

The Historic Payne Avenue Business District
St. Paul, Minnesota



Prepared for
East Side Neighborhood Development Company
by
Landscape Research
St. Paul, Minnesota

May 1999

Funded by a grant from the Historic St. Paul Foundation

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Business District**

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Prepared by

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Garneth O. Peterson AICP

Submitted to
East Side Neighborhood Development Company, Inc.
900 Payne Avenue
St. Paul, MN 55101

Funded by a grant from the Historic St. Paul Foundation

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Garneth O. Peterson AICP
Landscape Research
2148 Larry Ho Drive
St. Paul, MN 55119
Tel. (651) 735-3520

May 15, 1999

Mike Anderson, Executive Director
Katya Ricketts, Main Street Program Manager
East Side Neighborhood Development Co., Inc.
900 Payne Avenue
St. Paul, MN 55101

Dear Mike and Katya:

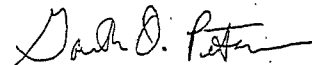
I am happy to submit this final report to you on the Historic Payne Avenue Study. It is my hope that this project, funded by the Historic St. Paul Foundation in its initial grant cycle, will encourage designation of an historic district along Payne Avenue. Few commercial streets in St. Paul retain so much of their historic character as Payne and are so worthy of designation.

This report contains the products specified by the grant application. The objectives and recommendations begin the report, followed by the study of the historic character of Payne Avenue. This research is based on an examination of a variety of archival materials. Copies of historic survey forms, building permits, and city directory information will be given to ESNDP for your building files.

A second section of the report is a summary of other completed tasks in the grant, noting meetings with various committees of the Main Street program and materials prepared for those committees. A slide show was prepared as part of the grant, and the script is included. The slides will be submitted to ESNDP for your files.

Thank you again for the opportunity to research the development of Payne Avenue. I hope this material will aid you in the Main Street renovation effort.

Sincerely,



Garneth O. Peterson AICP
Landscape Research

THE HISTORIC PAYNE AVENUE STUDY

Objectives and Recommendations:

The Historic Payne Avenue Study was undertaken to evaluate the historic significance of Payne Avenue and provide historic information to East Side Neighborhood Development Company in conjunction with its Main Street project. The area previously identified as eligible for the National Register included the buildings from Wadena Avenue to the alley south of Lawson Avenue. The historic evaluation identified three areas of significance for this section of Payne:

- This section of Payne Avenue is one of the most intact of the neighborhood business districts in St. Paul, retaining a large number of its turn of the century buildings;
- Payne Avenue was a self-sufficient commercial district that offered a wide variety of goods and services and served as the Main Street for much of northeast Ramsey County;
- Payne Avenue's business district is a visible reminder of the Swedish community as manifested in both the builders of commercial structures and the business proprietors along the street from the 1880s to the World War II era.

The consultant recommended that based on these areas of significance, this section of Payne Avenue could pursue historic district designation for a local historic district or a National Register historic district. Briefly, these options entail the following considerations:

Local historic district designation

- Administered through the City of St. Paul Heritage Preservation Commission
- HPC provides design review of building permits for exterior work on buildings in district based on guidelines developed with the district
- Provides design review on new construction and demolition within district
- Building permits are reviewed by HPC staff; minor permits are evaluated by staff on an ongoing basis, moderate or major work is reviewed by HPC at monthly meetings
- HPC provides design review of all work that requires a building permit, thus offering greater control over design or new construction within a district

National Register designation

- Administered through the State Historic Preservation Office and the National Park Service
- Buildings in a National Register historic district receive a 20% tax credit for the certified rehabilitation of certified historic structures
- National Register has no control over demolitions, new construction, or renovation unless the owner wants to take advantage of the tax credit for renovation, OR Federal funds are involved in new construction or demolition.

If the Payne Avenue Main Street Steering Committee chooses to proceed with historic district designation, additional work will be necessary to complete either a local district nomination or a National Register nomination. A nomination would be submitted either to the St. Paul Heritage Preservation Commission or the State Historic Preservation Office, and work should be coordinated with their staff.

ESNDC can use the information in this report, as well as historic photos and research material provided to ESNDC, to guide design review along the street. It is important to protect the historic character of buildings as renovation proceeds.

The Significance of Payne Avenue

The Payne Avenue Business District is among the most intact neighborhood main streets that once offered goods and services to residents throughout Saint Paul. In the era of horsecars and streetcars in the late nineteenth century, neighborhood business districts developed along with residential areas to satisfy most daily needs. In St. Paul, some of the more well-known neighborhood business districts were along Rice Street, Wabasha and Concord on the West Side, W. 7th St., E. 7th St., Selby, and later on, Grand Ave. The heart of the Payne Avenue business district, lying between Wadena and Lawson streets, retains many of its most significant buildings from the turn of the century with remarkably few intrusions.

Because the East Side of St. Paul was separated from downtown and the rest of the city by topography and railroad lines, it developed its own identity and a high level of self sufficiency. Payne Avenue became known as the downtown of the East Side, an area that encompassed much of northeastern Ramsey County in the years prior to World War II. As such, Payne Avenue had a complete array of goods and services, far beyond the neighborhood nodes that developed at streetcar corners.

Payne Avenue is also significant because of its strong association with the Swedish population in St. Paul's East Side. From the 1880s through World War II, the avenue was dominated by either Swedish-born or first-generation Swedish business people. In most cities, Northern Europeans have not tended to leave identifiable ethnic neighborhoods because they assimilated so well into American society. Payne Avenue is a visible, extant example of a strong Swedish community that flourished from the 1880s to World War II in St. Paul.

The Land and Its Impact on Development

The East Side of St. Paul was separated from the rest of the city by the pre-glacial river channels of the Mississippi and St. Croix rivers. Prior to adopting its present course through the Falls of St. Anthony and joining the Minnesota River at Fort Snelling, an earlier version of the Mississippi entered northwest Ramsey County near Fridley, and followed southeast, flowing into the modern river valley east of Lowertown in downtown St. Paul. When the current Mississippi channel was formed by later glacial action, the remaining valley through Ramsey County and St. Paul became Trout Brook, a small creek in a large valley that later became a prime corridor for railroads in the nineteenth century and freeways in the twentieth century.¹

The St. Croix river channel entered Ramsey County from the northeast, entering modern-day St. Paul at Lake Phalen, and following south along the Johnson Parkway corridor before breaking through the bluffs east of Mounds Park (the Highway 61 corridor). When the St. Croix formed its modern path (the Minnesota/Wisconsin border), it left behind a chain of lakes in Ramsey County, including Lake Phalen. Land south of Lake Phalen, through the heart of the eastern half of St. Paul, was a low-lying valley pockmarked with small lakes and swamps which survived until the mid-twentieth century. The water also cut an outlet that ran south and west from the lake, creating a

¹George M. Schwartz, *The Geology of the Minneapolis-St. Paul Metropolitan Area*, Minnesota Geological Survey, Bulletin 27 (Minneapolis: University of Minnesota Press, 1936), 73-74.

ran from downtown across the "bottomless bog" of the Trout Brook/Phalen Creek valley to reach Dayton's Bluff. Alderman Ferdinand Willius resided on Dayton's Bluff, and in 1872, led the battle for a bridge across the Phalen Creek valley. The wooden Seventh Street bridge opened in 1873, greatly enhancing opportunities for settlement on the East Side.⁶

Land subdividers were not far behind. The completion of the railroads stimulated land activity, and in 1873, approximately 220 acres were platted as Arlington Hills in the area between Edgerton and Arcade, Minnehaha north to Magnolia. Arlington Hills included lowland near Minnehaha and the Hamm's Brewery, but most of the subdivision lay up on the bluff that overlooked Phalen Creek. The land peaked along a ridge line that ran along Greenbrier, Walsh, and Weide streets, and then sloped steeply down to Payne Avenue on the west and Arcade on the east. Although not at the elevation of Greenbrier, Edgerton and Payne avenues on the west edge of Arlington Hills rose steadily as they ran north. Arlington Hills continued the street names, including Payne and Greenbrier, from Borup & Payne's 1857 plat.⁷

Payne Avenue's destiny as a commercial street was not planned by the subdivision developers. Blocks in Arlington Hills were rectangular, with 30 lots to a block, fronting on the east-west streets. An east/west alley ran through the middle of the block at the backs of properties. Typically, on commercial streets, lots at the ends would orient to the commercial street, not following the typical residential pattern. Edgerton, one block west of Payne, was a quarter-section line, which typically served as the edge of a given owner's property, and often resulted in a major road. Although it is impossible to determine what the subdividers anticipated, Edgerton was certainly better suited to accommodate commercial land uses facing a major street.⁸

Why, then, did Payne become the commercial corridor? A review of early maps indicated that a county road appeared to skirt the west side of Phalen Creek north of Seventh, and at Minnehaha angled northeast toward Payne and continued north along the line of Payne to approximately Jessamine, where the road curved northwest to connect with Brainerd Avenue. The road apparently followed the easiest grades uphill toward Payne. Payne may simply have been an easier grade than Edgerton; the 1867 Ramsey County map indicates uneven ground along the line of Edgerton, with a bowl and pond (at what is now Wilder Playground at Edgerton and Case), and then rising land farther north.⁹

Just a few years later (1874) a Ramsey County map shows Payne platted north to Magnolia as part of Arlington Hills. Edgerton was platted as a street only between Minnehaha and Case.¹⁰ Perhaps Payne became the commercial street because it was part of the larger Arlington Hills plat, and had the good fortune to have Borup and Payne's plat on its south end connecting it to streets south of Minnehaha Avenue.

⁶Josiah B. Chaney, "Early Bridges and Changes of the Land and Water Surface in the City of St. Paul," *Collections of the Minnesota Historical Society* Vol. XII (Dec. 1908): 134-136. The wooden Seventh Street bridge deteriorated and was replaced by another bridge by 1884.

⁷See original plat for Arlington Hills Addition, microfilm copy on file at City of St. Paul Public Works Dept.

⁸*Ibid.*; see also 1885 Hopkins atlas and Donnelly, *Atlas of the City of Saint Paul, MN*, 1892.

⁹L. G. Bennett, *Map of Ramsey Co., MN* (Chicago: Chas. Shober and Co., 1867).

¹⁰G. Jay Rice, *Rice's Map of Ramsey Co., MN* (St. Paul: G. Jay Rice, 1874).

Aside from topographical reasons, infrastructure often helped determine early land uses. By 1884, the Omaha line railroad tracks were bridged at Burr Street, but not at Edgerton or Payne. Neither street was particularly accessible from Seventh Street or Lafayette, the major routes from downtown. To reach both Edgerton and Payne required following local streets and some jogging around to connect to them north of Minnehaha. J.H. Mahler's *Bird's Eye View Map of St. Paul* in January 1888 showed the all-important viaduct bridging the railroad at Payne Avenue, and a strong concentration of buildings already constructed in the blocks north of the bridge. Although other sources indicate the viaduct was constructed in 1893, it is clear that the bridge, like the East Seventh Street bridge in the 1870s, enhanced the development of the Payne Avenue neighborhood.¹¹

A second factor was the development of horse car lines, followed by streetcar lines. In 1884, the nearest horse car line extended up Locust to Lafayette (roughly the Lafayette Road area north of Seventh Street). In 1889, a cable car system ran along E. Seventh from Broadway to Duluth Avenue, thus providing connections to Bradley Street, the southern route to Payne Avenue. Electrification soon took over, and the last horsecars ran in February, 1891. Electric cars required a firmer base pavement and a standard gauge track, requiring the replacement of both horsecar and cable track, and improved streets and bridges. While reminiscences spoke of the horsecar line running up Payne and then east up the hill on York, by 1916, the streetcar ran up Payne to Case, east on Case, and north on Greenbrier to Maryland.¹²

Construction Along Payne Avenue

By 1884, the *Hopkins Atlas* showed that Arlington Hills had attracted residents in the ten years since the land had been subdivided. A number of houses had been constructed on Wells and York, and scattered houses stood farther north on Case and Lawson. Some blocks had not been platted, notably, four blocks between York and Case, Edgerton to Greenbrier. Many of the blocks platted as part of Arlington Hills were replatted into other configurations, particularly those along Payne. By the 1890s, the last three lots on the west end of the blocks were replatted to front on Payne, rather than the east/west streets.

City directories and building permit information reveal that Payne Avenue was still in the developing stages by the mid-1880s. City directory business listings for the East Side show greater numbers of businesses of all types along East Seventh Street. Dayton's Bluff had been developed as early as the 1860s, and with Seventh as the primary connection after construction of the bridge in 1873, the street was a natural commercial artery. North of Seventh, some commercial activity had begun to stretch along Bradley Street, the primary route to the north. Bradley ran along the west edge of Phalen Creek, location of some of the East Side's earliest industry, and by the 1870s, attracting the modest houses of new immigrants to the East Side.¹³ The great influx of Scandinavians into Minnesota and St. Paul in this era, and their subsequent settlement in cheap housing along the creek, soon led to the Phalen Creek valley's popular name of "Swede Hollow."

¹¹See *Report of the Commissioner of Public Works of the City of St. Paul*, 1904, which claims the Payne Avenue bridge was constructed in 1893; and J.H. Mahler, *Bird's Eye View Map of St. Paul* (St. Paul: Mahler Publishing Co., 1888; Minnesota Historical Society reprint, 1994).

¹²Stephen A. Kieffer, *Transit and the Twins* (Minneapolis: Twin City Rapid Transit Co., 1958), 9, 15, 20; Alan R. Lind, *Twin City Rapid Transit Pictorial* (Park Forest, IL: Transport History Press, 1984), see 1916 transit map on inside cover.

¹³R. L. Polk and Co., *City Directories of St. Paul, MN*, 1885-86.

The Mansard style roof was particularly popular along Payne Avenue, with another store and dwelling built at 973 (extant) in 1889. Built by A.S. Swanson for \$5,000, the two-story frame building with Mansard roof was the home of the East Side Grocery by the 1920s. Next door at 977(extant), John Lindstrom's \$5,000, two-story building also had a Mansard roof, but with a rectangular false-front parapet facing Payne. This elaborate third-story treatment was surmounted by a small gabled pediment terminating in a finial, a unique commercial signature still present as late as 1952. In 1890-91, city directories showed the building housed J.S. Smedberg's Flour and Feed store. By 1935, August A. Anderson's 5 cent to \$1.00 department store occupied the unusual building.¹⁷

While these buildings were particularly elaborate examples of the commercial vernacular style along Payne Avenue, they represent some of the best moderate-sized buildings. As the avenue began to develop into a distinct commercial center through the 1890s, large business blocks were built. These commercial anchors were interspersed at prominent corners and provided first-floor storefronts and upper-level apartments or offices. As major investments, these buildings were not only indicative of confidence in the commercial district, but a response to continuing growth of nearby residential neighborhoods and the customers they provided by the turn of the century.

Two of the earliest business blocks were constructed at the business district's southern edge, near the newly completed viaduct over the Omaha Railroad. In 1892, Erick Sjoberg was the contractor for the three-story, \$6,000 store and office building at the northeast corner of Wells and Payne (872-880, extant). Occupying an 84' frontage, the building offered several storefronts, one of which was occupied by A. Lindahl, a Swedish-born watchmaker and jeweler, whose store was at 880 Payne. In 1906, Lindahl was identified as "one of the oldest business men on the Avenue". He had been an alderman and member of the Board of Education, and in 1906 was president of the East Side Commercial Club.¹⁸

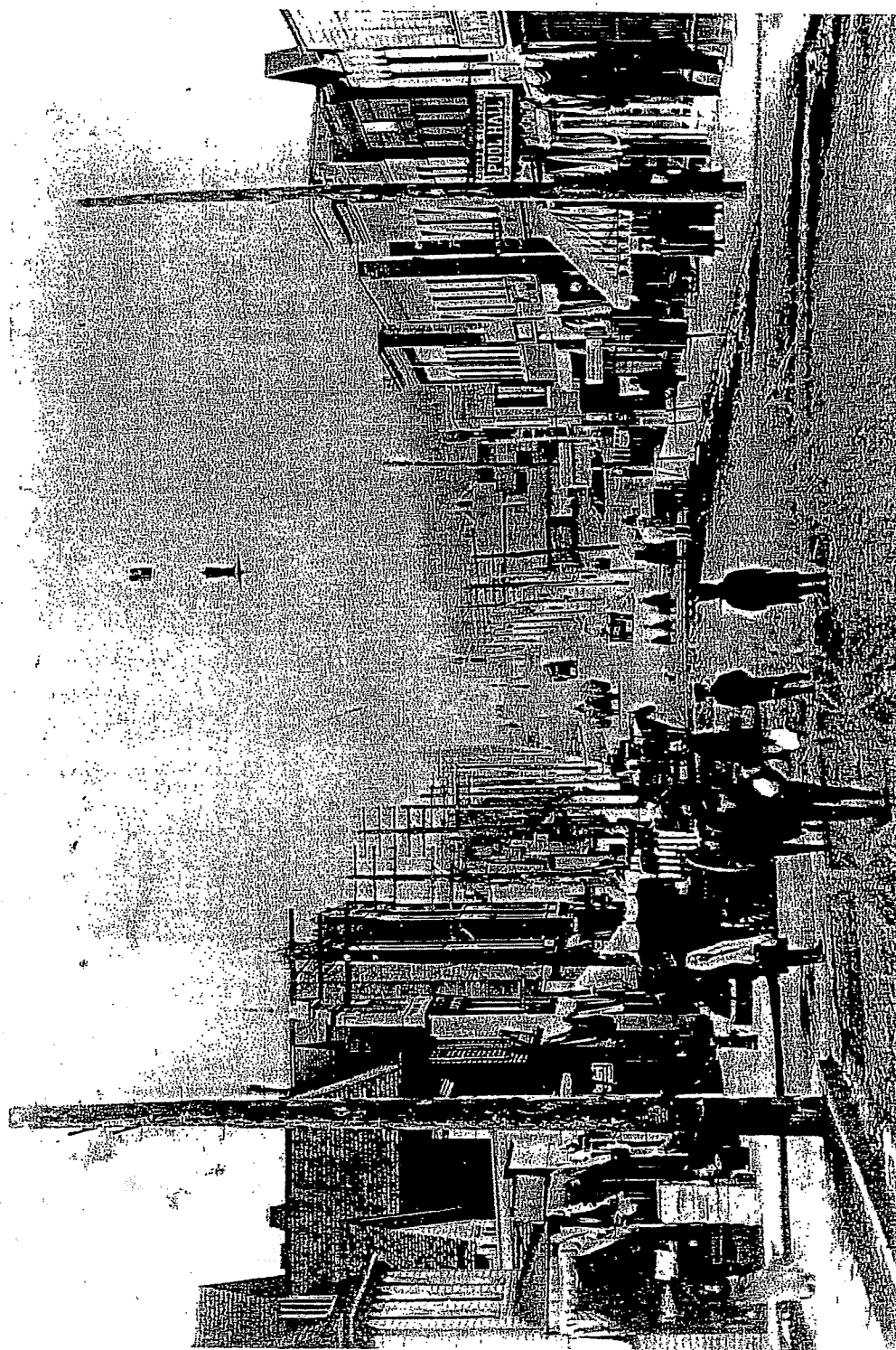
On the southwest corner of the intersection, (now 861, extant) H. Habighorst constructed a \$10,000, three-story hall, dwelling and stores in 1893. While this building housed a variety of businesses, including a bakery, it had become Hartman's Department Store by the 1920s. In the next block (881-883, extant), Dr. Robert O. Earl erected a two-story business block for \$6,600 in 1900. Earl was a first-generation Swede who established his medical practice on Payne Avenue in 1897. Earl and his family lived in and maintained his office in the block, along with two financial institutions he had helped establish, the East St. Paul State Bank, and the Scandinavian Savings Bank. The storefront at 881 was occupied by the Bodin and Co. drugstore, managed by druggist C. Sundberg. Bodin and Co. was known for its "imported Scandinavian remedies which find a large demand in this section." By 1935, the business was known as Sundberg Drug and had moved to 991 Payne.¹⁹

By the turn of the century, new business buildings were replacing earlier, less elaborate stores farther north along the avenue. At the northeast corner of Sims and Payne (932-936, extant), a two-story store and dwelling was erected by N. Lindahl in 1900 and became the home of H. F. Peterson Dry Goods Co. A typical store building with first-

¹⁷Building permit cards for 973 and 977 Payne; historic photographs.

¹⁸Building permit card for 872-880 Payne; East Side Commercial Club, *Souvenir of the Payne Avenue Carnival and Street Fair, 1906*. Unpaged.

¹⁹Building permit cards for 861 and 881-883 Payne; East Side Commercial Club, *Souvenir*.



North on Payne from Case, ca. 1908-09

Brick piers divided the upper level, which was accented by corbeled brick detailing. Swenson Bros. remained in the building through the 1940s.²³

Many of the major buildings in the heart of the business district between Wells and Lawson had been constructed by 1900. Two later buildings, however, are significant additions: the Palm Theatre building at 999-1001 (extant), and the Payne Ave. State Bank building at 963-65 (extant). The \$15,000 Palm Theatre building was owned by Rylander and Lund, and built by contractor J. O. Linden in 1909. With storefronts on the first floor, the upper level was distinguished by eight rounded-arch windows with decorative brickwork, stone sills and multi-paned transoms. The pressed metal cornice was supported by a series of ornate, unusually long brackets, and surmounted with a brick gable parapet with tile coping. Constructed to hold stores, an opera house, and lodge meeting rooms, the building's early tenants included the Palm Theatre and a fraternal lodge. The Palm was a "moving picture theatre," according to the license granted to D.W. Barry by the City Council in January 1910.²⁴

A major addition to the avenue in the pre-World War II period was the Payne Avenue State Bank at Payne and Case. As one of the few buildings along the street designed by an architect and representing the Beaux Arts style, the bank presented a prominent facade and has defined the heart of the commercial district since its construction. Designed by architect W. L. Alban and built in 1923, the bank's air of permanence and solidity was displayed by four colossal Ionic columns on the facade, and echoed by engaged pilasters on the south elevation. A large classical cornice supported by dentils further enhanced the classical styling of the brick structure. At an estimated cost of \$40,000, the bank was the most expensive and most architecturally impressive building constructed along Payne, and marked the commercial district's high level of development by the 1920s. Later known as the First State Bank of St. Paul, the building also housed a number of doctors and dentists on the second floor.²⁵

Building Types along the Avenue

The variety of buildings along Payne, from the small stores, combination stores and dwellings, and the large business blocks anchoring the corners, reinforced the extent of the business district. While streetcar corners and small commercial districts developed with a grocery store or saloon, Payne Avenue was a full-service shopping area, with not only the expected services but a wide variety of goods. Thus, the street had not only several groceries and saloons, but a furniture store, drug stores, bakeries, jewelry stores, shoes and clothing stores, a milliner, feed and fuel stores, and confectioneries. The 1939 *St. Paul Shopper* Harvest Festival Edition noted that "Payne Avenue and its surroundings find themselves a very self-sufficient neighborhood . . . and is familiarly known as the downtown of northeastern Ramsey County."²⁶

The variety of goods and services also included public buildings, houses of worship, and recreational outlets. Public buildings within the business core included the fire station

²³Building permit card for 990 Payne.

²⁴Building permit card for 999-1001; Gary J. Brueggemann, "A People's History Calendar of East St. Paul," St. Paul Community Education, 1985.

²⁵Building permit card for 963-965; Polk, City Directory, 1935.

²⁶*The St. Paul Shopper*, Payne Avenue Harvest Festival Edition, Sept. 14, 1939. I am indebted to Sheryl Kabat, who has annually produced the history displays for the Harvest Festival, for generously sharing this and numerous other newspaper clippings and photos.

these changes, the heart of the business district from Wadena to Lawson retains many of the buildings and character of Payne Avenue from its building years at the turn of the century.

The Swedes on Payne Avenue

Scandinavians are so ubiquitous in Minnesota and the Twin Cities that we tend to overlook their settlement as being commonplace. But Scandinavians assimilated relatively easily into the American mainstream and often failed to remain in their original immigrant settlements. Unlike Catholics who often persisted in neighborhoods surrounding their national parish churches, Protestant Scandinavians often relocated their houses of worship as they moved out of their immigrant neighborhoods into more Americanized surroundings.³¹

In St. Paul, popular history has always assigned Scandinavians, and Swedes in particular, to the East Side. This identification dates back at least as far as the 1870s, when the Phalen Creek Valley on either side of 7th Street began to be known as "Swede Hollow," because of the large number of Swedes who lived in the extremely modest houses on the banks of the creek. As the immigrants improved their status in St. Paul, they literally moved up the hill, out of the Hollow and to Arlington Hills adjacent to Payne Avenue. Swede Hollow continued to be an initial entry point for new residents, as Irish, Italian and later Mexican immigrants started in the Hollow until they were able to improve their housing and economic status.³²

Less studied, however, has been the role of the Swedes on Payne Avenue. Although popular history has indicated that Payne Avenue was Swedish, such legends do not always have a basis in fact. In the case of Payne, however, the legend appears to be justified. A review of the business people and contractors who constructed their buildings, revealed a preponderance of Scandinavian names along the avenue from the 1880s through the World War II era. Additional detailed study of building permits, city directories, and other materials supported the popular belief of Payne as a Swedish business district.

The fact that the heart of this business district still remains is also quite unique within the Twin Cities. In Minneapolis, early Scandinavian settlement and community life centered around Cedar-Riverside.³³ Although some of the buildings remain, much of the business district has been lost to high-rise housing and freeway construction, while the University of Minnesota West Bank campus, hospitals and other institutions have taken much of that neighborhood. In contrast, St. Paul's Swedish Main Street has survived throughout the twentieth century as an active commercial district.

Swedes came to Minnesota as early as the 1850s when a sizable group settled in Chisago County. By 1880, Chisago, Isanti, Kandiyohi, Hennepin and Goodhue counties all had more foreign-born Swedes than the 2,009 Swedes in Ramsey County. During the 1880s, however, the Twin Cities experienced a major influx, and by 1895, Ramsey County had 10,665 Swedes. Only Hennepin County, with over 22,000 foreign-born Swedes, outnumbered those in Ramsey. Ramsey County's foreign-born Swedes reached their

³¹See June Drenning Holmquist, *They Chose Minnesota* (St. Paul: Minnesota Historical Society Press, 1981) for a discussion of Scandinavians in Minnesota; see also David Lanegran, "The Twin Cities," in *The Swedes in Minnesota*. Edited by Byron J. Nordstrom (Minneapolis, 1976), 23-38.

³²Lanegran, 25-31.

³³John G. Rice, "The Swedes," in Holmquist, p. 263; Lanegran, 32-33.

Building permits showed that many of the contractors who erected Payne Avenue buildings also appeared to be of Swedish heritage. Charles Skooglun, born in Sweden in 1860, came to America as a child. He entered the construction business in 1892, and had built courthouses in Ellsworth, Wisconsin, and Hillsboro, North Dakota, and constructed the Mounds Park Sanitarium in 1906. Along with Payne, Skooglun had built the Earl Block at 881-883 (1900, extant); the 1911 and 1922 additions to the First Swedish Baptist Church at 933; the store building at 949 (1930); and the Payne Ave. State Bank (1923, extant), at 963-965.³⁹

The Swedish community was further identified by its numerous churches on Payne, or on adjacent residential streets. A longtime landmark prominent on most photographs of Payne Avenue, was the First Swedish Baptist Church, constructed in 1900 at 933 Payne. An offshoot of the First Baptist Church, First Swedish Baptist was established in 1873 and worshipped in a modest chapel on Kittson Street, later moved to Tenth and Canada. The congregation next constructed a building at Collins and Burr streets, and later a temporary building at Walsh and Jenks in 1893. As attendance increased, the congregation decided to build their new church at Payne and Sims and dedicated it in June 1899.⁴⁰ This imposing building dominated the Payne Avenue skyline until 1965 when the building was razed.

Other important Swedish churches included Gustavus Adolphus, an offshoot of First Lutheran Church in Dayton's Bluff. Gustavus constructed its first building on Sims and Weide (775 Sims) in 1889 (razed 1974). Gustavus Adolphus eventually moved to 1669 Arcade. A later offshoot of that group moved to 1115 Greenbrier and built Arlington Hills Lutheran in 1914, replaced with new buildings in 1925 and 1937. Other Swedish churches included Arlington Hills Swedish Methodist Episcopal, built in 1890 at 701 E. Cook, and the "Swedish Tabernacle," a Covenant church that stood at Minnehaha and Edgerton from 1901 until 1963.⁴¹

While the Swedish businessmen were prominent at the turn of the century, it is somewhat surprising to discover the longevity of the Swedish heritage. In 1937, *Allsvensk Samling*, a Swedish-language publication produced by the Government Organization for the



C. F. Hellström:

Svenskarna i Minnesota

Den som har äran att vara Sveriges representant i nordvästra Amerika och Minnesota, notes av arbetsgruppen av ett oändligt intresse för ett vetenskapligt område, som i sin hänseenden saknar motsvarighet inom den övriga utrikesrepresentationen. Om man kallar Chicago

Redan så tidigt som omkring 1810 kan den förste svenske nybyggaren spåras i Minnesota. På 1850-talet begynte de första svenska samhällena att växa upp. "The covered wagons" med de första familjerna började anlända, under senare decennierna följda av det ena järnvägs-

eller i de "sod houses", som byggdes av de torvor, under vilka Minnesotas bördiga mylla dölles. Under hårdaste arbete och många misslyckningar men med okuvlig energi skapade de så småningom sin egen och statens välmåga. De uppförade stora familjer och sökte ge

³⁹East Side Commercial Club, *Souvenir*, unpagged; building permit card for 963-965.

⁴⁰Payne Avenue Baptist Church, "A Brief Record of the History of the Payne Avenue Baptist Church of St. Paul, Minnesota," 1948.

⁴¹Brueggemann, "People's History."

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Summary of Activities for Historic St. Paul Foundation Grant

East Side Neighborhood Development Company received funding from the Historic St. Paul Foundation in October 1998 to evaluate the historic resources along Payne Avenue in conjunction with their ongoing Main Street program. Garneth Peterson AICP of Landscape Research was hired as the consultant for the project. She met with the ESNDC Community Development Advisory Committee for the Main Street project in November 1998 and presented a brief discussion of the work funded through the Historic St. Paul Foundation grant.

On November 16th, Garneth Peterson and Bonnie McDonald, research assistant, met with Katya Ricketts, Main Street Program Manager, and Mike Anderson, ESNDC Executive Director, to establish work programs for completing requirements of the grant (see appendix). Research was conducted in December and January using a variety of archival materials including photographs, city directories, City of St. Paul building permits, historic survey forms, newspaper clippings, and materials at the Minnesota Historical Society. The consultant also met with community individuals who had clippings and photographs to share. These materials will be deposited with ESNDC for their files and use in Main Street renovation projects.

In discussing research needs with ESNDC, it was determined that the best format for the report was a significance statement on a proposed Payne Avenue Historic District. The State Historic Preservation Office had previously determined a portion of Payne Avenue as eligible for the National Register (see map in Appendix) and this became the area of study for a potential local or National Register district. The significance statement provides a foundation for historic district designation if the business community and ESNDC decide to proceed. A draft report on the historic significance of Payne Avenue was submitted to ESNDC for review and comment on January 25, 1999.

In addition to the research material and report, the consultant participated in discussions on heritage preservation with community representatives. The consultant attended a Main Street workshop held on December 7, 1998, at the Minnesota Humanities Commission. The workshop included speakers from the Main Street Program, and was attended by representatives from Payne Avenue as well as the West Side Concord Avenue business group that is also undertaking a Main Street program. In January, the consultant attended meetings of the Urban Design subcommittee of the Main Street program as they discussed design review guidelines and enhancing the Payne Avenue streetscape. These meetings were facilitated by staff from Dovolis Johnson Ruggieri, Inc. (DJR), who developed a set of design guidelines for the avenue. The consultant shared pertinent information with DJR staff, including information on the Secretary of the Interior's Standards for Historic Preservation, and copies of *The Dayton's Bluff Historic District Handbook, Guidelines for Design Review* (Historic Hill Heritage Preservation District) and *An Interpretive Plan for Downtown Menomonie Main Street*.

In order to facilitate discussion with the Urban Design subcommittee regarding various options of design review legislation, the consultant prepared a memorandum comparing advantages of design review through a heritage preservation district, a design review district, or through an ESNDC-operated review board.

After preparatory meetings with ESNDC staff on March 3 and April 9, the consultant presented the Payne Avenue slide show to the Main Street Steering Committee on April 16, 1999. The historic and current slides illustrated the characteristics that make the avenue eligible for heritage preservation, and highlighted key buildings important in a proposed historic district. The consultant prepared a handout noting the recommendation

**Payne Avenue Slide Show
Historic St. Paul Foundation Grant
April 1999**

1. Historical slide of Payne, looking north from Case, 1905

- Slide show focuses on the area that has been identified as being eligible for a National Register Historic District along Payne Avenue, the area from Wadena to the alley south of Lawson Street.
- We have focused on that area because it has the strongest concentration--and continuity of buildings that represent Payne Avenue at its peak from the 1880s to World War II

2. Historical slide of Payne at York, looking south, 1930

- In order for an area to be considered for an historic district, you must identify criteria for its significance. Completion of an evaluation by Landscape Research found three criteria for significance on Payne Avenue:
 1. Payne Avenue from Wadena to Lawson is one of the most intact of the neighborhood business districts in St. Paul, retaining a large number of its turn of the century buildings.
 2. Payne Avenue was a self-sufficient commercial district that offered a wide variety of goods and services and served as the Main Street for much of northeast Ramsey County.
 3. Payne Avenue's business district is a visible presence of the Swedish community as manifested in both the builders of commercial structures and the business proprietors along the street from the 1880s to WW II.
- Many of the buildings along Payne are vernacular in character--not necessarily designed by an architect, or exhibiting high style. What makes them interesting is their architectural character, and the way they work as a whole--the continuity of the buildings. This is a quick tour of some of the highlights along this approximately five-block stretch of Payne.

3. 861 Payne, now Hmong-American Grocery

was built 1893 and was Hartman's Dept. Store by the 1940s

4. 879-883 Payne, Lily's and Louie's;

built 1900 by Dr. R.O. Earl--the Earl Block; also held Bodin and Co. Drugstore, operated by C. Sundberg, who was known for his imported Scandinavian remedies

5. Detail, 883 Payne

cornice, patterned brickwork and second level bay window

6. 905 Payne, Italianate

built 1885, first floor only, then added the second floor; has a parapet wall second story with a center pediment; not many of these left in the city, there were a number of them along Payne. Preserve the upper level.

Payne Avenue Slide Show

- 17. 968 and 972 Payne--Anderson's Shoes and Donald's**
--two long-time businesses; very old buildings underneath the facade show up on the 1905 photo; upper level openings and the cornice on Donald's remain. Similar awnings maintain the continuity and feel of the street
- 18. 990 Payne--Borgstrom Pharmacy--1900 building; was Swenson Bros.**
Furniture; has kept the cornice detailing, but the windows were filled in-- still has the brick exterior
- 19. 973 Payne--Engberg-Schaber Agency**
On the west side of the street; an unusual building with its Mansard roof; exterior has been stuccoed, window openings remain
- 20. 979 Payne--**
a very unusual building; detailing in the gable has been covered; originally had a high finial spire
- 21. 983 Payne--Golden Lion Antiques**
beautiful detail; open lower windows
- 22. 987-989 Payne--the Johnson Block, built 1897--**
a landmark building--anchors that street, just as the bank building does at the other end. Note the nameplate in the cornice. New exterior stone siding on the lower level, but the windows and door openings remain
- 23. 991 Payne--AAA vacuums**
1889, very early; excellent building with patterned brickwork cornice that hasn't been altered.
- 24. 999 Payne--Earth's Beauty Supply**
1909; in 1912, was the Palm Theatre and a meeting place for the Swedes on Payne; very significant historically
- 25. 999 Payne--**
elaborate cornice supported by brackets; round-arched windows
- 26. Historical--looking south on Payne from Jenks, 1919.**

AESTHETIC REGULATORY OPTIONS FOR PAYNE AND ARCADE

	<u>HERITAGE PRESERVATION DISTRICT</u>	<u>DESIGN REVIEW GUIDELINES (ESNDC-FUNDED)</u>	<u>DESIGN REVIEW OVERLAY DISTRICT</u>
FUNCTIONS:	<ul style="list-style-type: none"> • Recommends buildings & districts for designation to mayor & City Council • Provides design review of building permits for exterior work on buildings in district based on guidelines developed with district designation. • Provides design review on new construction • Provides review of demolitions in district 	<ul style="list-style-type: none"> • Provides design review for building improvements with ESNDC funding, based on guidelines established by Design Comm. 	<ul style="list-style-type: none"> • Provides design review for exterior building changes with district based on guidelines developed for that area. • New construction review or other review determined on a district by dist. basis.
ADMINISTRATION:	<ul style="list-style-type: none"> • St. Paul Heritage Preservation Commission created in 1976 to designate local historic districts & assure that changes would not compromise their historic character. 	<ul style="list-style-type: none"> • To be determined; ESNDC could establish a citizen committee to handle design review. 	<ul style="list-style-type: none"> • Design review districts could be part of zoning code and administered similar to HPC; because of the specialized nature of design review; a city-wide advisory committee would review applications.
PROCESS:	<ul style="list-style-type: none"> • Building permits in an HPC district are reviewed by HPC staff; minor permits are handled by staff, moderate or major work reviewed by HPC at monthly meetings. 	<ul style="list-style-type: none"> • To be determined; Committee could establish regular meeting times, depending on demand, to review plans. 	<ul style="list-style-type: none"> • Design review committee could meet on a regular basis to review plans.
ADVANTAGES:	<ul style="list-style-type: none"> • Design review guidelines established along with historic district designation. • Mechanism for review already in place, with HPC as an established process. • HPC reviews new construction and demolition, along with exterior building changes. • HPC has city-wide perspective and expertise in dealing with design review. 	<ul style="list-style-type: none"> • Local, as opposed to city-level, control. • Familiarity with applicants and needs on Payne and Arcade. • ESNDC? would staff review committee and provide continuity over time. 	<ul style="list-style-type: none"> • Design review districts can be established in all areas (i.e., do not have to be historic). • City staff would administer the design review district.
DISADVANTAGES:	<ul style="list-style-type: none"> • Costs of renovation may be more expensive, in order to comply with hist. dist. guidelines. • Major or moderate alterations requiring a building permit must be reviewed by the HPC at its monthly meeting. • New construction and demolitions in dist. must be reviewed by HPC, which can take additional time. 	<ul style="list-style-type: none"> • Costs of renovation may be more expensive, in order to comply with design review guidelines. • Renovation funded by ESNDC must be reviewed to comply with design review guidelines. • No review over applicants who receive no ESNDC funding (for facade renovation, demos, or new construction). • Difficulty of making decisions that affect neighbors. 	<ul style="list-style-type: none"> • Costs of renovation may be more expensive, in order to comply w/design review guidelines. • Alterations to buildings will require review by the committee at regular meetings. • No mechanism currently in place to administer design review guidelines; city-wide ordinance must be adopted, followed by an individual district overlay for a specific area.

Landscape Research 1/99

Register buildings. As with local districts, property owners do not have to do anything if buildings are designated; buildings are designated "as is." Reviews occur only if Federal funds are involved in a renovation, or a property owner wants to utilize the 20% tax credit.

3. Utilize the information in this report to guide design review along the street. If there is intent to create an historic district at either the local or National Register level, or to seek designation for particular buildings, it is important to protect the historic character of such buildings as any renovation proceeds as part of the Main Street program. Unsympathetic renovations could make buildings ineligible for listing.

Heritage Preservation has been a powerful tool in the revitalization of neighborhoods across the country, both in creating a sense of place and maintaining and increasing property values. Payne Avenue is fortunate to have the built environment that would qualify it for historic district consideration.

Steering Comm.
Page 2

Local historic district designation:

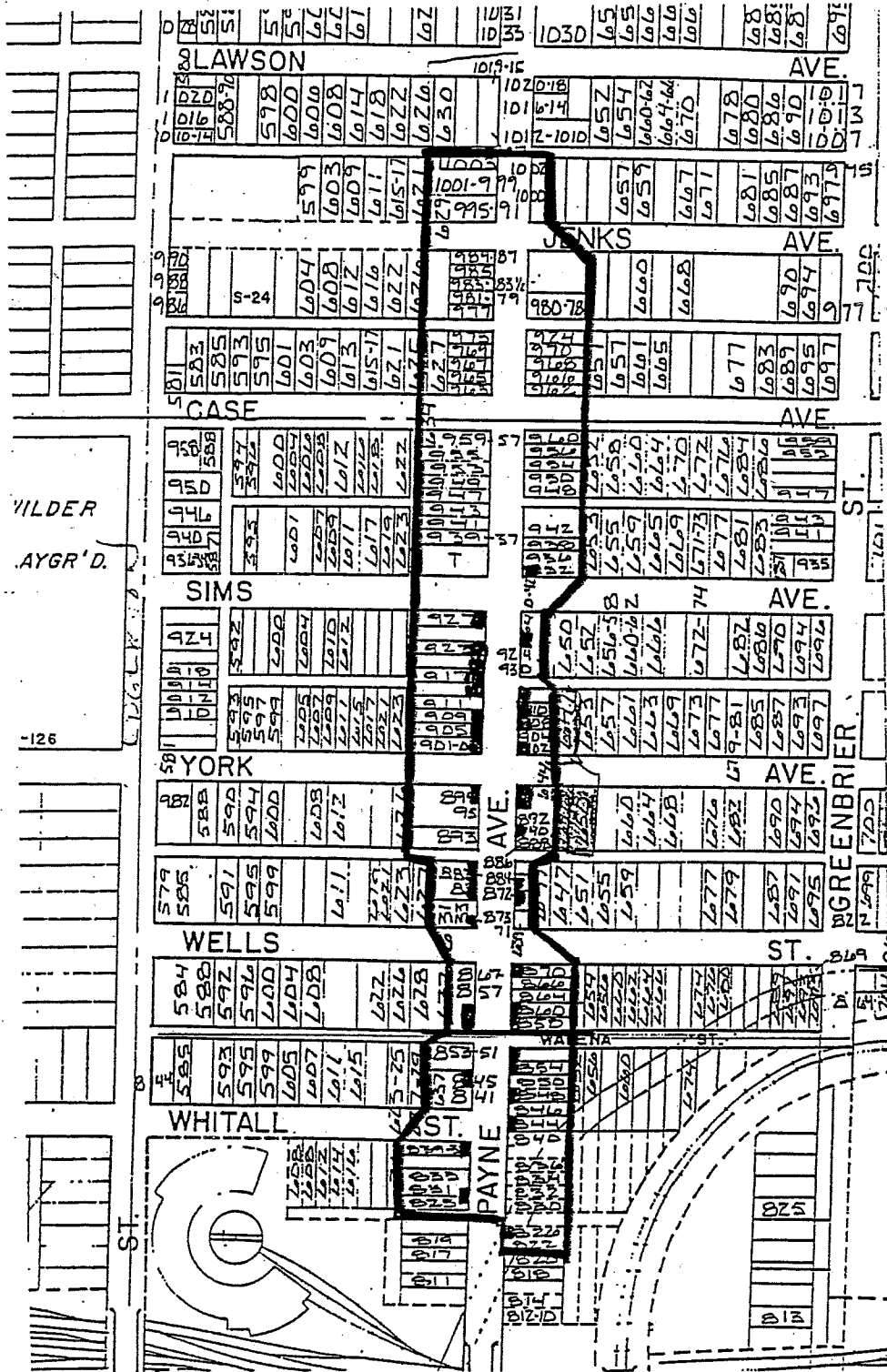
- Administered through the City of St. Paul Heritage Preservation Commission
- HPC provides design review of building permits for exterior work on buildings in district based on guidelines developed with the district
- Provides design review on new construction and demolition within district
- Building permits are reviewed by HPC staff; minor permits are evaluated by staff on an ongoing basis, moderate or major work is reviewed by HPC at monthly meetings
- HPC provides design review of all work that requires a building permit, thus offering greater control over design or new construction within a district

National Register designation:

- Administered through the State Historic Preservation Office and the National Park Service
- Buildings in a National Register historic district receive a 20% tax credit for the certified rehabilitation of certified historic structures
- National Register has no control over demolitions, new construction, or renovation unless the owner wants to take advantage of the tax credit for renovation, OR Federal funds are involved in new construction or demolition.

The Steering Committee will evaluate whether to proceed with historic district designation and will solicit additional information from others on their experiences with designation.

PROPOSED PAYNE AVENUE HISTORIC DISTRICT



district south
of Wadena St.
has lost
integrity.
This area
is to be
omitted from
D.O.E. district
SR 9-22-97

Area determined as eligible for a potential National Register Historic District by the State Historic Preservation Office in 1997.

Historic Payne Avenue Scope of Work

November 16, 1998

Bonnie C. McDonald
3509 Girard Avenue South
Minneapolis, MN 55408
H: (612) 822-5485
W: (612) 673-2615

Project Component

1. Provide research assistance in developing information base about individual buildings along Payne Avenue, Wadena to Lawson.

Workplan and Timeline

November-December 1998

- Copy 1983 historic survey information on individual buildings at SHPO office and Ramsey County Historical Society.
- Research all available information on Payne Avenue in MHS collections; copy for files.
- Check availability of building permit records; if available, copy permit cards for files.
- Conduct city directory research to determine occupants/original businesses in buildings from Wadena to Lawson. If feasible, trace occupancy over time.
- With Garneth, research photo collection at MHS for both street scenes and individual buildings along Payne, Wadena to Lawson; order reproductions for reference and for slides.
- If time is available, examine PABA files stored at Borgstrom Pharmacy.