based in Saint Paul, remained optimistic that barge traffic to the area would continue to increase and that Minneapolis was now positioned to take advantage of it.[29]

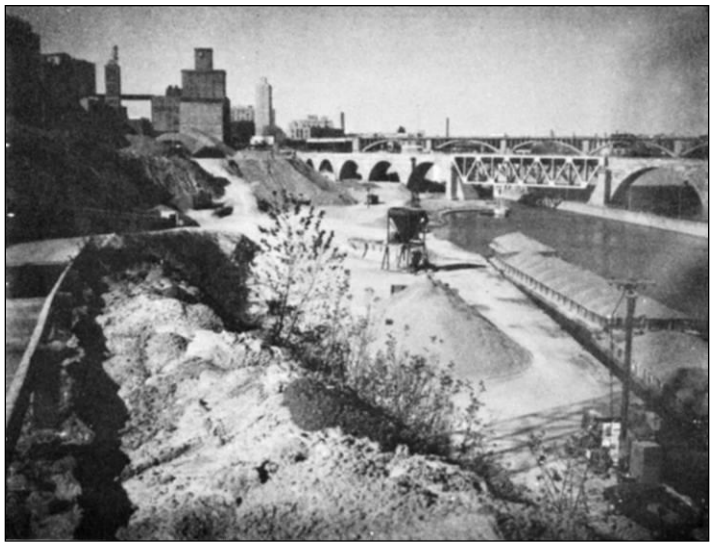
The Minneapolis City Council formed a Citizens' Upper Harbor Committee in 1964 and charged it with establishing "an orderly economic and effective program of governmental and private action in developing industrial areas of Minneapolis, with its initial attention to be given to the Upper Harbor area." The Citizens' Committee debated whether an independent port authority should be created to manage and develop the Upper Harbor, but ultimately drafted a bill for legislative approval in 1965 that gave similar powers to the Minneapolis City Council. At the committee's recommendation, the city council established the Minneapolis Industrial Development Commission (MIDC) with a mandate to develop a public river terminal.[30]

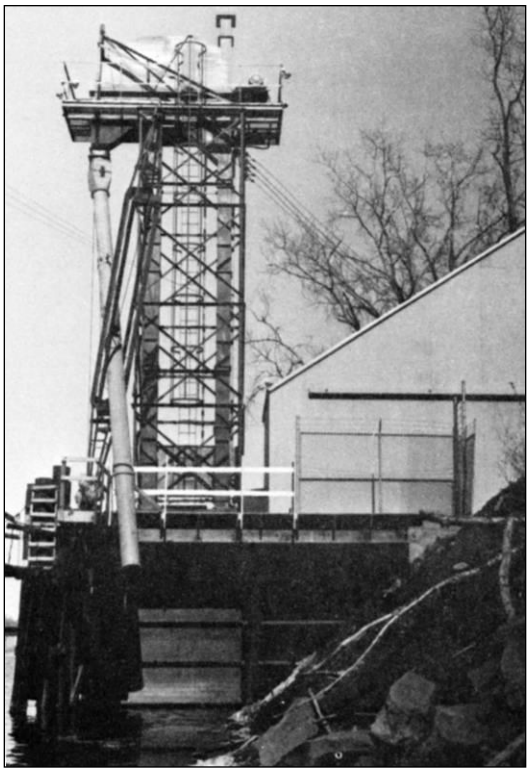
In early 1965, the Northern Waterways Terminals Corporation, which leased ten acres of the municipal terminal near Washington Avenue from the city, proposed relocating to the Upper Harbor. After considering this option at length, the MIDC recommended in 1967 that the city council establish a public terminal in the Upper Harbor and phase out operations at the old terminal. A consultant was hired to develop an economic study and a preliminary engineering layout for a twenty-one-acre parcel of land owned by the city on the west bank of the Upper Harbor. The property, which had 1,200 feet of river frontage, was bounded by Dowling Avenue North, Thirty-sixth Avenue North, Second Street North, and the river. The site was level and had room for expansion, adequate drainage, and excellent access to rail and roadways.

The consultant, Merlin H. Berg, submitted a report in March 1968 that explained the limited private investment in the Upper Harbor to that point. According to Berg, barge traffic through the Saint Anthony Falls locks before 1967 was mainly for the transportation of coal to the NSP Riverside Plant and sand and gravel to the Shiely Terminal in the intermediate pool between the

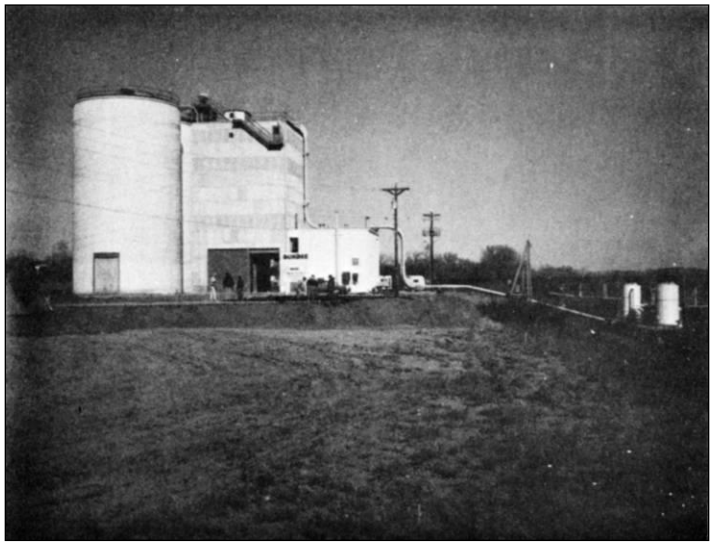
[28] "Barge Traffic Increases," *Minneapolis Tribune*, December 29, 1963.
[29] "Port Authority Proposed for City," *Minneapolis Tribune*, October 17, 1963; Frank Premack, "Port Authority Issue Faces City Council," *Minneapolis Tribune*, January 19, 1964; "Port Authority Proposal for City Protested," *Minneapolis Tribune*, April 30, 1964.
[30] Minneapolis Industrial Development Commission, "A Report on the Minneapolis Upper Harbor Terminal," 1973, 2.

locks. In 1967, the Victoria Elevator Company established a grain-handling facility (no longer extant) on the east bank of the river above the Broadway Bridge, and the Dundee Cement

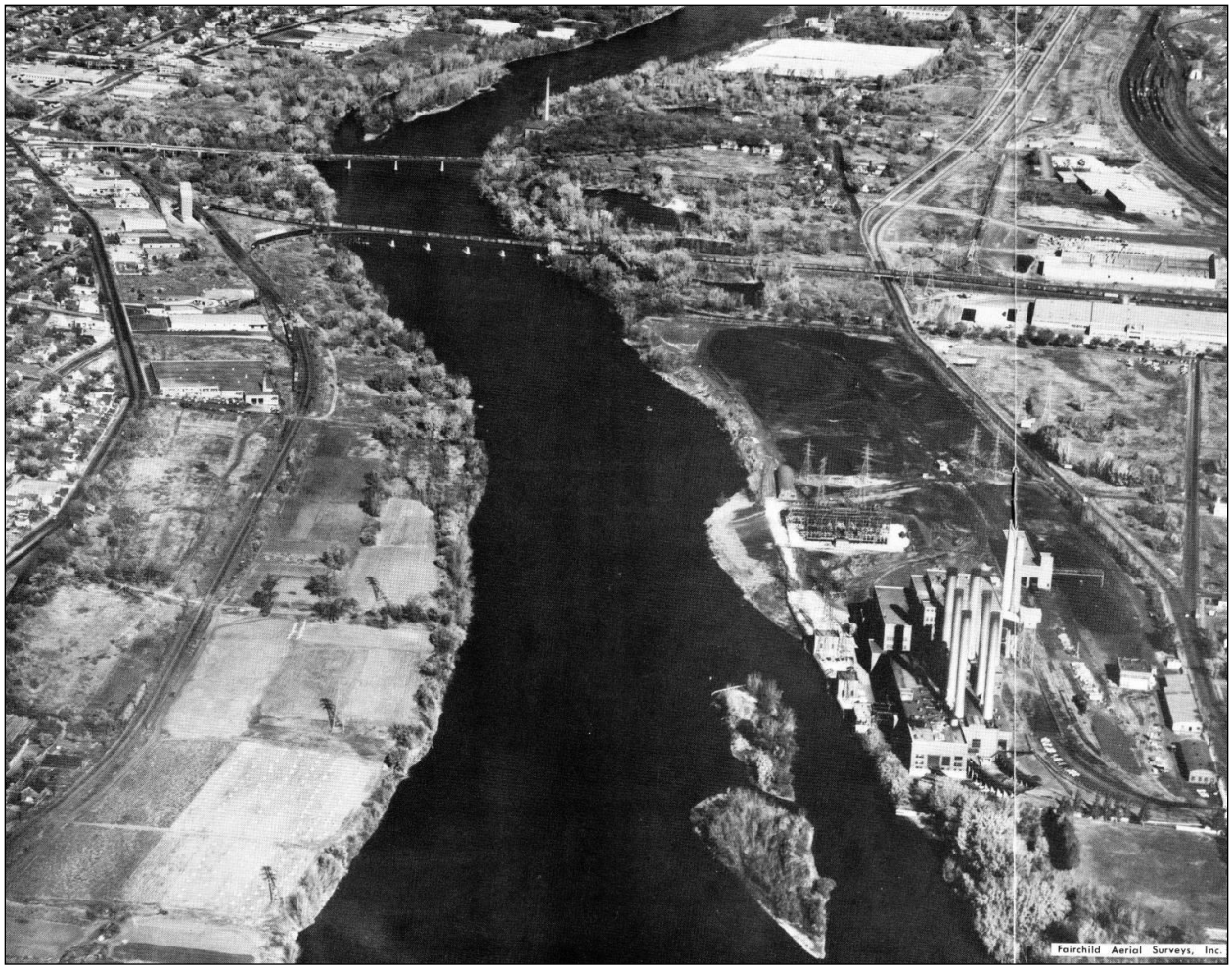




The barge terminals of the J. L. Shiely Company Yard "C" (above), Victoria Elevator Company (right), and Dundee Cement Company (below) were all established on the Upper Harbor in 1967. (Berg, "Upper Harbor Terminal Report.")



Company distribution plant was constructed on the west bank above the proposed public terminal site. Berg concurred with business leaders that the Upper Harbor had not reached its potential for industrial development and that the existing municipal terminal was inadequate and should be relocated to the Upper Harbor site.[31]



This photograph shows the area of the future Upper Harbor Terminal, ca. 1955. The NSP Riverside Station Power Plant is at right. (Upper Harbor: Minneapolis and the Future. . . .)

Berg's report included a preliminary plan for the layout and use of the municipal terminal. At first, the site would be used largely for open commodity storage. Fill from the nearby construction of Interstate 94 covered much of the site and would have to be removed before extensive improvements could be made. Berg anticipated demand for storage and transfer of many different kinds of commodities ranging from newspaper, twine, and wire to coal, salt, and fertilizer. Additional land would be needed for open storage and the construction of a warehouse, tanks, and elevators. Berg recommended that the city acquire adjacent parcels to extend the site

[31] Merlin H. Berg, "Upper Harbor Terminal Report," prepared for Department of Public Works, Minneapolis, March 1968, 2-3, 16-17.

from about twenty-one acres to just over fifty acres; this was accomplished over the coming decade at a cost of about $1.85 million.[32]

Northern Waterway's request to relocate to the Upper Harbor was granted by the city council in 1967. The company agreed to undertake the initial capital improvements to the site, receiving reimbursement from the city, at a depreciated rate, only if the company's lease was terminated. Northern Waterways commissioned the construction of a 3,000 square-foot office building, a scale and scale house, and a barge dock. The office and barge dock were completed in 1968 at a cost of about $200,000. The scale and scale house were built shortly thereafter. The company also installed roadways and fencing so vacant land could be used for open commodity storage.[33]

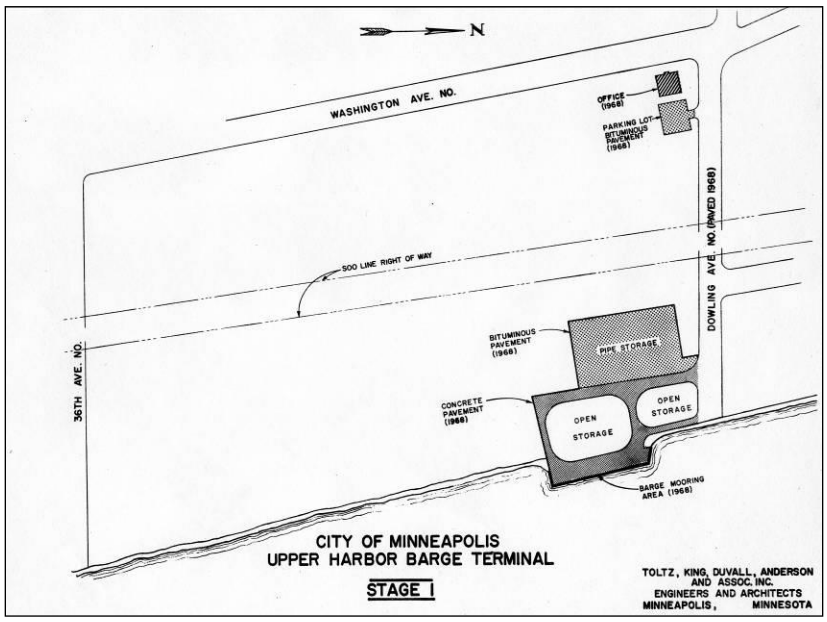
In 1969, the architecture and engineering firm Toltz, King, Duvall, Anderson and Associates (TKDA), designer of the terminal office building, was hired to plan the remainder of the UHT site. The plans called for developing the site in three additional stages, adding buildings and acquiring additional land to diversify the kinds of commodities that could be stored and transferred at the terminal.

The Upper Harbor Terminal office building at 3700 Washington Avenue North, shortly after completion in 1968. (CPED files)

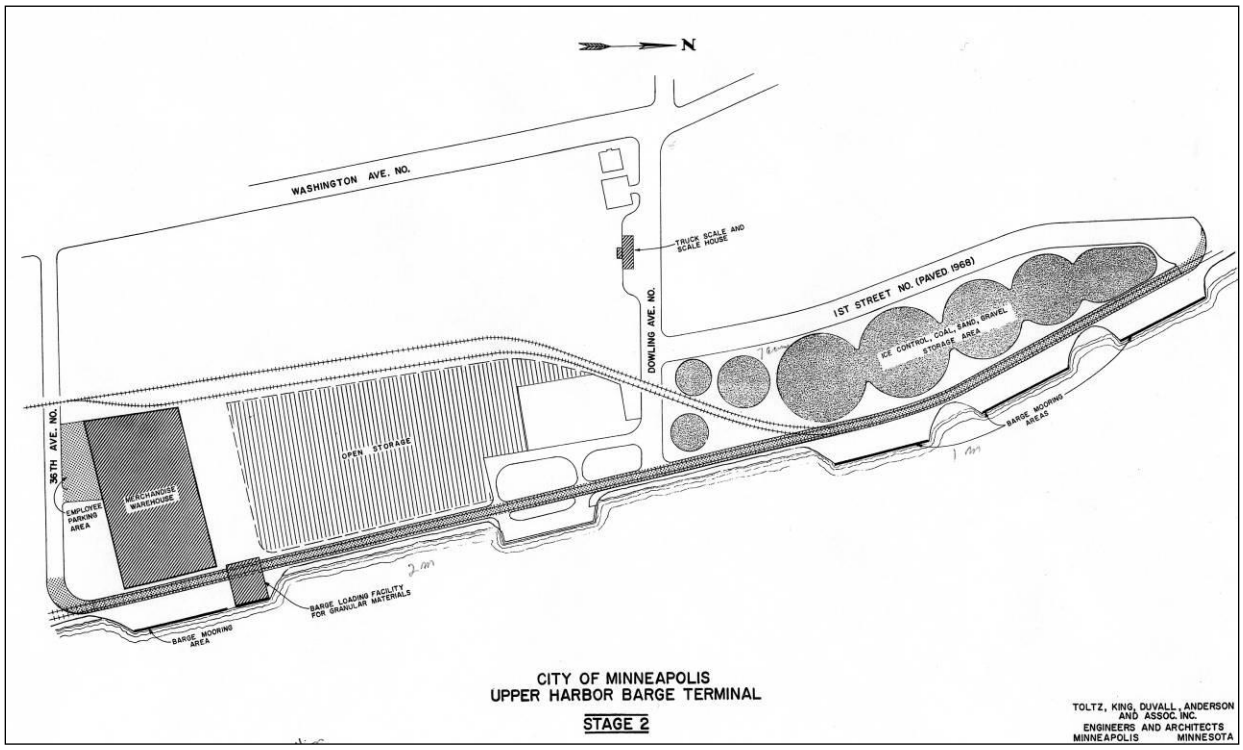
The second phase of the Upper Harbor Terminal's development was completed in 1971 with the construction of a 110,000 square-foot warehouse and another barge dock. Additional facilities were added gradually in several phases over the next sixteen years as the master plan took shape. Asphalt tanks, dykes, and docks were built at both ends of the terminal site in the early-to-mid-1970s. A grain handling facility was built in the mid-1970s, with a four-silo elevator, overhead and underground conveyors, a rail dump, and a riverfront load-out tower. Between 1982 and 1987, four thin-shell concrete storage domes were erected. The construction method, which used inflated fabric membranes that were sprayed with insulation and concrete, reinforced with rebar, was a recent invention. The dome constructed in 1982 is possibly the earliest thin-shell concrete dome built using this method in this region of the country. Vital infrastructure, such as roadways

[32] "A Report on the Minneapolis Upper Harbor Terminal," 6.
[33] Ibid., 5; "Upper Harbor Terminal Will Be Dedicated," *Minneapolis Tribune,* August 1, 1968.

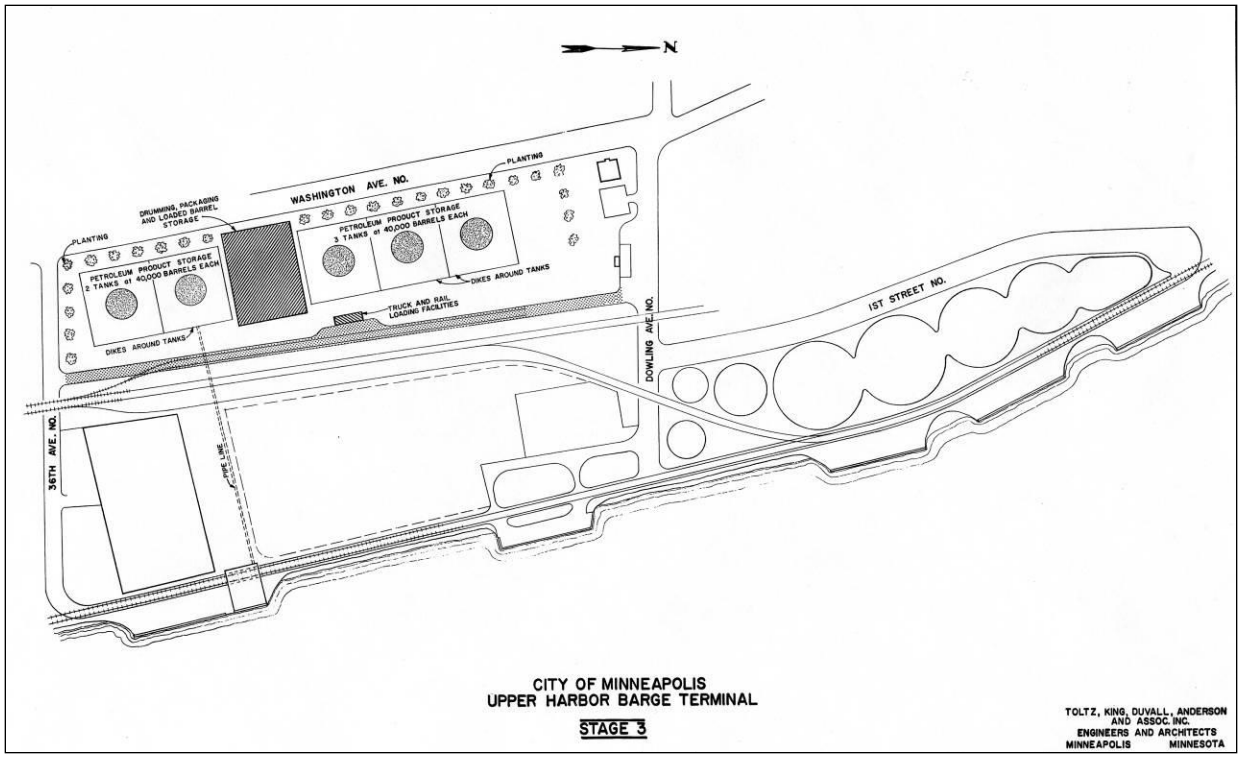
and railroad spurs, office and accessory structures, and open storage areas, also took shape over the years.[34]



Three stages of development were planned for the Upper Harbor Terminal by TKDA. The first stage (left) was completed in 1968 and the second stage (below) between 1969 and 1971. The third stage (following page) was not realized as planned, but aspects of it were completed in the mid-1970s. (CPED files)



[34] "A Report on the Minneapolis Upper Harbor Terminal," 6, 39-41; "Plan Will Increase Upper Harbor Use," *Minneapolis Tribune*, December 14, 1971; "Upper Harbor Terminal: History, Status and Operations," 1994, 5.

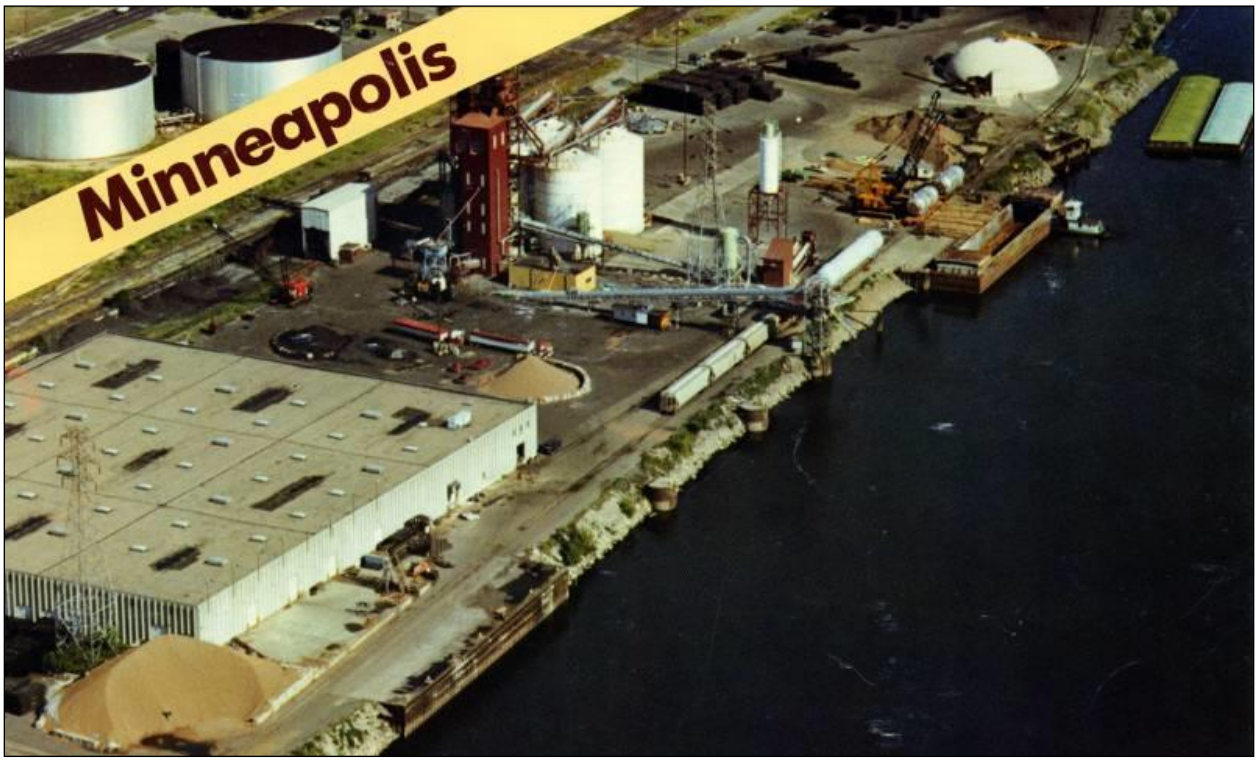


The municipal Upper Harbor Terminal has been managed by six companies over its thirty-eight-year history. Northern Waterway Terminals, which had operated the original municipal terminal since 1949, declared bankruptcy in 1973. The city engineer's office took over operation of both terminals for what proved to be a very expensive year—the facilities (and the city) lost approximately $500,000. The Bolander Conlan Terminal Corporation leased the Upper Harbor facility from the city from 1975 until the company was purchased in 1979 by Con-Agra, which assumed the lease. Late in 1982, Con-Agra sued the city over a number of issues and, when the lawsuit was decided in the city's favor, Con-Agra's contract was terminated. Packer River Terminals, which also operated a barge terminal facility in South Saint Paul, ran the UHT from 1983 to 1991. This contract, too, ended with a lawsuit: the company claimed that a two-year drought, which greatly reduced revenues, permitted the company to withhold rent payments. Although the lawsuit resulted in a favorable judgment for Minneapolis, it required that the city find a new operator for the UHT. River Services has operated the UHT since 1991.[35]

Private terminals continued to be developed or expanded in the Upper Harbor after the municipal terminal was established. Both Dundee Cement and American Iron enlarged their docking facilities. The J. L. Shiely Company relocated to the Upper Harbor around 1990 after its terminal between the locks was acquired by the Minneapolis Park and Recreation Board for the construction of Mill Ruins Park. At this time, Shiely built a dock adjacent to the city-owned Northside Garage and established storage yards and concrete manufacturing facility on nearby parcels.[36]

[35] The first municipal terminal came to be known as the Lower Harbor Terminal after the completion of the Upper Harbor; "Commercial Navigation Strategic Plan," 1988, 1.
[36] "Upper Harbor Terminal: History, Status and Operations," 5.

Presently, two barge terminals, five docking locations, two groupings of mooring cells, four altered bridges, and the Upper and Lower Saint Anthony Falls Locks and Dams are substantially intact along the 4.6-mile length of the Upper Mississippi Harbor Development area. As explained in the following section, two groupings of these resources effectively convey the story of the Upper Harbor's development and are eligible for historic designation.



This aerial photograph of the north end of the Upper Harbor Terminal site was printed in a Packer River Terminals brochure around 1983. (CPED files)

FINDINGS AND RECOMMENDATIONS

Criteria for Historic Designation[16]

As part of this project, properties were assessed for historical significance using the National Register of Historic Places criteria and applicable municipal ordinances. While mainly an honorary designation, listing in the National Register or a determination of eligibility requires federally funded or permitted projects to be reviewed for their impacts on historic resources, as directed by Section 106 of the National Historic Preservation Act. Designation under local landmarks laws often includes protective measures including review by the historic preservation commission of proposed alterations and demolition.

The criteria for the National Register and for local landmark designation are similar, but the standards for National Register evaluation are higher and more restrictive. Established by the National Historic Preservation Act of 1966, the National Register consists of properties "significant in American history, architecture, archeology, engineering, and culture." To be considered significant, a property must meet one or more of the following criteria:

Criterion A: be associated with events important to broad patterns of history;
Criterion B: have a significant association with the life of an important person;
Criterion C: represent a type, period, or method of construction; or be the work of a master; or express high artistic values; or
Criterion D: yield, or be likely to yield, information important in prehistory or history.

Typically, above-ground properties merit National Register designation based on the first three criteria; Criterion D is usually applied to archaeological sites. Properties can achieve significance on a local, state, or national level. A property may be individually eligible for listing in the National Register, or eligible as a contributing component of a historic district. In addition to significance, a property must maintain physical integrity to be considered for the National Register and must usually be over fifty years old unless it ranks as exceptionally significant.

Criteria for local landmark designation are provided in the Heritage Preservation Regulations (Chapter 599) of the Minneapolis code. A property can merit designation "because of its historical, cultural, architectural, archaeological, or engineering significance" under the following criteria:

1. The property is associated with significant events or with periods that exemplify broad patterns of cultural, political, economic or social history;
2. The property is associated with the lives of significant persons or groups;
3. The property contains or is associated with distinctive elements of city identity;
4. The property embodies the distinctive characteristics of an architectural or engineering type or style, or method of construction;

[16] This section is excerpted from the "Upper Mississippi Harbor Development Architectural/Historical Survey, Minneapolis, Hennepin County," prepared by Erin Hanafin Berg, Charlene Roise, and Penny Petersen, Hess, Roise and Company, October 2007.

5. The property exemplifies a landscape design or development pattern distinguished by innovation, rarity, uniqueness or quality of design or detail;
6. The property exemplifies works of master builders, engineers, designers, artists, craftsmen or architects; or
7. The property has yielded, or may be likely to yield, information important in prehistory or history.

Previous Evaluations

2007 Report Findings

In the original 2007 report, the Upper Harbor Historic District was identified as a 1.5-mile section of the Mississippi River north of the Broadway Avenue Bridge. The report does not clearly identify a period of significance for the district, but it appears to be from 1950 to 1968. This is the period when construction of locks and barge terminals, and modifications to existing structures, like bridges, occurred.

The district was recommended eligible for listing in the National Register under Criterion A in the areas of Commerce, Maritime History, and Transportation. The district was also eligible under Criteria Consideration G because at the time of the survey the properties were less than fifty years old. The report claimed: "In the case of the Upper Harbor, the resources have achieved extraordinary significance because of their role in the industrial development of the city." It continued that: "The barge terminals of the Upper Harbor are the only remaining industry intrinsically tied to the Mississippi River in the city of Minneapolis; as such, they are resources that are fragile, with a future jeopardized by their industrial use and riverfront location."[17]

The UHT property was identified as the largest barge terminal property in the district. The report stated that:

> The UHT property would most readily qualify for National Register designation as part of a larger district. The terminal's four monolithic concrete domes appear to be the only examples of a unique method of dome construction in Minneapolis. Additional research into the historical context and architectural importance of these domes might reveal that they are eligible for National Register designation with local significance under Criterion C in the area of Engineering.[18]

The UHT was recommended as eligible for local designation under Criteria 1, 2, and 3 "for its importance as an industrial site envisioned, promoted, constructed, and funded by the City of Minneapolis in association with the Upper Mississippi Harbor Development."[19]

Resources in the district included structures in the river and buildings and structures on land. The report did not clearly identify resources as "contributing" or "non-contributing" to the district. In the inventory forms, properties were described as "historic" or as not significant but

[17] Quotes from Berg, et. al., "Upper Mississippi Harbor Development," 30.
[18] Berg, et. al., "Upper Mississippi Harbor Development," 28.
[19] Quote from Berg, et. al., "Upper Mississippi Harbor Development," 28. See also Berg, et. al., "Upper Mississippi Harbor Development,"3, 25-28.

"compatible" with the character of the district. Of the nine properties included in the district, two of the properties were identified as not historic because they were constructed outside the period of significant or had compromised integrity. The table below lists the properties, which are described from south to north using their historic names. For the purpose of this report, the terms "contributing" or "non-contributing" have been assigned to each property. The protocol for issuing inventory numbers at the time of the survey did not provide numbers for complexes but instead assigned numbers for each building, structure, or site on a property. The range of inventory numbers for each property is included in Table 1 below.[20]

[20] The inventory numbers listed in the report were later replaced by SHPO staff. The inventory numbers included in the table match the current SHPO database.

Table 1. Properties in the Upper Harbor Historic District (2007 Findings)			
Property Name	**Address**	**SHPO Inventory Nos.**	**Contributing / Non-contributing**
Northern Pacific Railroad Bridge and Shear Gates		HE-MPC-9640 and HE-MPC-9641	Contributing
Huron Cement Terminal	33 Twenty-sixth Avenue North	HE-MPC-9626 to HE-MPC-9630	Contributing
American Iron and Supply Company	2800-3018 North Pacific Street	HE-MPC-9601 to HE-MPC-9614	Contributing
J. L. Shiely Yard "D" and Barge Dock	30, 45, 65 Twenty-sixth Avenue North 2602, 2612, 2622 Mill Street	HE-MPC-9632 to HE-MPC-9635	Non-contributing
Northside Dock and Boat Ramp	2710 North Pacific Street	HE-MPC-9642 and HE-MPC-9643	Contributing
Lowry Avenue Bridge (Bridge 2723) and Shear Gates		HE-MPC-8351 and HE-MPC-9409	Contributing
Upper Harbor Terminal	3700-3750 Washington Avenue North 3701 Washington Avenue North 51 Thirty-sixth Avenue North 2 Thirty-sixth Avenue North 51 Thirty-fourth Avenue North 3360 North First Street 3800 North First Street (2 Dowling Avenue North)	HE-MPC-9651 to HE-MPC-9690	Contributing
Dundee Cement Terminal	3939 North First Street 4022 Washington Avenue North	HE-MPC-9615 to HE-MPC-9623	Non-contributing
Riverside Station Power Plant Terminal	2900 Marshall Street Northeast (3100 Marshall Street Northeast)	HE-MPC-9644 to HE-MPC-9648	Contributing

2017 Report Findings

In 2017, the 106 Group, Ltd. completed an intensive architecture/history evaluation of the Upper Harbor Terminal. The report built on the work from the 2007 report by Hess Roise. Two new thematic contexts were developed – "City-Owned Industrial Developments in Minneapolis" and "Design and Construction of Monolithic Domes." As a multi-acre complex, the UHT was evaluated for local and NRHP eligibility as a historic district. The four monolithic concrete domes were evaluated separately for individual local designation and NRHP listing.[21]

Development of the UHT began in 1968 and occurred over four stages and two decades. As a historic district, the property was evaluated under National Register Criterion A using the historic context developed in the 2007 report (see above) and the "City-Owned Industrial Development in Minneapolis." The 106 Group found that the UHT was not eligible for listing under Criterion A in Commerce, Maritime History, or Transportation because it did not have a significant impact on the industrial and commercial history in the Minneapolis.

> In regards to the significance of UHT within the context of the development of upper harbor terminals, it was the largest and most diverse (in terms of commodities handled and industries served) of the terminals, but its impact on terminal development in the upper harbor was relatively self-contained. UHT was the fourth terminal facility to be constructed in the upper harbor, and had little observable influence on the construction of terminals that followed, or on further development or diversification of the terminals that preceded it, all of which were largely single-commodity.[22]

The historic district was also not eligible under Criterion A as a city-owned industrial development.

> It does not stand out as a particularly economically successful or influential example of the City's relatively few efforts to develop and promote city-owned industrial businesses, in contrast to the City's robust efforts to facilitate the development of non-City owned industrial businesses to sustain municipal growth and development.[23]

The report also noted that the Interstate Highway System, which was constructed concurrently with the UHT, provided a more economical means to transport commodities and had a greater impact on the development of commercial and industrial properties in the city and the state.[24]

The steel grain elevator and storage tanks at the UHT are one of the last steel elevator complexes in the city. While the 2017 report did not include an individual evaluation of the grain elevator, it stated: "The UHT grain elevator was constructed many years after steel was commonplace in elevator construction, and as such does not likely have individual significance under NRHP

[21] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 9-16.
[22] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 43.
[23] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 43.
[24] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 43.

Criterion A within an established historic context like *Euro-American Farms in Minnesota, 1820-1960*."

The UHT was evaluated for eligibility under National Register Criterion C to determine if the property embodied "the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction."[25] The UHT as a historic district was found to not be eligible under Criterion C because it "was designed and constructed using methods, planning, and techniques similar to other harbor facilities typical of the time period in which it was built, but does not represent an exceptional example of terminal design, planning, or construction of harbor facilities."[26]

The firm Toltz, King, Duvall, and Anderson (TKDA) was involved with early design at the UHT, including the small office building and scale house on Dowling Avenue North. TKDA is recognized as a prominent architectural and engineering firm in the Minnesota. The 106 Group found that: "While TKDA has designed a number of buildings and structures, many of which have attained importance within local and regional history, the buildings designed by TKDA at UHT, and the UHT site itself, do not serve as an exceptional representation of the 'technical or aesthetic achievements' of this company."[27] The UHT also did not qualify as an example of high artistic values.

The four monolithic concrete domes were evaluated under Criterion C and each was found to be individually eligible for the National Register in the area of Engineering "as exceptional examples of an important structural type that was designed for bulk storage."[28] The domes are less than fifty years old and must also meet Criteria Consideration G and be of "exceptional importance."[29] The 106 Group noted:

> These domes were built between 1982 and 1987 based on designs by Monolithic Domes. While an important engineering design, other types and forms of monolithic domes have been around for thousands of years, so the construction of these domes does not constitute an extraordinary event. Additionally, the company founded by the patent holders of the Monolithic Dome, Monolithic Domes/Monolithic Domes Institute, has built more than 4,000 structures in 49 states and 53 countries since 1975 (South 2014). Therefore, these domes do not represent a fragile category of resources, and do not appear to have significance under NRHP Criterion Consideration G.[30]

The report also found that the UHT and the domes were not eligible for the National Register under Criteria B and D, which are associated with significant persons and archaeology, respectively.

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[25] National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: National Park Service, 1990, rev. 1991, 1995, 1997), 17.
[26] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 44.
[27] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 44.
[28] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 61.
[29] National Park Service, *National Register Bulletin 15*, 41.
[30] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 62.

The 106 Group did find that the UHT is eligible for local designation as under Criteria 1, 3, and 4, and agreed with the findings in the 2007 Hess Roise report. They recommended a new period of significance for local designation. It begins in 1968 when the construction first occurred at UHT and ends in 1987. The report stated that the city had a thirty-year cutoff date for properties eligible for local designation, however that was misinformation and there is no cutoff date for local landmarks or historic districts in the City of Minneapolis. [31]

The 106 Group identified contributing and non-contributing resources within the Upper Harbor Terminal Historic District. The table is reproduced here as Table 2.[32]

The four monolithic domes were recommended eligible for local designation under Criteria 3 and 4 for representing "an iconic visual feature of the Minneapolis riverfront and its history of terminal shipping and industrial storage" and for embodying "distinctive characteristics of an engineering type and method of construction, following the form and design of the patented Monolithic Dome." The periods of significance were defined as the year each dome(s) was built: 1982, 1984 and 1987.[33]

[31] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 50.
[32] Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 50-52.
[33] Quotes from Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 62. See also Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 63.

Table 2. Properties in the Upper Harbor Terminal Historic District (2017 Findings)				
Inventory Number	**Resource Name**	**Type**	**Construction Date**	**Contributing/ Non-Contributing Recommendation for Local Designation**
HE-MPC-9651	Office Building	Building	1968	Contributing
HE-MPC-9652	Scale House	Building	c. 1970	Contributing
HE-MPC-9653	Truck Scale	Object	c. 1970	Contributing
HE-MPC-9654	Scale House	Building	c. 1983	Contributing
HE-MPC-9655	Truck Scale	Object	c. 1983	Contributing
HE-MPC-9656	North Mooring Cell	Structure	c. 1984	Contributing
HE-MPC-9657	North Dock	Structure	1968	Contributing
HE-MPC-9658	Loading Area Mooring Cells (3)	Structures	c. 1974	Contributing
HE-MPC-9659	South Dock	Structure	c. 1971	Contributing
HE-MPC-9660	Petroleum Dock	Structure	1974	Non-contributing due to loss of integrity
HE-MPC-9661	Warehouse	Building	1971	Contributing
HE-MPC-9662	Shipping/Receiving Building	Building	c. 1985	Contributing
HE-MPC-9663	Load-out Tower	Structure	c. 1974	Contributing
HE-MPC-9664	Conveyor	Structure	c. 1973-1988	Contributing
HE-MPC-9665	Rail Dump	Structure	1973	Contributing
HE-MPC-9666	Grain Elevator	Structure	c. 1978	Contributing
HE-MPC-9667	Truck Dump/Hoist	Structure/Object	c. 1978	Contributing
HE-MPC-9668	Control Building	Building	c. 1978	Contributing
HE-MPC-9669	Dust Tanks (4)	Structures	c. 1978	Contributing
HE-MPC-9670	Dome (1,800-ton capacity)	Building	1982	Contributing
HE-MPC-9671	Dome (12,000-ton capacity)	Building	1987	Contributing
HE-MPC-9672	Dome (8,000-ton capacity)	Building	1984	Contributing
HE-MPC-9673	Dome (16,000-ton capacity)	Building	1984	Contributing
HE-MPC-9674	Load-out Shelter (adj. to 12,000-ton dome)	Building	1988	Non-contributing due to construction post-dating the period of significance
HE-MPC-9675	Load-out Shelters (adj. to paired domes)	Buildings	1984	Contributing
HE-MPC-9676	Truck/Rail Dump	Structure	1988	Non-contributing due to construction post-dating the period of significance
HE-MPC-9677	Asphalt Tanks (2) (non-extant)	Structures	c. 1975	Non-contributing, non-extant
HE-MPC-9678	Dike Wall	Structure	c. 1975	Contributing
HE-MPC-9679	Boiler Shed	Building	c. 1975	Contributing
HE-MPC-9680	Petroleum Pumping Spout (partially non-extant)	Object	c. 1975	Non-contributing due to loss of integrity
HE-MPC-9681	Petroleum Pumping Spout (non-extant)	Object	c. 1985	Non-contributing due to loss of integrity
HE-MPC-9682	Truck Staging Area	Site	c. 1985	Contributing

Table 2. Properties in the Upper Harbor Terminal Historic District (2017 Findings)				
Inventory Number	**Resource Name**	**Type**	**Construction Date**	**Contributing/ Non-Contributing Recommendation for Local Designation**
HE-MPC-9683	Rail and Roadway System	Object	c. 1974-1985	Contributing
HE-MPC-9684	Rail and Roadway System	Object	c. 1968-1985	Contributing
HE-MPC-9685	Rail Scale Shed (scale extant, shed non-extant)	Building/Object	1991	Non-contributing due to construction post-dating the period of significance
HE-MPC-9686	Open Commodity Storage Area	Site	1968-1986	Contributing
HE-MPC-9687	Open Commodity Storage Area	Site	1968-1986	Contributing
HE-MPC-9688	Open Commodity Storage Area	Site	1968-1986	Contributing
HE-MPC-9689	Open Commodity Storage Area	Site	1968-1986	Contributing
HE-MPC-9690	Open Commodity Storage Area	Site	1968-1986	Contributing

2020 Survey and Findings

Architecture/History

In April and May 2020, Hess Roise resurveyed the properties in the Upper Harbor Historic District (HE-MPC-19792). Many of the resources identified in the historic district in the 2007 report had been modified or demolished, changing the character of the district and diminishing its integrity. Table 3 further below lists the extant and non-extant resources and includes new SHPO inventory numbers for complexes and new resources.

Upper Harbor Historic District (HE-MPC-19792)

The Upper Harbor Historic District identified in the 2006 survey included ten properties: two bridges, one free-standing barge dock, one free-standing boat ramp, and six terminal complexes. Two of the terminal complexes were non-contributing to the potential Upper Harbor Historic District, and seven were contributing. The 2007 evaluation did not look at whether terminal complexes retained historic integrity but focused on the individual buildings, structures, sites, and objects within the complexes. These individual components would not have been constructed unless they were part of a larger complex, and the overall integrity of each complex should be considered when assessing eligibility.

For this report, individual components were surveyed and then each terminal complex was evaluated to determine if it retained historic integrity. If the majority of resources built during the period of significance had been modified or demolished, then the historic integrity of the complex was compromised. If the majority of resources within a complex were constructed after the period of the significance, then the complex could not contribute to the district.

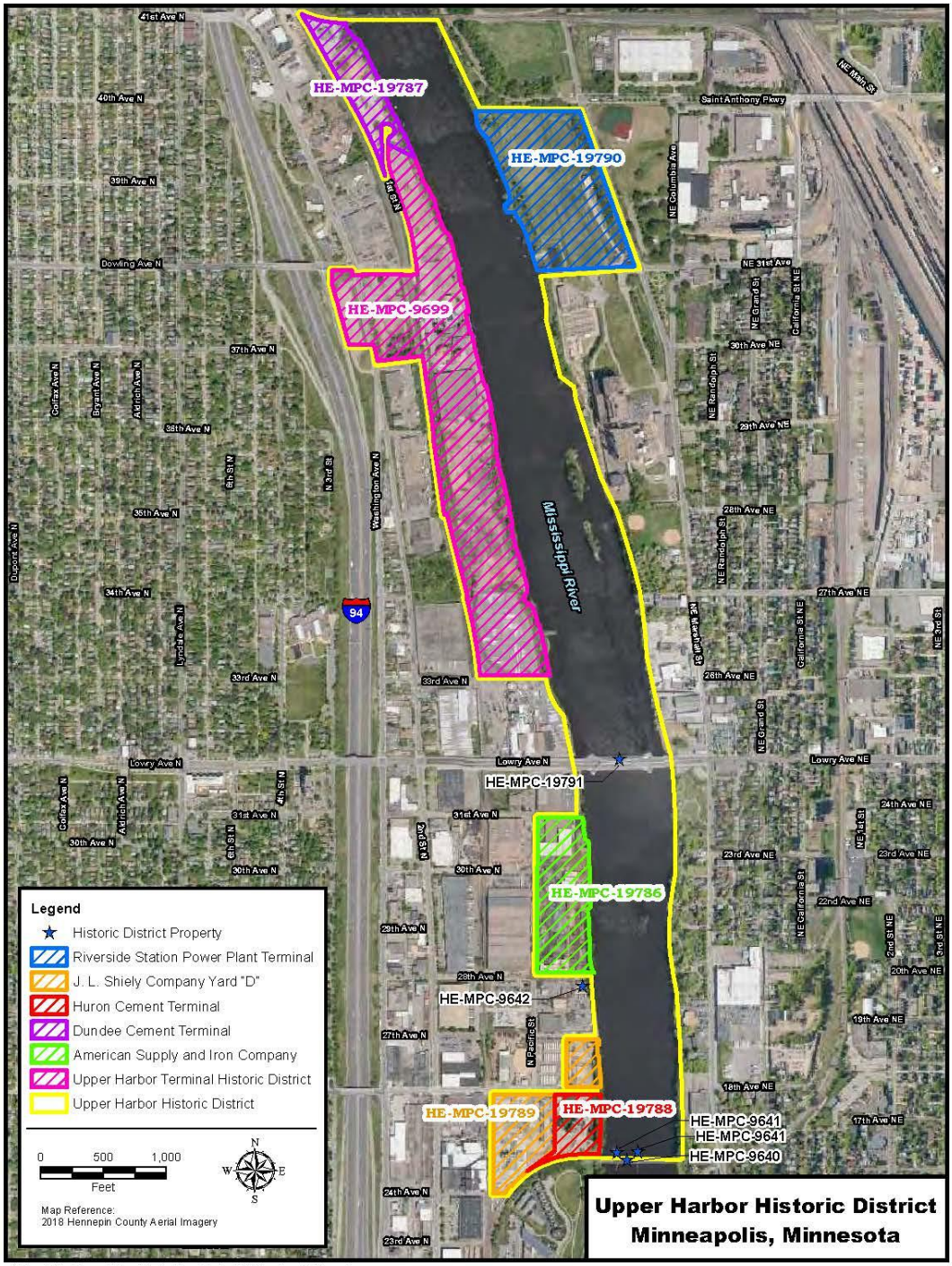
In the fourteen years since that survey was completed, change has occurred to many of the properties. Currently only three resources retain enough historic integrity to be considered contributing resources.

- Northern Pacific Railroad Bridge (HE-MPC-9640 and HE-MPC-9641)
- Huron Cement Terminal (HE-MPC-19788)
- Northside Boat Ramp (HE-MPC-9642)

The remaining seven resources from the 2006 survey were constructed after the period of significance; have been completely demolished; or the majority of individual components within the resource have been modified or demolished so that the resource as a whole does not retain historic integrity.

- J. L. Shiely Company Yard “D” (HE-MPC-19789; after period of significance)
- Northside Barge Dock (HE-MPC-9643; after period of significance)
- American Iron and Supply Company (HE-MPC-19786; compromised integrity)
- Lowry Avenue Bridges (HE-MPC-8351 and HE-MPC-19791; demolished and after the period of significance)
- Upper Harbor Terminal (HE-MPC-9699; after period of significance)
- Dundee Cement Terminal (HE-MPC-19787; demolished)
- Riverside Station Power Plan Terminal (HE-MPC-19790; compromised integrity)

The majority of the resources that made up the potential Upper Harbor Historic District do not retain historic integrity or were built after the period of significance. **There is no longer the potential for a historic district that would be eligible for local designation or for listing in the National Register.**



Northern Pacific Railroad Bridge and Shear Gates (HE-MPC-9640 and HE-MPC-9641)
The Northern Pacific (currently Burlington Northern Santa Fe) Railroad Bridge spanning the Mississippi River from North to Northeast Minneapolis is one of two remaining historic railroad bridges above Saint Anthony Falls that were altered to accommodate barge traffic resulting from the Upper Harbor development. The bridge was originally constructed in 1884, altered in 1927, and raised to allow barge traffic in the early 1960s. Shear gates around the bridge piers contribute to the bridge's historic character.[34]

The bridge appears to retain a high degree of historic integrity, with few visible alterations since the time of the Upper Harbor project. The bridge is eligible for historic designation as a contributing resource and forms the southern boundary of a potential Upper Harbor Historic District.

Lowry Avenue Bridges (HE-MPC-8351 and HE-MPC-19791)
The Lowry Avenue Bridge (Bridge 2723; HE-MPC-8351) was one of three steel truss vehicular bridges upriver from Saint Anthony Falls that were raised and modified by the City of Minneapolis during the Upper Mississippi Harbor Development project. Shear gates (HE-MPC-9409) around the bridge piers were constructed to protect the piers. At the time of the 2006 survey, the bridge was the only one of the three steel-truss vehicular bridges that was still extant. In 2010-2012, the bridge was replaced with a new Lowry Avenue Bridge (Bridge 27B60; HE-MPC-19791), which is a steel tied-arch bridge.[35]

Lowry Avenue Bridge (Bridge 27B60) was constructed after the period of significance and is a non-contributing resource to the potential Upper Harbor Historic District.

Northside Dock and Boat Ramp (HE-MPC-9642 AND HE-MPC-9643)
A linear barge dock (HE-MPC-9643) and an angled boat ramp (HE-MPC-9642) are adjacent to the city-owned Northside Garage site. The barge dock was built in 1987 when the J. L. Shiely Company moved its gravel and cement terminal facilities to the Upper Harbor. The boat ramp was built around 1968.[36]

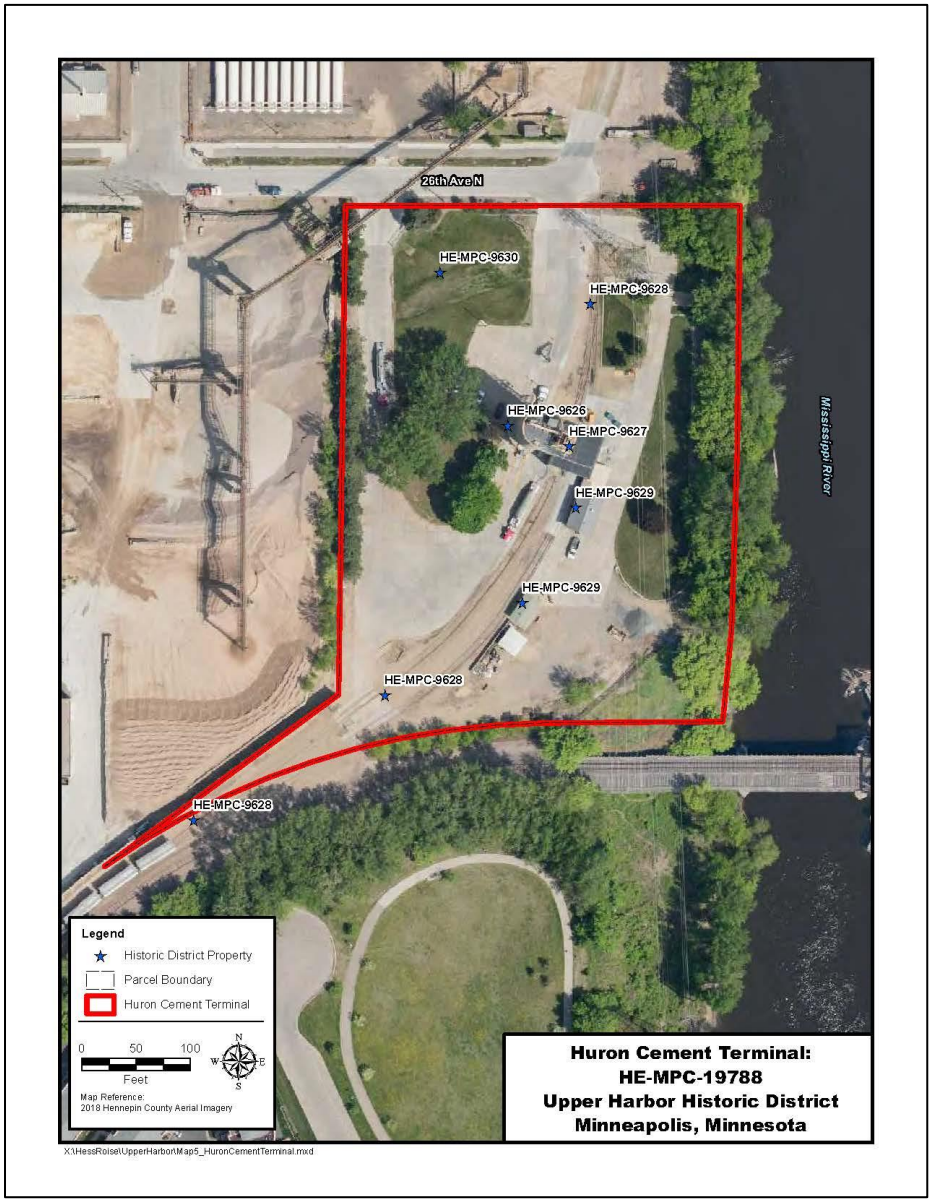
The boat ramp does not exhibit any obvious alterations and retains historic integrity. The boat ramp is a contributing resource to the potential Upper Harbor Historic District. The barge dock is a non-contributing resource because it was built after the period of significance.

[34] Erin Hanafin Berg, "Northern Pacific Railroad Bridge," inventory form, September 2006, available at Hess, Roise and Company, Minneapolis.
[35] Erin Hanafin Berg, "Lowry Avenue Bridge," inventory form, July 2006, available at Hess, Roise and Company, Minneapolis.
[36] Erin Hanafin Berg, "Northside Dock and Boat Ramp," inventory form, August 2006, available at Hess, Roise and Company, Minneapolis.

Huron Cement Terminal (HE-MPC-19788)

Although the Huron Cement Terminal (now Continental Cement) does not contain barge docking facilities, it is immediately adjacent to a concrete mixing plant and is an example of the type of inter-modal industry that civic boosters had hoped to attract to the Upper Harbor. The cement silo (HE-MPC-9626) and metal rail shed (HE-MPC-9627) were built in 1967, a few years after the upper lock was opened. The site is unique in the surrounding industrial area for its designed, groomed landscape.[37]

The historic resources on the Huron Cement Terminal site, especially the cement silo, appear to have had very few alterations. The Huron Cement Terminal property is a contributing resource to the potential Upper Harbor Historic District.



[37] Erin Hanafin Berg, "Huron Cement Germinal," inventory form, September 2006, available at Hess, Roise and Company, Minneapolis.

American Iron and Supply Company (HE-MPC-19786)

The American Iron and Supply Company (now EMR Northern Metal Recycling) was one of two businesses that were positioned to take early advantage of the barge shipping extended to the Upper Harbor. The office (HE-MPC-9603), warehouse (HE-MPC-9604), truck scale (HE-MPC-9605), and recycling center (HE-MPC-9606) date from 1953 to 1955. The storage yard (HE-MPC-9614) was developed between the mid-1950s and the mid-1960s, and the rail lines (HE-MPC-9611) were installed in the early 1950s. The company's barge terminal was established in 1964 with construction of south barge dock (HE-MPC-9602) and expanded with the addition of a north dock (HE-MPC-9601) ca. 1985.[38]

The office building has been altered by a small two-story addition on the north side in 1978 and windows have been altered on all facades. The attached warehouse appears to be intact. The massing and exterior materials of the office building are intact, but the window alterations and side addition detract from the historic character of the building.[39]

Since the original survey in 2006, several buildings from the period of significance have been demolished. This include the "old" baler building (HE-MPC-9607), the weld shop (HE-MPC-9608), the baler building (HE-MPC-9609), and the shear building (HE-MPC-9610). The scale house (HE-MPC-9613), which was built after the period of significance has also been demolished. The barge docks (HE-MPC-9601 and HE-MPC-9602) were replaced ca. 2008 with a new larger barge dock (HE-MPC-19794). This construction project included fill at the shoreline to project slightly further into the river. Part of the recycling center (HE-MPC-9606) was demolished, and a large addition constructed in 2009-2010. A new, multi-story metal-shredder building (HE-MPC-19793) was erected near the middle of the storage yard (HE-MPC-9614) in 2008-2009 and visually dominates the property.

The demolition of several historic resources and the construction of new, larger resources after the period of significance have compromised the historic integrity of the property. The American Iron and Supply Company complex does not contribute to the potential Upper Harbor Historic District.

[38] Erin Hanafin Berg, "American Iron and Supply Company," inventory form, October 2006, available at Hess, Roise and Company, Minneapolis.
[39] Erin Hanafin Berg, "American Iron and Supply Company."


31st Ave N
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Mississippi River
HE-MPC-9606
HE-MPC-9611
HE-MPC-19794
HE-MPC-9611
HE-MPC-9612
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J. L. Shiely Yard "D" (HE-MPC-19789)

This property (now Cemstone) consists of two sections on opposite sides of Twenty-sixth Avenue North. The concrete mixing plant (HE-MPC-9633) and conveyor structures (HE-MPC-9632) on this site were built in 1990 and 1992. An adjacent barge dock (Northside Dock and Boat Ramp), which is located directly to the north but used by the owners of this site, was built in 1987.[40]

Although the J. L. Shiely Yard "D" is an industrial property, it was constructed over two decades after the end of the period of significance for the Upper Harbor Historic District. The complex does not contribute to the potential Upper Harbor Historic District.

[40] Erin Hanafin Berg, "J. L. Shiely Company Yard 'D,'" inventory form, September 2006, available at Hess, Roise and Company, Minneapolis.

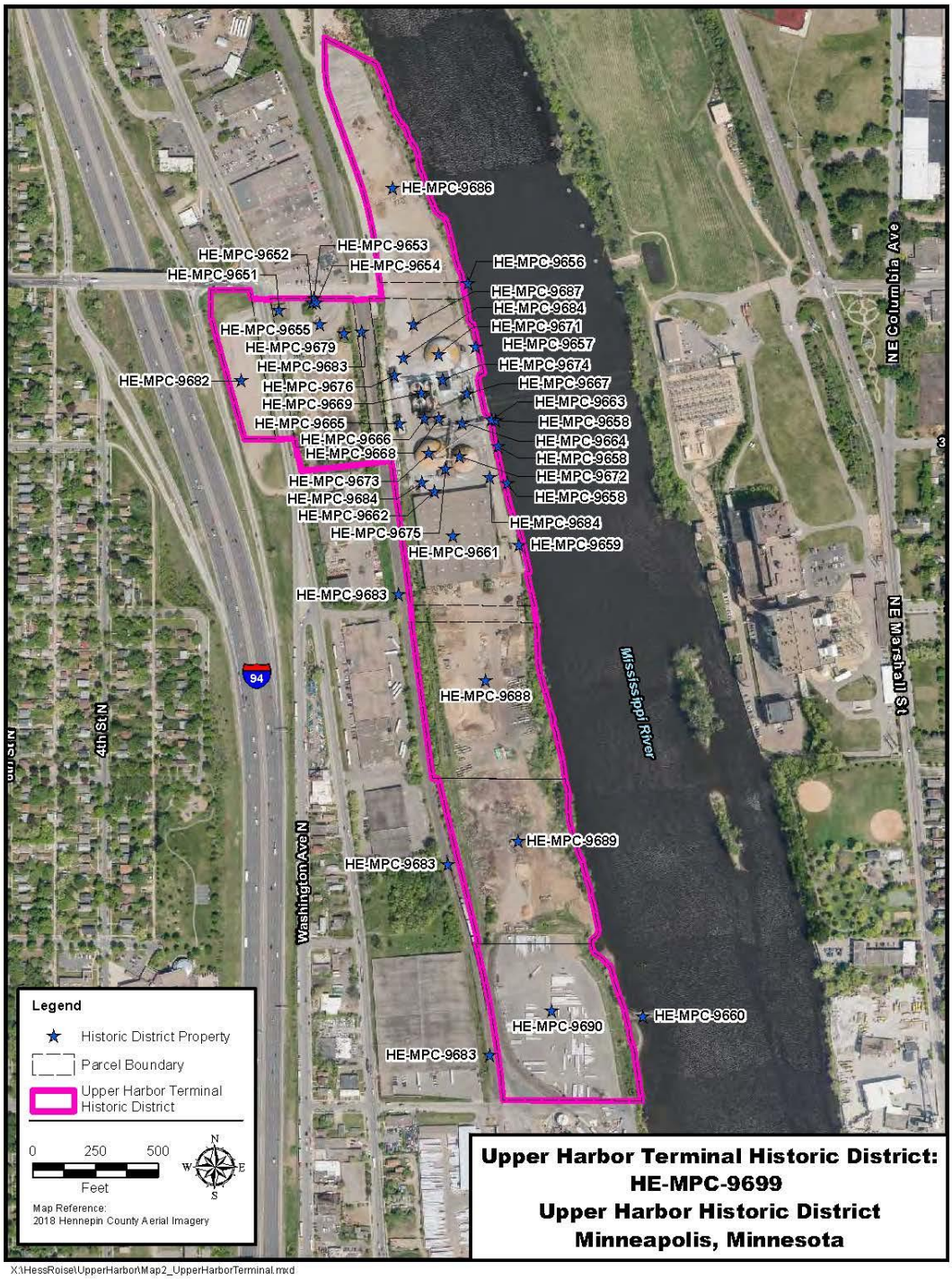
Upper Harbor Terminal (HE-MPC-9699)

The Upper Harbor Terminal was constructed by the City of Minneapolis beginning in 1968 and took over two decades to reach its present form and dimensions. The forty-one-acre terminal site is equipped for intermodal transfer of a variety of bulk commodities including grain, aggregate, coal, fertilizer, and petroleum products, and comprises a number of buildings, structures, and open commodity storage sites for storing and handling these materials.[41]

Eight of the resources at the UHT were constructed, or development was begun, during the period of significance for the Upper Harbor Historic District. These include the office building (HE-MPC-9651), the north dock (HE-MPC-9657), part of the rail and roadway system (HE-MPC-9683 and HE-MPC-9684), and five commodity storage areas (HE-MPC-9686 to HE-MPC-9690). The remaining, twenty-eight extant resources were constructed after the period of significance. These later resources include buildings and structures located amongst the commodity storage areas, which are large open areas of land. Three of the resources surveyed in 2006 have been demolished: the asphalt tanks (HE-MPC-9677), the petroleum pumping spout (HE-MPC-9681, and the 1,200-ton monolithic concrete dome (HE-MPC-9670). Two resources have been partially demolished—the petroleum dock (HE-MPC-9660) and a second petroleum pumping spout (HE-MPC-9680).

The UHT is a non-contributing resource to the potential Upper Harbor Historic District because most of the individual resources that form the UHT were constructed after the period of significance.

[41] Erin Hanafin Berg, "Upper Harbor Terminal," inventory form, May-October 2006, available at Hess, Roise and Company, Minneapolis; Foss and Miller, "Intensive Architecture/History Evaluation for the Upper Harbor Terminal," 18-19.


HE-MPC-9686
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2018 Hennepin County Aerial Imagery
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Upper Harbor Historic District
Minneapolis, Minnesota
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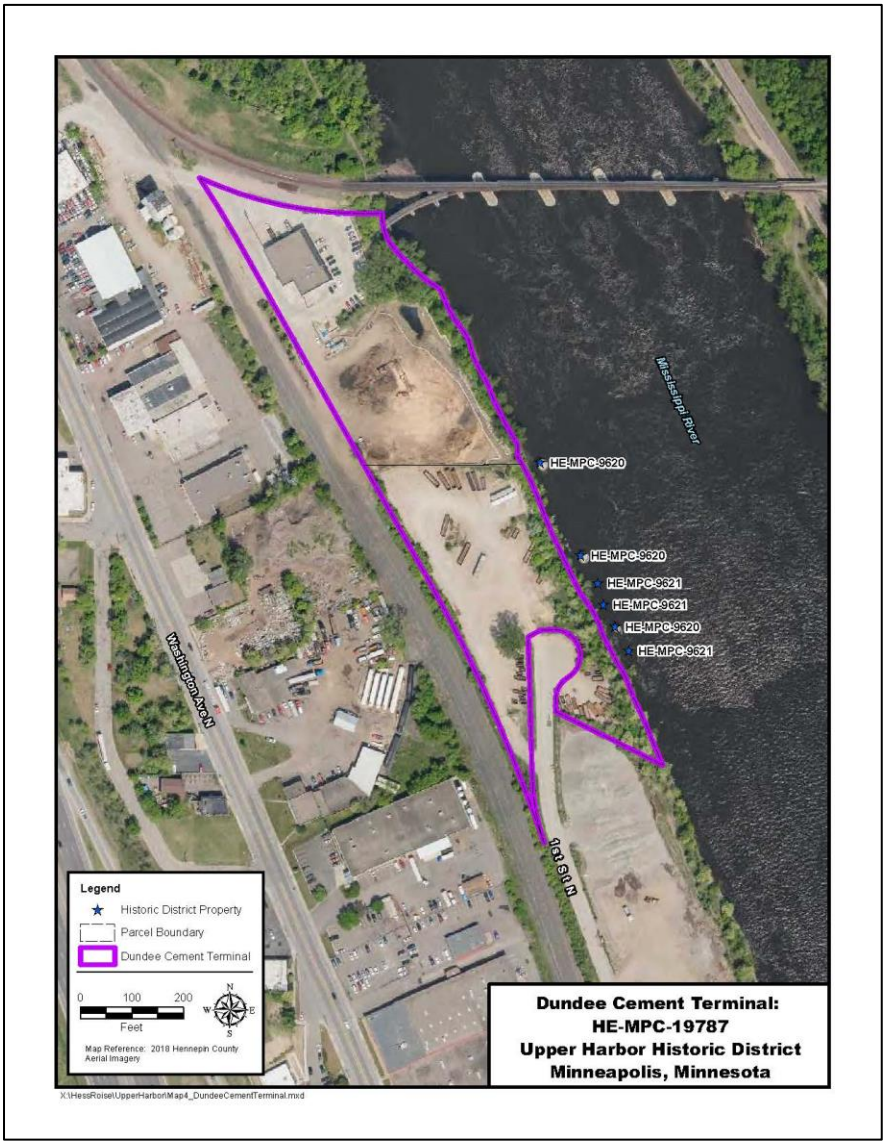
Dundee Cement Terminal (HE-MPC-19787)

The Dundee Cement Terminal (now owned by the City of Minneapolis and Atlas Development Company) was originally established in 1967. Initially used for cement distribution and storage, it was later expanded to store and transfer aggregate. During the 2006 survey, the property was sold, and the elevator (HE-MPC-9615) and its associated structures and rail lines were demolished in late September 2006, after the survey was completed. Most of the floating barge dock was removed, but the supports for the floating barge dock (HE-MPC-9621) and three dolphins (HE-MPC-9620) are still extant in the river.[42]

While the dolphins and part of the dock structures are still extant in the river, the historic integrity of the former complex, especially the setting, has been compromised by the demolition of the terminal. The property no longer communicates its history and significance as a cement terminal. The complex does not contribute to the potential Upper Harbor Historic District.



[42] Erin Hanafin Berg, "Dundee Cement Terminal," inventory form, May-October 2006, available at Hess, Roise and Company, Minneapolis.

Riverside Station Power Plant Terminal (HE-MPC-19790)

The historic Minneapolis General Electric Riverside Station, now owned by Xcel Energy, was the only resource surveyed in 2006 on the east side of the river. The Riverside plant barge terminal, constructed in 1963 for Northern States Power (NSP—a predecessor to Xcel), was the first such industrial facility in the Upper Harbor. NSP was one of only a few industries in the area to use barges before the municipal Upper Harbor Terminal was constructed in 1968.[43]

In the 2006 survey, dolphins (HE-MPC-9644), a dock (HE-MPC-9645), a terminal building (HE-MPC-9646), a conveyor and hoppers (HE-MPC-9647), and a coal field (HE-MPC-9648) were extant. The Riverside Station Power Plant was converted to natural gas in 2006. The coal field, conveyor, and hoppers were removed, and the former coal field is now planted with grass. The dolphins, dock, and small terminal building are still extant. While some of the structures are still extant in the river, the historic integrity of the former terminal complex, especially the setting, has been compromised. The Riverside Station Power Plant Terminal complex does not contribute to the potential Upper Harbor Historic District.

[43] Erin Hanafin Berg, "Riverside Station Power Plant Terminal," inventory form, September 2006, available at Hess, Roise and Company, Minneapolis.

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
HE-MPC-9640, HE-MPC-9641	Northern Pacific Railroad Bridge and Shear Gates	---	1884 (bridge), c. 1963 (shear gates)	---	Contributing	---	Contributing
HE-MPC-19788	Huron Cement Terminal	33 Twenty-sixth Avenue North	1968	---	Contributing	---	Contributing
HE-MPC-9626	Cement Silo	33 Twenty-sixth Avenue North	1968	Huron Cement Terminal	Contributing	---	Contributing
HE-MPC-9627	Elevator Shed	33 Twenty-sixth Avenue North	1968	Huron Cement Terminal	Contributing	---	Contributing
HE-MPC-9628	Roadway and Railroad Tracks	33 Twenty-sixth Avenue North	1968	Huron Cement Terminal	Contributing	---	Contributing
HE-MPC-9629	Platforms (set of 2)	33 Twenty-sixth Avenue North	Unknown	Huron Cement Terminal	Contributing	---	Contributing
HE-MPC-9630	Yard	33 Twenty-sixth Avenue North	Unknown - est. by 1980	Huron Cement Terminal	Contributing	---	Contributing
HE-MPC-19786	American Iron and Supply Company	2800-3018 North Pacific Street	1953-2010	---	Contributing	---	Non-contributing
HE-MPC-9601	North Barge Dock	2800-3018 North Pacific Street	c. 1985	American Iron and Supply Company	Contributing	---	Non-contributing (not extant)
HE-MPC-9602	South Barge Dock	2800-3018 North Pacific Street	1964	American Iron and Supply Company	Contributing	---	Non-contributing (not extant)
HE-MPC-9603	Office Building	2800-3018 North Pacific Street	1953	American Iron and	Contributing	---	Contributing

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SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
				Supply Company			
HE-MPC-9604	Warehouse	2800-3018 North Pacific Street	1953	American Iron and Supply Company	Contributing	---	Contributing
HE-MPC-9605	Truck Scale	2800-3018 North Pacific Street	1953	American Iron and Supply Company	Contributing	---	Contributing
HE-MPC-9606	Recycling Center	2800-3018 North Pacific Street	1955	American Iron and Supply Company	Contributing	---	Non-contributing (compromised integrity)
HE-MPC-9607	"Old" Baler Building	2800-3018 North Pacific Street	c. 1958	American Iron and Supply Company	Contributing	---	Non-contributing (not extant)
HE-MPC-9608	Weld Shop	2800-3018 North Pacific Street	c. 1958	American Iron and Supply Company	Contributing	---	Non-contributing (not extant)
HE-MPC-9609	Baler Building	2800-3018 North Pacific Street	c. 1977	American Iron and Supply Company	Contributing	---	Non-contributing (not extant)
HE-MPC-9610	Shear Building	2800-3018 North Pacific Street	1973	American Iron and Supply Company	Contributing	---	Non-contributing (not extant)
HE-MPC-9611	Rail Lines	2800-3018 North Pacific Street	c. 1953	American Iron and	Contributing	---	Contributing

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
				Supply Company			
HE-MPC-9612	Rail Scale	2800-3018 North Pacific Street	1989	American Iron and Supply Company	Contributing	---	Non-contributing (constructed after the period of significance)
HE-MPC-9613	Scale House	2800-3018 North Pacific Street	1989	American Iron and Supply Company	Contributing	---	Non-contributing (not extant)
HE-MPC-9614	Storage Yard	2800-3018 North Pacific Street	c. 1953 to c. 1965	American Iron and Supply Company	Contributing	---	Contributing
HE-MPC-19793	New Metal Shredder Building	2800-3018 North Pacific Street	2008-2009	American Iron and Supply Company	---	---	Non-contributing (constructed after the period of significance)
HE-MPC-19794	New Barge Dock	2800-3018 North Pacific Street	2008	American Iron and Supply Company	---	---	Non-contributing (constructed after the period of significance)
HE-MPC-19789	J. L. Shiely Yard "D" and Barge Dock	30, 45, 65 Twenty-sixth Avenue North 2602, 2612, 2622 Mill Street, 2710 North Pacific Street	1988-1992	---	Non-contributing (constructed after the period of significance)	---	Non-contributing (constructed after the period of significance)
HE-MPC-9632	Conveyor	65 Twenty-sixth Avenue North	1992	J. L. Shiely Yard "D" and Barge Dock	Non-contributing (constructed after the period of significance)	---	Non-contributing (constructed after the period of significance)
HE-MPC-9633	Concrete Plant	65 Twenty-sixth Avenue North	1990	J. L. Shiely Yard "D"	Non-contributing (constructed after	---	Non-contributing (constructed after

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
				and Barge Dock	the period of significance)		the period of significance)
HE-MPC-9634	Open Commodity Storage	65 Twenty-sixth Avenue North	1988	J. L. Shiely Yard "D" and Barge Dock	Non-contributing (constructed after the period of significance)	---	Non-contributing (constructed after the period of significance)
HE-MPC-9635	Open Commodity Storage	65 Twenty-sixth Avenue North	1988	J. L. Shiely Yard "D" and Barge Dock	Non-contributing (constructed after the period of significance)	---	Non-contributing (constructed after the period of significance)
HE-MPC-9643	Northside Barge Dock	2710 North Pacific Street	1987	J. L. Shiely Yard "D" and Barge Dock	Contributing	---	Non-contributing (constructed after the period of significance)
HE-MPC-9642	Northside Boat Ramp	2710 North Pacific Street	1968	---	Contributing	---	Contributing
HE-MPC-8351, HE-MPC-9409	Lowry Avenue Bridge (Bridge 2723) and Shear Gates	---	1905 (bridge), 1955 (shear gates)	---	Contributing	---	Non-contributing (not extant)
HE-MPC-19791	Lowry Avenue Bridge (Bridge 27B60)	---	2010-2012	---	---	---	Non-contributing (constructed after the period of significance)
HE-MPC-9699	Upper Harbor Terminal	3700-3750 Washington Avenue North, 3701 Washington Avenue North, 51 Thirty-sixth Avenue North,	1968-1991	---	Contributing	Contributing	Contributing / Non-contributing (constructed after the period of significance)

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
		2 Thirty-sixth Avenue North, 51 Thirty-fourth Avenue North, 3360 North First Street, 3800 North First Street (2 Dowling Avenue North)					
HE-MPC-9651	Office Building	3700 Washington Avenue North	1968	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9652	Scale House	3700 Washington Avenue North	1968	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9653	Truck Scale	3700 Washington Avenue North	1968	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9654	Scale House	3700 Washington Avenue North	1983	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9655	Truck Scale	3700 Washington Avenue North	1983	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9656	North Mooring Cells	3800 North First Street	c. 1983	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
HE-MPC-9657	North Dock	2 Thirty-sixth Avenue North	1968	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9658	Loading Area Mooring Cells	2 Thirty-sixth Avenue North	1974	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9659	South Dock	2 Thirty-sixth Avenue North	1971	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9660	Petroleum Dock	3360 North First Street	1974	Upper Harbor Terminal	Contributing	Non-contributing (compromised integrity)	Non-contributing (compromised integrity)
HE-MPC-9661	Warehouse	2 Thirty-sixth Avenue North	1971	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9662	Shipping/ Receiving Office	2 Thirty-sixth Avenue North	c. 1985	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9663	Loadout Tower	2 Thirty-sixth Avenue North	c. 1975	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9664	Conveyor	2 Thirty-sixth Avenue North	c. 1975	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9665	Rail Dump	2 Thirty-sixth Avenue North	c. 1976	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
							the period of significance)
HE-MPC-9666	Grain Elevator	2 Thirty-sixth Avenue North	c. 1978	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9667	Truck Dump/Hoist	2 Thirty-sixth Avenue North	c. 1978	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9668	Control Building	2 Thirty-sixth Avenue North	c. 1978	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9669	Dust Tanks (group of 4)	2 Thirty-sixth Avenue North	c. 1978	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9670	Dome (1,800-ton capacity)	2 Thirty-sixth Avenue North	1982	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (not extant)
HE-MPC-9671	Dome	2 Thirty-sixth Avenue North	1987	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9672	Dome	2 Thirty-sixth Avenue North	1984	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9673	Dome	2 Thirty-sixth Avenue North	1984	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
HE-MPC-9674	Load-out Shelter (adjacent to 12,000-ton dome)	2 Thirty-sixth Avenue North	1987	Upper Harbor Terminal	Contributing	Non-contributing (constructed after the period of significance)	Non-contributing (constructed after the period of significance)
HE-MPC-9675	Load-out Shelter (adjacent to paired domes)	2 Thirty-sixth Avenue North	1984	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9676	Truck/Rail Dump	2 Thirty-sixth Avenue North	1988	Upper Harbor Terminal	Contributing	Non-contributing (constructed after the period of significance)	Non-contributing (constructed after the period of significance)
HE-MPC-9677	Asphalt Tanks (2)	3700 Washington Avenue North	c. 1975	Upper Harbor Terminal	Contributing	Non-contributing (non-extant)	Non-contributing (not extant)
HE-MPC-9678	Dike Wall	3700 Washington Avenue North	c. 1975		Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9679	Boiler Room	3700 Washington Avenue North	c. 1975	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)
HE-MPC-9680	Petroleum Pumping Spout (partially non-extant)	3700 Washington Avenue North	c. 1975	Upper Harbor Terminal	Contributing	Non-contributing due to loss of integrity	Non-contributing (compromised integrity)
HE-MPC-9681	Petroleum Pumping Spout (non-extant)	3700 Washington Avenue North	c. 1985	Upper Harbor Terminal	Contributing	Non-contributing (compromised integrity)	Non-contributing (compromised integrity)
HE-MPC-9682	Truck Staging Area	3701 Washington Avenue North	c. 1985	Upper Harbor Terminal	Contributing	Contributing	Non-contributing (constructed after the period of significance)

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
HE-MPC-9683	Rail and Roadway System	3800 North First Street	1968-1991	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9684	Rail and Roadway System	---	1968-1991	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9685	Rail Scale Shed	2 Thirty-sixth Avenue North	1991	Upper Harbor Terminal	Contributing	Non-contributing (constructed after the period of significance)	Non-contributing (constructed after the period of significance)
HE-MPC-9686	Open Commodity Storage Area	3800 North First Street	1968-1986	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9687	Open Commodity Storage Area	2 Thirty-sixth Avenue North	1968-1986	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9688	Open Commodity Storage Area	51 Thirty-sixth Avenue North	1968-1986	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9689	Open Commodity Storage Area	51 Thirty-fourth Avenue North	1968-1986	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-9690	Open Commodity Storage Area	3360 North First Street	1968-1986	Upper Harbor Terminal	Contributing	Contributing	Contributing
HE-MPC-19787	Dundee Cement Terminal	3939 North First Street, 4022 Washington Avenue North	1967-1985	---	Non-contributing	---	Non-contributing (not extant)
HE-MPC-9615	Elevator	3939 North First Street, 4022 Washington Avenue North	1967	Dundee Cement Terminal	Non-contributing	---	Non-contributing (not extant)

Table 3. 2020 Evaluation of the Upper Harbor Historic District ** the rows highlighted in blue indicate a complex or an individual property not associated with a complex							
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
HE-MPC-9616	Office Building	3939 North First Street, 4022 Washington Avenue North	1967	Dundee Cement Terminal	Non-contributing	---	Non-contributing (not extant)
HE-MPC-9617	Storage Building	3939 North First Street, 4022 Washington Avenue North	1978	Dundee Cement Terminal	Non-contributing	---	Non-contributing (not extant)
HE-MPC-9618	Elevated Tank	3939 North First Street, 4022 Washington Avenue North	1983	Dundee Cement Terminal	Non-contributing	---	Non-contributing (not extant)
HE-MPC-9619	Conveyor Equipment	3939 North First Street, 4022 Washington Avenue North	1967	Dundee Cement Terminal	Non-contributing	---	Non-contributing (not extant)
HE-MPC-9620	Barge Mooring Dolphins	---	1967	Dundee Cement Terminal	Non-contributing	---	Non-contributing (compromised integrity)
HE-MPC-9621	Dock Brackets	---	1967	Dundee Cement Terminal	Non-contributing	---	Non-contributing (compromised integrity)
HE-MPC-9622	Open Commodity Storage	3939 North First Street, 4022 Washington Avenue North	c. 1985	Dundee Cement Terminal	Non-contributing	---	Non-contributing (compromised integrity)
HE-MPC-9623	Railroad Tracks	3939 North First Street, 4022 Washington Avenue North	1967	Dundee Cement Terminal	Non-contributing	---	Non-contributing (not extant)
HE-MPC-19790	Riverside Station Power Plant Terminal	2900 Marshall Street Northeast	1963	---	Contributing	---	Non-contributing (compromised integrity)

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SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Associated Complex**	**Contributing / Non-contributing in 2007**	**Contributing / Non-contributing in 2017 (UHT study only)**	**Contributing / Non-contributing in 2020**
HE-MPC-9644	Barge Mooring Dolphins (6)	2900 Marshall Street Northeast	1963	Riverside Station Power Plant Terminal	Contributing	---	Non-contributing (compromised integrity)
HE-MPC-9645	Barge Dock	2900 Marshall Street Northeast	1963	Riverside Station Power Plant Terminal	Contributing	---	Non-contributing (compromised integrity)
HE-MPC-9646	Terminal Building	2900 Marshall Street Northeast	1963	Riverside Station Power Plant Terminal	Contributing	---	Non-contributing (not extant)
HE-MPC-9647	Conveyor and Hoppers (2)	2900 Marshall Street Northeast	1963	Riverside Station Power Plant Terminal	Contributing	---	Non-contributing (not extant)
HE-MPC-9648	Coal Field	2900 Marshall Street Northeast	1963	Riverside Station Power Plant Terminal	Contributing	---	Non-contributing (not extant)

Individual Eligibility

Each resource in the Upper Harbor Historic District was evaluated for individual eligibility for local designation and the National Register of Historic Places. Table 4 below summarizes the results.

Northern Pacific Railroad Bridge and Shear Gates (HE-MPC-9640 and HE-MPC-9641)

The Northern Pacific (currently Burlington Northern Santa Fe) Railroad Bridge spanning the Mississippi River from North to Northeast Minneapolis was originally constructed in 1884, altered in 1927, and raised to allow barge traffic in the early 1960s. The bridge should be further evaluated as part of the railroad corridor. An evaluation that meets the SHPO guidelines for railroad corridors is outside the scope of this project.[44]

Huron Cement Terminal (HE-MPC-19788)

The Huron Cement Terminal (Continental Cement) is the only terminal complex in the Upper Harbor that retains historic integrity from the period when the Upper Harbor was developed. The site also stands out for the designed landscape along Twenty-sixth Avenue North. The buildings and structures on the site appear to have good historic integrity.

The property is one of many industrial complexes in the Upper Harbor and it does not appear to be significant enough for individual listing in the NRHP. The complex may meet local Criteria 1 and 3 as an example of an industrial property developed in the mid-twentieth century.

American Iron and Supply Company (HE-MPC-19786)

The American Iron and Supply Company (EMR Northern Metal Recycling) was one of two early businesses that took advantage of the barge shipping in the Upper Harbor. Recent demolition of original buildings and structures, modifications of original buildings, and new construction have impacted the character of the property. These changes modernized the complex so it could continue to operate, but it has made the complex look and feel like a newer property. The property would be most significant as an early industrial complex with a barge terminal in the Upper Harbor (pre-1968), however it does not retain historic integrity from that period. The property is not eligible for local designation or for listing in the National Register.

J. L. Shiely Yard "D" (HE-MPC-19789)

The J. L. Shiely Yard "D" (Cemstone) consists of two sections on opposite sides of Twenty-sixth Avenue North. The complex was built in 1990 and 1993 and the conveyor structures, which cross over Twenty-sixth Avenue North, are visually distinctive along the riverfront.

The property is one of many industrial complexes in the Upper Harbor and is less than fifty years in age. The property does not appear to have exceptional importance (Criteria Consideration G) and is not significant enough for individual listing in the NRHP under Criterion A in the area of Industry. The complex may meet local Criteria 1 and 3 as an example of an industrial property and for the large conveyor system that spans the site.

[44] Erin Hanafin Berg, "Northern Pacific Railroad Bridge," inventory form, September 2006, available at Hess, Roise and Company, Minneapolis.

Northside Dock and Boat Ramp (HE-MPC-9642 and HE-MPC-9643)

The Northside Boat Ramp was built in 1968 and is part of the city's Northside Garage complex at 2710 North Pacific Street. It is only accessible from inside the complex. The boat ramp is a simple concrete structure and does not stand out for its construction or engineering. There are other publicly owned boat launches and ramps on the Mississippi River in Minneapolis, which makes this ramp a common property type. The ramp does not appear significant enough to be eligible for local or NRHP designation.

The Northside Dock was built in 1987 to help serve the J. L. Shiely Yard "D" complex. The dock should be evaluated in relation to the Shiely yard, which is not eligible for the NRHP but may be eligible for local designation. The dock may also be eligible for local designation as part of the J. L. Shiely Yard "D" complex.

Lowry Avenue Bridge (HE-MPC-19791)

The Lowry Avenue Bridge (Bridge 27B60) was constructed in 2010-2012. It is a steel tied-arch bridge designed by T.Y. Lin and SRF Consulting Group. The main span of the bridge is 450 feet long and the total length of the bridge, including approach spans, is 900 feet.[45] The Lowry Avenue Bridge is too new to qualify for designation.

Dundee Cement Terminal (HE-MPC-19787)

The Dundee Cement Terminal has been demolished. Although structures still remain in the river, the purpose for the structures has been removed by the loss of the terminal complex. The property, including the structures in the river, do not retain enough historic integrity to be eligible under Criterion A (NRHP) or Criterion 1 (local) in the area of Industry. The dolphins in the river are formed of metal pilings and concrete and are common structures. They are not eligible under Criterion C (NRHP) or Criterion 4 (local) as significant examples of Engineering. The brackets are the remnant of a floating dock that may have been eligible under Criterion C or Criterion 4 if more of the dock structure was extant. The brackets lack historic integrity and are not eligible for either NRHP or local designation.

Riverside Station Power Plant Terminal (HE-MPC-19790)

The Riverside Station Power Plant Terminal was the first industrial facility in the Upper Harbor. While some of the structures are still extant in and near the river, the historic integrity of the former terminal complex has been compromised by the removal of the coal field, conveyors, and hoppers. The purpose for the dock, dolphins, and small terminal building has been removed by the elimination of the coal field. The terminal complex, including the structures in the river, do not retain enough historic integrity to be eligible under Criterion A (NRHP) or Criterion 1 (local) in the area of Industry. The dolphins and dock in the river are formed of metal pilings and concrete and are common structures. They are not eligible under Criterion C (NRHP) or Criterion 4 (local) as significant examples of Engineering. The terminal building is a one-story utilitarian structure clad in corrugated metal siding. It is not eligible under Criterion C (NRHP) or Criterion 4 (local) as a significant example of Architecture or Engineering.

[45] T.Y. Lin International Group, "Lowry Avenue Bridge," accessed July 21, 2020, https://www.tylin.com/en/projects/lowry_avenue_bridge#:~:text=Brooke%20Duthie%20Photography-,T.Y.,Lowry%20Avenue%20Bridge%20Replacement%20project.

Upper Harbor Terminal (HE-MPC-9699)

The Upper Harbor Terminal (HE-MPC-9699) has previously been evaluated as a standalone district and the monolithic concrete domes have been evaluated for individual eligibility. This evaluation agrees with the previous recommendations made in the Hess Roise 2007 report and the 106 Group 2017 report. The UHT complex is not eligible individual listing in the National Register as a historic district because it is not significant enough to meet NRHP criteria. The monolithic concrete domes are not individually eligible for the National Register.

Both the UHT and the three extant monolithic domes are eligible for local designation by the City of Minneapolis. The UHT is eligible under Criteria 1, 3, and 4, and the period of significance is from 1968 to 1987. The three domes are eligible under Criteria 3 and 4, and the periods of significance are the years the domes were constructed. Two of the domes (HE-MPC-9672 and HE-MPC-9673) were built in 1984 and the third (HE-MPC-9671) in 1987.

The additional buildings, structures, and objects on the UHT are standard in design and construction. Each feature would not exist at this location if the UHT did not exist, and they do not have individual eligibility for local or NRHP designation.

Grain Elevator, Storage Bins, and Control House

The grain elevator was called out in the 106 Group report and the statewide historic context *Euro-American Farms in Minnesota, 1820-1960* was mentioned. That context applies to rural areas and focuses on resources in rural settings. The grain elevator at the UHT is the only remaining steel elevator in Minneapolis. An earlier, historic property, the Electric Steel Elevator, was located in the Southeast Minneapolis Industrial Area (SEMI) and was demolished in 2017 by the University of Minnesota. The Electric Steel Elevator was constructed in phases between 1901 and 1938, and was historically significant as an early example. Steel elevators were not as popular as concrete elevators because of cost, maintenance, and poor insulation. Concrete elevators are more prominent in Minneapolis, including the elevators at the Falls of Saint Anthony, the SEMI, and along Hiawatha Avenue. The steel grain elevator at the UHT is not as large as the Electric Steel Elevator or the concrete elevators in the city. It was constructed in the late 1970s and was not a rare construction type since steel storage bins became more affordable to produce after World War II. The grain elevator and storage bins appear to be of standard construction. The grain elevator does not appear to be eligible for local or NRHP designation under Criterion 4 (local) or Criterion C (NRHP) as a distinctive example of a grain elevator.[46]

The UHT grain elevator was constructed in the late 1970s as grain terminal storage in the city began to wane. An oral history interview with Mike Weyandt, Tim Pribil, and Ken Anderson of the River Trading Company, which managed the UHT for several years, revealed why the grain elevator was constructed. They described how the terminal was "always morphing."[47] When management of the terminal was handed over to ConAgra, the grain elevator was constructed. It

[46] Rachel Peterson and Charlene Roise, "Electric Steel Elevator," Minnesota Historic Property Record, prepared May 2016, available at Hess, Roise and Company, Minneapolis; Dan Hellman, "Top Projects of 2017: Mathisen Electric Steel Demolition," *Finance and Commerce*, July 27, 2018; Lisa Mahar-Keplinger, *Grain Elevators* (New York: Princeton Architectural Press, 1993), 66.

[47] Mike Weyandt, Tim Pribil, and Ken Anderson, oral history interview with Elizabeth Gales, Hess, Roise and Company, March 13, 2015, transcript available from the City of Minneapolis, p. 5

initially brought in valuable tonnage for the terminal, but the revenue began to diminish as elevators on the Minnesota River drew business away. By the mid-1980s, shipment of grain overseas was happening out of the Pacific Northwest rather than New Orleans. Railroads dominated shipping overland from the Midwest to the Northwest. While the grain elevator at the UHT would continue to be used, its role at the terminal gradually diminished.[48]

The grain elevator, storage bins, and control house are not significant enough under Criterion A to be eligible for the National Register. The grain elevator and bins may be locally eligible under Criterion 1 as the only remaining example of an intermodal grain terminal that included barge, rail, and vehicular transportation. The elevator may also be locally eligible under Criterion 3 as a distinctive feature in the city, especially along the riverfront in north Minneapolis.

Warehouse

The warehouse at the Upper Harbor Terminal (HE-MPC-9254) was constructed in 1971 by the Lund-Martin Company. It was the third building at the Upper Harbor Terminal. The structure covers approximately 110,000 square feet near the center of the site. It has precast concrete walls with raised ribs and an irregular fenestration pattern.

Concrete industrial buildings like the Upper Harbor warehouse proliferated in the twentieth century. Improvement in technology and industry in the mid-1900s improved mass production, and pre-fabrication led to the construction of many concrete warehouses throughout Minneapolis including several along the Mississippi River. Many of the extant concrete warehouses date from the 1940s, 1950s, and 1960s. Like the warehouse at the Upper Harbor, these warehouses are one-story utilitarian structures. Most feature no ornamentation, but a few have subtle details or concrete ribs similar to the Upper Harbor warehouse. In comparison to other extant warehouses, the Upper Harbor warehouse appears to be a mid-size structure and several other extant warehouses are significantly larger.[49]

The warehouse at the Upper Harbor Terminal does not appear to be significant enough to qualify for the National Register or local designation. Concrete warehouses are a common property type and many examples are extant along the Minneapolis riverfront. The building is also not notable for its size, construction type, or architectural style. The construction company, Lund-Martin, does not appear to be a prolific or historically significant firm. The warehouse does not appear to be eligible for local or NRHP designation under Criteria 1 or 4 (local) or Criteria A or C (NRHP) as a representative of historical themes or as a distinctive example of a warehouse.

[48] Peterson and Roise, "Electric Steel Elevator," 8-9; Weyandt, Pribil, and Anderson, 5-7.
[49] Permit Index Card for 2 36th Avenue North, City of Minneapolis; Hennepin County Property Map, accessed August 28, 2020, https://gis.hennepin.us/Property/Map/default.aspx; Amy E. Slaton, *Reinforced Concrete and the Modernization of American Building, 1900-1930* (Baltimore, Md.: Johns Hopkins University Press, 2001), 1-14.

Table 4. Individual Properties in the Upper Harbor Terminal Historic District Recommended Eligible for Local Landmark Designation				
SHPO Inventory Number	**Resource Name**	**Address**	**Construction Date**	**Local Eligibility**
HE-MPC-19788	Huron Cement Terminal	33 Twenty-sixth Avenue North	1968	Recommended eligible (Criteria 1 and 3)
HE-MPC-19789	J. L. Shiely Yard "D"	30, 45, 65 Twenty-sixth Avenue North 2602, 2612, 2622 Mill Street	1988-1992	Recommended eligible (Criteria 1 and 3)
HE-MPC-9643	Northside Dock	2710 North Pacific Street	c. 1968, 1987	Dock recommended eligible in relation to the J. L. Shiely Yard "D" complex (HE-MPC-19789)
HE-MPC-9699	Upper Harbor Terminal	3700-3750 Washington Avenue North 3701 Washington Avenue North 51 Thirty-sixth Avenue North 2 Thirty-sixth Avenue North 51 Thirty-fourth Avenue North 3360 North First Street 3800 North First Street (2 Dowling Avenue North)	1968-1991	Recommended eligible (Criteria 1,3, and 4)
HE-MPC-9671	Upper Harbor Terminal – Dome (12,000-ton capacity)	2 Thirty-sixth Avenue North	1987	Recommended eligible (Criteria 3 and 4)
HE-MPC-9672	Upper Harbor Terminal – Dome (8,000-ton capacity)	2 Thirty-sixth Avenue North	1984	Recommended eligible (Criteria 3 and 4)
HE-MPC-9673	Upper Harbor Terminal – Dome (16,000-ton capacity)	2 Thirty-sixth Avenue North	1984	Recommended eligible (Criteria 3 and 4)
HE-MPC-9666	Upper Harbor Terminal – Grain Elevator	2 Thirty-sixth Avenue North	c. 1978	Recommended eligible (Criterion 1 and 3)
HE-MPC-9667	Upper Harbor Terminal – Truck Dump/Hoist	2 Thirty-sixth Avenue North	c. 1978	Recommended eligible (Criterion 1 and 3)
HE-MPC-9668	Upper Harbor Terminal – Control Building	2 Thirty-sixth Avenue North	c. 1978	Recommended eligible (Criterion 1 and 3)

HE-MPC-9669	Upper Harbor Terminal – Dust Tanks (group of 4)	2 Thirty-sixth Avenue North	c. 1978	Recommended eligible (Criterion 1 and 3)

Redevelopment of the Upper Harbor Terminal

The UHT is proposed for redevelopment, including the potential demolition of existing buildings, structures, and objects; the construction of new buildings; and the creation of new parkland.

Redevelopment of the UHT would not have an impact on the Upper Harbor Historic District, because the Upper Harbor Historic District is no longer eligible for local or NRHP designation. There could be an impact on the local eligibility of the UHT as a district. The majority of the individual resources that make up the UHT were built during the period of significance (1968-1987) and contribute to the property's significance for local designation. **The demolition of a majority of the contributing buildings, structures, and objects at the UHT would have a negative impact on the property's historic integrity and eligibility for designation.**

Some of the buildings, structures, and objects may be removed without impacting the UHT's eligibility for local designation. For example, the accidental destruction of the 1,200-ton monolithic concrete dome (HE-MPC-9263) on the northern side of the UHT in 2018 was not significant enough to affect the historic integrity of the entire site. However, the loss of the three remaining monolithic concrete domes could be significant enough that the property's overall integrity might be compromised.

The five large commodity storage areas are open and do not contain permanent buildings or structures. New construction on these storage areas has the potential to negatively impact the terminal's historic integrity, since the feeling of openness would be diminished. The development of commodity storage areas into parkland may be compatible with the historic character of the site if a significant amount of hardscaping is maintained as part of the parkland.

Development of parkland while retaining the buildings and structures near the north end of the UHT could preserve the historic character of the site. Development on the lots along Washington Avenue North could have less of an impact on the integrity of the site. Some historic structures on those lots have already been removed. The small office and scale house buildings near Washington Avenue are visually and functionally isolated from the historically more active part of the terminal along the river. As a property with potential for local designation, determinations on how the redevelopment will impact the site are the responsibility of the staff and commissioners of the Minneapolis HPC within CPED.

Archaeology

A Phase Ia Archaeological Literature Review of the Upper Harbor Terminal was conducted by Nienow Cultural Consultants (NCC) in May and June 2020. NCC used multiple avenues to understand cultural resources within the project area including: research available from the Minnesota Office of the State Archaeologist (OSA) and the SHPO; available development plans; Minneapolis construction and demolition permits; aerial images; oral histories; environmental soil core data; and historic maps including Sanborn Insurance maps. Due to the Covid-19 pandemic, NCC was not able to visit the OSA or SHPO in person. They reviewed digitally available materials from both offices and communicated electronically with staff for additional clarification of the materials. Given the inability to complete the research in person, NCC's Phase 1a report is considered a preliminary report.

Based on available historic maps, drawings, and images for the project area, **NCC has found there is the potential for a variety of historic cultural resources dating back as far as the 1880s**. Given the project area's proximity to the Mississippi River there is also the potential in undisturbed areas to encounter prehistoric materials. If future archaeological work were to occur at the Upper Harbor Terminal, NCC recommends an initial combination of remote sensing and targeted shovel testing depending on the terrain, surface conditions, and plans for future ground disturbances.

The complete Phase 1a Report for the Upper Harbor Terminal is appended to this report.

CONCLUSION

The Upper Mississippi Harbor Development was a significant event in the history of Minneapolis. The potential Upper Harbor Historic District identified in 2007 had significance for the industrial, commercial, and maritime properties that were developed in the area. Unfortunately, the properties within the district have compromised historic integrity and there are no longer enough contributing properties to form a historic district that would be eligible for local or National Register designation.

Individual properties and complexes within the boundaries of the district do not appear to be eligible for the National Register. However, a number of properties may be eligible for local designation (see Table 4 above). Redevelopment of the Upper Harbor Terminal could negatively impact the historic character of the property, but that determination will be with the staff and commissioners of Minneapolis HPC.

There is the potential for archaeological resources that predate the Upper Harbor Terminal. Additional research and archaeological testing would need to occur to confirm if archaeological resources are present.

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APPENDIX A: PHASE IA ARCHAEOLOGICAL LITERATURE REVIEW

APPENDIX B: 2003 ARCHITECTURAL/HISTORICAL SURVEY OF LOWER SAINT ANTHONY FALLS HYDROELECTRIC PROJECT

APPENDIX C: 2007 ARCHITECTURAL/HISTORICAL SURVEY REPORT OF UPPER MISSISSIPPI HARBOR REDEVELOPMENT

APPENDIX D: 2017 INTENSIVE ARCHITECTURE/HISTORY EVALUATION FOR THE UPPER HARBOR TERMINAL