



City of Duluth
Planning Division

411 West First Street • Room 208 • Duluth, Minnesota 55802-1197
218-730-5580 • Fax: 218-730-5904 • www.duluthmn.gov

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DATE: August 30, 2018
TO: Heritage Preservation Commission
FROM: Jenn Moses, Planner II
RE: Historic Nomination of Lake Superior and Mississippi Railroad (PL 18-007)

Proposal

Local historic designation of the Lake Superior and Mississippi Railroad (LSMRR), from Boy Scout Landing on the west to Spring Street on the east, as a historic resource. A map of the area being proposed is attached.

Process

Per UDC Section 50-37.8, the HPC can nominate properties for historic designation and, in so doing, shall report on the historical, cultural, and architectural significance of the proposal, as well as economic status of the property. The Planning Commission shall forward comments on the potential effects on the surrounding neighborhood, economics, environment, and other planning considerations.

On November 28, 2017, the HPC voted to nominate the LSMRR for historic designation. The nomination form with all appendices is available under the HPC section of the City's web site, at <http://www.duluthmn.gov/community-planning/commissions-committees/> and is attached to this memo. On August 14, 2018, the Planning Commission voted 8-0 to support the nomination.

A public hearing is scheduled at the HPC meeting on September 11, 2018, after which the HPC can formally vote on the recommendation. City Council will make the final decision to approve, approve with modifications, or deny the designation based on the historic criteria in UDC 50-37.8.C.

If approved, the next step is writing and submitting a Preservation Plan to the HPC for adoption. This Preservation Plan would define how to proceed with maintenance, improvements, and changes to the railroad in the future. Any future change to the railroad would require a Historic Construction and Demolition Permit, which would need to be approved by the HPC. Historic Construction and Demolition Permits require conformance with the Preservation Plan for the site as well as with historic resource criteria developed by the National Park Service.

Background

The LSMRR was completed in August 1870 as the first railroad line between St. Paul and Duluth. The remaining segment of the original line is about 6 miles in length and is used as an excursion railway. About 4.5 miles of that right of way is owned by the City of Duluth, and is the portion being proposed for historic designation. The Lake Superior and Mississippi Railroad is now run as an all-volunteer excursion railroad.

The portion of the railroad proposed for designation is located in the neighborhoods of Gary New Duluth, Morgan Park, and Riverside. Amidst these neighborhoods, and including a lengthy section of the track, is the former US Steel site in Morgan Park, where the tracks also cross the St. Louis River on a causeway over a bay named Mud Lake. The northern portion of the causeway is owned by the City of Duluth, while the southern portion is owned by US Steel.

The US Steel site is an EPA-designated Superfund site due to the long history of contamination from the steel plant – both aquatic and terrestrial. The City of Duluth continues to work with the EPA and US Steel regarding clean-up of the site. Mud Lake is also identified by the EPA as a priority site in the St. Louis River Area of Concern (AOC); however, as limited information exists about current conditions in Mud Lake, further investigations and data collection, as well as a final concept plan, is still needed. Preliminary information shows contamination and water quality issues in Mud Lake. A final restoration plan is anticipated to address:

- Lack of hydrologic exchange within Mud Lake due to the railroad causeway
- Sediment contamination in the north edge of Mud Lake
- Ongoing water quality impairment of high pH
- Presence of wood waste on shoreline and elsewhere in the project area

Once a final restoration plan is adopted and negotiations with US Steel are completed, the City of Duluth will have full information regarding the extent of remediation activities, which will likely include work along the rail line and causeway, possibly requiring removal of the tracks and/or portions of the causeway.

Another planning effort along the rail line has been the City of Duluth Parks and Recreation Department's Western Waterfront Trail Master Plan. This master plan looks at options to extend and improve the Western Waterfront Trail as cited in its original 1979 plan, and aims to improve river access nodes. The draft plan was presented to the Parks and Recreation Commission on November 8, 2017, and recommends retaining about $\frac{3}{4}$ of the existing railroad for excursion use, recognizing likely removal of the causeway to enhance the ecological health of the river. This planning process has not been completed, pending the restoration and remediation plans of the steel plant site and negotiations with US Steel.

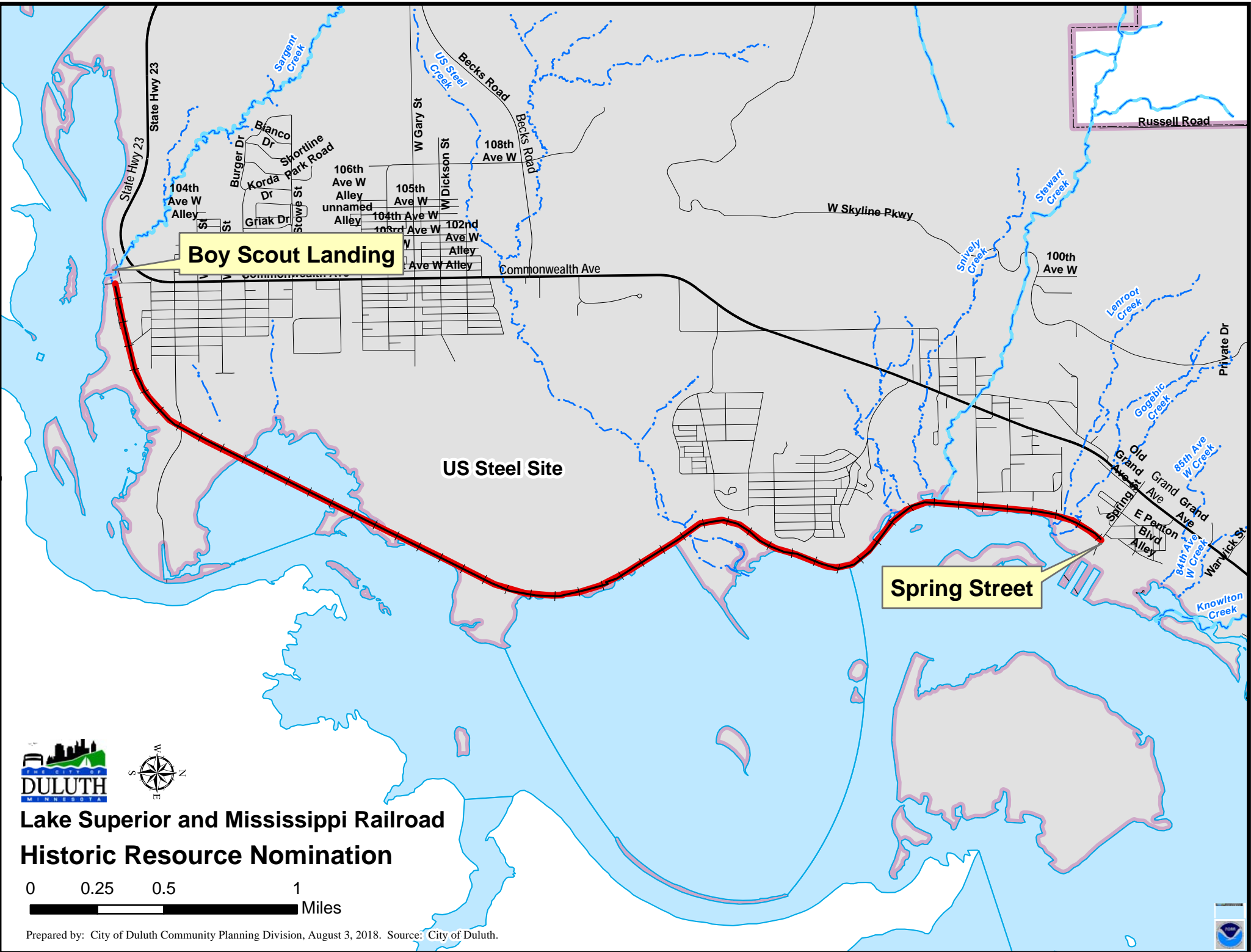
Staff Findings

1. Per the attached nomination form, the LSMRR meets the following historic criteria:
 - a. Criterion A: It has character, interest, or value as part of the development, heritage, or cultural characteristics of the City of Duluth, State of Minnesota, or the United States.
 - b. Criterion B: Its location was the site of a significant historical event.
 - c. Criterion C: It is identified with a person or persons who significantly contributed to the cultural development of the City of Duluth, State of Minnesota, or the United States.
 - d. Criterion G: Its unique location or singular physical characteristics represent an established and familiar visual feature of a neighborhood, community, or the City as a whole.
2. The southern portion of the causeway is owned by US Steel, which has not indicated support for the historic designation.
3. The pending remediation of the US Steel site will have unknown consequences for the rail line.
4. Without completion of all current planning efforts in the area, a solid Preservation Plan that can guide future improvements will be challenging to complete.
5. Financial resources to rebuild (if necessary) and maintain the rail line have not been identified.
6. After remediation, the US Steel site will provide a significant opportunity for economic development within the city.
7. As part of planning for the Western Waterfront Trail, the City Parks and Recreation Department's public involvement, including telephone surveys, showed public support for trails and water access to be higher than that for maintaining the rail line. Because of this, the draft plan recommended a balanced approach that maintains the rail line where feasible, while also improving water access and extending the Western Waterfront Trail.

Recommendation

The LSMRR meets satisfactory criteria for historic resources; however, the regulatory process for historic designation also stipulates consideration of economic, neighborhood, environmental, and other planning considerations. Designation of the railroad as a historic resource significantly limits the potential to meet environmental goals in the St. Louis AOC, neighborhood goals of increased trails and water access, and economic development goals relating to the US Steel site. As planning work continues in this corridor, good governance will require balancing the many competing goals with available resources; however, designation of the railroad above other goals indicates prioritizing historic aims above other factors.

Because of this, staff recommends against formally designating the LSMRR as a historic resource at this time. The historic nature and value of the LSMRR has been well documented as part of this nomination process, and acknowledged by the EPA and Western Waterfront Trail process. The importance of this historic resource will continue to be an important consideration as future decisions are made in the corridor.



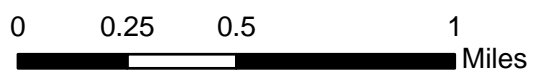
Boy Scout Landing

Spring Street

US Steel Site



**Lake Superior and Mississippi Railroad
Historic Resource Nomination**



Lake Superior & Mississippi Railroad

City of Duluth

Heritage Preservation Commission

Local Landmark Designation Presentation

Local Landmark Nomination Application

Property Information

Findings on Designation Criteria

Conclusions

Bibliography

Legal Description - Appendix A

Artifacts & Landmarks – Appendix B

Maps & Photos – Appendix C

November

2017

City of Duluth
Heritage Preservation Commission
Local Landmark Nomination Application

- I. Name of Property
 - A. Historic: **Lake Superior & Mississippi Railroad Company**
Name of first railroad into Duluth in 1870
 - B. Common: **Lake Superior & Mississippi Railroad Company**
Current name of tourist railroad in same location originating in 1979

- II. Location
 - A. Mailing address: LS&M, P.O. Box 16211, Duluth, MN 55816
 - B. Legal Description: See Appendix A (separate document)
 - A-1 Donation Deed – September 23, 1977
 - A-2 Donation Bill of Sale – November 15, 1982
 - A-3 Easement, Parcels Descriptions 1-11, November 15, 1982

- III. Classification
 - A. Type of Property: Linear railroad grade
 - B. Current use: Historical Excursion train
 - C. Current zoning:

- IV. Current Owner
 - A. Name: City of Duluth
 - B. Address: 411 W First Street, Duluth, MN 55802
 - C. Nomination brought forth through Duluth Heritage Preservation Commission

- V. Property Status
 - A. Occupied: LS&M tourist train operational weekends June – October
 - B. Assessed Value:
 - C. Condition: Track is Federal Railroad Administration approved as an operational Class I Railroad Track

- VI. Historical Background
 - A. Year Built: Original line from St Paul into Duluth completed August 1, 1870
 - B. Builder: The LS&M was financed by Jay Cooke and its president was William Banning, both well-known names in this area.
 - C. Original Site: Yes
 - D. Unaltered: Original alignment is unaltered. Rail, ties, switches and other materials have been replaced as required.
 - E. Architectural Style: Standard gauge rail

THE LAKE SUPERIOR AND MISSISSIPPI RAILROAD HISTORY

The following describes the construction and operation of the Lake Superior Railroad. A full historic context for railroads in Minnesota, and from which this evaluation is tiered, can be found in the Railroads in Minnesota, 1862–1956 National Register of Historic Places Multiple Property Documentation Form on file at the Minnesota State Historical Society (Minnesota State Historical Society 2002). The context is not repeated in this report.

Until the late 1800s, the 10,000 lakes and countless numbers of rivers and streams in Minnesota created a vast network of waterways to provide transportation throughout the state. The waterways fell into three drainage areas—the Red River to the north, the Mississippi River, and Lake Superior. Each of these drainages represents a distinct and totally separate water system with no connecting links between them (Luecke 2005). The river route from the Head of Lakes (Lake Superior) south toward the Mississippi River system was difficult, and sometimes impossible to traverse. The arrival of the railroad would end the region’s reliance on waterborne transportation and establish the Head of the Lakes as a transportation gateway to all points in Minnesota (Luecke 2005).

Minnesota’s earliest railroads were incorporated in 1857. Of the possible routes for the first railroads in the region, the concept of linking the territory’s three major watersheds received considerable interest. The link between the Head of the Lakes and the head of navigation of the Mississippi River at St. Paul received considerable backing, but only as a part of a much grander scheme: a rail line from the Head of Lakes via St. Paul to the Missouri River at Omaha. On 23 May 1857, the Nebraska and Lake Superior Railroad Company was incorporated as one of the first original 31 territorial railroads (Luecke 2005, Prosser 1966). Of the 31 railroads chartered in this period, the four land grant roads managed to grade about 180 miles of potential railroad (Luecke 2005).

The Minnesota territorial legislature gave the Nebraska and Lake Superior Railroad Company a grant of swamp lands; however, the Panic of 1857 resulted in no work being completed on Minnesota’s railroad system beyond the initial 180 miles of grading. By 1860, the Nebraska and Lake Superior Railroad silently slipped into receivership and the hopes of early completion of the “Portage Railroad” disappeared (Luecke 2005). By 1861, the exportation of small grains, particularly wheat, was becoming increasingly important to the economy of the state, and the need of central Minnesota for a trade outlet to the East created pressures which led to a legislative act reviving the company under a new name. On 8 March 1861, the Nebraska and Lake Superior was re-organized and emerged as the Lake Superior and Mississippi Railroad Company (LS&M) inhering the swamp land grant (Harnsberger 1960, Luecke 2005, Prosser 1966).

Events once again interfered with the company’s second bid to complete the “Portage Road.” One month after the LS&M was formed, the Civil War began. No progress would be made by the LS&M. In 1863, the legislature extended the time limits governing the construction of the road with the hope that time would allow the LS&M to recover from the effects of the war.

(Luecke 2005).

Minnesota had three railroads in operation in 1864. In the spring of that year, the LS&M became Minnesota's fourth railroad by breaking ground in St. Paul in early July and letting contracts for the grading of the first 21 miles of the line (Luecke 2005).

To keep the road construction moving, the Board of Directors voted to assess each stockholder the sum of \$2 per share in June 1865; however, funds quickly ran out and construction was again halted. The LS&M slipped into another period of dormancy. The state of Minnesota tried to push the project in 1865, by authorizing a land grant of seven sections on either side of each completed mile in support of the "Portage Road." Even this land grant of more than 694,000 acres along the proposed route to Duluth, combined with the end of the Civil War, were not enough to result in immediate resumption of construction¹. The project wallowed through 1866 and 1867 without appreciable progress. The deadline for completion was extended a third time. In an attempt to raise additional working capital, the road's Board of Directors attempted another emergency assessment. This proved to be the undoing of the project when many stockholders gave up their shares rather than invest more money (Luecke 2005).

The LS&M president, William L. Banning, scrambled for outside backers to support the construction of the road. Mr. Banning went to Jay Cooke and Company of Philadelphia. Mr. Cooke was one of the leading financiers in the United States at the time (Luecke 2005). In late 1867, Mr. Cooke backed the LS&M. The LS&M railroad would become strategically important to Cooke and the Northern Pacific (Lubetkin 2006).

On 5 May 1868, the first rail was spiked into place on the LS&M, and on 20 June 1868, the LS&M became Minnesota's sixth operating railroad with the arrival of its first locomotive at the St. Paul levee (Luecke 2005). Rail construction progressed northward to about 4 miles south of White Bear Lake during Summer 1868. On 27 July 1868, the railroad was "inspected" by a party of Eastern railroad gentlemen. This excursion was the first movement of passenger cars over the LS&M (Luecke 2005). The completion of the line to White Bear Lake was celebrated on 10 September 1868, with regular passenger service to White Bear Lake beginning on 16 September 1868 on a 6-day-per-week schedule. The train departed St. Paul at 6:45 a.m. and 6:45 p.m. from White Bear Lake. On 9 December, 1868, the LS&M opened regular passenger service to the railhead at the town of Wyoming. Track-laying continued north out of Wyoming on 26 May 1869 (Figure 2). Regular service was extended to Rush City on 26 June 1869. On 20 October, trains began running to within 1 mile of Pine City. It took more than a week for the railhead to reach Pine City due to a sinkhole which developed south of the city (Luecke 2005).

While the construction in St. Paul began in 1864, building from Duluth southward did not begin for another 5 years. In June 1869, grading operations began along the shores of Lake Superior at Rice's Point near Duluth. The geography of the shoreline was less than ideal for construction of the railroad due to high bluffs. A series of ridges and valleys ran down the slope to the very edge of the water. The route was interspersed with marshy, swampy back waters which would have to be crossed on piles. Much of these back waters were later filled, but in 1869, crossing them meant driving innumerable timber piles to support the railroad (Luecke 2005). The Duluth Bay did offer one advantage: Rice's Point. The low, relatively flat peninsula projected deep into the St. Louis River near its mouth, forming a natural meeting point for the railroads and ships. Since

Duluth was also to be its eastern terminal for the Lake Superior to Puget Sound railroad, the importance of the port increased accordingly. It was expected that the new city would not only compete with Chicago for the trade of central and southern Minnesota, but that it would become in time the single great outlet to the east for the Red River Valley and the plains of North Dakota (Harnsberger 1960). The LS&M realized the advantages of the point and based its Duluth operation on the point (Luecke 2005).

On 1 January 1870, the first 77 miles of the LS&M railroad were completed and a passenger and freight train ran from St. Paul to the newly platted town of Hinckley, which is located approximately halfway between Duluth and St. Paul. The train left St. Paul at 7:15 a.m. and arrived at Hinckley at 12:05 p.m., with stops at White Bear, Centreville, Forrest Lake, Wyoming, North Branch, Rush City, and Pine City. The train returned to St. Paul the same day at 6:00 p.m. (Luecke 2005).

As early as 1853, Minnesota legislators created a railroad charter for a line to run from Lake Superior to Puget Sound in Washington State. In 1864 President Lincoln approved an Act of Congress that essentially created the Northern Pacific Railroad (Dierckins and Norton 2012). On 1 January 1870, Jay Cooke and Company agreed to become the financial agent of the Northern Pacific Railroad.

In 1870, the Northern Pacific had made arrangements to use the LS&M mainline from a point near Thomson into Duluth. This rail link would provide the Northern Pacific with a supply line to Duluth and St. Paul for its own construction. The deal resulted in the decision to push construction of the LS&M throughout the winter (Luecke 2005).

As spring came, the LS&M was nearing completion. By 10 March, rails ran to within 10 miles north of Hinckley, or 87 miles north of St. Paul. Seven miles of track were in place on the Duluth division. Crews worked on the trestle along the St. Louis River at Fond du Lac, and at building culverts, retaining walls, and fills. A bridge at the St. Louis River crossing just below Thomson was completed (Luecke 2005). During the first week of April, the railroad reached the Kettle River, 96 miles north of St. Paul. Massive delays came on the Duluth side in late April when the winter frost thawed and poor engineering decisions made over the winter resulted in cuts and fills giving way, leaving tons of earth to be re-excavated (Luecke 2005).

When the LS&M was built in the late 1860s, the engineers chose the most obvious route for the railroad to leave the Duluth Harbor area: the route along the St. Louis River. This choice merely adhered to one of the most basic theories of railroad engineering: the easy grade offered by a water-level route. Countless railroads had made use of this theory prior to the LS&M. The St. Louis River route not only represented the easiest and most economical grade, but also the only gap in the hills surrounding Duluth that would allow the LS&M to build in the direction of St. Paul. While the line along the St. Louis River was much easier to complete, its physical characteristics required very expensive annual maintenance. The western portion above Fond du Lac was extremely difficult. Five great timber trestles, numerous smaller bridges and culverts, and thousands of feet of shoring and retaining walls were needed to complete this section of road. The steep grade between Fond du Lac and Thomson strained the capacity of the locomotives (Luecke 2005).

The Duluth division reached Fond du Lac on the evening of 22 June. On 1 August 1870, the final spike was driven near the town of Thomson, and the first railroad connecting the Twin Cities to Duluth was completed (Dierckins and Norton 2012; Martin 2010). The work crew had to scramble to meet the deadline, and 4 hours after the laying of the last rail, the first train from St. Paul to Duluth arrived. The first train consisted of a locomotive, baggage car, two passenger coaches, and two freight cars (Dierckins and Norton 2012).

The first regular schedule for the 154-mile portage route went into effect on 17 August 1870. By the end of the year, trains ran between Duluth and St. Paul every day (Dierckins and Norton 2012). The train started from the St. Paul station that day at 7:15 a.m. and arrived in Duluth at 11:30 p.m., making the 154-mile trip in 16 hours and 15 minutes (less than 10 miles per hour) (Carroll and Wisuri 2006).

Within a year, the time from St. Paul to Duluth was reduced to 12 hours, and progress was made as the equipment and the tracks were improved, although it was claimed by some that LS&M meant “long, slow & miserable.” Throughout the 1870s, there was a daily day-time passenger train from St. Paul to Duluth, returning to St. Paul overnight. There was also a separate daily day-time freight train from St. Paul to Duluth, returning to St. Paul overnight (LS&M time schedule 1871, 1874, and 1876).

The LS&M provided wheat growers with a link to a vital grain port. In 1886, Duluth elevators transferred 22 million bushels of grain from railroad to ships on Lake Superior (Schmidt et al. 2013). The LS&M also provide transportation for tourists to destination outside of, but close to, the major cities, including White Bear Lake, Chisago Lakes, Taylor Falls, Center City, Lindstrom, and Forest Lake (Schmidt et al. 2013).

After the LS&M was completed, Jay Cooke began significant construction on the Northern Pacific as men became available for work (Lubetkin 2006). In the economic crash of 1873, the banking firm of Jay Cooke and Company failed, and the economic growth in Duluth ceased. Duluth lost half of its inhabitants between 1873 and 1875 (Schmidt et al. 2013). Duluth did become an important port for the Great Lake’s trade with the completion of the Northern Pacific, the opening of the Red River Valley and the Great Plains to wheat production, and the development of the Minnesota mining industry in the 1880s and 1890s (Harnsberger 1960).

The Northern Pacific broke their lease with the LS&M. The LS&M managed to hang on without Cooke’s money and the lease, but in 1877, the railroad failed. It reorganized as the St. Paul and Duluth Railroad on 17 July 1877 (Dierckins and Norton 2012, Prosser 1966). In 1886, the St. Paul and Duluth Railroad built a new line from West Duluth to Thomson to reduce the road’s grade, remove some turns, and shorten the distance by 2½ miles. The original line continued to provide commuter train serve to Fond du Lac until the 1930s.

The St. Paul & Duluth Railroad was sold to the Northern Pacific Railroad on 15 June 1900, and the Northern Pacific acquired all of the track and facilities and integrating them into their system (Prosser 1966, Carroll and Wisuri 2006). The Northern Pacific was succeeded by Burlington Northern. Because Burlington Northern already had railways in place, much of the original

LS&M line was considered redundant. Most of the track was abandoned, and many segments have since been turned into rail trails, including the Willard Munger Trail which was the realigned section built by the St. Paul and Duluth (Dierckins and Norton 2012). On 19 September 1977, Burlington Northern donated the 6-mile track to the City of Duluth (LS&M Railroad Company 1983).

Beginning in the 1910s and increasing during the 1920s, the automobile became the preferred mode of travel for Minnesota tourists. As highways improved, automobiles carried increasing numbers of tourists, and train travel decreased (Schmidt et al. 2013).

1 By the time the railroad was completed, the land grant made by the federal government and the state of Minnesota, in aid of construction of this road was the largest in quantity and most valuable in kind ever made in aid of any railroad in the U.S. to date. The grant amounted to 17 square miles or sections (10,880 acres) of land for each mile of road, totaling 1,632,000 acres of land (Coffin 1870). Between the value of the land grant received and the bonuses from St. Paul and St. Louis County to be the terminus for the line, the railroad received approximately \$4.8 million in gratuities (Prosser 1966).

VII. Description of Property

The LS&M track includes approximately 6.2 miles of original LS&M track alignment as described below.

DESCRIPTION OF THE SIX-MILE SEGMENT OF THE LAKE SUPERIOR & MISSISSIPPI RAILROAD

The original Lake Superior and Mississippi Railroad had its northern terminus in downtown Duluth and its southern terminus in St. Paul. The railroad ran south, southwest out of Duluth following the St. Louis River shoreline until the town of Thomson. From Thomson, the rail headed west of Carton for approximately 2 miles then turned south, southwest and followed what is today the Interstate 35 (I-35) and I-35E corridors into St. Paul. The segment from New Duluth to Thomson was rerouted in the 1880s farther to the north and followed what is now the Willard Munger Trail (Martin 2010).

The segment of the Lake Superior and Mississippi Railroad used by the Lake Superior and Mississippi Railroad Company currently for tourist rides and the subject of this evaluation begins at South 67th Avenue West at the Lake Superior and Mississippi Railroad Company parking lot and ticketing booth in West Duluth, and terminates at Commonwealth Avenue at the Boy Scout Landing parking lot in New Duluth. The roadway segment is approximately 6 miles in length and approximately 30 feet (ft) wide.

The location and design of the corridor is influenced by the natural shoreline of the St. Louis River. This section of the St. Louis River provided a relatively flat grade, and a gently meandering corridor. The railroad configuration is a single track on a railroad bed. The railroad roadway consists of ground modification (cut, fill, ditches, drainage features, and grade changes), although the cuts and fills are minimal along this section of rail due to minimal grade changes. The roadway comprises ballast, tracks, ties, and ditches. The ballast is primarily crushed stone. The top of the road bed varies, but averages 16 to 20 ft wide.

The tracks are standard gauge steel rails (photograph no. 2) spaced 4 ft, 8½ inches apart, mounted to wooden ties (photograph no. 4). The ties are imbedded into the ballast, and in some cases covered by the ballast. The rails are secured to the ties with spikes through steel plates (photograph no. 33). There are switch stations at each end of the rail line to re-position the engine (photograph no. 29 and 41). There is also a switch station approximately 300 ft south of Spring Street where another railroad line separates from the main line to the southwest. Materials have been replaced over the years with modern materials; however the overall design and installation techniques are similar to the original design and materials.

The following is a more detailed description from north to south. Photographs are included in Appendix C.

This segment of the Lake Superior and Mississippi railroad begins on the north end at the crossing of the main line with South 67th Avenue West (photograph no. 42). Adjacent to the northwest side of the railroad and just south of South 67th Avenue is the modern Lake Superior and Mississippi Railroad Company parking lot and ticket booth (photograph no. 43). There are also other modern businesses and residential areas visible on both sides of the railroad in the area.

Approximately 700 ft southwest of the parking lot, the Western Waterfront Trail crosses the tracks, and approximately 200 ft beyond the trail crossing is a modern concrete railroad bridge that spans Kingsbury Creek (photograph no. 44). Approximately 700 ft beyond Kingsbury Creek, the railroad crosses Pulaski Street and begins paralleling Bayhill Drive passing near residential and small commercial and retail businesses. Bayhill Drive continues for about 0.6 mile and ends at a warehouse. The railroad then parallels the Western Waterfront Trail and St. Louis River for another 0.6 mile and crosses Spring Street at the Spirit Lake Marina. Continuing in a southwest direction, the railroad follows the St. Louis River for less than ½ mile (0.47 mile) and crosses Clyde Avenue. This area also contains small commercial businesses, residential areas, and wooded areas with occasional views of the St. Louis River.

Nine hundred feet south of Clyde Avenue, the railroad crosses Stewart Creek with an open concrete culvert with separate track (steel) and pedestrian (timber) crossings (photograph nos. 36 and 39). The railroad curves to the southeast, and approximately 1,000 ft from Stewart Creek is an open wooden culvert to allow water on the west side of the track to drain water through the railroad bed into the St. Louis River. The culvert is spanned by the single track.

The railroad continues to follow the St. Louis River shoreline for approximately 2.3 miles in a more rural setting with no vehicular road crossings. In this section, the railroad passes along the east side of Morgan Park with only a few modern houses visible from the track (photograph nos. 5, 7, 8, and 9). The railroad then crosses the U. S. Steel property. There are six corrugated steel modern pipes that form a culvert at the Unnamed Creek (photograph no. 11). There are views of Spirit Lake to the east and wooded areas to the west.

The railroad then crosses Mud Lake for approximately 0.38 mile (photograph no. 23). This area was originally spanned by a timber pile trestle bridge but has been replaced (date unknown) by infilled railroad roadway. The roadway is approximately 30 ft wide at the top and 60 ft wide on

the lake bed. There is a wooden culvert approximately half way across the Mud Lake span (photograph no. 24). The views are of Mud Lake and wooded areas.

From the south end of Mud Lake, in approximately 0.2 mile, the railroad passes under an overhead steel beam Canadian National railroad bridge (Martin 2010) (photograph no. 25) and then, in 250 ft, crosses East McCuen Street (photograph no. 27). The railroad continues for another 0.6 mile and terminates at Commonwealth Avenue adjacent to residential apartments and the River Place campground. There is a 1,000-ft spur track with a switch station to reposition the engine (photograph no. 29). The track beyond this point has been removed (photograph no. 32).

VIII. Present Condition

The LS&M track is Federal Railroad Administration compliant for train operation. As with all operating railroads, as soon as a track is put in service, tracks and roadbeds must be regularly inspected and continually repaired and upgraded to comply with current regulations. Throughout the life of the LS&M, such improvement has taken place. Currently, twice-weekly track inspection is ongoing with ballast, tie and rail replacement as required. Although virtually no railroad operates without upgrades and replacements, a rail has been located on the LS&M stamped as original Carnegie rail from 1893 as well as a switch stand stamped 1889 (Appendix B) In addition, the earthen causeway which allows the LS&M to cross Mud Lake was built on the original 1890's trestle which was filled in during the 1950's.

IX. Statement of Significance

As the first railroad into Duluth, the LS&M connected Duluth with St Paul and later other railroads allowing the trading of goods. The railroad was critical to the economic growth of Duluth as well as the establishment of other towns along the route providing a vital economic driver and transportation system for the State of Minnesota.

Andrew Schmidt is quoted in the EPA Study as saying, "The LS&M Duluth Corridor retains integrity of location, design, materials, setting feeling and association. The shoreline of the St Louis River dictated the placement of the alignment and the swamp land required the placement of culverts and bridges. The linear roadway, road bed, tracks, road crossings, bridges, overhead bridge, switch equipment and spur tracks all convey the feeling of traveling on a late nineteenth/early twentieth century railroad.

The LS&M was the catalyst in opening up commerce in Duluth allowing both rail and shipping opportunities to increase the population in Duluth many fold. Thus, the LS&M is significant historically, culturally and socially by connecting Duluth with the other centers of population as well as bringing the advent of the technically advanced steam engine into use in the City.

By 1869, Duluth was gaining population. One of the new arrivals “counted only 14 families in Duluth in January 1869, but “by the 4th of July 1869 there were 3,500 people in place and still they are coming”

Luke Marvin would recall: “This rush of people comprised all classes. Most of them were from the Eastern states. Some came to work on the railroad; some came to engage in business, others in lumbering.”

State Representative, James J Eagan, who visited Duluth in 1869, stated:

“The lifeless corpse of Duluth.....touched by the wand of Jay Cooke, sprang full armed from the tomb; Banning, Branch and James Smith Jr. [executives of the LS&M and promoters of an all Minnesota railroad] had won the good fight and henceforth the sun of prosperity gilded the lake and your bluffs echoed and re-echoed back the acclaim: “Minnesota has triumphed!”

X. Findings On Designation Criteria

The following criteria are established by ordinance as the basis for designation of a site/district, with the requirement that the property proposed for designation meet at least one of the criteria.

Findings responding to each of the criteria are as follows:

A. It has character, interest, or value as part of the development, heritage, or cultural characteristics of the City of Duluth, State of Minnesota, or the United States.

FINDING:

Almost the entire modern history of Duluth begins with the LSMRR and its tracks. The Lake Superior and Mississippi Railroad, though only running for a short time before being reorganized and renamed, served as the foundation of what was to become one of the most important cities in Industrial America.

Prior to the train, people who wanted to go from Superior (WI) to St. Paul had to endure a 3-4 day rugged stagecoach ride on the Military Road, and pay more than the equivalent of \$900 per person. That severely limited growth to the Northland area. As the idea for the train developed, many people hoped it would go through parts of Wisconsin on its journey to Superior. State political powers were able to keep it entirely in Minnesota (which, of course, makes the train and right-of-way significant to Minnesota History). The terminus of the trains would be in Minnesota, not Wisconsin.

As a result, the Duluth area expanded and at one time rivaled the city of Chicago in several ways (both being located at the tip of a Great Lake, with access to shipping and other forms of transportation). These tracks, and the

Excursion Train, show and tell a story of greatness that would flourish in the industrial city of Duluth at the turn of the century. Riding along the same path that millions of people (some with millions of dollars!) have taken, even though it is now down to only a few miles in Duluth out of its' original 146 miles, has enlightened thousands of visitors to the Duluth area about our historical past. We hear countless times, "I never knew that about Duluth's past!" and would hope that anyone reading this will come on board.

B. Its location was a site of a significant historical event

FINDING:

The arrival of the first train from St. Paul to Duluth was considered a extraordinarily major event on August 1, 1870. It was so important that in addition to the President of the Train and some other key officials, the Chief Justice of the United States Supreme Court, Salmon P. Chase, was there to "witness the iron marriage of our highest geographical circles." (The Northern Pacific in Minnesota, page 32).

The St. Paul Press (newspaper) printed the following on August 2, 1870.

"At thirty-five minutes past 11 o'clock p.m. of August 1st, 1870, the First Through Train [sic] on the Lake Superior & Mississippi Railroad arrived at Duluth—having left St. Paul at seven o'clock and fifteen minutes the same morning. Late was the hour crowds of the people of Duluth lined the track and surrounded the Depot on the Lake Shore [sic], and bonfires blazed and human voices cheered as the locomotive that had in the morning drank of the waters of the Mississippi stood smoking panting, and thirsty on the shores of our Inland Sea and replenished its tank from its crystal waters alongside the track."

Trevanion Hugo, who would be a popular Duluthian at the turn of the century, described the cacophony of the railroad whistle and the more familiar steamboat whistle that summer of 1870 as "a Wagnerian chant of commercial triumph." That it was. The Lake Superior & Mississippi provided the missing element that would make the Twin Ports actual twin ports.

Additionally, the Lake Superior & Mississippi Railroad rescued hundreds of people in the Hinckley and Moose Lake fires by transporting them away from the fire.

The original 1870 tracks were replaced in the 1890s (and the tracks with the name CARNEGIE and dates in the 1890s are still visible). As mentioned above, many people have ridden those tracks including Carnegie himself, Rockefeller, Jay P. Morgan, and more of the "Men Who Built America" (on the History Channel).

C. It is identified with a person or persons who significantly contributed to the cultural development of the City of Duluth, State of Minnesota, or the United States.

FINDING:

See above—just about all of the famous US industrial giants of the 1900s were involved in the creation or and/or have ridden on the train at some time. Thomson, Miller, Morgan, Jay Cooke, Rockefeller, Carnegie, Oliver, and more.

Extremely famous architects such as Clarence Johnson and Oliver Traphagen have ridden on these tracks. Master wood carvers, including Olaf Ahlberg and “nationally recognized furniture maker and interior decorator” William French would also have ridden on the train to complete work on the Glensheen Mansion. Because Duluth is a haven for historical buildings, numerous artisans traveled the railroad to work in the city.

Additionally, the Chief Justice of the United States Supreme Court (Salmon P. Chase) apparently felt it was important enough to come to Duluth to welcome the first train to Duluth from St. Paul.

D. It embodies a distinguishing characteristic of an architectural type.

FINDING:

Not applicable for standard gauge railroad track. However original 1870’s trestle can be found under the earthen causeway which crosses Mud Lake. The trestle was filled in in the 1950’s.

E. It is identified as the work of an architect or master builder whose individual work has influenced the development of the City of Duluth or the State of Minnesota.

FINDING:

Not applicable.

F. It embodies elements of architectural design, detail, materials, and craftsmanship which represent significant architectural innovation.

FINDING:

Not applicable

G. Its unique location or singular physical characteristics [sic] represent an established and familiar visual feature of a neighborhood, community, or the City as a whole.

FINDING:

The tracks go through many old neighborhoods in the area, and these are discussed at length during the historical narration on the train. Without the narration (such as “walking a trail and looking at signs”) would in no way convey in depth the historical nature of the area. For example, Riverside and Morgan Park have deep and rich histories which impacted the United States in countless ways. Smithville (and the 1880s resort-turned-Socialist-college at the turn of the century) are discussed, Slag Point, the Boat Club(s), Oliver Bridge (crucial to the World Wars), Gary/New Duluth, and much more are a vital part of the narration on the LSMRR. All were or are located along the right-of-way corridor which we have been using since 1980. Volunteers have also explored various areas to uncover remnants of trestles, fire hydrants, foundations, ties, and much more connected with the train.

Without the Lake Superior and Mississippi Railroad, Duluth and NE Minnesota’s history would be far different. U.S. Steel and the Iron Range depended upon the trains which used the right-of-way our historical excursion train uses every season. We are such a minute part of the original 154 mile trip, yet we bring historical knowledge to people from all over the world. Over and over we hear comments such as, “I had no clue about the importance of Duluth!” “I learned more on this train than I ever learned in history class.” “I can’t wait to read more about this!” “I have lived here all my life and was so surprised to learn about my home town!”

XI. Conclusions

A. Points in Favor:

- The LS&M meets four criteria for designation as a Heritage Preservation Landmark by being:
 - A significant part of the heritage of Duluth as well as Minnesota and was instrumental in Duluth's early growth by allowing the transportation of goods and opening up the opportunity for commerce.
 - Associated with the well documented event of the crowds waiting for the first LS&M train in the middle of the night August 1, 1870.
 - Identified with significant persons who contributed to the development of Duluth, Minnesota and the United States.
 - Uniquely located and represents an established visual feature of the community.
- The LS&M is eligible to be on the National Register of Historic Places as evaluated by EA Engineering, Science and Technology, Inc. PBC in the document "Evaluation and Determination of Eligibility for Listing of the Lake Superior and Mississippi Railroad in Duluth, St Louis County, Minnesota on the National Register of Historic Places"
- The LS&M is referred to as a "historic rail corridor" in MNDOT Environmental Categorical Exclusion document for I-35 reconstruction 2009 where SHPO is to be consulted before project plans are finalized.

B. Points in Opposition:

There is abundant documentation found throughout the history of Duluth and St Louis County referencing the significance of the Lake Superior & Mississippi Railroad.

It would be difficult to deny the historical, cultural & social contributions of this railroad to the City of Duluth, the State of Minnesota and the United States of America at the time it came into being.

XII. Attachments

A. Bibliography

B. Legal Description (Appendix A)

C. Artifacts & Landmarks (Appendix B)

D. Maps & Photos (Appendix C)