

# SKYLINE PARKWAY CULTURAL RESOURCES INVENTORY, DULUTH, ST. LOUIS COUNTY, MINNESOTA

*Prepared for*

***THE CITY OF DULUTH***

***AND***

***MINNESOTA DEPARTMENT OF TRANSPORTATION***

*Prepared by*



November 2011



# **SKYLINE PARKWAY CULTURAL RESOURCES INVENTORY, DULUTH, ST. LOUIS COUNTY, MINNESOTA**

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## Management Summary

From January to May 2011, Stark Preservation Planning LLC conducted an inventory of the historic resources related to Skyline Parkway for the City of Duluth and Minnesota Department of Transportation (Mn/DOT) Cultural Resources Unit (CRU) under contract with Visual Communications. The survey entailed documentation of the historic parkway route and its related features in the City of Duluth, Duluth Township, and Midway Township in St. Louis County, Minnesota. In addition to the historic resources inventory, the project included development of a wayfinding system and branding program to promote the use of the parkway undertaken by Visual Communications. The project is funded with a grant from the federal Scenic Byways program and the City of Duluth. William E. Stark served as principal investigator of the historic resource inventory.

The purpose of the survey was to document a variety of property types related to Skyline Parkway at the Phase I level. The survey builds on the previous research and inventory of the parkway, specifically Patrick Nunnally's survey *Jewel of the North: Duluth's Parkway System* (1997), by providing more detailed descriptive and historical information, updated photographs, and revised current conditions. In addition, features related to the parkway not previously documented were also recorded. Broad recommendations of the eligibility or non-eligibility of segments for the National Register of Historic Places and district boundaries are provided in this report.

Standardized Minnesota Architecture-History Inventory Forms were used to record individual properties. The Secretary of the Interior's Standards and Guidelines for Historic Preservation, Mn/DOT's CRU Project Requirements, and the Minnesota State Historic Preservation Office's Guidelines for History/Architecture Projects were employed.

The historic Skyline Parkway stretched from one end of St. Louis County to the other, passing through the City of Duluth and extending into the unincorporated townships of Duluth on the east and Midway to the west. In addition to the linear corridor, several feeder, or secondary, segments comprise the historic extent of the parkway to total nearly 50 miles of parkway. Although not all currently managed as Skyline Parkway, the 13 parkway segments defined by geographic location and construction episodes were outlined by Nunnally in his 1997 survey, and are used as the organizing structure of the current inventory. The primary and secondary segments are defined as follows:

- Congdon North Shore Boulevard Segment (Lester River to Knife River)
- Snively/Seven Bridges Road Segment (London Road to Maxwell Road)
- Amity Creek Segment (Maxwell Road to near Jean Duluth Road) (trail)
- Hawk Ridge Segment (Maxwell Road to Glenwood Street)
- UMD Gap Segment (Glenwood Street to Chester Creek ) (various streets)
- Congdon Park Drive Segment (London Road to Vermilion Road) (partially a trail)
- Chester Park Drive Segment (East Sixth Street to Skyline Parkway )
- Rogers (Terrace) Parkway Segment (Chester Park to Lincoln Park)
- Lincoln Park Drive Segment (West Third Street to Skyline Parkway)

- Western Extension Segment (Lincoln Park Drive to Boundary Avenue)
- Bardon's Peak Segment (I-35 to Becks Road)
- Knowlton Creek Boulevard Segment (Fairmont Park to Spirit Mountain) (trail)
- Mission Creek Segment (Becks Road to Fond du Lac/TH 210) (trail, two branches)

The architectural history survey consisted of a review of previous documentation, which includes the Nunnally study and the *Skyline Parkway Corridor Management Plan* (URS Corporation 2003), background research directly related to the parkway's development conducted at various local repositories, and historic bridges records on file at the Duluth Engineering Department and Mn/DOT. Field assessment was initiated during the winter of 2011 through a "virtual survey" conducted through Google Map's Streetview feature. The purpose of using this technology was to advance the field investigation portion of the project while roads were still impassible and features were covered with snow. The field survey was conducted in May 2011. All parkway segments were driven, where possible, and hiked where vehicular traffic was not permitted. The survey recorded the overall character and conditions of each segment on a principal inventory form. Individual features related to the segment, such as bridges and retaining walls, were recorded on separate forms. Each property was recorded with digital photographs and described on the inventory form. Where previously recorded properties are no longer extant, the inventory form was duly noted, and a new inventory form and inventory number were assigned to the replacement structure, as appropriate.

The survey resulted in the preparation of 102 Minnesota Architecture-History Inventory forms. Of these, 39 were properties not previously recorded on the Skyline Parkway survey. Five properties were found to be no longer extant and were documented as such for the state inventory. Some properties have undergone significant alterations or remodeling since the earlier survey; these changes were recorded on an updated inventory form using the same inventory number.

With few exceptions, the roadway alignment and the character of the parkway system remain largely intact. Locations where there have been significant alterations should be considered non-contributing. A number of the roadway bridges have been replaced or significantly remodeled. Although they would be considered non-contributing properties of a historic district, several have been carefully rebuilt to emulate their historic predecessor to keep with the character of the historic parkway. Their presence is generally sympathetic to the parkway's overall integrity of setting, feeling and association. Most of the documented overlooks also retain their historic function and design. The survey revealed that the intended views from the overlooks are well preserved, although changed due to the modern development of the city.

Stark recommends that 12 of the 13 segments comprising the historic extent of Skyline Parkway are considered contributing segments of the broader parkway historic district. The UMD Gap segment is a later construct established to link discontinuous segments of the parkway system. Its exclusion would result in a discontinuous linear historic district. The remaining 12 segments were historically associated with Skyline Parkway at the period of its greatest extent and within the period of significance. Although each segment has experienced compromised integrity in a variety of ways, and portions of particular segments that have been significantly reconfigured may be considered non-contributing, all of the

segments retain sufficient integrity pertaining to the roadway alignment and associated scenic and recreational character to contribute to the district as a whole.

Skyline Parkway consists not just of a roadway, but its historic and scenic contexts, which include a number of other recreational and scenic features. In several instances, parkway segments pass through city or state parks, in which other features such as pavilions, band shells, and fireplaces are present. In these locations especially, the division between parkway feature and park feature become blurred. In other instances, the parkway is virtually indistinguishable from other city streets, and is lined with uniform lots with houses and businesses. Since Skyline Parkway has characteristics of both urban and natural settings, a varied method for determining the lateral district boundary was deemed to be appropriate and necessary, depending on the context of the segment. The following general guidelines were used to formulate the recommendations for the each segment's historic district boundaries:

1. The historic roadway right-of-way, where known, forms the minimal district boundaries.
2. Immediately adjacent properties or a broader setting may be included within the boundaries *if the properties or area historically contribute to the recreational and scenic qualities that define Skyline Parkway.*
3. Portions or entirety of surrounding parks may be included within the district boundaries if the parkway forms an important and dominant feature of the park and if the establishment of the park and extant built features also date to the period of significance for the parkway.

Recommendations for each of the segment boundaries (begin and end points, as well as lateral) are provided in the segment evaluations. Generally speaking, the segments within urban settings were limited to the roadway's right-of-way, as the surrounding properties did not provide a significant contribution to the scenic qualities of the parkway. In more natural settings, where surroundings play an important role in the character of the scenic parkway, a broader setting beyond the road's right-of-way was incorporated into the boundary. For two segments (Lincoln Park Drive and Congdon Park Drive), the parkway was considered to be integral to the park through which it passed, and the entire park boundaries are recommended for inclusion within the Skyline Parkway district.



## TABLE OF CONTENTS

MANAGEMENT SUMMARY .....	I
TABLE OF FIGURES .....	IX
TABLE OF MAPS .....	X
TABLE OF TABLES.....	X
1.0 INTRODUCTION .....	1
1.1 SURVEY SCOPE AND UNDERSTANDING .....	2
2.0 METHODS .....	5
2.1 GOALS AND OBJECTIVES .....	5
2.2 BACKGROUND RESEARCH.....	5
2.3 FIELD ASSESSMENT .....	6
2.3.1 Field Investigation .....	6
2.4 PROJECT OUTCOMES AND DELIVERABLES.....	7
2.4.1 Photographs.....	7
2.4.2 Inventory Forms.....	7
2.4.3 Geographic Information System (GIS) .....	7
2.5 EVALUATION OF RESOURCES.....	8
2.5.1 District Boundaries.....	8
2.6 SURVEY LIMITATIONS .....	9
2.6.1 Archaeological Potential .....	9
2.6.2 Parks and Recreation Department Records.....	9
3.0 PREVIOUS INVESTIGATIONS .....	10
3.1 NATIONAL REGISTER PROPERTIES .....	10
4.0 HISTORICAL OUTLINE .....	11
4.1 INTRODUCTION .....	11
4.2 PROGRESSIVE ERA .....	11
4.3 SNIVELY AND PAINE ERA (1920s-1930s) .....	12
4.4 SIGNIFICANCE CRITERIA .....	14
4.4.1 Duluth Heritage Preservation Commission.....	14
4.4.2 National Register of Historic Places .....	14
4.4.3 Character Defining Features .....	15
5.0 RESULTS.....	16
5.1 CONGDON NORTH SHORE BOULEVARD SEGMENT.....	19
5.1.1 Description .....	19
5.1.2 History.....	24
5.1.3 Integrity.....	25
5.1.4 Boundary Recommendations.....	25
5.2 SNIVELY/SEVEN BRIDGES ROAD SEGMENT .....	27
5.2.1 Description .....	27

5.2.2	History .....	32
5.2.3	Integrity .....	33
5.2.4	Boundary Recommendations .....	33
5.3	AMITY CREEK SEGMENT .....	34
5.3.1	Description .....	34
5.3.2	History .....	34
5.3.3	Integrity .....	34
5.3.4	Boundary Recommendations .....	34
5.4	HAWK RIDGE SEGMENT .....	38
5.4.1	Description .....	38
5.4.2	History .....	38
5.4.3	Integrity .....	38
5.4.4	Boundary Recommendations .....	42
5.5	UMD GAP SEGMENT .....	43
5.5.1	Description .....	43
5.5.2	History .....	43
5.5.3	Integrity .....	48
5.5.4	Boundary Recommendations .....	48
5.6	CONGDON PARK DRIVE SEGMENT .....	49
5.6.1	Description .....	49
5.6.2	History .....	55
5.6.3	Integrity .....	55
5.6.4	Boundary Recommendations .....	55
5.7	CHESTER PARK DRIVE SEGMENT .....	56
5.7.1	Description .....	56
5.7.2	History .....	61
5.7.3	Integrity .....	61
5.7.4	Boundary Recommendations .....	61
5.8	ROGERS (TERRACE) PARKWAY SEGMENT .....	62
5.8.1	Description .....	62
5.8.2	History .....	68
5.8.3	Integrity .....	69
5.8.4	Boundary Recommendations .....	70
5.9	LINCOLN PARK DRIVE SEGMENT .....	71
5.9.1	Description .....	71
5.9.2	History .....	77
5.9.3	Integrity .....	77
5.9.4	Boundary Recommendations .....	77
5.10	WESTERN EXTENSION SEGMENT .....	78
5.10.1	Description .....	78
5.10.2	History .....	83
5.10.3	Integrity .....	83
5.10.4	Boundary Recommendations .....	83
5.11	BARDON'S PEAK SEGMENT .....	84
5.11.1	Description .....	84
5.11.2	History .....	84

5.11.3	Integrity.....	89
5.11.4	Boundary Recommendations.....	89
5.12	KNOWLTON CREEK BOULEVARD SEGMENT.....	90
5.12.1	Description.....	90
5.12.2	History.....	94
5.12.3	Integrity.....	94
5.12.4	Boundary Recommendations.....	94
5.13	MISSION CREEK SEGMENT .....	95
5.13.1	Description.....	95
5.13.2	History.....	95
5.13.3	Integrity.....	101
5.13.4	Boundary Recommendations.....	101
6.0	CONCLUSIONS.....	102
6.1	SKYLINE PARKWAY HISTORIC INTEGRITY .....	102
6.2	CONTRIBUTING SEGMENTS.....	103
6.3	DISTRICT BOUNDARIES .....	103
7.0	REFERENCES CITED .....	105
APPENDIX A: PERSONNEL .....		A-1





## TABLE OF FIGURES

FIGURE 1. CONGDON NORTH SHORE BOULEVARD, FACING E .....	20
FIGURE 2. TYPICAL T-SHAPE PULLOUT AT 7002 CONGDON BOULEVARD, FACING SE .....	20
FIGURE 3. TYPICAL U-SHAPE PULLOUT WITH CONCRETE PICNIC BENCHES AT 7502 CONGDON BOULEVARD, FACING E.....	23
FIGURE 4. OCCIDENTAL BOULEVARD AT TIOGA STREET, FACING N .....	28
FIGURE 5. SEVEN BRIDGES ROAD FROM BRIDGE 89451, FACING S.....	28
FIGURE 6. SEVEN BRIDGE ROAD, FACING S.....	31
FIGURE 7. BRIDGE L8505 (c.1912), TYPICAL ORIGINAL BRIDGE, FACING SE.....	31
FIGURE 8. BRIDGE 69671 (2007), TYPICAL REPLACEMENT BRIDGE, FACING SW .....	32
FIGURE 9. AMITY CREEK SEGMENT .....	37
FIGURE 10. AMITY CREEK SEGMENT .....	37
FIGURE 11. HAWK RIDGE ROADWAY FROM WEST OVERLOOK, FACING NE .....	41
FIGURE 12. HAWK RIDGE ROADWAY, FACING SW.....	41
FIGURE 13. HAWK RIDGE EAST OVERLOOK, FACING NE .....	42
FIGURE 14. UMD GAP, ST. MARIE STREET, FACING E .....	44
FIGURE 15. UMD GAP, ST. MARIE STREET, FACING W.....	44
FIGURE 16. SKETCH OF PROPOSED AND CURRENT ROUTES OF UMD GAP .....	47
FIGURE 17. CONGDON PARK DRIVE, FROM E. 1ST STREET, FACING N.....	50
FIGURE 18. CONGDON PARK DRIVE FROM VERMILLION ROAD, FACING S .....	50
FIGURE 19. CONGDON PARK DRIVE, STONES MARKING PEDESTRIAN OR BRIDLE TRAIL BETWEEN PARKWAY AND CREEK.....	53
FIGURE 20. CONGDON PARK DRIVE, STONE STEPS ALONG PEDESTRIAN TRAIL.....	54
FIGURE 21. CONGDON PARK DRIVE, EXAMPLE OF MODERN PEDESTRIAN BRIDGE CROSSING CREEK .....	54
FIGURE 22. CHESTER PARK DRIVE, BETWEEN KENT AND E. 8TH STREET, FACING S.....	59
FIGURE 23. CHESTER PARK DRIVE, FACING S FROM E. 7TH STREET (RESERVOIR ON LEFT) .....	59
FIGURE 24. CHESTER PARK DRIVE (N. 15TH AVE. E.) FROM E. 5TH STREET, FACING NE .....	60
FIGURE 25. STONE GUTTER SEGMENT NEAR KENT ROAD .....	60
FIGURE 26. ROGERS PARKWAY, WEST OF CHESTER CREEK, FACING W .....	65
FIGURE 27. ROGERS PARKWAY, WEST OF KENWOOD, FACING W.....	65
FIGURE 28. REALIGNED SECTION ON 10TH STREET AT CENTRAL ENTRANCE, FACING E .....	66
FIGURE 29. ROGERS PARKWAY, WEST OF CENTRAL ENTRANCE, FACING W .....	66
FIGURE 30. TWIN LAKES COMPLEX, EAST POND, FACING NW .....	67
FIGURE 31. ENGER MEMORIAL TOWER, FACING S.....	67
FIGURE 32. LINCOLN PARK DRIVE, FROM W. 3RD STREET, FACING N.....	72
FIGURE 33. LINCOLN PARK DRIVE, FACING S .....	72
FIGURE 34. LINCOLN PARK DRIVE, FROM W. 10TH STREET, FACING N.....	75
FIGURE 35. LINCOLN PARK BRIDGE (L-8477), FACING NE.....	75
FIGURE 36. STONE ARCH PEDESTRIAN BRIDGE, FACING N.....	76
FIGURE 37. LINCOLN PARK PAVILION, FACING SW .....	76
FIGURE 38. WESTERN EXTENSION FROM 25TH AVENUE, FACING E.....	81
FIGURE 39. WESTERN EXTENSION FROM OVERLOOK, FACING E .....	81
FIGURE 40. WESTERN EXTENSION FROM CULVERT, FACING E .....	82

FIGURE 41. WESTERN EXTENSION NEAR THOMPSON REST AREA, FACING E.....	82
FIGURE 42. BARDON’S PEAK PARKWAY, FACING SW .....	87
FIGURE 43. BARDON’S PEAK PARKWAY WITH ROCK OUTCROPPING WEST OF THE EAST OVERLOOK, FACING W .....	87
FIGURE 44. PAVED SEGMENT OF PARKWAY ON EAST END, FACING E .....	88
FIGURE 45. PARKWAY SEGMENT NEAR I-35, FACING E .....	88
FIGURE 46. PARKWAY NEAR FAIRMOUNT PARK.....	93
FIGURE 47. PARKWAY WEST OF FAIRMOUNT PARK .....	93
FIGURE 48. PARKWAY FROM N. 80TH AVE W. ....	94
FIGURE 49. MISSION CREEK PARKWAY, FACING NE.....	96
FIGURE 50. MISSION CREEK, FORK IN ROAD LEADING TO THE WESTERN TERMINI, FACING S .....	99
FIGURE 51. BRIDGE L6002, TYPICAL MISSION CREEK CONCRETE ARCH BRIDGE .....	99

## TABLE OF MAPS

MAP 1. PROJECT LOCATION .....	2
MAP 2. CONGDON NORTH SHORE BOULEVARD.....	21
MAP 3. SEVEN BRIDGES ROAD.....	28
MAP 4. AMITY CREEK .....	35
MAP 5. HAWK RIDGE.....	39
MAP 6. UMD GAP.....	44
MAP 7. CONGDON CREEK DRIVE .....	51
MAP 8. CHESTER PARK DRIVE.....	57
MAP 9. ROGERS (TERRACE) BOULEVARD .....	63
MAP 10. LINCOLN PARK DRIVE .....	73
MAP 11. WESTERN EXTENSION .....	79
MAP 12. BARDON'S PEAK.....	85
MAP 13. KNOWLTON CREEK .....	91
MAP 14. MISSION CREEK .....	96

## TABLE OF TABLES

TABLE 1. INVENTORIED PROPERTIES .....	16
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## 1.0 Introduction

From January to May 2011, Stark Preservation Planning LLC conducted a cultural resources survey of resources related to Skyline Parkway in the City of Duluth and the Townships of Duluth and Midway, St. Louis County, Minnesota, for the City of Duluth and the Minnesota Department of Transportation (Mn/DOT). Through a grant from the federal Scenic Byways program, the City of Duluth is undertaking a wayfinding program to more clearly mark the course of Skyline Parkway. The grant includes funding for major components, including the development of a new logo, the creation of a Skyline Parkway map, the installation of new signage, creation of website content, and an inventory of cultural resources along the historic route of Skyline Parkway. This investigation serves to fulfill the cultural resources inventory component of the project. William E. Stark, M.A. served as principal investigator.

Skyline Parkway is considered eligible for listing in the National Register of Historic Places (NRHP). This survey builds on previous research and inventory on the parkway, including Patrick Nunnally's survey *Jewel of the North: Duluth's Parkway System*. This project will inventory the resources associated with the parkway, providing additional descriptive and historical information and updated photographs.

The Phase I architecture/history inventory is organized within thirteen parkway segments, as defined in the previous investigation. These segments roughly follow the primary and secondary parkway segments outlined on pages 4-13 of the 2003 Corridor Management Plan (with some exceptions).

- Congdon North Shore Boulevard Segment (Lester River to Knife River)
- Seven Bridges Road Segment (London Road to Maxwell Road)
- Amity Creek Segment (Maxwell Road to near Jean Duluth Road) (trail)
- Hawk Ridge Segment (Maxwell Road to Glenwood Street)
- UMD Gap Segment (Glenwood Street to Chester Creek ) (various streets)
- Congdon Park Drive Segment (London Road to Vermilion Road) (partially a trail)
- Chester Park Drive Segment (East Sixth Street to Skyline Parkway )
- Rogers (Terrace) Parkway Segment (Chester Park to Lincoln Park)
- Lincoln Park Drive Segment (West Third Street to Skyline Parkway)
- Western Extension Segment (Lincoln Park Drive to Boundary Avenue)
- Bardon's Peak Segment (I-35 to Becks Road)
- Knowlton Creek Boulevard Segment (Fairmont Park to Spirit Mountain) (trail)
- Mission Creek Segment (Becks Road to Fond du Lac/TH 210) (trail, two branches)

The project area is located in St. Louis County, Minnesota, within portions of Sections 5 and 6 in T48N, R15W; Sections 5 and 6 in T49N, R14W; Sections 1, 11, 12, 13, 14, 15, 22, 23, 27, 28, 29, 31, 32, 33, 34 in T49N, R15W; Sections 3, 4, 5, 6, 7, 8, 9 in T50N, R13W; Sections 1, 11, 12, 13, 14, 15, 22, 23, 27, 28, 32, 33 in T50N, R14W; Sections 1, 2, 3, 9, 10, 16, 17, 18, 19 in T51N, R12W; Sections 24, 25, 26, 31, 32, 34, 35 in T51N, R13W; Section 36 in T52N, R12W (Map 1).

## **1.1 SURVEY SCOPE AND UNDERSTANDING**

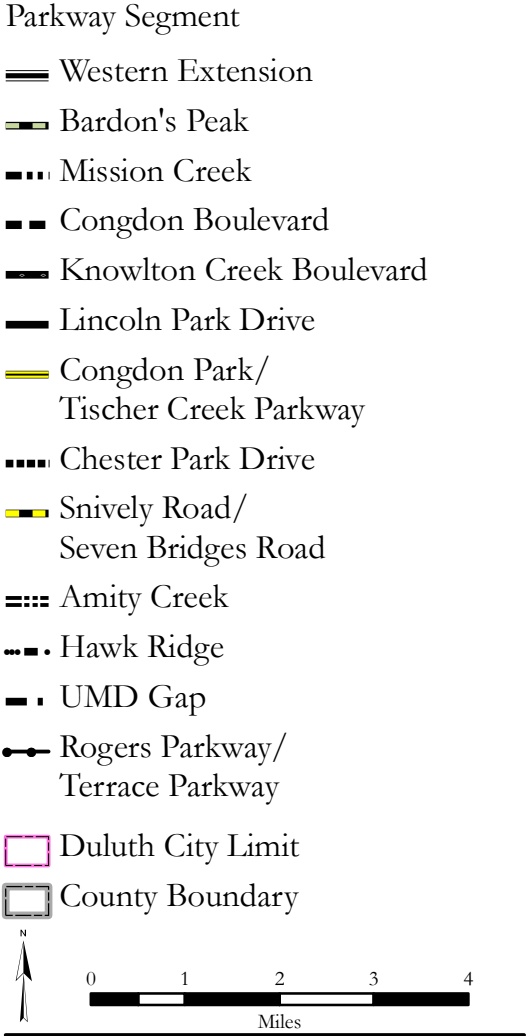
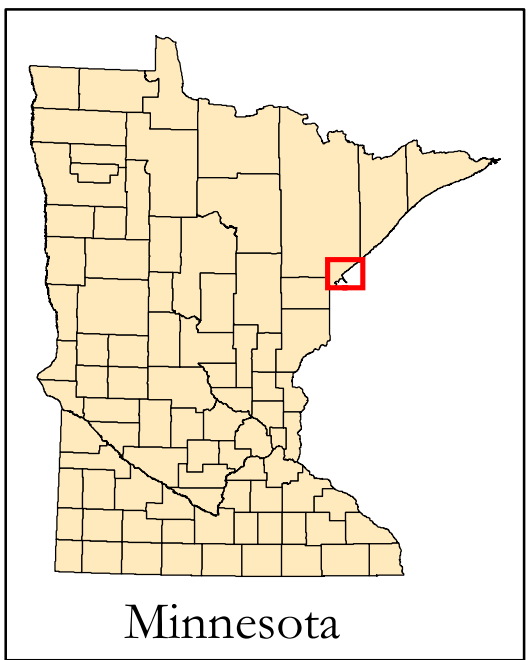
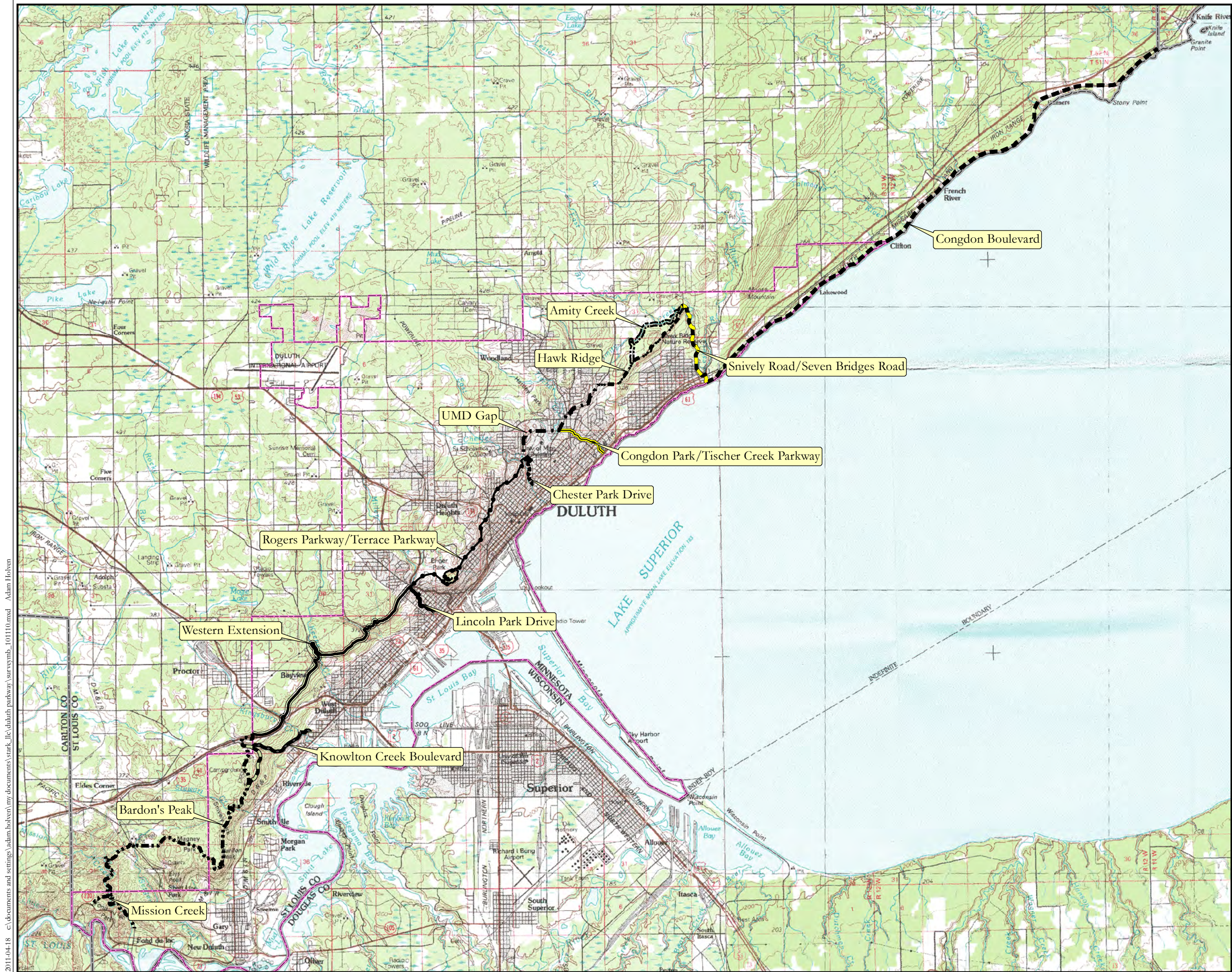
Skyline Parkway is a broad property with a wide range of contributing resources stretching many miles in length. Although it is generally considered a historic resource based on earlier studies, it has not been evaluated in its entirety with considerations for historical integrity. Furthermore, a number of changes have occurred since the previous inventory that could affect the historical integrity of key segments. The specific goals of this survey were to advance the understanding of Skyline Parkway as a whole, to better evaluate its eligibility for National Register listing. Specifically, the survey focused on the following information:

1. Update the existing inventory with additional properties, replacement bridges, and other alterations.
2. Inventory major features within parks, such as pavilions, not previously documented.
3. Provide greater detailed inventory forms, including standard locational and descriptive information, narrative description, integrity statement, a brief history, and the name of the segment within which the feature is located.
4. Offer broad recommendations of the eligibility or non-eligibility of segments and district boundaries; recommendations for individual properties would not be necessary.

The above scope of the survey was agreed to in a meeting with Principal Investigator, Will Stark; project manager, Richard Lang; Minnesota Department of Transportation Cultural Resources Unit project manager, Dennis Gimmestad; and the Minnesota State Historic Preservation Office National Register Historian, Susan Roth in December 2010.



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Map 1 - Project Location  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota



Source: USGS 1:100K Duluth, MN (1980) and Port Wing, WI Quadrangles, Minnesota Department of Transportation; Stark Preservation Planning LLC.





## **2.0 Methods**

### **2.1 GOALS AND OBJECTIVES**

The purpose of the cultural resources inventory was to identify historic properties associated with Skyline Parkway. The survey results would be used for later Phase II investigations that would evaluate the historical significance, integrity and historic district boundaries. All work for the survey was conducted in accordance with the *Secretary of the Interior's Standards for Archaeology and Historic Preservation*, the Minnesota State Historic Preservation Office's (SHPO) *Guidelines for SHPO Architecture/History Projects* and Minnesota Department of Transportation's Cultural Resources Unit guidelines..

### **2.2 BACKGROUND RESEARCH**

The principal investigator initiated work on the project by conducting background research into the history and development of Skyline Parkway, utilizing a variety of sources and repositories, including:

- Minnesota State Historic Preservation Office. Inventory forms previously recorded during the 1997 study of the parkway were retrieved and copied to form the basis of the resurvey effort. A memorandum drafted by Dennis Gimmetstad (Mn/DOT Cultural Resources Unit) in November 2010 provided the list of forms for each recorded segment.
- Minnesota Historical Society. Secondary sources available at the Minnesota Historical Society included Mark Ryan's article "Snively's Road" published in *Minnesota History* (Winter 1994). Other sources provided additional background information. The Society's microfilm newspaper collection was extensively reviewed for all articles related to the parkway, based on the Duluth Public Library's index of newspaper articles from 1920 to 1940.
- Northwest Architectural Archives. These archives at the University of Minnesota hold the papers of the landscape design firm of Morell and Nichols, the designers of the bridges in the "Seven Bridges" segment of Skyline Parkway.
- Northeast Minnesota History Center. This University of Minnesota-Duluth resource holds clippings files, maps, the Rodney Paine papers and other resources related to the parkway.
- Mn/DOT Bridge studies. Current documentation of most of the bridges is available through the department's bridge office.
- City of Duluth Engineering Department. Plans of historic and new bridges were reviewed with Marty Thiery at the city's engineering department.

- Duluth Public Library. This local resource has a collection of the Duluth Board of Park Commissioners annual reports, which details the major developments of the parkway from 1891 forward.
- On-line resources. On-line searches on Skyline Parkway revealed such useful sites as the Skyline Planning and Preservation Alliance ([www.skylineppa.org](http://www.skylineppa.org)) and historical photographs posted on Minnesota Reflections.

## **2.3 FIELD ASSESSMENT**

The timing and schedule for the survey project posed certain complications in offering access to and visibility of the historic landscape resources of the parkway. Due to snow cover and road closures along Skyline Parkway during the winter months, conducting the field investigations for the survey would not be acceptable during the winter. Identification of small and subtle landscape features would be difficult or impossible, and the photographs would be inadequate. Given these conditions, an alternative field investigation methodology was proposed to the Mn/DOT CRU and the SHPO which would achieve project results and meet the overall project deadlines and objectives. This methodology relied on existing documentation, research, and electronic street views available on Google Maps to document as much information as possible before conducting field work. This process eased the field work schedule and intensity by providing a predictive model for the identification of resources.

Significant portions of Skyline Parkway are visible in Google's street view feature, offering virtual on-the-road views of the corridor, and all of the area is visible through aerial mapping. This process did not substitute for the field investigation. Instead, this "virtual field survey," along with other online photographs and aerials, served as a prompt for describing the general character of a segment, and to bring to the attention the areas requiring intensive field investigation. The purpose of using this technology was to advance the field investigation portion of the project while roads are still impassible and features are covered with snow. An inventory form was generated for previously unrecorded features identified through this process. The features were subsequently confirmed and documented in the field investigation phase.

### **2.3.1 Field Investigation**

Field investigation was conducted once the roads reopened and snow had melted sufficiently to identify and photograph landscape features. The inventory forms generated through the research and virtual survey process were taken into the field to be confirmed. Photographs were taken, and field notes enhanced the description. The field investigation also identified features not previously recorded or visible in the virtual survey. Field work was completed both on foot and by driving. Several of the historic segments of the parkway are no longer open to motor vehicles, and are recreational or snowmobile trails only. Adjoining park lands were also traversed to identify its associations with the historic parkway elements, such as bridle trails and foot bridges.



## **2.4 PROJECT OUTCOMES AND DELIVERABLES**

All work for this project was conducted in accordance with the *Secretary of the Interiors' Standards and Guidelines for Archeology and Historic Preservation* [48 Federal Register 44716-44760] and using the Minnesota SHPO's *Guidelines for History/Architecture Projects in Minnesota*. The outcomes of this project not only comply with necessary standards for such surveys, but will also be a useful tool for city planning staff as they carry out the day-to-day activities in the management of Skyline Parkway.

### **2.4.1 Photographs**

Digital photographs were taken of each surveyed property in compliance with state standards. Images were produced on each inventory form.

### **2.4.2 Inventory Forms**

Over 60 inventory forms had already been completed for properties associated with the parkway during a 1997 survey by Patrick Nunnally and in other bridge surveys. The specific inventory forms and their associated segments have been compiled and documented in a memo by Dennis Gimmetstad in November 2010. Mn/DOT requested that these surveys be revised with more detailed descriptive and historical information and updated photographs.

Features which were inventoried in the 1997 survey and other previously inventoried properties have been assigned SHPO inventory numbers (see attachment A). (Note that many of the inventory numbers which appear in the 1997 survey report have been changed in the SHPO inventory.) These previously-inventoried features were re-surveyed, with more detailed descriptive and historical information and updated photographs using the same inventory numbers. Features not previously inventoried were assigned a new inventory number and a form was created.

For each segment, one form serves as a principal inventory form. Each new principal form includes documentation on the overall character and setting of that segment, including a general description of the segment with narrative information on minor/redundant features not recorded on individual inventory forms. These features include the following types: benches, bollards, docks, drinking fountains, fences, individual picnic tables, kiosks, lights, and signs. Neighborhoods and other resources adjacent to the parkway but outside the inventory scope, which contribute in an important way to the overall context and setting, are described on the principal form for the segment as well.

A number of the bridges on Skyline Parkway have been replaced since the 1997 survey. Where total replacement has occurred, Mn/DOT assigns a new bridge number. In these instances, the inventory form for the old bridge (if previously recorded) is noted as no longer extant. A new inventory form with a new numbers was created for new bridges. For instances where an existing bridge was rehabilitated (i.e. no new bridge number was assigned), the inventory form was revised, as appropriate.

### **2.4.3 Geographic Information System (GIS)**

Locations for each surveyed property and segment were recorded in a Geographic Information System (GIS) and illustrated on the maps included in this report. Location information was submitted as part of

this project meeting Mn/DOT CRU standards. Individual structure properties, such as bridges or waysides, are represented by a point, roadway segments are represented by a line, and properties comprised of larger areas, such as parks, are represented by polygons.

## **2.5 EVALUATION OF RESOURCES**

It is not within the scope of this project to evaluate each inventoried resource for its eligibility for listing in the National Register of Historic Places. An effort, however, was made to assess the overall integrity and character of each segment sufficiently to offer recommendations on its ability to contribute to the overall historical significance of Skyline Parkway. Clearly, structures constructed outside the period of significance (1891 to 1940), would be non-contributing properties. An accumulation of these non-contributing properties within a segment may threaten that segment's ability to convey its historical significance with integrity. Judgment calls made in the field were necessary to determine which properties strictly lying outside the parkway should be included within the inventory. Some discussion of the criteria used is mentioned below. In some locations, adjacent houses or other buildings contribute to the setting of the parkway, and may be related to the parkway's historical development. Their documentation was not within the scope of work for this inventory.

In any case, the significance of the parkway was based on Nunnally's initial investigation, and no further efforts were made to develop, expand or decrease the criteria. See Section 4.0 for a summary of the parkway's historical significance.

### **2.5.1 District Boundaries**

Among the purposes of this investigation is the evaluation and recommendation of potential boundaries for a historic district. Skyline Parkway consists not just of a roadway. Its historic composition also included a number of other recreational and scenic features, such as bridle paths, scenic overlooks, and picnic areas. In several instances, parkway segments traverse city or state parks in which other features such as pavilions, band shells, and fireplaces are present. In these locations especially, the division between parkway feature and park feature become blurred. Furthermore, for a property such as a scenic parkway, the setting and views may be considered an important and intrinsic aspect of the resource's historic significance. This study attempts to discern the distinction and to provide guidance for future delineation of appropriate district boundaries.

These general rules for defining district boundaries were used to formulate the recommendations:

1. The historic roadway right-of-way, where known, forms the minimal district boundaries.
2. Immediately adjacent properties may be included within the boundaries *if they historically contribute to the recreational and scenic qualities that define Skyline Parkway.*
3. Surrounding parks may be included within the district boundaries if the parkway forms an important and dominant feature of the park and if the establishment of the park and extant built features also date to the period of significance for the parkway.

## **2.6 SURVEY LIMITATIONS**

### **2.6.1 Archaeological Potential**

The survey area has potential to contain unidentified pre-contact and post-contact archaeological remains, including historic archaeology associated with Euro-American industry and residential settlement. Identification of below-ground historic resources was not within the scope of this survey project and the principal investigator is not a qualified archaeologist. The survey activity and brief contextual study was limited to extant above-ground resources and those historic events which influenced the development of the survey area. If there is potential for ground-disturbing activity to impact intact archaeological resources, qualified archaeologists should be retained to conduct appropriate archaeological assessment and/or survey to identify and evaluate below-ground resources.

### **2.6.2 Parks and Recreation Department Records**

The Principal Investigator was unable to contact the Duluth Parks and Recreation Department to investigate its historic records and plans, if any. Although the Duluth Public Library retains the annual reports of the park department (and its predecessor organizations), the department itself may possess further detailed documentation of the development of Skyline Parkway. This may have little bearing, however, on the discovery of new information, as it appears that in Nunnally's 1997 study, he had access to Park Department documents incorporated them into his histories. Further review may not reveal any additional information.

### **3.0 Previous Investigations**

Skyline Parkway was previously surveyed and evaluated for historical significance between 1995 and 1997 as part of a Phase I and Phase II survey of Duluth's parkway system. The Phase I survey was conducted by Loucks & Associates in 1995, with Patrick Nunnally as Principal Investigator. In 1996, Nunnally was hired to complete the Phase II study of the resource's historical significance. The completed survey identified 58 individual properties, including parkway segments, individual bridges, stone retaining walls, constructed overlooks, and complexes of resources at the junction with Chester Creek and at Twin Lakes. The study concluded that the nearly all of the 58 properties retained historic integrity and appeared to warrant location designation by the Duluth Heritage Preservation Commission (Nunnally 1997).

This study was followed by the completion of a Corridor Management Plan for the Skyline Parkway in 2003 (URS Corporation).

#### **3.1 NATIONAL REGISTER PROPERTIES**

Several properties included in this inventory have already been listed in or determined eligible for listing in the National Register of Historic Places. These include:

- Stewart Creek Bridge (Bridge L6007) – Listed
- Lincoln/Garfield Park – Determined Eligible for Listing
- Bridge L-8503 (Seven Bridges Road over Amity Creek) – Determined Eligible for Listing
- Enger Tower – Considered Eligible for Listing

## **4.0 Historical Outline**

### **4.1 INTRODUCTION**

Previous investigations of Skyline Parkway by Patrick Nunnally (1997) developed an extensive historical overview of Skyline Parkway. The scope of this survey does not include the development of further historical contexts. The summary of the history and contexts provided below are drawn from Nunnally's comprehensive study. For further information, the reader is directed to the Nunnally study.

### **4.2 PROGRESSIVE ERA**

The Duluth Parkway system was constructed in segments between 1891 and 1940, and was in a near continual state of construction, expansion or reconstruction during this period. 1940 marks a period when the parkway was at its greatest extent and the completion of a systematic reconstruction of Rogers Parkway and the Western Extension segments.

The concept of a “parkway” or “boulevard” system for Duluth had been conceived when the city was still newly developing as early as the 1860s. A series of political and economic setbacks delayed any real work on the project until the 1880s, when the city's financial fortunes were on the rise, and the city was rechartered. Led by the efforts of W. K. Rogers, who was involved with banking and mining interests, the city council passed an 1887 resolution to adopt a system of public parks and connecting avenues on the bench or terrace on and between 7<sup>th</sup> and 14<sup>th</sup> streets following the topography of the bluff. To implement this resolution, the council would eventually create a Board of Park Commissioners, enabled by state legislation. The Commission was empowered to undertake construction of a system of parks and parkway. Soon after the legislation was passed in 1889, work commenced on the new parkway system. The new drive followed Chester Creek up to a street referred to as Terrace Drive to a point near 17<sup>th</sup> Avenue West. It was completed with a series of bridges and numerous culverts, and intended to go as far as Miller's Creek (now Lincoln Park). The new roadway was popular, and in October the populace of Duluth overwhelmingly voted in favor of funding the new park system.

When the legislature passed a new law that substantially narrowed the powers of the commission, the Board re-formed itself in 1891 and issued its First Annual Report of the Board of Park Commissioners. The Commission had acquired substantial lands for parks and the entire length of the parkway – from Chester Creek to Miller's Creek – was open for driving, including roadways alongside those creeks. In 1894, the segment, known as Terrace Parkway, was renamed Rogers Boulevard in honor of the late Col. William K. Rogers, former president of the Park Board and promoter of the parkway connecting the city's parks.

During the first decade of the twentieth century, the Park Board concentrated its activities in four areas: the extension of Rogers Boulevard to the west, the acquisition and redevelopment of Snively Boulevard on the city's east end, the acquisition and development of Congdon Park along Tischer's Creek, and reconstruction of Roger's Boulevard.

The Western Extension would extend Rogers Boulevard from its terminus at Lincoln Park through Oneota to West Duluth, near where present-day I-35 is located. This long stretch would take a decade to complete. Meanwhile, Samuel Snively, a local attorney and developer, constructed a parkway on the city's east end between 1901 and 1903. This parkway climbed Amity Creek, crossing the stream multiple times on a series of rustic wooden bridges. At the top of the bluff, the road turned west for a mile or so along the creek before joining Jean Duluth Road. In 1909, Snively donated the road and bridges to the city. Within a year, the City had contracted with the Minneapolis landscape design firm of Morell and Nichols to replace the wood bridges with more substantial, but picturesque, stone-faced concrete arch structures. The bridges would be completed within a few years. The segment is now known as "Seven Bridges" road, after these charming and scenic features (curiously, the road is carried by eight, not seven, bridges crossing the creek).

In 1908, Chester A. Congdon donated 33.7 acres on both sides of the Tischer's Creek to the city between Vermillion Road and London Road. The land was developed into Congdon Park, and a carriage road was developed along the west side of the creek, along with a bridle path. The park and road appeared to stand alone as a feature unconnected to other parkway segments, although Nunnally observes that it was probably connected in some way and its upper end is close to the west end of Snively Road, creating a loop along Tischer's and Amity creeks, connected by London Road at the bottom. The park and parkway is one of the jewels of the system, and was promoted in a publicity brochure of the time.

Storms and new road development resulted in improvements and reconstruction of Rogers Boulevard before it was even a decade old. A cloudburst in 1909 necessitated repairs and reconstruction to the Twin Ponds complex, which included a new bridge, waterfall, and grassy borders around the ponds, completed in 1915. The construction of massive retaining walls at Chester Creek assured the drive would be safe at the steep ravine for decades to come.

In 1913, the Board of Park Commissioners was abolished, and its responsibilities were transferred to a newly established city Parks Department. The Board was able to turn over a complex and extensive parkway system extending nearly 20 miles of roadway stretching across wide sections of the sprawling city, capitalizing the spectacular views and natural features that the city had to offer.

### **4.3 SNIVELY AND PAINE ERA (1920s-1930s)**

Having inherited the beginnings of a remarkable scenic drive, the newly formed Parks Department would benefit from the strong city leadership that would result in a doubling of size over the next three decades. The city parkway would transform into a transportation system with regional influence and utility, reaching beyond the city limits to the edges of St. Louis County.

In 1915, Chester A. Congdon made another important gift to the city to aid in its development of its park and parkways. Congdon offered to pay all costs associated with city acquisition of right of way for a parkway up the north shore of Lake Superior to the city limits. Later expansion of the offer extended this all the way to the Lake County line near Knife River. Substantial development did not occur until the 1920s, when the city, St. Louis County, and Congdon's widow each agreed to contribute \$100,000

toward the construction of the roadway. The boulevard would be developed with burgeoning interest in automobile transportation at its heart. A popular tourist camp, Brighton Beach, was established closest to the city at the lake shore, and numerous pull-outs offered travelers opportunities to enjoy the lake.

At the west end of the city, the city aggressively pushed expansion further on multiple counts over two decades. Mayor C. R. Magney began acquiring land on behalf of the city for municipal forest purposes in the late 1910s, and in 1921 announced the purchase of 330 acres around Bardon's Peak with views of Morgan Park, New Duluth and the St. Louis River Estuary. The Bardon's Peak segment was completed in 1926 under Mayor Samuel Snively, and linked to the Western Extension of Rogers Boulevard.

As Magney's mayoral successor, Samuel Snively continued the same fervent interest in expanding the parkway system that he displayed as a private citizen. Under Snively's leadership, investment and dogged efforts, several other segments were constructed. The Mission Creek segment extended Bardon's Peak, forming a parkway in the Mission Creek valley all the way to Fond du Lac with a badly needed link to Jay Cooke State Park. Another route on the west side of the city formed a parkway, the Knowlton Road segment, from Fairmount Park (home of the new Duluth Zoo) to connect with Bardon's Peak Parkway. This and other segments benefited from the Federal relief labor beginning in the 1930s to employ men on public works jobs throughout the nation.

In 1932, Snively returned his attention to the east side, and to his Seven Bridges Road. The route connecting it to the eastern part of the city along Amity Creek was not regarded as scenic enough, so Snively began acquiring land on the lake side of the knob that would offer stunning vistas of Lake Superior, the Duluth Harbor, and the St. Louis River. Originally known as "Snively Road Extension," it is now commonly referred to as Hawk Ridge. With this segment, Skyline Parkway was completed.

A number of improvements to various stretches of the parkway system were undertaken in the 1920s and 1930s. A survey of the parkway revealed that a number of adjacent buildings and fences on Roger's Boulevard encroached on the public right-of-way, and the city went about removing the intrusions to beautify the parkway experience. Much work was done to widen and straighten roadway segment to make the old road safe for bigger and faster cars. Other projects entailed revegetation, forming parking spaces, reducing steep grades, and creating retaining walls, stone guard walls, ditches, and paths in the parks. The parkway developed a more unified appearance during this period, as well, with the intention, at least, to have 30 foot roadways in most areas, as well as hard surfaced roads. Indeed, the previous decade, the variously named roadways, like Snively's Road, Rogers Boulevard, Congdon Parkway – had been named as a single route. A 1929 Duluth News Tribune sponsored a contest to assign a unified name to the route. Skyline Parkway was selected, and a logo and signage placed along the route to assist people in navigation.

Although fully built out, the parkway continued to receive occasional attention during the post World War II years. The Lions Club selected several overlook locations to erect interpretive plaques about local history and geology in the 1970s. A green line was painted down the road in an effort to keep drivers on the track of the road, which can be challenging at a number of intersections. A number of the segments

fell out of use. The Amity Creek segment was probably closed to traffic after the opening of its alternate - Hawk Ridge – in the 1930s. It is now a hiking trail. Mission Creek was open through at least the mid 1960s, and closed at some point after that. It serves as a hiking and snowmobile trail now, with the small concrete bridges falling into decay. The Knowlton Creek segment may have closed at the same time, and portions of it have been subsumed into the Spirit Mountain recreation area. Portions of Congdon Parkway are no longer open to traffic, but continue to be a popular urban walking trail. Congdon, as well as Lincoln Park, Chester Park, and North Congdon Boulevard, are no longer managed as part of the Skyline Parkway, although they still function as roadways.

## **4.4 SIGNIFICANCE CRITERIA**

### **4.4.1 Duluth Heritage Preservation Commission**

In his 1997 study, Nunnally evaluated the Duluth Parkway System using the Duluth Heritage Preservation Commission criteria of significance, and found it to possess significance under criteria A, C and G.

**Criteria A:** *Having character, interest or value as part of the development, heritage or cultural characteristics of the city of Duluth.*

The Parkway system is significant under criterion A for its association with the park system of Duluth, which contemporary observers and historians consider to be the backbone of the whole system of parks in the city. As a promotional tract entitled *Duluth and Its Environs*, the parkway is “a chain binding together these matchless parks.”

**Criteria C:** *As identified with a person or persons who significantly contributed to the culture of development of the city of Duluth.*

The parkway is significant for its association with significant figure Samuel F. Snively, the longest serving mayor in Duluth’s history and a key builder, promoter and benefactor of the Skyline Parkway.

**Criteria G:** *As a location or [location of] singular physical characteristics [which] represents an established and familiar visual feature of a neighborhood, community, or the city as a whole.*

“From its inception, the Duluth Parkway System has been an explicitly part of the city’s self-definition,” Nunnally notes (1997:129). The association of the parkway as part of city identity is supported by the promotional materials issued as early as the 1920s and the frequent post cards featuring scenic sites of the parkway.

### **4.4.2 National Register of Historic Places**

Nunnally did not evaluate the parkway using National Register criteria of significance. Further investigation would be necessary to fully develop a statement of significance meeting National Register criteria. Based on Nunnally’s evaluation for the city, however, Skyline Parkway may be considered for significance under National Register Criteria A, B and/or C.



**Criterion A:** *Associations with events that have made a significant contribution to the broad patterns of our history.*

Skyline Parkway is intrinsically tied to the growth and development of Duluth and illustrates its citizen's aspirations for a first class city with amenities that rival established cities around the world, yet capitalize on the unique natural scenery that only Duluth offers.

**Criterion B:** *Associations with the lives of persons significance in our past.*

Skyline Parkway has important associations with Samuel Snively, a person of local significance who was the longest serving mayor of Duluth and was instrumental in getting several of the most popular segments of the parkway constructed.

**Criterion C:** *Embodiment of 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.*

This criterion may be the strongest argument for significance. The parkway system demonstrates a purposeful design, with many examples of high-quality craftsmanship, engineering, and artistic value. Its purpose is for aesthetic enjoyment of the natural scenery and recreation, and the execution of the project masterfully preserves the important natural landscape while emphasizing its scenic features. The landscape design firm of Morell and Nichols is known to have designed the Seven Bridges segment, one of the most picturesque segments, which may be an important example of their work.

#### **4.4.3 Character Defining Features**

The 2003 Corridor Management plan identifies five components that define the character of the parkway (15):

- Roadway alignment;
- Use of native stone in both ornamental and structural construction;
- Views and overlooks, as they have been identified through constructed overlook points, turnouts, or other built expressions in the physical landscape;
- Natural vegetation in those segments of the parkway that retain a “rural” or “wild” ambiance; and
- Key locations, such as:
  - Twin Ponds,
  - Seven Bridges Road, and
  - Bardon’s Peak.

## 5.0 Results

The survey resulted in the preparation of 102 Minnesota Architecture-History Inventory forms (Table 1). Of these 39 were properties not previously recorded on the Skyline Parkway survey. Five properties were documented as no longer extant and documented as such for the state inventory. Additional properties have undergone significant alterations or remodeling since the earlier survey; these changes were recorded on an update inventory form using the same inventory number.

The survey results are summarized by segment in the following sections (proceeding from northeast to southwest). These discussions provide summaries of the segment as a whole, offering a description, brief history, statement of integrity, and recommendations for boundaries, as well as generalized photographs and overview map. A list of individually inventoried features within each segment is included with the description. For additional details on individual features comprising the parkway segment, consult the Minnesota Architecture-History Inventory Form, on file at the SHPO.

**Table 1. Inventoried Properties**

Name	Segment	Inventory No.	City/Twp	Extant?
Amity Creek Segment	Amity Creek	SL-DUL-2407	Duluth	Yes
Amity Creek Bridge #1	Amity Creek	SL-DUL-2408	Duluth	Yes
Amity Creek Bridge #2	Amity Creek	SL-DUL-2409	Duluth	Yes
Lower Skyline Drive	Bardon's Peak	SL-DUL-2313	Duluth	Yes
Snively Monument	Bardon's Peak	SL-DUL-2314	Duluth	Yes
Stewart Creek Bridge (L6007)	Bardon's Peak	SL-DUL-2315	Duluth	Yes
Bardon's Peak East Overlook	Bardon's Peak	SL-DUL-2316	Duluth	Yes
Bardon's Peak West Overlook	Bardon's Peak	SL-DUL-2317	Duluth	Yes
Bridge 69846	Bardon's Peak	SL-DUL-3108	Duluth	Yes
Railroad Bridge	Bardon's Peak	SL-MID-015	Midway Twp	Yes
Bardon's Peak Segment	Bardon's Peak	SL-XXX-002	Duluth/Midway Twp	Yes
Chester Park Drive	Chester Park Drive	SL-DUL-2339	Duluth	Yes
Brighton Beach Marker	Congdon Boulevard	SL-DUL-2327	Duluth	Yes
Brighton Beach Tourist Camp	Congdon Boulevard	SL-DUL-2328	Duluth	Yes
Brighton Beach Gazebo	Congdon Boulevard	SL-DUL-3087	Duluth	Yes
Brighton Beach Fireplace/Shelter	Congdon Boulevard	SL-DUL-3107	Duluth	Yes
Pullout at 7002 Congdon Blvd	Congdon Boulevard	SL-DUL-3115	Duluth	Yes
Pullout at 7030 Congdon Blvd	Congdon Boulevard	SL-DUL-3116	Duluth	Yes
Pullout at 7502 Congdon Blvd	Congdon Boulevard	SL-DUL-3117	Duluth	Yes
Pullout at 7702 Congdon Blvd	Congdon Boulevard	SL-DUL-3118	Duluth	Yes
Pullout at 7902 Congdon Blvd	Congdon Boulevard	SL-DUL-3119	Duluth	Yes
Pullout at 8140 Congdon Blvd	Congdon Boulevard	SL-DUL-3120	Duluth	Yes

Name	Segment	Inventory No.	City/Twp	Extant?
Pullout at 8202 Congdon Blvd	Congdon Boulevard	SL-DUL-3121	Duluth	Yes
Pullout at 8402 Congdon Blvd	Congdon Boulevard	SL-DUL-3122	Duluth	Yes
Pullout at 9202 Congdon Blvd	Congdon Boulevard	SL-DUL-3123	Duluth	Yes
Stony Point Overlook	Congdon Boulevard	SL-DUT-010	Duluth Twp	Yes
Buchanan Townsite Marker	Congdon Boulevard	SL-DUT-011	Duluth Twp	Yes
Bridge at McQuade Harbor	Congdon Boulevard	SL-DUT-012	Duluth Twp	Yes
Bridge 3597	Congdon Boulevard	SL-DUT-013	Duluth Twp	Yes
Bridge 3601	Congdon Boulevard	SL-DUT-014	Duluth Twp	Yes
Pullout at 5700 North Shore Drive	Congdon Boulevard	SL-DUT-015	Duluth Twp	Yes
Pullout at 5174 North Shore Drive	Congdon Boulevard	SL-DUT-016	Duluth Twp	Yes
Pullout at 5220 North Shore Drive	Congdon Boulevard	SL-DUT-017	Duluth Twp	Yes
Pullout at 5350 North Shore Drive	Congdon Boulevard	SL-DUT-018	Duluth Twp	Yes
Pullout at 5410 North Shore Drive	Congdon Boulevard	SL-DUT-019	Duluth Twp	Yes
Pullout at 5630 North Shore Drive	Congdon Boulevard	SL-DUT-020	Duluth Twp	Yes
Congdon Boulevard	Congdon Boulevard	SL-XXX-001	Duluth/Duluth Twp	Yes
Congdon Park/Tischer Creek Parkway	Congdon Park Drive	SL-DUL-2335	Duluth	Yes
Railroad Bridge	Congdon Park Drive	SL-DUL-2336	Duluth	No
Fourth Street Bridge	Congdon Park Drive	SL-DUL-2337	Duluth	Yes
Vermillion Road Bridge L8517	Congdon Park Drive	SL-DUL-2338	Duluth	Yes
Water Utility Bridge	Congdon Park Drive	SL-DUL-3097	Duluth	Yes
Railroad Bridge	Congdon Park Drive	SL-DUL-3098	Duluth	Yes
Congdon Park	Congdon Park Drive	SL-DUL-3124	Duluth	Yes
Hawk Ridge Segment	Hawk Ridge	SL-DUL-2410	Duluth	Yes
Izaak Walton League Pine Forest	Hawk Ridge	SL-DUL-2411	Duluth	Yes
Hawk Ridge Overlook	Hawk Ridge	SL-DUL-2412	Duluth	Yes
Hawk Ridge West Overlook	Hawk Ridge	SL-DUL-2413	Duluth	Yes
Overlook	Hawk Ridge	SL-DUL-3106	Duluth	Yes
Knowlton Creek Boulevard	Knowlton Creek Boulevard	SL-DUL-2331	Duluth	Yes
Railroad Bridge	Knowlton Creek Boulevard	SL-DUL-2332	Duluth	Yes
Kingsbury Creek Lower Bridge	Knowlton Creek Boulevard	SL-DUL-3104	Duluth	Yes
Wood Bridge	Knowlton Creek Boulevard	SL-DUL-3105	Duluth	Yes
Lincoln Park Drive	Lincoln Park Drive	SL-DUL-2333	Duluth	Yes
Lincoln Park Bridge	Lincoln Park Drive	SL-DUL-2334	Duluth	Yes
Garfield Park/Lincoln Park	Lincoln Park Drive	SL-DUL-2440	Duluth	Yes
Lincoln Park Pavilion	Lincoln Park Drive	SL-DUL-3100	Duluth	Yes
Stone Parkway Bridge	Lincoln Park Drive	SL-DUL-3101	Duluth	Yes
DM&IR Bridge	Mission Creek	SL-MID-008	Midway Twp	Yes
Northern Pacific Bridge	Mission Creek	SL-MID-009	Midway Twp	Yes
Mission Creek Bridge #1; L-6004	Mission Creek	SL-MID-010	Midway Twp	Yes

Name	Segment	Inventory No.	City/Twp	Extant?
Mission Creek Bridge #2; L-6003	Mission Creek	SL-MID-011	Midway Twp	Yes
Mission Creek Bridge #3; L-6002	Mission Creek	SL-MID-012	Midway Twp	Yes
Mission Creek Bridge #4; L-6001	Mission Creek	SL-MID-013	Midway Twp	Yes
Mission Creek Bridge #5	Mission Creek	SL-MID-014	Midway Twp	Yes
Mission Creek Segment	Mission Creek	SL-MID-016	Midway Twp	Yes
Chester Creek Junction	Rogers (Terrace) Parkway	SL-DUL-2302	Duluth	Yes
Observation Road Overlook	Rogers (Terrace) Parkway	SL-DUL-2303	Duluth	Yes
Twin Lakes Complex	Rogers (Terrace) Parkway	SL-DUL-2304	Duluth	Yes
Enger Park Overlook	Rogers (Terrace) Parkway	SL-DUL-2305	Duluth	Yes
Enger Tower	Rogers (Terrace) Parkway	SL-DUL-2394	Duluth	Yes
Rogers Parkway, Terrace Parkway	Rogers (Terrace) Parkway	SL-DUL-2415	Duluth	Yes
Bridge L6127	Rogers (Terrace) Parkway	SL-DUL-2434	Duluth	Yes
Bridge L6115	Rogers (Terrace) Parkway	SL-DUL-2446	Duluth	Yes
Bridge - Skyline Pkwy over Hwy 53	Rogers (Terrace) Parkway	SL-DUL-3099	Duluth	Yes
Snively Road/Seven Bridges Road	Seven Bridges Road	SL-DUL-2396	Duluth	Yes
Bridge L8501	Seven Bridges Road	SL-DUL-2397	Duluth	No
Bridge L8502	Seven Bridges Road	SL-DUL-2398	Duluth	No
Bridge L8503	Seven Bridges Road	SL-DUL-2399	Duluth	Yes
Bridge #4	Seven Bridges Road	SL-DUL-2400	Duluth	No
Bridge L8505	Seven Bridges Road	SL-DUL-2401	Duluth	Yes
Bridge L8506	Seven Bridges Road	SL-DUL-2402	Duluth	Yes
Bridge L8507	Seven Bridges Road	SL-DUL-2403	Duluth	Yes
Bridge 89451	Seven Bridges Road	SL-DUL-2404	Duluth	No
Amity Creek Overlook	Seven Bridges Road	SL-DUL-2405	Duluth	Yes
Stone Culvert	Seven Bridges Road	SL-DUL-2406	Duluth	Yes
Bridge 69504	Seven Bridges Road	SL-DUL-3088	Duluth	Yes
Bridge 69671	Seven Bridges Road	SL-DUL-3092	Duluth	Yes
Bridge 69640	Seven Bridges Road	SL-DUL-3093	Duluth	Yes
Bridge 69654	Seven Bridges Road	SL-DUL-3094	Duluth	Yes
Bridge 69672	Seven Bridges Road	SL-DUL-3095	Duluth	Yes
Hockey Facility	Seven Bridges Road	SL-DUL-3096	Duluth	Yes
UMD Gap Segment	UMD Gap	SL-DUL-2414	Duluth	Yes
Western Extension Segment	Western Extension	SL-DUL-2306	Duluth	Yes
Walled overlook	Western Extension	SL-DUL-2307	Duluth	Yes
Culvert, wall, unnamed creek	Western Extension	SL-DUL-2308	Duluth	Yes
Haines Road wall	Western Extension	SL-DUL-2309	Duluth	Yes
Keene Creek Bridge; Bridge L6128	Western Extension	SL-DUL-2310; SL-DUL-2435	Duluth	Yes
Concrete arch bridge	Western Extension	SL-DUL-2311	Duluth	Yes
Bridge 69636	Western Extension	SL-DUL-3102	Duluth	Yes

## **5.1 CONGDON NORTH SHORE BOULEVARD SEGMENT (SL-XXX-001)**

### **5.1.1 Description**

Congdon Boulevard is linked to the greater Skyline Parkway system and the Seven Bridges segment beginning at S 61<sup>st</sup> Avenue E, and is an extension of London Road to the east (Map 2; Figures 1 through 3). The segment is 12.8 miles long, and generally follows the shore of Lake Superior and parallels Trunk Highway 61, from the Lester River (S 61<sup>st</sup> Avenue E) to the Knife River (at the county line). It extends beyond the Duluth city limits into Duluth Township. The two-lane road is paved and has wide shoulders. The roadway is generally characterized by heavy wooded areas on the north side, with intermittent wooded and open views to the lake on the south. Broadly spaced houses have been built in some places on the north side, with the development becoming denser as the road progresses east. Although unrelated to the parkway, the red brick and stone water treatment plant with its crenellated tower is among the notable adjacent buildings along the parkway segment. Within the lower stretch of the segment, it is among the few buildings located between the roadway and the lake shore. Guard stones are placed along the south side of the road east of S. Lakewood Road and in some other locations. Modern metal guard rails with wood posts are placed in several locations with steep drop-offs or where the road is near the shoreline.

At S 61<sup>st</sup> Avenue E is a paved parking area on the south side with a tourist information booth. Just east of this parking area is a pull-out marking the entrance of the Brighton Beach Road, which leads to the Brighton Beach Tourist Camp (SL-DUL-2328), once operated as a tourist camp by the city and now functioning as Kitchi Gami park. The unpaved turnout is delineated by the guard rocks, characteristic of the Skyline Parkway, and includes a modern wood gazebo (SL-DUL-3107) and stone shelter/fireplace (SL-DUL-3107). The Brighton Beach Road separates from Congdon Boulevard and runs southeast of Congdon before rejoining the main road. Congdon Boulevard divides into a four-lane divided highway for about 700 feet where it briefly joins Trunk Highway 61. This appears to be a change from its original alignment, probably completed when TH 61 was realigned and expanded to four lanes.

A parking area approached by a driveway with views of the lake is just east of the Brighton Beach Road. Although the existing driveway appears to be a modern construction, a turnaround at this site is visible on a 1939 aerial photograph, and the driveway is lined with guard stones, suggesting it was constructed within the period of significance. Many other pull-out/parking areas are located along the lake (southeast) side along the full extent of Congdon Boulevard. The pull-outs are typically paved and separated from the roadway by a grassy median. Designs are right triangle formation, T-formation or U-formation. The pull-outs are marked by fire numbers at 5174, 5220, 5350 5416, 5630, 5700, 7002, 7030, 7502, 7702, 7922, 8140, 8202, 8402, 9202 on Congdon (or North Shore) Boulevard. Several pull-out areas also feature concrete tables and benches.



**Figure 1. Congdon North Shore Boulevard, Facing E**



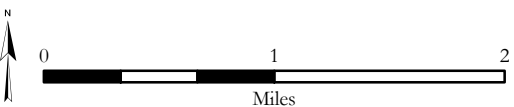
**Figure 2. Typical T-shape pullout at 7002 Congdon Boulevard, Facing SE**





## Overview Map

- Congdon North Shore Boulevard
- ★ Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 2 - Congdon North Shore Boulevard  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota











**Figure 3. Typical U-shape pullout with concrete picnic benches at 7502 Congdon Boulevard, Facing E**

The road name changes from Congdon Boulevard to North Shore Drive (CSAH 61) near McQuade Road where it crosses the Duluth city limits and enters Duluth Township. Northeast of Township Road 2527, the road cuts inland, with a large parcel developed into residences located between the road and the lake. From this point on, there is increasing development on the lake-side of the road.

Inventoried resources within the Congdon Boulevard segment:

- Brighton Beach Marker (SL-DUL-2327)
- Brighton Beach Tourist Camp (SL-DUL-2328)
- Brighton Beach Gazebo (SL-DUL-3087)
- Brighton Beach Fireplace/Shelter (SL-DUL-3107)
- Pullout, 7002 Congdon Blvd (SL-DUL-3115)
- Pullout, 7030 Congdon Blvd (SL-DUL-3116)
- Pullout, 7502 Congdon Blvd (SL-DUL-3117)
- Pullout, 7702 Congdon Blvd (SL-DUL-3118)
- Pullout, 7902 Congdon Blvd (SL-DUL-3119)
- Pullout, 8140 Congdon Blvd (SL-DUL-3120)
- Pullout, 8202 Congdon Blvd (SL-DUL-3121)
- Pullout, 8402 Congdon Blvd (SL-DUL-3122)
- Pullout, 9202 Congdon Blvd (SL-DUL-3123)
- Stony Point Overlook (SL-DUT-010)
- Buchanan Townsite Marker (SL-DUT-011)
- Bridge 69648 at McQuade Harbor (SL-DUT-012)
- Bridge 3597 over Talmadge River (SL-DUT-013)
- Bridge 3601 over French River (SL-DUT-014)
- Pullout, 5700 North Shore Drive (SL-DUT-015)
- Pullout, 5174 North Shore Drive (SL-DUT-016)
- Pullout, 5220 North Shore Drive (SL-DUT-017)
- Pullout, 5350 North Shore Drive (SL-DUT-018)
- Pullout, 5410 North Shore Drive (SL-DUT-019)
- Pullout, 5630 North Shore Drive (SL-DUT-020)

### **5.1.2 History**

The Congdon Boulevard segment of Skyline Parkway is the result of a gift from Chester A. Congdon, who fronted funds for the City of Duluth to acquire property along the north shore of Lake Superior. Although planned as an extension of the city's parkway system since 1913, the gift of \$40,000 was formally accepted by the City Council in 1915. Original plans were for the parkway to extend east from Lester Park all the way to Two Harbors, a distance of about 29 miles. It took some time for the road to come to fruition, and survey work did not begin until 1921, when it was announced that the city had contracted to survey the three miles from Lester Park to the city limits, after which time the costs for construction could be better assessed (Nunnally 1997:41, 97).

In what would now be termed a “public-private partnership,” an arrangement between Mrs. Congdon, the city of Duluth, and St. Louis County was struck in 1922 for each party to put up \$100,000 to improve the road from Lester River to the city limits.

Road construction began in 1925, when Thornton Brothers was awarded the contract to complete the boulevard (Nunnally 1997:41, 97). By 1928, the road was completed to an extent of one mile to the St. Louis County line. The segment of the roadway from the city limits eastward to the county line was maintained by the State of Minnesota as Highway No. 1, although the right-of-way was owned by the City of Duluth (Duluth Park Department Annual Report 1928). The goal of extending all the way to Two Harbors was never achieved.

By the 1930s, the roadway was being used as State Highway 61, and the road was widened, culverts lengthened. The WPA workers also did work on the saddle trail paralleling the road on the south side for 1.5 miles east from the Lester River (Duluth Park Department Annual Report 1936). No evidence of the parallel saddle trail was found along the parkway during the field investigation.

Although historically part of Skyline Parkway, this segment is no longer managed as part of the Skyline Parkway system.

### **5.1.3 Integrity**

Several key elements along the roadway post-date the period of significance, including Bridge 69648 (SL-DUT-012; constructed in 2004), Bridge 3597 (SL-DUT-013; constructed in 1951), Bridge 3601 (SL-DUT-014; constructed in 1951). In addition, a modern harbor with lake access near McQuade Road has somewhat altered the setting at that location. Most of the 15 scenic pullouts along the lake-side of the parkway segment date within the period of significance, and were probably constructed in the 1920s with the original road design, or by the WPA in the 1930s. The character of these pullouts has been altered in more recent years, taking on a more finished, rather than rustic, character. All but one is paved, and many appear to have been reconfigured to accommodate traffic safety and access. Generally, the sites help to reinforce the scenic qualities of the parkway by offering frequent opportunities to stop, rest and enjoy the lake views. Although redesigned from their original appearance, their continued presence contributes to the overall quality of the parkway. The overall integrity of this segment of the parkway generally retains the alignment and setting of the historic property.

### **5.1.4 Boundary Recommendations**

This segment is the easternmost stretch of the historic Skyline Parkway. No longer managed as part of the Skyline Parkway, many parts lack the distinctive parkway associations and aesthetic of other segments. Its placement along the lake and its alternative alignment to the highway provide clearly scenic qualities, however. The character of the parkway changes after leaving the city boundaries, without the distinctive guard stones and other urban type amenities found elsewhere. The road veers away from the lake shore, and is separated from the lake by residential developments. The segment outside of the city limits also includes three bridges that post-date the period of significance.

Stark recommends that the district boundary should stay within Duluth city limits as the character of the parkway changes outside the city limits, losing the distinctive parkway associations, such as the guard stone borders. Lateral district boundaries would extend to the right-of-way of the boulevard, and also include the entirety of Brighton Beach Park and its contributing features, and the wayside pullouts constructed within the period of significance.

Two associated sites, the Buchanan Townsite and the Stony Point Overlook, noted by Nunnally as confirmation that Congdon Boulevard was part of the Duluth Parkway system, may be individually eligible for National Register listing.

## **5.2 SNIVELY ROAD/SEVEN BRIDGES ROAD SEGMENT (SL-DUL-2396)**

### **5.2.1 Description**

The Seven Bridges Road segment is a 2.1 mile roadway up Amity Creek Valley from its junction with TH 61. It concludes at the top of the creek, where the Hawk Ridge and Amity Creek segments continue Skyline Parkway (Map 3; Figures 4 through 8). The road width is 18 to 21 feet, and is variously bordered by mixed forest, park and residential lands. As the name of this segment suggests, it is distinctly characterized by a series of stone-faced bridges crossing the Amity Creek several times. Curiously, eight, not seven, bridges carry traffic at road crossings from bottom to the top of Amity Creek. An additional bridge on Superior Street crosses the Lester River and Amity Creek. The winding nature of the roadway, mostly closed in by forest with glimpses of Amity Creek, define the character of this segment.

Traveling north from TH 61 (or Congdon Boulevard), the road follows S. 61<sup>st</sup> Avenue E. turn onto E. Superior Street going west for a short distance, before turning north onto Occidental Boulevard. The lower stretches of roadway are paved city streets, and at Occidental Boulevard the curbs or gutters disappear to form a more rustic character. Occidental follows the west side of Amity Creek, which is a heavily forested area with trails known as Lester Park. On the east side of Occidental are single-family dwellings. By the time the road reaches the first bridge (replaced by Bridge No. 69671), it has shed its residential character and has been absorbed into a natural and wooded park. The surface is roughly paved or graveled in the upper stretches, with gravel and grass verges.

Occasional pullouts offer places to park a car to view the creek or access to hiking trails. Some locations use guard stones to separate the road from the trail system. North of the third bridge (SL-DUL-2399) is Amity Park, with a connecting ski trail, seasonal skating rinks, and recreational facility (circa 1970).

Inventoried properties in this segment:

- Bridge L-8501 (SL-DUL-2397) (not extant; replaced in 2008 by Bridge 69671)
- Bridge L-8502 (SL-DUL-2398) (not extant; replaced in 2003 by Bridge 69640)
- Bridge L-8503 (SL-DUL-2399)
- Bridge L-8504 (SL-DUL-2400) (not extant; replaced in c. 2004 by Bridge 69654)
- Bridge L-8505 (SL-DUL-2401)
- Bridge L-8506 (SL-DUL-2402)
- Bridge L-8507 (SL-DUL-2403)
- Bridge 89451 (SL-DUL-2404) (not extant; replaced in 2007 by Bridge 69672)
- Amity Creek Overlook (SL-DUL-2405)
- Stone Culvert (SL-DUL-2406)
- Bridge 69504 Superior Street over Amity Creek and Lester River (SL-DUL-3088)
- Bridge 69671 (SL-DUL-3092)
- Bridge 69640 (SL-DUL-3093)
- Bridge 69654 (SL-DUL-3094)
- Bridge 69672 (SL-DUL-3095)
- Ice Skating Facility (SL-DUL-3096)





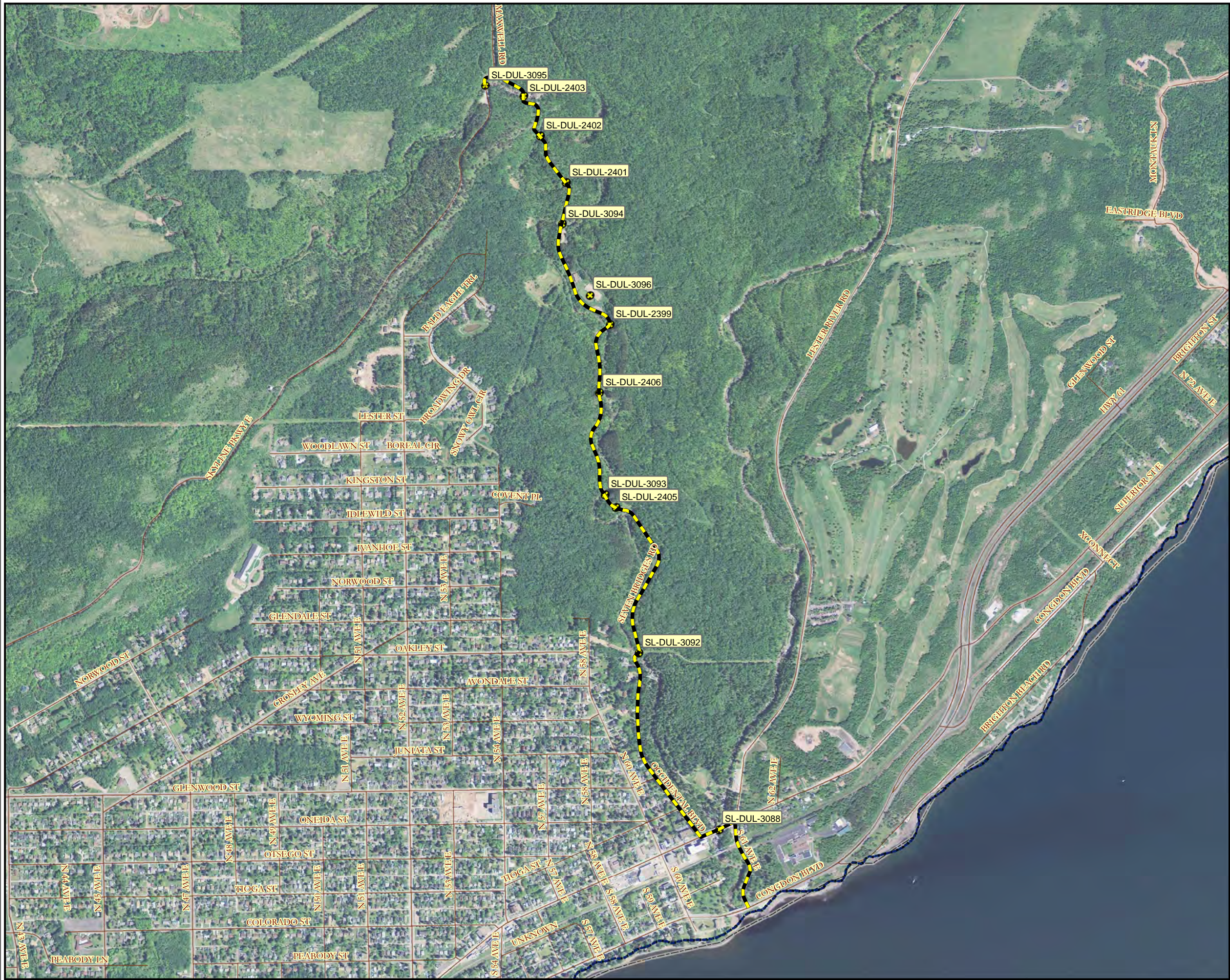
**Figure 4. Occidental Boulevard at Tioga Street, Facing N**



**Figure 5. Seven Bridges Road from Bridge 89451, Facing S**



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### Overview Map

- Snively Road/Seven Bridges Road
- Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 3 - Snively Road/Seven Bridges Road  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota



Source: 2010 Minnesota Department of Natural Resources Aerial Photograph, Minnesota Department of Transportation; Stark Preservation Planning LLC.









**Figure 6. Seven Bridge Road, Facing S**



**Figure 7. Bridge L8505 (c.1912), typical original bridge, Facing SE**



**Figure 8. Bridge 69671 (2007), typical replacement bridge, Facing SW**

### **5.2.2 History**

The segment known as Seven Bridges Road is also known as Snively Boulevard (as are the Amity Creek and the Hawk Ridge segments). This segment was originally constructed by Samuel Snively, a local attorney and developer, between 1899 and 1903. Snively assembled land with the intention of building a picturesque parkway that would meet with the extension of the Rogers Parkway. He worked to secure the right-of-way from all of the landowners, including 60 acres of his own land, on the condition that a roadway be built. He also personally pledged and collected \$1,600 to build the road, and the city put up \$1,500 with the stipulation that the completed road be turned over the city.

The scenic roadway was difficult and costly to build, climbing the Lester River valley from the lakeside and crossing the river on a series of 10 rustic wooden bridges. At the top of the bluff, the roadway turned west along Amity Creek for a mile or so before joining Jean Duluth Road. In 1909, Snively donated the road and bridges to the city. By the time Snively Road was transferred to the Park Board, it had become overgrown, and the wooden bridges had fallen into ruin – making it useless to automobiles and carriages. The Park Board announced that money from the bond issue for the western extension of Rogers Boulevard would also be used to upgrade Snively Road. The eight stone bridges were constructed over the next two years (Ryan 1994:153). The existing structures suggest that the current alignment follows the original 1901 alignment with replacement bridges. In 1903, the city extended it westward to 26<sup>th</sup> Ave E. and 3<sup>rd</sup> Street in the east hillside district. Under the direction of civil engineer Carl F. Meyer, Snively Road would cost more than \$12,000, nearly half of which came from Snively's own pocket (Ryan 1994:151). The new bridges were designed by the Minneapolis landscape architectural firm of Morell and Nichols and give the segment "Seven Bridges Road" its name. Officially opened in 1912, it was constructed as a scenic byway, but not considered part of the system until later. In 1927 a five-mile addition along Amity Creek was built connecting Snively's original drive with Vermillion road

(Ryan 1994:159). By 1930, it was included in the Park Department's annual report as a 5.82 mile segment from 62<sup>nd</sup> Avenue East and Superior Street to Jean Duluth Road, indicating that at that time the Amity Creek Segment was included as part of Snively Road (Nunnally 1997:43-44).

Anthony U. Morell and Arthur F. Nichols' experience in Duluth by the time Seven Bridges Road was conceived included C. A. Congdon's estate and Congdon Park. The bridge structures they designed were all faced with native granite, blasted from cliffs in the vicinity and collected from the creek bed. Six-inch copings made of pink opal granite quarried near St. Cloud detailed the length of the bridge walls and piers. A tenth bridge, made of concrete and iron pipe, connected the parkway to Snively's farm (Ryan 1994:153-154).

In 1929, Duluth honored Snively by erecting two large stone pillars at the beginning of the original Snively Road in Lester Park. Designed by members of the city's planning department, one marker read "The Snively Boulevard," while the other displayed the dates "1901-1929" (Ryan 1994:159).

By the mid-1990s, the concrete bridges were deteriorating. Bridges underwent rehabilitation in 1996, 1999 and 2002 and four bridges were replaced entirely in the 2000s. All rehabilitations and reconstructions were completed with designs sympathetic to the original Morell and Nichols plan. This segment of Skyline Parkway, along with its rustic structures, continues to be showcased by the city and one of the most popular drives in the city.

### **5.2.3 Integrity**

The overall setting for the Seven Bridges Road segment forms an important part of its character and remains largely intact. The winding roadway continues to offer scenic views of the Amity Creek. Few modern intrusions have been built along the roadway. Most notable is the c. 1970 ice skating recreational facility (SL-DUL-3096). Four of the eight bridges dating from c. 1912 have been replaced. In all cases, their design has retained the style of original Morell and Nichols plan and in several instances, the original stone was salvaged and reused on the new bridge infrastructure. The bridge reconstructions were significant enough for the Minnesota Department of Transportation to warrant assigning new bridge numbers. While the bridge replacements diminish the workmanship and design aspects of integrity, the overall feeling and association of the entire route remain largely intact.

### **5.2.4 Boundary Recommendations**

For portions of the segment within the urban setting (from TH 61 to the north end of Lester Park), the lateral boundary of the historic district should be limited to the street right-of-way. North of the Lester Park boundary (the equivalent alignment of Oakley Street), the character changes into a park setting, with fewer urban intrusions. The creek becomes an important element as it crosses under the roadway in many locations, creating the need for the character-defining bridges. No other related features, such as paths or bridle trails were known to have been constructed along the parkway. The wooded area surrounding the parkway appears to be public property. Stark recommends the boundary within this location to provide a buffer of 100 feet on either side of the roadway to accommodate portions of the setting that are integral to the parkway.



## **5.3 AMITY CREEK SEGMENT (SL-DUL-2407)**

### **5.3.1 Description**

This 2.5 mile segment is a 16-foot path of gravel, dirt, and grass through mixed second growth forest (Map 4; Figures 9 through 10). Some houses are in the viewshed, although not adjacent to the trail. Amity Creek runs along the east half of the segment. Two stone-faced, concrete arch bridges are the primary structural elements of this segment, and are situated near the segment's connection with Seven Bridges Road.

Another feature is located just off of the trail. It appears to be a bridge remnant crossing Amity Creek, perpendicular to Amity Creek Road. Remaining components include a stone abutment and wing wall and a concrete slab deck. Portions of a built-up steel girder are also visible. The remaining parts appear to have washed out. This is likely a remnant from the road that extended off of the parkway shown on a map dating from the 1920s. It appears to have led to J. Pollay Park and Samuel Snively's farm. Because this is a minor feature, in poor condition, and not directly related to the parkway, it was not separately recorded.

Inventoried properties in this segment:

Amity Creek Bridge #1 (SL-DUL-2408)

Amity Creek Bridge #2 (SL-DUL-2409)

### **5.3.2 History**

The Amity Creek segment was constructed in conjunction with the Seven Bridges segment and were both referred to as Snively Road. S. F. Snively completed the road in 1901, and it was donated to Park Board in 1903. The two bridges placed close to the northeast end of the segment crossing Amity Creek may have been designed by Morell and Nichols, although it cannot be said for sure. The roadway is assumed to have been closed to vehicular traffic when Hawk Ridge opened in mid 1930s. It is now blocked to vehicular traffic, and consists of a maintained pedestrian trail (Nunnally 1997:46).

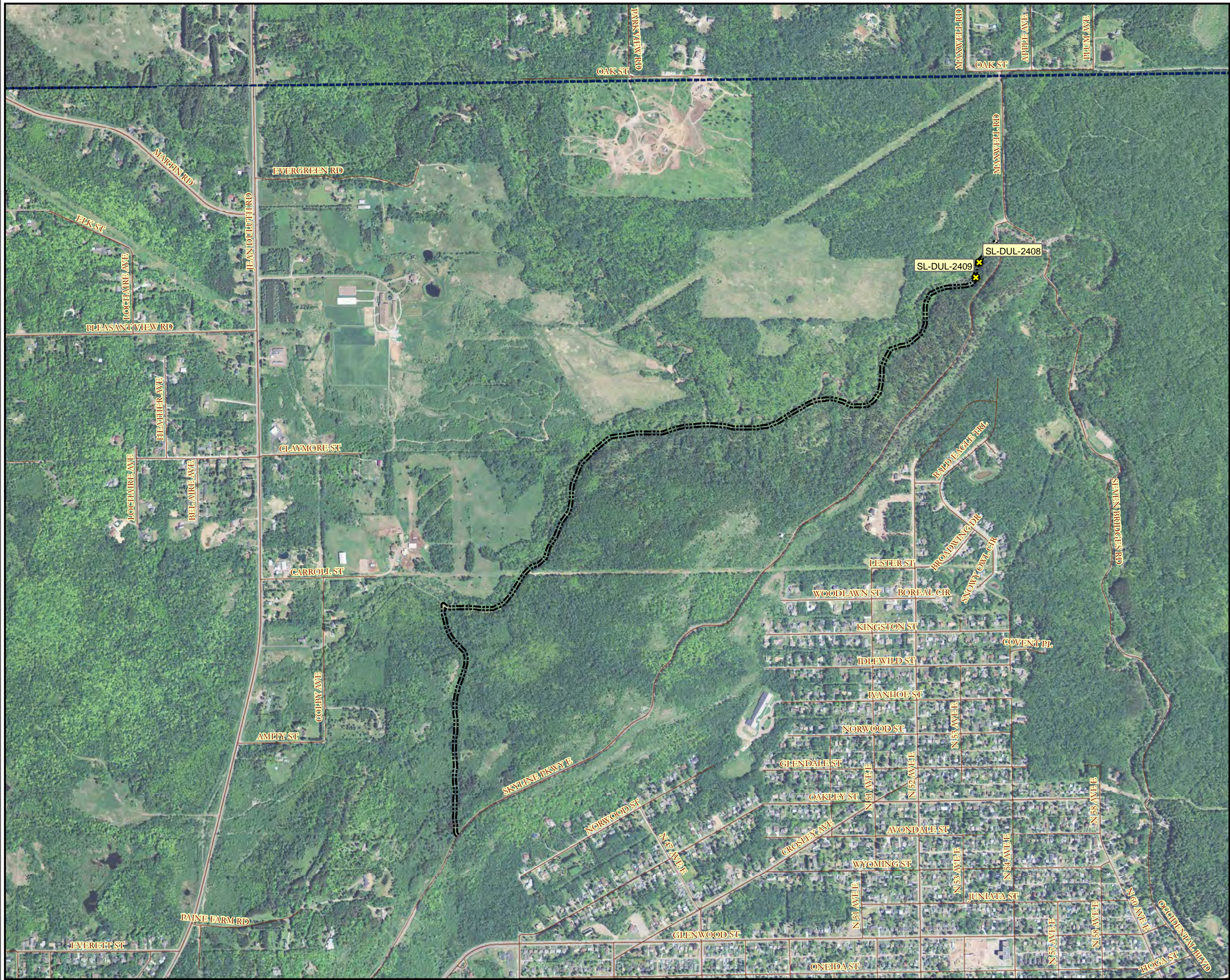
### **5.3.3 Integrity**

Although no longer managed as part of Skyline Parkway and closed to vehicular traffic, this historic segment continues to be used as a pedestrian trail and therefore maintains its integrity of feeling and association as a traffic corridor. The two structural elements – two bridges – remain in place, although they are in poor condition. The wooded trail maintains strong integrity of its picturesque location, setting and design.

### **5.3.4 Boundary Recommendations**

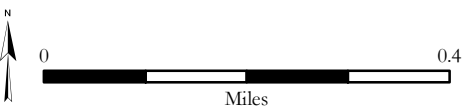
Set within the densely wooded area without urban intrusions, this segment of the parkway maintains its important historical associations. To maintain its setting, a buffer of 100 feet of the trail should be within the historic district boundaries.





Overview Map

- Amity Creek
- Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 4 - Amity Creek  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota









**Figure 9. Amity Creek Segment**



**Figure 10. Amity Creek Segment**

## **5.4 HAWK RIDGE SEGMENT (SL-DUL-2410)**

### **5.4.1 Description**

The 2.4-mile Hawk Ridge segment picks up at the top of Seven Bridges Road west of the intersection with Maxwell Road and follows the ridge to Glenwood Street, east of the University of Minnesota-Duluth campus and the Northland Country Club (Map 5; Figures 11 through 13). The 2.8-mile segment includes three constructed overlooks and traverses the pine forest planted by the Izaak Walton League as part of property development and re-vegetation. The 24 to 32-foot roadway has roughly paved surfaces, without gutter or curbing for most of its course. The westernmost portion of the segment (from the west overlook to Glenwood Street) is paved with a painted centerline. This western portion also has several private driveways with direct access to the parkway. The road is seasonally maintained, and portions are closed during the winter.

Inventoried properties in the Hawk Ridge segment:

- Izaak Walton League Pine Forest (SL-DUL-2411)
- Hawk Ridge East Overlook (SL-DUL-2412)
- Hawk Ridge West Overlook (SL-DUL-2413)
- Hawk Ridge Overlook (SL-DUL-3106)

### **5.4.2 History**

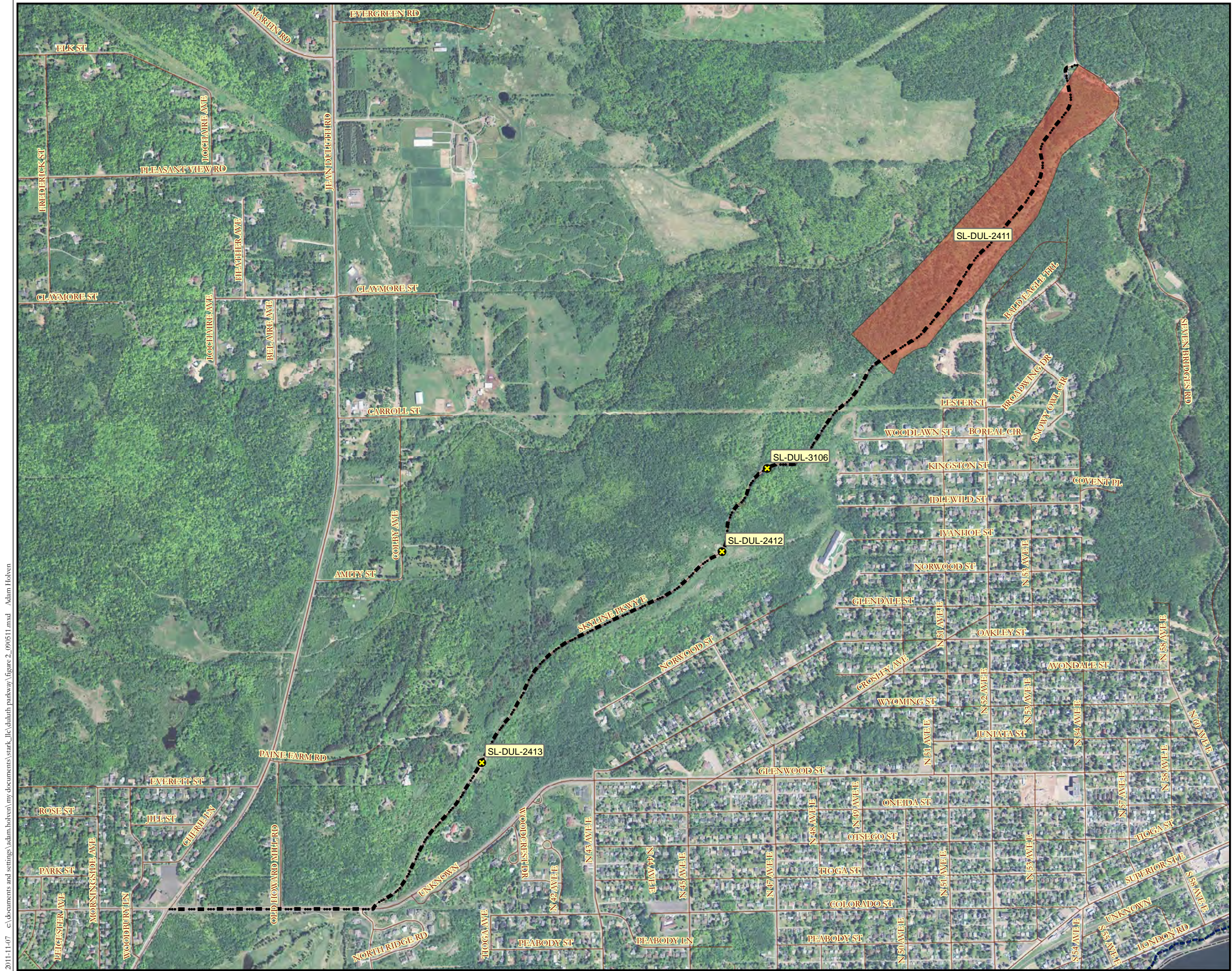
Mayor Snively began acquiring land for an extension of the parkway system in 1932. The new roadway would replace the Amity Creek segment, and would be aligned on the lake side of the knob to take advantage of the lake views. Originally known as “Snively Road Extension”, it was completed in 1935-1939, and would be his last major road-building project. It would run through the evergreens planted in 1926 to replace trees lost in the 1918 fire. It would ascend to 600 feet above Lake Superior and follow the ridgeline west for two miles. It required a 180-foot right-of-way in case future modifications were necessary. The project was funded by Federal Emergency Relief Administration, private donations or Snively himself. Funds and workers from the WPA were used to build the eastern extension, which was completed in the summer of 1939. The drive boasted overlooks with stunning, sweeping views of Lake Superior and the surrounding countryside (Ryan 1994:162).

The 1936 Park Department annual report announced that the latest segment “will perhaps be the most scenic section of the entire parkway system” (1936 Annual Report of the Park Department, as quoted in Nunnally 1997:98-99).

### **5.4.3 Integrity**

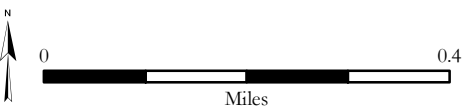
The Hawk Ridge segment continues to be managed as part of the Skyline Parkway system, and is popular for its scenic vistas and wildlife viewing. It continues along its original course and maintains its impressive views from two of the three constructed overlooks. It has a strong integrity of location, design, feeling and association.





Overview Map

- Hawk Ridge
- Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 5 - Hawk Ridge  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota









**Figure 11. Hawk Ridge Roadway from West Overlook, Facing NE**



**Figure 12. Hawk Ridge Roadway, Facing SW**



**Figure 13. Hawk Ridge East Overlook, Facing NE**

#### **5.4.4 Boundary Recommendations**

Lateral boundary recommendations include the road right-of-way for the extent of the segment length. Consideration may be given to including a buffer of 100 feet on either side within this largely undeveloped segment. The historical connection of the parkway with the Isaak Walton League forest is unclear, although it was inventoried as a related resource in the 1997 Nunnally study. Its relationship to Skyline Parkway may not be sufficient to include it within its boundaries.

## **5.5 UMD GAP SEGMENT (SL-DUL-2414)**

### **5.5.1 Description**

This 2.9-mile segment was apparently never constructed as a parkway. It currently exists in name only as a designated route along city streets.

The roadway consists of several city streets to link the west end of the Hawk Ridge segment with the Chester Park and Rogers Parkway segments (Map 6; Figures 14 through 15). Although within an urban setting, the eastern portion of the segment (from Lakeview Drive to the Hawk Ridge segment) retains a rural character, with wooded areas lining both sides of the roadway. The remainder of the segment is generally lined with single family houses and commercial buildings at intersections with major streets. On the west end, the route skirts the north and west boundaries of the UMD campus before joining the Rogers Parkway and Chester Park segments south of the campus. The roadway is entirely paved, with curbs and gutters. Most of the route serves as a primary road and spans 2 to 4 lanes.

### **5.5.2 History**

This segment of the Skyline Parkway system appears never to have been constructed and its name is attributed to its proximity to the University of Minnesota-Duluth campus, which moved near this location in 1948. As early as the 1910s, the park reports acknowledge the “gap yet to be filled” between Chester Park and Woodland, with the intention of linking Rogers Boulevard with Snively Road (Board of Park Commissioners Annual Report c. 1910). Eighteen years later the problem persisted. The 1928 Annual Report proposes one solution for negotiating the route between the two segments: “the Boulevard should be extended to take advantage of the beautiful views of the lake afforded by some of the hills back of Lakeside and Lester Park. Owing to the fact that the district just East of 15<sup>th</sup> Ave has been platted and built up with no provision for any Boulevard connection the problem is a rather difficult one. The solution suggested by Mr. Horwitz, City Planning Engineer, which seems to be the best that has yet been offered, is to continue the Boulevard down Kent Road to Eighth Street, down Eighth Street to the high land West of Wallace Avenue, then north to Tischer Creek and Vermillion Road where eventually an overhead crossing should be made to connect with the extension of Lakeview Drive south of Vermillion Road, thence on Lakeview Drive to Snively Road” (Figure 16) (Duluth Park Department Annual Report 1928).

Just two years later, a slightly differing alternative route is proposed for the same problem: “The old Snively road extends from Lester park to Tischer’s creek [Congdon Park] at Glen Avon, passing through Colbyville. The connection with the eastern end of the boulevard is from the end of the Snively road, by way of the Vermillion Lake road, East Sixth street, Vista street, East Eighth street, Nineteenth avenue east and to the boulevard by what is known as the cut off road” (see Figure 16) (Duluth Park Department Annual Report 1930, as cited in Nunnally 1997:50). Nunnally remarks that this indicates planner intent, if not actual construction (Nunnally 1997:50). However, the debate also suggests a lack of unanimity on how to connect the unlinked segments or in what route travels should be directed.





**Figure 14. UMD Gap, St. Marie Street, Facing E**



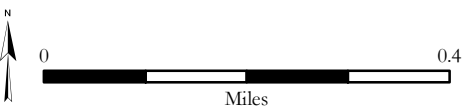
**Figure 15. UMD Gap, St. Marie Street, Facing W**





Overview Map

- UMD Gap
- Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 6 - UMD Gap  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota







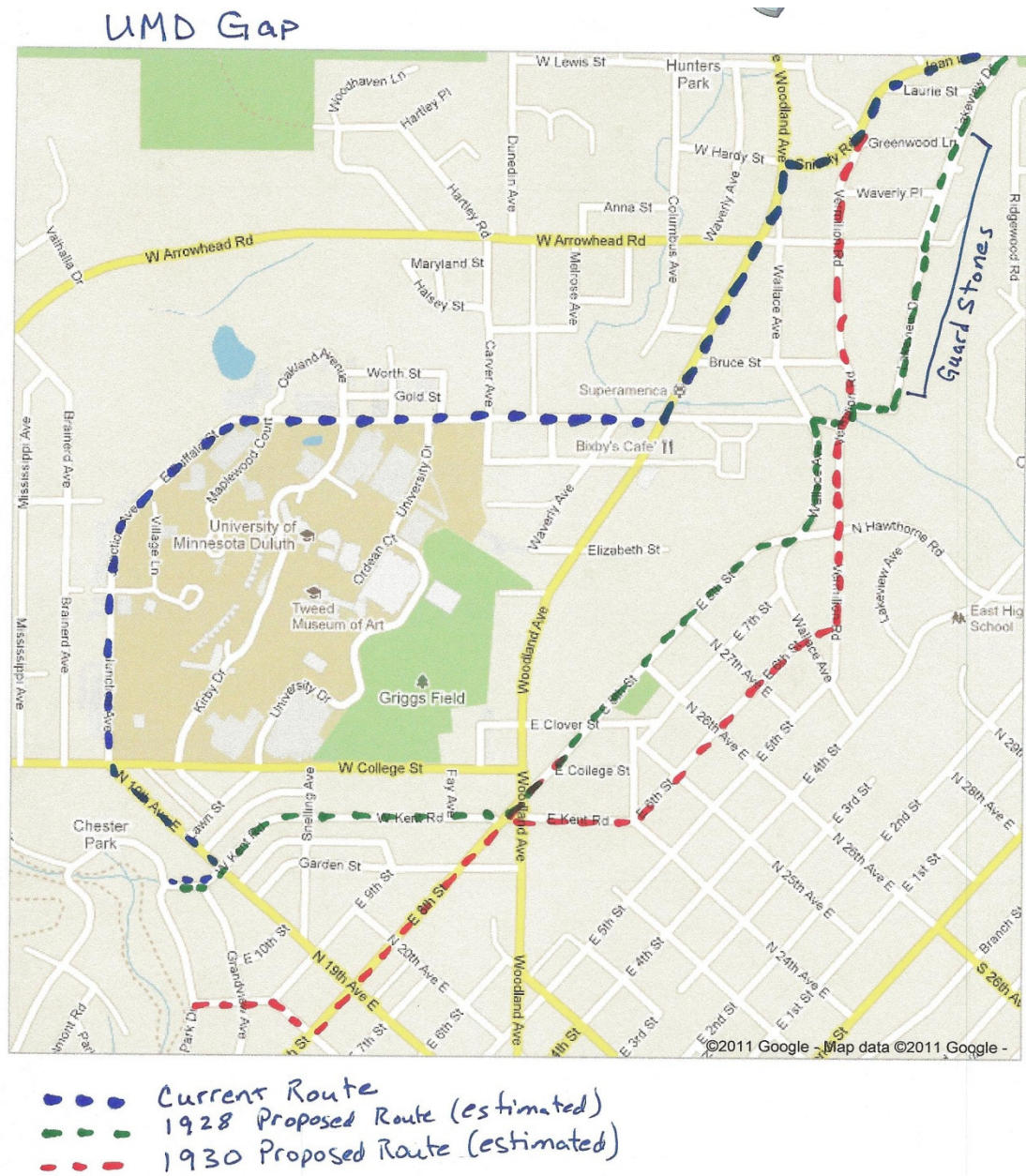


Figure 16. Sketch of proposed and current routes of UMD Gap

The routes proposed in the 1920s and 1930s lack distinguishing characteristics of the parkway, with the exception of a small stretch of Lakeview Drive, east of Congdon Park Drive. This brief stretch has guard stones and a road designed to grip the edge of the hill. Otherwise, the streets are generally typical of city streets. The area is comprised of fine large houses, and their residents may have discouraged the idea of a thoroughfare being routed through this neighborhood.

### **5.5.3 Integrity**

This segment of Skyline Parkway lacks historical merit and has been routed to conveniently link drivers from one segment to another. There does not appear to be a commonly used historical route in this area.

### **5.5.4 Boundary Recommendations**

The UMD Gap is not recommended as part of the Skyline Parkway historic district. Its current route is not historic, and it seems there never was an agreed upon route for drivers to connect the parkway. The segment may be removed altogether forming a discontinuous Skyline Parkway historic district.

## **5.6 CONGDON PARK DRIVE/TISCHER CREEK PARKWAY SEGMENT (SL-DUL-2335)**

### **5.6.1 Description**

Congdon Park Drive runs along the west side of Tischer Creek from London Road to Vermillion Road (Map 7; Figures 17 through 21). Although the small stretch from London Road to E. 1<sup>st</sup> Street is open to automobile traffic, the large part of the roadway was closed to automobile traffic in c. 1990. The south entrance on E. Superior Street is marked by a raised garden bed formed by dry-stacked granite rock. Between E. 1<sup>st</sup> Street and Vermillion Road, a narrow paved roadway winds through a heavily wooded area. There are no curb, gutter, or sidewalks along the roadway. Now open for walking only, the once paved road is no longer maintained as a roadway and appears more as a gravel road.

The 1.2-mile long parkway is well incorporated into Congdon Park and forms one of its major features, in addition to Tischer's Creek itself. The drive follows the creek and is the principal man-made feature. A walking trail also extends the length of the park from Vermillion to Superior. Parts are likely to be the original bridle trail designed by Morell and Nichols. This unpaved, gravel trail is sometimes visually separated from the drive by trees and thick vegetation. Placement of stones along a narrow path, no longer used as the principal trail, are extant in several locations near the creek. This may be remnants of the bridle trail. Stone steps are located in several places, especially north of Superior Street.

A series of modern pedestrian bridges cross the creek in stretches between 1<sup>st</sup> and 4<sup>th</sup> streets, and include concrete step approaches and abutments, a wooden deck on arched metal stringers, and metal railings. Stone remnants near these bridges suggest that they replaced earlier pedestrian bridges.

Inventoried resources within Congdon Park Drive segment:

- Railroad bridge (SL-DUL-2336) (razed)
- Fourth Street Bridge (SL-DUL-2337)
- Vermillion Road Bridge (SL-DUL-2338)
- Water Utility Bridge (SL-DUL-3097)
- Bridge 69692 (SL-DUL-3098)
- Congdon Park (SL-DUL-3124)





**Figure 17. Congdon Park Drive, from E. 1st Street, Facing N**



**Figure 18. Congdon Park Drive from Vermillion Road, Facing S**











**Figure 19. Congdon Park Drive, stones marking pedestrian or bridle trail between parkway and creek**





**Figure 20. Congdon Park Drive, stone steps along pedestrian trail**



**Figure 21. Congdon Park Drive, example of modern pedestrian bridge crossing creek**



### 5.6.2 History

The 33.7 acre-Congdon Park was made part of park system in 1908 as a donation from Chester A. Congdon. The landscape design firm of Morell and Nichols began work on the park in 1910, and may be responsible for the bridle path mentioned in a November 15, 1910 *Duluth Herald* article. The bridle path was complemented by a 20-foot roadway for automobiles, and a footpath with stair, steps, a rustic bridge and stepping stones along the creek. An undated pamphlet called “Congdon Creek Park” quotes A. U. Morell on the parks attractions: “there is no combination of stream and hillsides, woodland, waterfall, and canyon in or near any other American city that is capable of development for beauty and utility comparing with that lying on both sides of Tischer creek” (as quoted in Nunnally 1997:94). The park would not be fully developed until the 1920s. A 1927 map shows the park as part of the city’s boulevard system (Nunnally 1997:52). Improvements were made in 1930, making the entrance at Superior Street to change the grades to make the approach safer and more attractive (Duluth Park Department Annual Report 1930). A 100-foot stone gutter was laid in 1931 on the west side of the road from Fourth Street, paid for by the abutting property owners.

In his landscape evaluation study, Nunnally remarks that “it is uncertain how the new park was to connect to the existing parkway, although it seems probable that it was” (1997:94).

### 5.6.3 Integrity

Although this segment has been altered in its use – no longer open to automobile traffic for most of its length – it maintains a strong sense of the historic parkway’s character, feeling and associations. This segment, perhaps more than others, includes a number of the minor contributing elements, such as traces of the early bridle or walking paths and stone steps that more fully incorporate the park as part of the parkway system.

### 5.6.4 Boundary Recommendations

The Congdon Park roadway is well integrated into the linear park and is among its key features comprising the parks amenities. Based on historic documentation and physical evidence, a number of features related to the parkway were also considered to be amenities related to the parkway, such as the bridle trail and paths. For these reasons, the entirety of Congdon Park is recommended to be included within the boundary of the parkway system, in addition to the road right-of-way where it extends outside of the park.

## **5.7 CHESTER PARK DRIVE SEGMENT (SL-DUL-2339)**

### **5.7.1 Description**

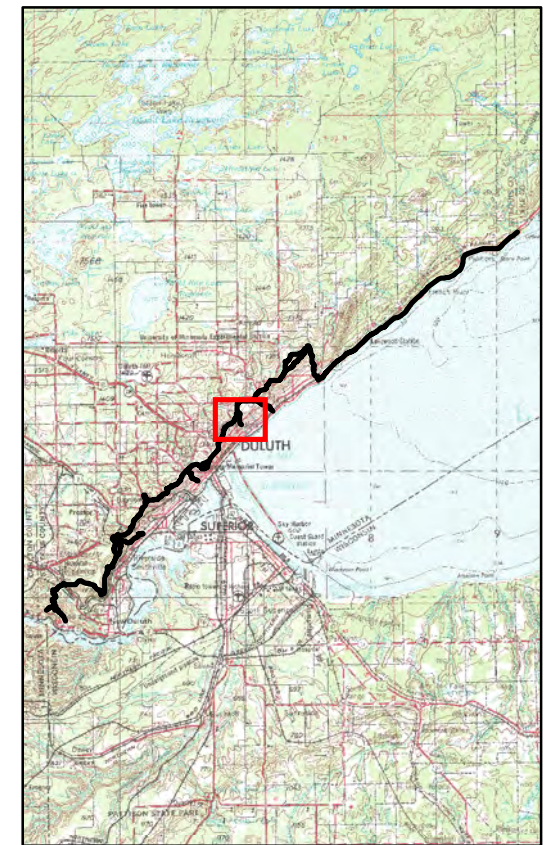
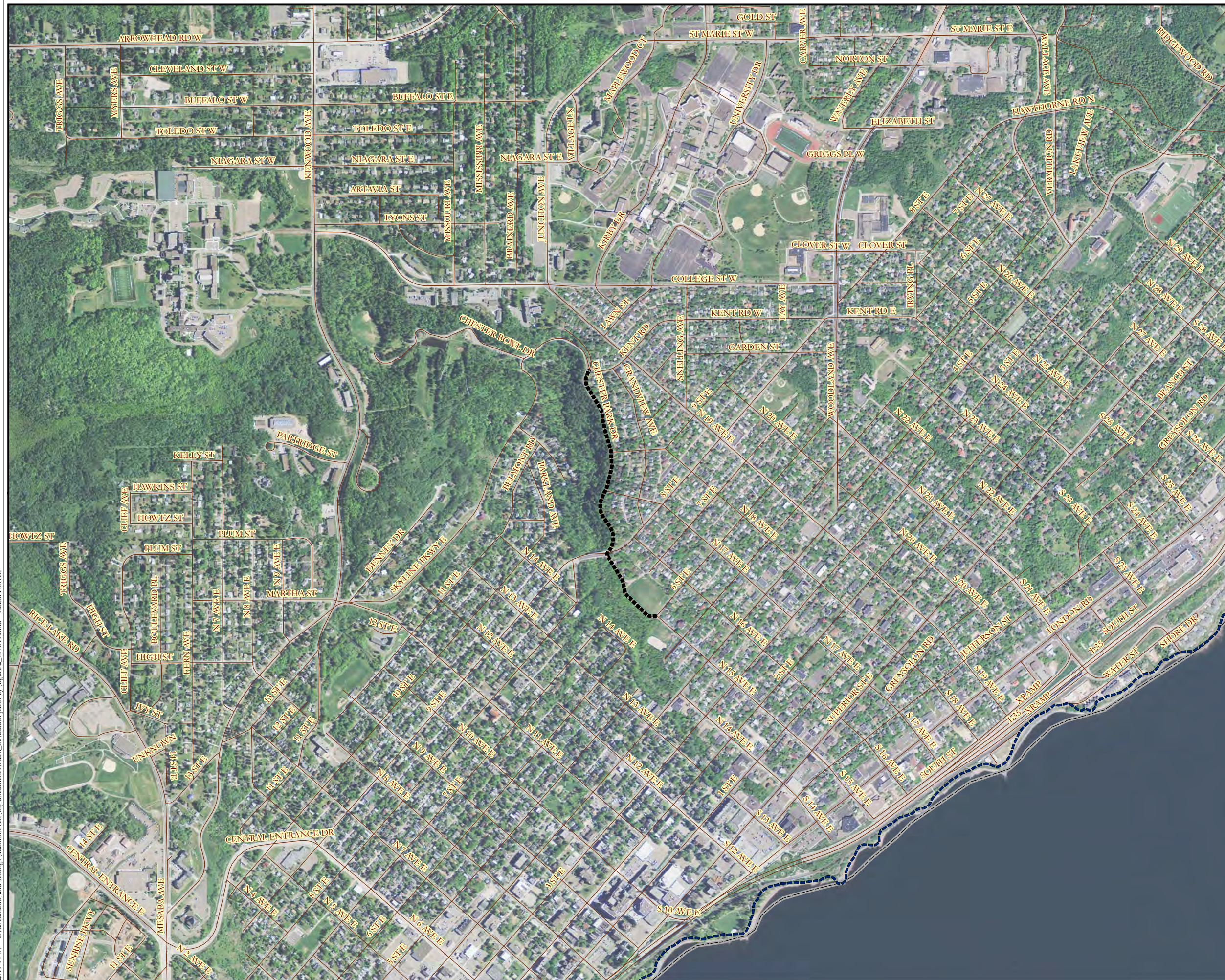
Chester Park Drive traverses east edge of Chester Park, following the Chester Creek where a deep flume makes its way down a bowl-shaped valley and wooded surroundings from E. 4<sup>th</sup> Street to its intersection with Skyline Parkway (Rogers Boulevard segment) (Map 8; Figures 22 through 25). The 0.6-mile long roadway begins as N. 15<sup>th</sup> Ave. E., where 4<sup>th</sup> Street crosses Chester Creek. The drive follows Chester Creek on the east side, where it joins the east end of the Rogers Parkway segment at W. Kent Road. The lower portion of the drive – between E. 4<sup>th</sup> Street and E. 8<sup>th</sup> Street – is on N. 15<sup>th</sup> Ave. E. and is within a residential neighborhood. Its entrance off of E. 4<sup>th</sup> Street is marked by five square bollards constructed of rough cut stone, set with mortar, capped with concrete coping. The entrance is just east of the bridge carrying 4<sup>th</sup> Street over the creek (not part of Skyline Parkway).

The lower portion of the Chester Creek Drive (N. 15<sup>th</sup> Ave. E.) skirts the east edge of the park and is not fully integrated into the park environment. A hockey facility and rink are found near 5<sup>th</sup> Street E. and a reservoir is found on the east side, at 6<sup>th</sup> Street E. The wooded park is within the valley formed by Chester Creek below.

North of E. 8<sup>th</sup> Street (Bridge L6114 crosses the Chester Creek; constructed 2002), the drive is a paved road leading to the top at W. Kent Road. Here, the road is lined with single-family houses separated by a wide grassy median on the east side of the road. This section has distinctive stone guttering on east side of the roadway, and guard stones are placed on the east side of the roadway, south of W. Kent Road. The wide and deep gutter is spanned by small culverts or slabs for driveway access to the adjoining residences. The west side remains as a naturally landscaped park setting.

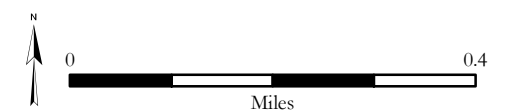
The roadway joins the Rogers (Terrace) Boulevard segment where lower and upper Chester Park meet, crossing over Chester Creek.





## Overview Map

- Chester Park Drive
- ✖ Historic Property (Point)
- Historic Property (Polygon)
- ▭ Duluth City Limit
- ▭ County Boundary
- Roads



Map 8 - Chester Park Drive  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota











**Figure 22. Chester Park Drive, between Kent and E. 8th Street, Facing S**



**Figure 23. Chester Park Drive, Facing S from E. 7th Street (reservoir on left)**



**Figure 24. Chester Park Drive (N. 15th Ave. E.) from E. 5th Street, Facing NE**



**Figure 25. Stone gutter segment near Kent Road**



### 5.7.2 History

Chester Park Drive was part of the original city council resolution for a system of public parks (Nunnally 1997:90) and was originally the eastern end of the parkway system. It is no longer managed as part of the parkway. In the 1920s, under Snively's administration, the department discovered that two city lots were privately owned within the heart of the park and a half lot at its entrance. These were acquired by the city ("City Acquires Great Park Area" *Duluth Herald* 20 January 1925, p. 2). A wide stone gutter between 8<sup>th</sup> Street and Kent Road was added to the residential side circa 1928 to improve the appearances and erosion control, which had been a problem (Duluth Park Department Annual Report 1929). A new bridge with stone abutments was built across the creek in 1936 (Duluth Park Department Annual Report 1936).

"Upper Chester Park" is noted for its winter sports offerings, and facilities for ski recreation and toboggan runs have been operating since as early as the 1920s. These facilities are situated north of Skyline Drive, however, and do not appear to be intrinsic to the character of the parkway.

### 5.7.3 Integrity

The portion of the parkway south of 8<sup>th</sup> Street E. lacks the character of a parkway road, although it is not known to what extent this segment ever possessed such character. The entire roadway is separated from the park itself, being placed above the east edge of the park and adjacent to residences. On the upper portion of the segment, such details as the stone gutter remain intact, and an important and documented aspect of the parkway design.

### 5.7.4 Boundary Recommendations

Stark recommends that the boundaries for this segment extend from E. 8<sup>th</sup> Street to the point where it meets Skyline Parkway. This excludes the portions south of E. 8<sup>th</sup> Street, historically considered part of the Chester Park Drive and documented in Nunnally's survey. This segment lacks any distinctive parkway characteristics and for several blocks is not adjacent to Chester Park. Stark recommends that the lateral boundaries are limited to the roadway right-of-way, excluding Chester Park. Chester Park Drive for the east boundary of the park and is not fully integrated into Chester Park. No known ancillary features, such as trails or bridle paths, are associated with the parkway within Chester Park. Visually, Chester Park does not form an important aspect of the parkway's character, and one feels separated from, rather than integrated with, the park when driving the Chester Park Drive.



## **5.8 ROGERS (TERRACE) PARKWAY SEGMENT (SL-DUL-2415)**

### **5.8.1 Description**

The segment of Skyline Parkway generally runs along the steep-sloped hillside from Chester Park to Lincoln Park (Map 9; Figures 26 through 31). The present roadway is generally 32 feet wide, paved, and 5.4 miles long. Adjacent vegetation and roadside treatment (curb, gutter and sidewalk) vary greatly throughout. Modern metal guard rails are installed in several locations, with some unmarked turn-off areas are simply wide spots in the road. Where the terrain allows, single-family houses have been constructed along portions of the parkway. Often, views to the lake have been preserved because of the steep drop-off. West of Kenwood, the setting is more suburban in character, with houses dating from the 1950s and 1960s on regularly spaced lots, generally on the inland side.

From Chester Creek to Kenwood Avenue the two-lane roadway is paved with no curb or gutter. From Kenwood Avenue to 13<sup>th</sup> Avenue E the two-lane paved roadway has curbing and gutter, with a sidewalk on both sides, which is sometimes separated from the roadway by a grassy median. From 13<sup>th</sup> Avenue E to Mesaba Avenue the paved roadway has a curb and gutter, with sidewalk on south (lake) side only.

At Mesaba Avenue/Central Entrance, the parkway follows this four-lane arterial corridor for about two blocks. This location has been altered by the break in the parkway at this location, resulting in an abrupt break in continuity, and altered parkway character of this segment. The current parkway alignment is at 9<sup>th</sup> Street, although it appears likely that the street now known as 10<sup>th</sup> Street is the original alignment.

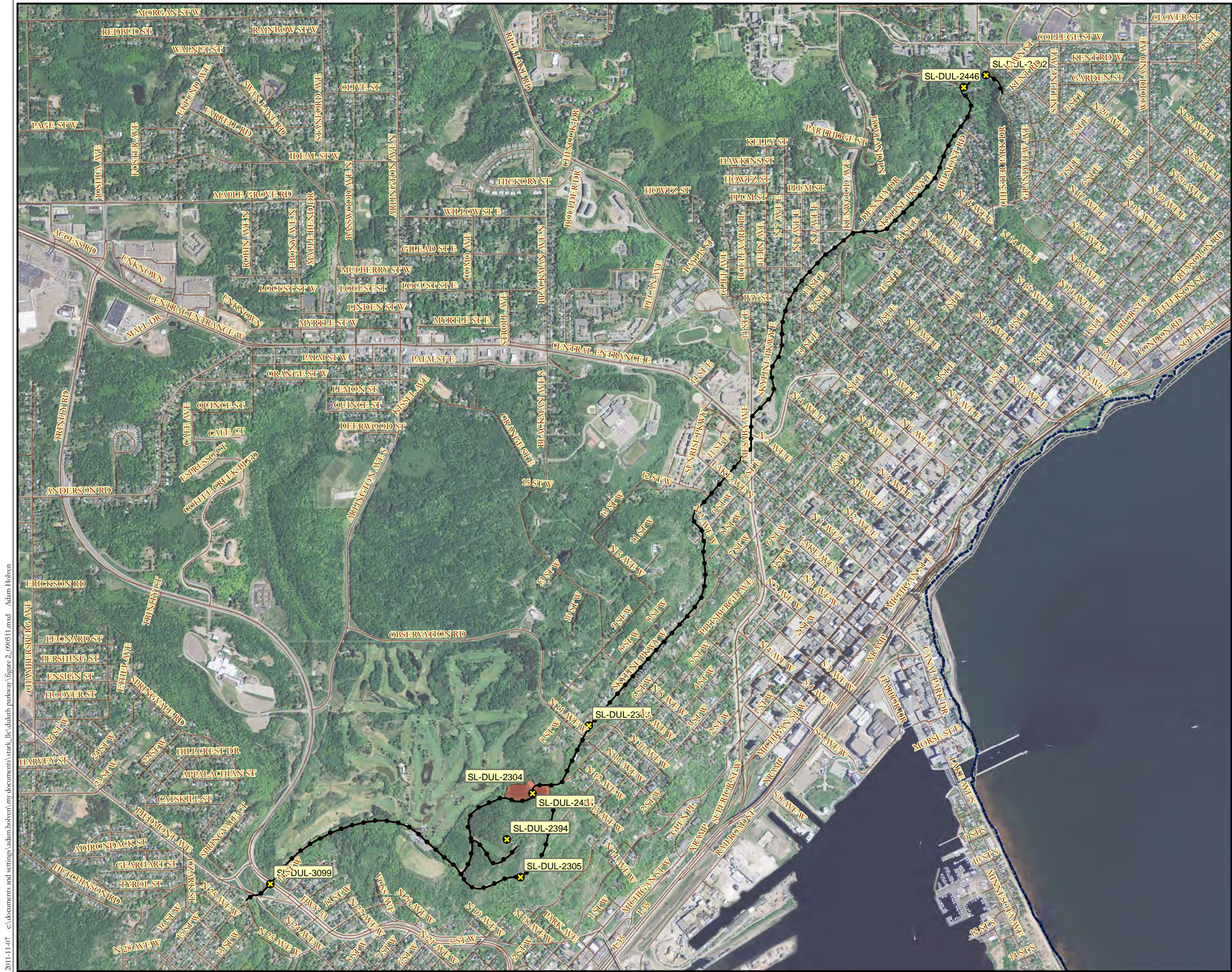
West of Mesaba Avenue, the current route continues along W. 9<sup>th</sup> Street and its character differs very little from the typical residential streets of this neighborhood. West of N. 2<sup>nd</sup> Avenue W., the “Skyline Parkway” name is resumed as is the parkway-like character, including the use of the characteristic guard stones in various locations and the lack of curbing and sidewalks. On some blocks, houses are arranged on both sides of the parkway.

The parkway passes through the Twin Lakes park complex (see SL-DUL-2304) and forms a loop around Enger Tower (see SL-DUL-2394), forming a focal point of the parkway system. On the west side of the Enger Park loop, the parkway is fronted by the golf clubhouse to the east and its parking lot to the west. The area just west of the Twin Lakes complex is regarded as “one of the best vantage points along the Parkway,” according to the 1930 Annual Report (Duluth Park Department Annual Report 1930).

Inventoried properties in this segment:

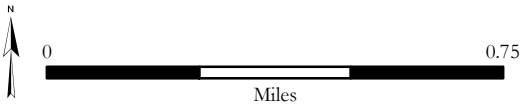
- Chester Creek Junction (SL-DUL-2302)
- Observation Road Overlook (SL-DUL-2303)
- Twin Ponds Complex (SL-DUL-2304)
- Enger Park Overlook (SL-DUL-2305)
- Enger Memorial Tower (SL-DUL-2394)
- Bridge L6127 (SL-DUL-2434)
- Bridge L6115 (SL-DUL-2446)
- Bridge 69123 (SL-DUL-3099)





## Overview Map

- Rogers (Terrace) Boulevard
- Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 9 - Rogers (Terrace) Boulevard  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota









**Figure 26. Rogers Parkway, west of Chester Creek, Facing W**



**Figure 27. Rogers Parkway, west of Kenwood, Facing W**





**Figure 28. Realigned Section on 10th Street at Central Entrance, Facing E**



**Figure 29. Rogers Parkway, west of Central Entrance, Facing W**



**Figure 30. Twin Lakes Complex, East Pond, Facing NW**



**Figure 31. Enger Memorial Tower, Facing S**



### 5.8.2 History

Also known as Terrace Parkway, Rogers Parkway is the oldest segment of the Duluth Parkway System. The segment extends from Chester Park on east to Lincoln Park on west, passing through Twin Lakes and around Enger Park (formerly Central Park). Work on the road began in 1889, and would continue concurrently with the work on the newly acquired Seven Bridges Road segment for the next fifteen years. By 1891, the extent of the parkway had reached 7.27 miles from Fourth Street at 15<sup>th</sup> Avenue East to 3<sup>rd</sup> Street at 25<sup>th</sup> Avenue West, including a one-mile loop around the mountain that was under condemnation proceedings, and the parkways within Lincoln and Chester Parks, the west and east extents of the system. By the end of that year, the entire parkway was graded, graveled and protected by guard rails where necessary (Board of Park Commissioners Annual Report 1891). In 1896, the parkway was extended to the west for about 1 1/3 mile, following the alignment of 14<sup>th</sup> Street to Oneota, or West Duluth (Board of Park Commissioners Annual Report 1896). The road was substantially completed by 1904 and named “Rogers Boulevard” in December of that year in honor of the late Col. William K. Rogers, former President of the Parks Board (Ryan 1994:152).

As the earliest segment of the parkway, it is also perhaps the one that has undergone the greatest change, some of which occurred within the period of significance. The segment originally included rustic logs that rimmed the drive, and granite boulders lining curves and around the Twin Ponds (Ryan 1994:149). As early as the 1900s, the city already needed to replace the aging fence, and planted more than 2,000 trees (Nunnally 1997:65, 93). A cloudburst in July 1909 destroyed retaining walls at Twin Ponds. Repairs included construction of a retaining wall 20-26 feet high and 11 feet thick at the base in curve above Chester Creek. At Twin Ponds, the construction of a new bridge, waterfall, and grassy border around the ponds would be finished in 1915 (Nunnally 1997:95).

In 1921, Mayor S. F. Snively undertook a beautification project “to rid the driveway of unsightly buildings.” Lax regulations and surveys resulted in encroachment into the boulevard’s right-of-way. The city began its effort to preserve the 100-foot right-of-way and to remove structures within the path “to enhance the view to those driving over our scenic wonder driveway” (*Duluth News Tribune* 1 November 1921). The parkway’s intersection with Piedmont Avenue and Trinity Road had long been a challenging navigation point for travelers. In about 1928, a relocation survey was made in cooperation with the city and county engineers. The result was a filled-in ravine, and a straightened and lessened grade for a more direct crossing. Guard rails were installed along the edge of the ravine and across the old road. The cut used to reduce the grade was used for fill to raise the level of the road and widen the fills west of the intersection (Duluth Park Department Annual Report 1928). Other improvements were made in the late 1920s to the parkway, including guard rails, road signs and a culvert (5<sup>th</sup> Street to Chester Parkway) (Duluth Park Department Annual Report 1929).

In the 1920s, the area immediately west of Twin Lakes was donated to the city by B. J. Enger for a park. At the urging of the city’s Commercial Club, the park was named in the donor’s honor. The new park assured wide expanses of green space along an important and scenic stretch of the existing Roger’s Boulevard. In 1927 a 9-hole municipal golf course was opened and its club house situated just off the boulevard. Construction of an additional 9 holes began shortly thereafter. The parking area created for

the golf club were placed along the parkway, and in 1931, the popularity of the facility required an expansion of the lot from about 50 cars to over 100 cars, easing the congestion (Duluth Park Department Annual Report 1931).

In 1930 work was done at Twin Ponds to create parking spaces and widen the roadway near this attraction. Rock was removed along the curve through Enger Park to facilitate people stopping and enjoying the harbor view from that spot (Nunnally 1997:100-101).

The parkway between Chester and 5<sup>th</sup> Avenue E. was widened to 30 feet and the 10% grade was decreased to around 5% (Nunnally 1997:101). The 1932 Annual Report noted a large grading and planting project conducted with relief labor between 24<sup>th</sup> Avenue W. and 11<sup>th</sup> Avenue W., east of Lincoln Park. "The steep slopes on the north side of the boulevard were cut down and planted heavily and a screen plantation was made most of the way on the north side particularly in front of what is known as the Whitney Gravel Pit" (as quoted in Nunnally 1997:100).

Using unemployment relief workers, other improvements took place in the early 1930s, including road widening, rock ledge removal at turns to lengthen visibility, placing of guard stones, and improving grades and surfacing new fills (Duluth Park Department Annual Report 1931, 1932). At Enger Park, a stone comfort shelter station was erected, as were trails and parking spaces along the parkway (Duluth Park Department Annual Report 1934). As the oldest and perhaps most used, the roadway of "Terrace Boulevard" was treated with Tariva, an asphalt road surfacing material, beginning in the late 1920s (Duluth Park Department Annual Report 1928). The segment between Chester and Lincoln Parks was first surfaced with asphalt in a WPA-funded project (Ryan 1994:162).

### **5.8.3 Integrity**

Nunnally notes that this segment has suffered significant alterations to its historic fabric. Historic photographs indicate that parts of the boulevard were redesigned as residential roadways in the 1930s (during period of significance). Rogers Boulevard is "the most complex segment...as well as its oldest and perhaps most changed" (Nunnally 1997:56). A substantial break at the junction with the Central Entrance Road harms the integrity of this segment. Reconstruction or replacement has occurred at several of the key features points. These include a major rehabilitation of Bridge L6115 at the Chester Creek Junction (minor elements remain intact), and remodel of Bridge L6127 at Twin Ponds. A major new bridge (69123) now spans US Hwy 53. Although these reconstructed features have resulted in some loss of material and design integrity, care has been taken to rehabilitate the bridges to retain the character and feeling of the parkway's scenic and rustic qualities. The featured Enger Tower, on the other hand, remains intact and has recently undergone a major restoration.

By and large, however, the segment retains strong integrity of feeling and association as a scenic parkway, despite some changes to the setting and alignment.



#### **5.8.4 Boundary Recommendations**

This segment is primarily urban in character, with portions that feature prominent overlook views of Duluth in park settings. The properties (mostly residential) that are sited adjacent to the parkway include a wide range of types and ages. These properties are not among the character-defining features or the original design intent of the parkway, and need not be included within its boundaries. The recommended lateral boundaries should be limited to the roadway right-of-way. The boundary should expand to encompass the Twin Pond complex and the portions of Enger Park within the circle drive (including Enger Tower). The golf course and related features, such as the parking lot, were constructed within the period of significance, but are not associated with Skyline Parkway as a scenic and picturesque recreational facility.

## **5.9 LINCOLN PARK DRIVE SEGMENT (SL-DUL-2333)**

### **5.9.1 Description**

Lincoln Park Drive extends from W. 3<sup>rd</sup> Street to W. Skyline Parkway, near its intersection with N. 24<sup>th</sup> Avenue W, following the ravine formed by Miller's Creek (Map 10; Figures 32 through 37). The drive is comprised of a narrow, paved road gently curving through Lincoln Park extending about one mile. The park, generally just one or two blocks in width, is dominated by its natural feature, Miller's Creek, which the roadway crosses once. The park is mostly wooded, offering a picturesque and naturalistic setting. The third street entrance to the park is situated at the southeast corner of the park, and is marked by a sign and raised flower bed. The southeastern end of the park offers more active recreational amenities, a paved playground, a ball field, a pavilion and a modern picnic shelter. Although paved, the road is kept somewhat rustic, with no shoulders, curb, or gutters. Small parking turnouts are offered in the southeastern portion. The roadway passes over Miller Creek via a rough fieldstone bridge (SL-DUL-3101) and under the 10<sup>th</sup> Avenue Bridge (SL-DUL-2334). Between W. 10<sup>th</sup> and W. 13<sup>th</sup> streets, the parkway is lined with houses dating from early and mid 20<sup>th</sup> century on its east side.

Inventoried resources within Lincoln Park Drive segment:

- Lincoln Park Bridge (Bridge L-8477) (SL-DUL-2334)
- Garfield Park/Lincoln Park (SL-DUL-2440)
- Lincoln Park Pavilion (SL-DUL-3100)
- Bridge L8476 (SL-DUL-3101)

Numerous improvements have been made over the years. In 1891, 1,000 feet of stone gutters were placed along the road following Miller's Creek (Board of Park Commissioners Annual Report 1891). In 1926, 6,130 lineal feet of gravel road and two stone arch bridges were constructed on the roadway, along with a substantial pavilion and other features in the park. Work was done in the 1930s by the WPA and the National Youth Administration. NYA improvements included 3,000 feet of stone retaining wall, 500 feet of stone guard walls, four remodeled bridges, 10,000 feet of paths and trails and 3,000 feet of ditches and gravel roads (Nunnally 1997:58, 101). In 1934, the Swedish American League commissioned a sculpture honoring Snively for his efforts to promote the city's parks and boulevards. The bronze relief tablet with the mayor's likeness was mounted on the side of the Lincoln Park pavilion (Ryan 1994:161).





**Figure 32. Lincoln Park Drive, from W. 3rd Street, Facing N**



**Figure 33. Lincoln Park Drive, Facing S**











**Figure 34. Lincoln Park Drive, From W. 10th Street, Facing N**



**Figure 35. Lincoln Park Bridge (L-8477), Facing NE**





**Figure 36. Stone Arch Pedestrian Bridge, Facing N**



**Figure 37. Lincoln Park Pavilion, Facing SW**

### **5.9.2 History**

Lincoln Park was part of the original city council resolution for a system of public parks, and the drive was designed as the western end of the original Terrace Parkway, developed as early as 1890, with much work in 1891 (Nunnally 1997:90). In his 1997 study of Skyline Parkway, Nunnally remarked that this segment was a key part of the high-quality engineering of the original parkway system, and that the new construction included 1,000 feet of stone gutters (Nunnally 1997:92-93).

### **5.9.3 Integrity**

The Lincoln Parkway itself appears to retain good integrity. It is still used as a driving road, although no longer managed as part of Skyline Parkway. Its role as a scenic parkway from the base of the hill up to the primary Skyline Parkway route remains in place and serves the same purpose it once did. The parkway still makes the creek crossing on a rustic stone bridge, and winds under the impressive 10<sup>th</sup> Street bridge crossing. Changes to Lincoln Park, such as modern playground equipment, have somewhat altered the setting, although many historic elements of that feature remain intact.

### **5.9.4 Boundary Recommendations**

Nunnally further remarks that “it should be noted that there is a great deal of other stone construction in Lincoln Park, including retaining walls for the creek and other bridges. It is felt that these properties are more properly considered part of the park rather than the parkway, although there is certainly much overlap in cases where the parkway is contained within a larger park.” The integrated nature of the park and the parkway would make defining separate boundaries difficult to define. In the case of Lincoln Park, the parkway makes up a principal feature as it extends the length of the park and meanders from side to side. The park also contains a number of historic features that relate to the parkway use, including the pavilion and the system of trails, pedestrian bridges, and furnishings along the creek. For these reasons, Stark recommends that the parkway boundaries include the boundaries of Lincoln Park.



## **5.10 WESTERN EXTENSION SEGMENT (SL-DUL-2306)**

### **5.10.1 Description**

The 6.2-mile Western Extension of Skyline Parkway is an early extension of the parkway system from the west end of the Terrace (Rogers) Boulevard and Lincoln Parkway to present-day I-35, just west of the Thompson Rest Area (Map 11; Figures 38 through 41). The setting of this segment is diverse, with an urban context of immediately adjacent residences to the east and more rural remote stretches to the west. Between N. 24<sup>th</sup> Avenue W. and N. 28<sup>th</sup> Avenue W., the paved parkway is part of the urban fabric, with single family homes dating from the 1920s to the 1950s facing directly onto the roadway, connected by private driveways. Farther west, the terrain becomes steeper and unable to be developed, and the parkway takes on a more scenic and rural quality. Regularly spaced guard stones are placed on the lake side of the roadway for large stretches (almost continuous from N. 28<sup>th</sup> Avenue W. to Highland Street). The parkway follows Haines Road for a short distance, and continues to follow the ridge. Just west of Haines Road are two turnouts, on the lake side of the roadway without remarkable features or design.

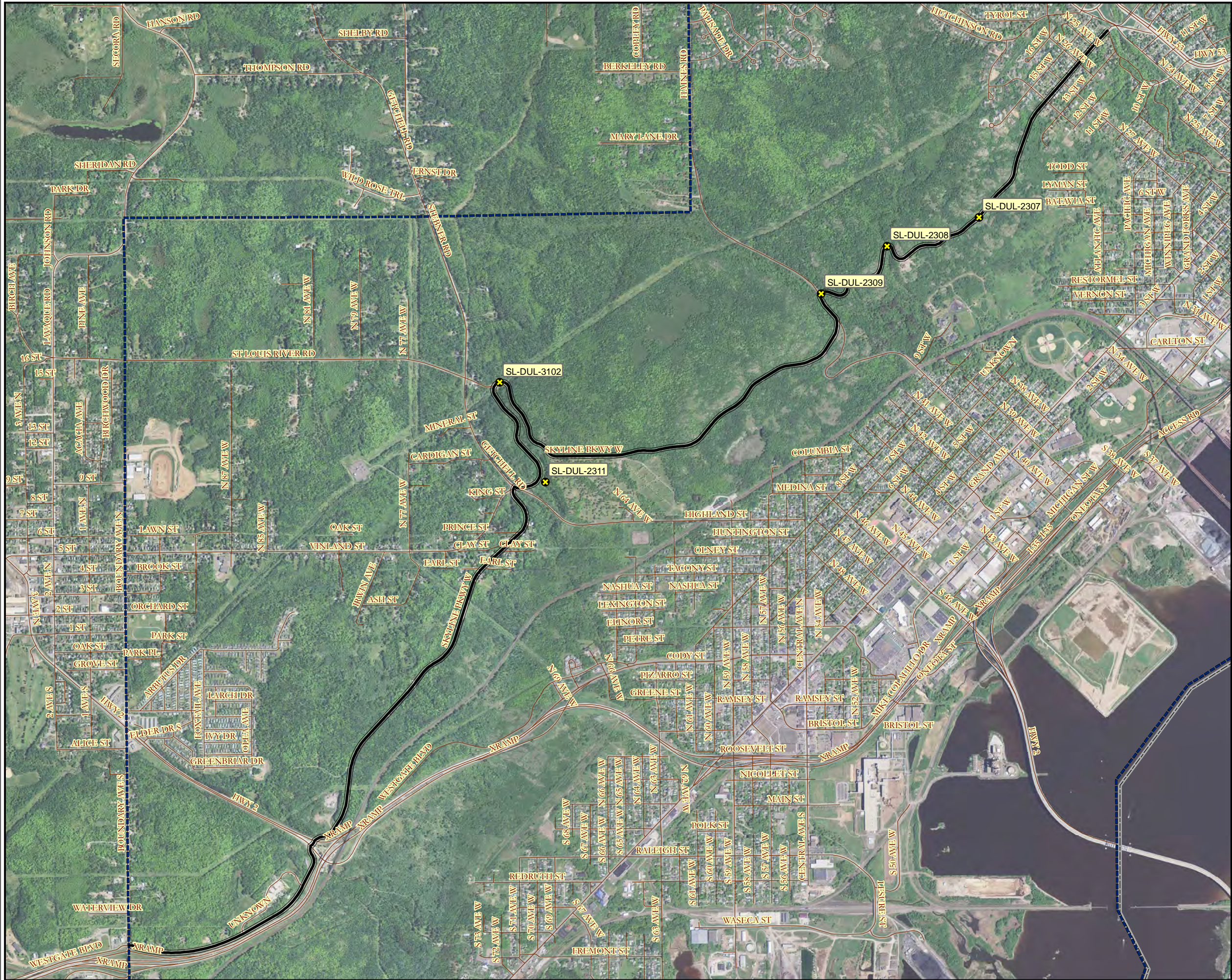
West of Highland Street, the setting returns to a transitional urban setting, with widely spaced residential properties fronting onto the parkway. Occasional paved turnouts on the lake-side of the roadway can also be found on this stretch and there is less use of the distinctive guard stones. West of Highway 2, the parkway joins with Westgate Boulevard, south of the Thompson Rest Area, and functions as a service road for the interstate highway. This segment was likely rerouted and/or regraded for the construction of I-35. The segment links with the Bardon's Peak segment as it crosses I-35 on S. Boundary Avenue.

Inventoried properties in the Western Extension segment:

- Overlook (SL-DUL-2307)
- Culvert and wall (SL-DUL-2308)
- Haines Road wall (SL-DUL-2309)
- Concrete arch bridge (SL-DUL-2311)
- Bridge 69636 (SL-DUL-3102)

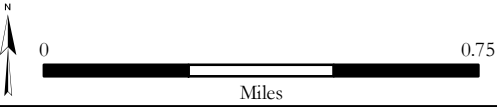
The previously recorded Keene Creek Bridge, Bridge No. L6128 (SL-DUL-2310; SL-DUL-2435) is no longer extant and was replaced by Bridge 69636 (SL-DUL-3102)





## Overview Map

- Western Extension
- Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 11 - Western Extension  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota









**Figure 38. Western Extension from 25th Avenue, Facing E**



**Figure 39. Western Extension from Overlook, Facing E**





**Figure 40. Western Extension from Culvert, Facing E**



**Figure 41. Western Extension near Thompson Rest Area, Facing E**

### **5.10.2 History**

The Western Extension segment was begun around 1904 completed to the west about 10 years later with the concept of extending the original Terrace (Rogers) Boulevard segment. Planning and surveying work started west of 29<sup>th</sup> Street, near Lincoln Park, and worked its way west to the Thompson Hill area, which appears in historic documentation as “Rest Point” by the 1920s. It has not been established whether the name predates the roadway or not. This segment includes several stone retaining walls, culverts, small bridges, and several overlooks. More than 850 feet of guard rails were placed at dangerous points along the segment in 1929 and 1930. One overlook is identified as WPA-built (SL-DUL-2307). The road was expanded in 1932 from 40<sup>th</sup> Avenue to Oneota cemetery (*Duluth Herald* 6 January 1932).

### **5.10.3 Integrity**

Some features post-date the period of significance, there have been changes in alignment in some locations, and portions may be considered non-contributing. Distinguishing between the historic and current alignments is complicated to understand. The junction with TH2 and I-35 are probably newer grade and topographic alignment than older segments, as might be the segment along Thompson Hill (Nunnally 1997:60). A long retaining wall fragment located between I-35 and a railroad line south of the Thompson Hill welcome center suggests the original location of Skyline Parkway, now subsumed into the interstate highway corridor. The setting for portions of the segment have been altered where newer residential developments post-dating the period of significance are placed immediately adjacent to the parkway. Several features along the parkway have been replaced in recent years, including the large retaining wall near the historic culvert and the bridge over Keene Creek.

### **5.10.4 Boundary Recommendations**

The setting for this segment is varied, and ranges from urban streetscape to scenic road with broad vistas. Stark recommends a varied approach to the lateral boundary. Where the roadway is set within an urban setting (where there are adjacent buildings), which is generally the far eastern section, the boundary should be limited to the roadway right-of-way. Sections where the adjacent lands are undeveloped should include a buffer of 100 feet on either side of the right-of-way to encompass the immediate setting. The far western portion of the segment – from TH2 to I-35 has been significantly altered for the construction of I-35 and no longer has the unique parkway character. That portion of the Western Extension segment may be considered non-contributing.



## **5.11 BARDON’S PEAK SEGMENT (SL-XXX-002)**

### **5.11.1 Description**

The 6.4-mile segment of the parkway now begins at its junction with I-35 and meanders around Bardon’s Peak to the junction with Becks Road (Map 12; Figures 42 through 45). The generally 24-foot roadway is typically paved, with gravel surface in some locations, without curbs and gutters. Passing through the new growth hardwood forest, the segment is decidedly more natural and rural than other segments closer to the city. Designed overlooks provide opportunities to enjoy the views, which appear to be well preserved. The segment is characterized by natural rock outcroppings more than other segments and includes the use of guard stones in a few locations. The far west and east ends of the segment has paved roads with adjacent residences and the Spirit Mountain recreation complex to the east.

The segment includes two constructed overlooks, the ruins of a monument to Samuel Snively, and the unique Stewart Creek Bridge, the only property individually listed on the National Register along the entire Skyline Parkway.

Inventoried resources within Bardon’s Peak segment:

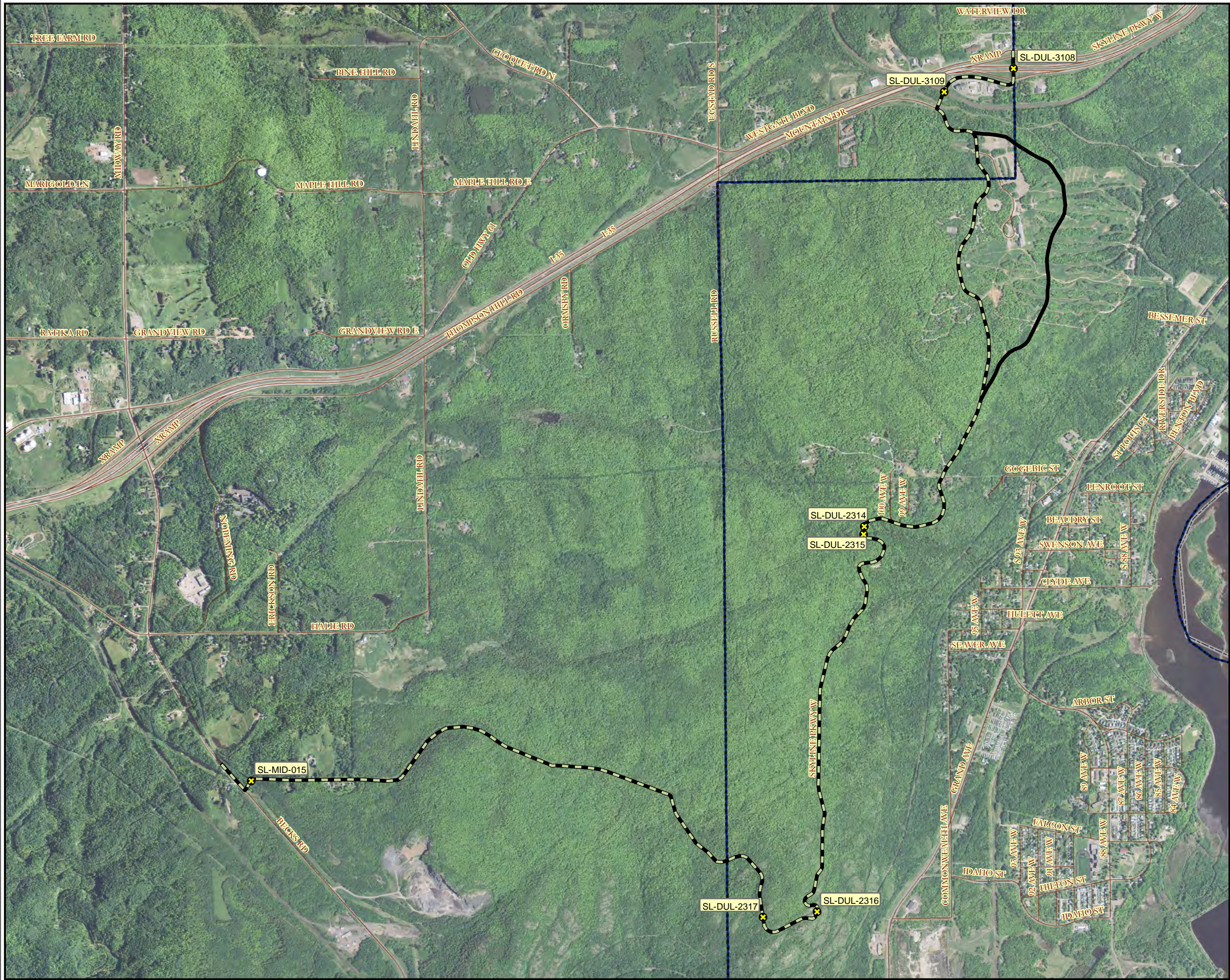
- Lower Skyline Drive (SL-DUL-2313)
- Snively Monument (SL-DUL-2314)
- Stewart Creek Bridge (Bridge L6007) (SL-DUL-2315)
- Bardon’s Peak East Overlook (SL-DUL-2316)
- Bardon’s Peak West Overlook (SL-DUL-2317)
- Bridge 69846 (SL-DUL-3108)
- Bridge over Railroad (SL-DUL-3109)
- Railroad Bridge (Bridge 6201) (SL-MID-015)

### **5.11.2 History**

The Bardon’s Peak segment of Skyline Parkway is also known as “Lower Skyline Drive” where it runs through the Spirit Mountain Ski Area. On March 3, 1921, Mayor Snively announced that the city would purchase 330 acres around Bardon’s Peak, overlooking the towns of Morgan Park and New Duluth and the estuary of the St. Louis River. The effort to acquire the land had been begun under Snively’s predecessor, Mayor C. R. Magney in the late 1910s. The acquisition was hailed as a crowning achievement in the development and growth of the boulevard system, with the spectacular views of the city, river and lake through the hardwood forest. The parkway segment was completed in 1926 when it connected to the western end of the extended Rogers Boulevard to Becks Road. Construction of the road required clearing a 200 foot wide firebreak along the roadway (Nunnally 1997:97-98).

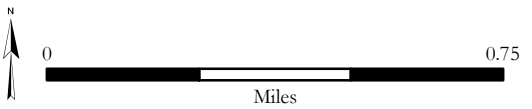
In 1926 a gift of 40 acres of park land along the western boulevard had been named Snively Park at the wishes of donor Thomas H. Martin (Ryan 1994:159).





## Overview Map

- Bardon's Peak
- Lower Skyline Drive
- Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 12 - Bardon's Peak  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota









**Figure 42. Bardon's Peak Parkway, Facing SW**



**Figure 43. Bardon's Peak Parkway with rock outcropping west of the East Overlook, Facing W**





**Figure 44. Paved segment of parkway on east end, Facing E**



**Figure 45. Parkway segment near I-35, Facing E**

### **5.11.3 Integrity**

The north end of the roadway was apparently rerouted in the 1970s when it was relocated to a point above Spirit Mountain Ski Area. What is known as Lower Skyline Parkway is now part of the Spirit Mountain ski area. Although the road is still visible on the landscape, it is not accessible without entering the Spirit Mountain property. Two new bridges (SL-DUL-3108 and SL-DUL-3109) were necessary to accommodate the construction of Interstate 35 and frontage roads. The wide firebreaks originally constructed along with the roads have been allowed to re-vegetate, altering the setting and the original landscape design. The Stewart Creek Bridge and the Snively Monument will be undergoing a restoration project in 2012.

### **5.11.4 Boundary Recommendations**

The Bardon's Peak segment of Skyline Parkway has experienced significant re-alignments at its eastern end. At the point where it meets with the Western Extension segment (at I-35), Skyline Parkway serves as a frontage road for the interstate, was constructed in the 1960s, and has neither the character nor the alignment of the historic route. This section should be considered non-contributing. A re-aligned section of the segment constructed in the 1970s currently serves as the primary route of Skyline Parkway where the historical alignment, or "Lower Skyline Parkway," passes through the Spirit Mountain recreation complex. No longer open as a public thoroughfare, the "Lower Skyline Parkway" alternate would be considered the historic route, and therefore would be within the historic district boundaries. The later alternative route, now managed as part of the Skyline Parkway, would not be within the district boundaries. Since the 200-foot firebreak has been allowed to grow back, it has lost its integrity. The lateral boundary, therefore, is limited to the roadway right-of-way, plus a 100-foot buffer that would include the wooded setting that was an important aspect of the segment's character.



## **5.12 KNOWLTON CREEK BOULEVARD SEGMENT (SL-DUL-2331)**

### **5.12.1 Description**

The Knowlton Creek Boulevard begins at Fairmount Park and links with the Lower Skyline Parkway/Bardon's Peak Segment (Map 13; Figures 46 through 48). Most of this 1.6-mile segment is no longer traversable by car, but is maintained as a walking and snowmobile trail. The roadway can be accessed from both Waseca Street (where the name Knowlton Creek Parkway still appears on maps) and at N. 80<sup>th</sup> Ave. W.

From Waseca, the trail goes around the north side of Fairmount Park, and passes under the former Duluth, Winnipeg and Pacific railroad line (now abandoned) through an elegant stone arched bridge (SL-DUL-2332). Fragments of a paved road are discernible at this point. The roadway passes through a wooded area and crosses Kingsbury Creek and an unnamed creek via small bridge. The trail joins a paved street now used as a service road for the Spirit Mountain recreation area. It continues as a trail through this area along Knowlton Creek, increasing in elevation, where it meets with the Lower Skyline Parkway.

A 1930 description of newly constructed parkway is as follows: "a bridge with stone abutments and wooden floor was made across Kingsbury Creek and the road extended west, parallel to the Duluth, Winnipeg and Pacific tracks and just above it. On reaching Knowlton Creek, the road turns north to follow up the creek valley and then turns back to the Bardon's Peak Parkway. The road is high up on the side of the valley most of the way, and affords a marvelous view of St. Louis Bay, and of the very attractive valley of Knowlton Creek" (Duluth Park Department Annual Report 1930).

An alternative trail continues along the east side of Kingsbury Creek and crosses at a higher elevation to circle back to the Knowlton Creek segment. The bridges along this segment suggest that it was an early road, although it is not known whether it is related to the Knowlton Creek Parkway. The 1930 description of the road and a map dating from the 1930s does not describe or illustrate the alternative route, and is presumed not to be a part of the Knowlton Creek segment of Skyline Parkway.

Inventoried properties in the Knowlton Creek Boulevard Segment:

- Railroad Bridge (SL-DUL-2332)
- Kingsbury Creek Bridge (SL-DUL-3104)
- Wood bridge (SL-DUL-3105)





## Overview Map

- Knowlton Creek
- ✕ Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 13 - Knowlton Creek  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota









**Figure 46. Parkway near Fairmount Park**



**Figure 47. Parkway west of Fairmount Park**





**Figure 48. Parkway from N. 80th Ave W.**

### **5.12.2 History**

The Knowlton Creek Boulevard segment was acquired in 1929 to connect Fairmount Park (and the Duluth Zoo) with Bardon's Peak Boulevard and the Western Extension. Initial clearing of the roadway began in 1930, and the roadway was completed by 1933 using Federal relief labor (Duluth Park Department Annual Report 1930; Nunnally 1997:98).

This segment is another one of Snively's personal efforts to expand the parkway's reach. Snively not only sought appropriations from the city council, but also worked to raise private funds. He also supervised the work himself and is credited with its construction, which included a bridge with stone abutments and wooden floor across Kingsbury Creek.

### **5.12.3 Integrity**

Although Nunnally reports that the trail's original connections to the Bardon's Peak Parkway had been obliterated, these connections can still be seen on aerial photographs and appear to be used as service roads for Spirit Mountain. Although most of the segment is no longer serviceable as a roadway, the trail continues to be discernable.

### **5.12.4 Boundary Recommendations**

This segment, although no longer a roadway or part of Skyline Parkway, should be included in the historic district for its entire length. The lateral boundary should include the trail right-of-way, or about 20 feet from the trail centerline.

## **5.13 MISSION CREEK SEGMENT (SL-MID-016)**

### **5.13.1 Description**

The Mission Creek segment, constructed in the 1920s, links the Bardon's Peak segment to Jay Cooke State Park, and is the westernmost section of Skyline Parkway (Map 14; Figures 49 through 51). No longer serviceable as a roadway, it is now used as a walking trail and snowmobile route. Most of the 3.6-mile route is a grass or two-rut trail. The east end of the segment begins at Becks Road, just north of the western terminus of the Bardon's Peak segment. The trail follows a route through a wooded park into the Mission Creek valley, where it crosses the creek five times on small concrete arch bridges. Toward the west end, the trail separates into two forks, leading to Fond du Lac and State Highway 39 (Oldenburg Parkway). The segment is characterized by the heavily wooded setting, bound by Carson Park and Fond du Lac Park, with no other urban intrusions.

Inventoried properties in segment:

- DM&IR Bridge (SL-MID-008)
- Northern Pacific Bridge (Bridge L-6005) (SL-MID-009)
- Mission Creek Bridge #1 (Bridge L-6004) (SL-MID-010)
- Mission Creek Bridge #2 (Bridge L-6003) (SL-MID-011)
- Mission Creek Bridge #3 (Bridge L-6002) (SL-MID-012)
- Mission Creek Bridge #4 (Bridge L-6001) (SL-MID-013)
- Mission Creek Bridge #5 (Bridge L-6000) (SL-MID-014)

### **5.13.2 History**

Mission Creek was the last link of the western extension and forms a 2.25 mile road along Mission Creek connecting the upper boulevard system with Jay Cooke State Park (established 1915) southwest of Duluth. The year before Mayor S. F. Snively's 1925 announcement for plans to extend the parkway along Mission Creek to the Jay Cooke State Park boundary from its then terminus at Becks Road, the city had completed the alternate route to the park on the north side of the St. Louis River. Known as the "river route," this route was promoted as part of the boulevard system but not directly connected to Skyline Parkway. It linked Duluth by way of Fond du Lac and the newly acquired Fond du Lac Park to the south border of Jay Cooke State Park. Until that time, the state park's only entrance was on the west side, and the road terminated 3.5 miles inside its boundary. Visitors from Duluth had to make a 20-mile trip to enter the park. Snively wanted to make the park more convenient by connecting the city's boulevard system. The mayor went about soliciting donations of right-of-way to extend the parkway to the state park.

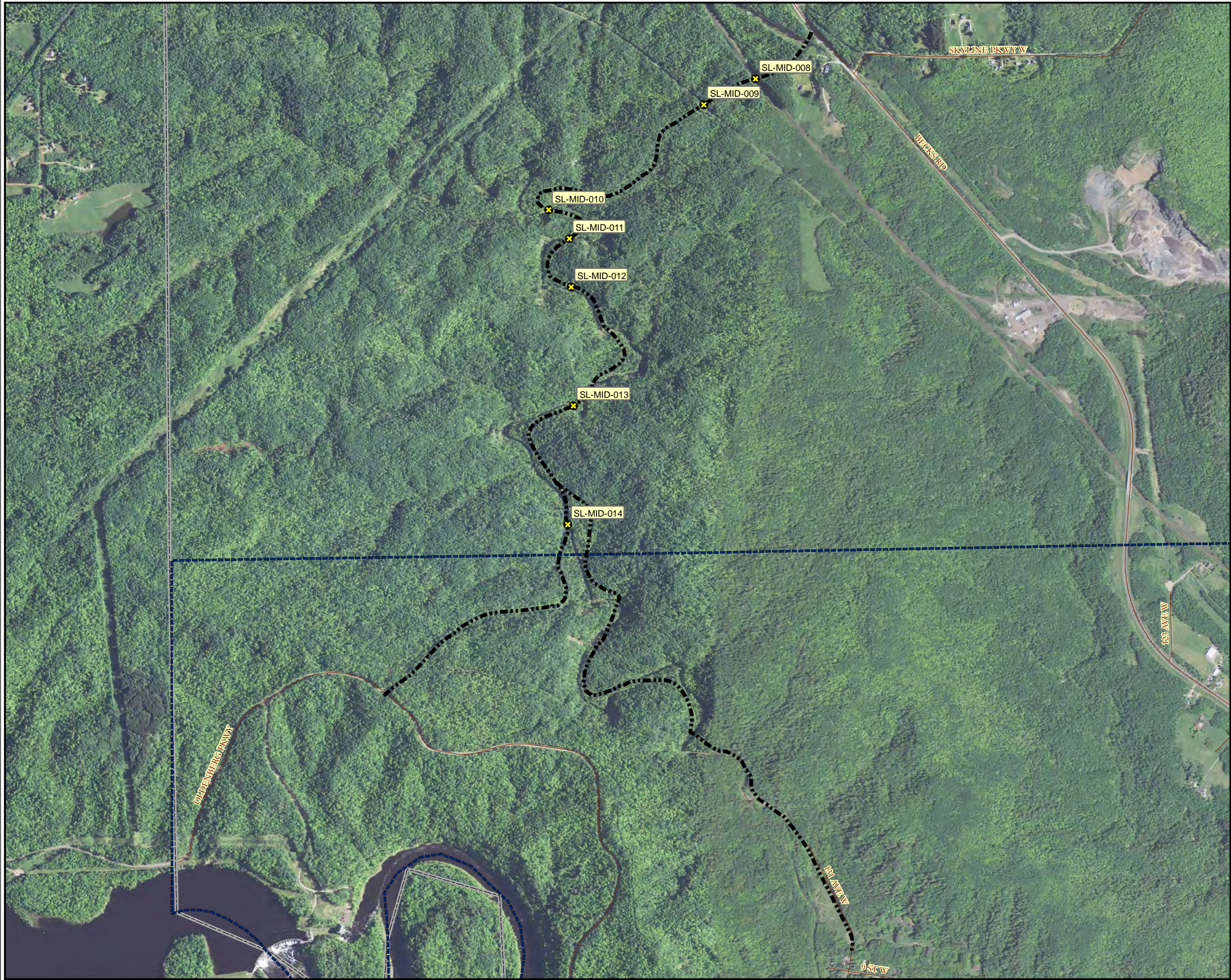




**Figure 49. Mission Creek Parkway, Facing NE**

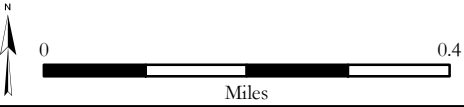


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Overview Map

- Mission Creek
- ✕ Historic Property (Point)
- Historic Property (Polygon)
- Duluth City Limit
- County Boundary
- Roads



Map 14 - Mission Creek  
Skyline Parkway Cultural  
Resources Inventory  
Duluth, Minnesota









**Figure 50. Mission Creek, fork in road leading to the western termini, Facing S**



**Figure 51. Bridge L6002, Typical Mission Creek Concrete Arch Bridge**



The Mission Creek segment would pick up where the Bardon's Peak segment left off, and follow along Mission Creek into the north border of Jay Cooke State Park. As Snively described it, "the road will incorporate Mission creek valley, with its winding river, its lofty hills and virgin-timbered flats into our already wonderful boulevard system" (*Duluth News Tribune* 3 November 1925:1). With a linking road within the park, and complete loop could be made from 59<sup>th</sup> Avenue W. in Duluth, crossing Highway 1 (now I-35), around Bardon's Peak, along Mission Creek, through Jay Cooke State Park, along the north shore of the St. Louis River to Fond du Lac, and returning to Duluth via Commonwealth and Grand avenues. Condemnation proceedings for the small portion of the Mission Creek segment that fell within the city limits began in November of 1925. The lands outside of the city would need the cooperation of the county. Furthermore, the road would cross two rail lines – the Duluth, Missabe & Iron Range and Northern Pacific lines – would necessitate their collaboration to construct overhead crossings.

Although most of the roadway would be outside the city limits, Snively was willing to commit city funds to build significant portions of the parkway and sold the action as a shrewd move to "to bring the Proctor and Nopeming districts into closer relationship with the Fond du Lac district and give to all a direct connection with Jay Cooke state park" (*Duluth News Tribune* 3 November 1925:1). Snively's commitment convinced the county to front \$20,000 to the city to make the connection. Duluth's share would be \$50,000.

Snively was driven to start and complete the work almost immediately. Construction of the road required clearing a 200 foot wide firebreak along the roadway. Five stone-faced bridges and two railroad crossings would be necessary for the joint effort among Duluth, Carlton County, and two railroads – the Northern Pacific and the Duluth, Missabe & Northern. Although funds were appropriated from the city and the county for construction, Snively recruited volunteers to work on the road and private contributions from key community members were accepted for materials. Within just 90 days, the road, five creek bridges and two rail bridges were substantially completed by November 1926. Snively himself donned work clothes and a pick and shovel to work alongside the road laborers. The road was completed in late summer 1927, and formally opened to great fanfare on November 5<sup>th</sup> of that year (*Duluth News Tribune* 6 November 1927:1). It was completed for a cost of \$8,500, less than half the original \$20,000 estimate. The last of the project was completed in 1928, finishing a 1.5 mile gap through Jay Cooke State Park (Ryan 1994:156, 159). In 1930, guard posts and cables were placed on about a one-half mile stretch of this segment, on the high-fills over two railroad crossings, and the steep bank leading out of Mission Creek toward Jay Cooke Park (Duluth Park Department Annual Report 1930).

This segment of the parkway is currently closed to vehicular traffic "and appears to have had very little attention, even maintenance since [it was constructed]" Nunnally notes (1997). Used only as a trail, it is not known precisely when it was closed to vehicular traffic, although Mn/DOT Bridge Inspection files indicate it was in active use until at least 1962. The trail, bridges and surrounding park area is currently under the ownership of the City of Duluth.

### **5.13.3 Integrity**

Although no longer open to traffic, the parkway remains mostly passable and used as a walking and snowmobile trail. The key features of the railroad and concrete arch creek crossings are intact, although the arch bridges are in severe disrepair. Mission Creek has changed courses and is subject to flooding, and has resulted in portions of the parkway being un-passable due to washouts. This has diminished the integrity of design, location and setting.

### **5.13.4 Boundary Recommendations**

Although no longer part of Skyline Parkway, the Mission Creek segment is an important part of the historic system. While portions of the roadway have been lost due to washouts and flooding, all seven of the bridges remain intact (although most are in a severe state of disrepair). The entire length of the segment – with its two approaches near Fond du Lac – should be included within the historic district. The lateral boundaries should include the trail right-of-way, plus a buffer of 100 feet to encompass portions of the wooded areas that define the setting for this segment.



## 6.0 Conclusions

The purpose of the cultural resources inventory was to identify historic properties associated with Skyline Parkway. The specific goals of this survey were to advance the understanding of Skyline Parkway as a whole to better evaluate its eligibility for National Register listing. Specifically, the survey focused on the following information:

1. Update the existing inventory with additional properties, replacement bridges, and other alterations.
2. Inventory major features within parks, such as a pavilion, not previously documented.
3. Provide greater detailed inventory forms, including standard locational and descriptive information, narrative description, integrity statement, a brief history, and the name of the segment within which the feature is located.
4. Offer broad recommendations for the eligibility or non-eligibility of segments and district boundaries.

The survey resulted in the preparation of 102 Minnesota Architecture-History Inventory forms (see Table 1). Of these, 39 were properties not previously recorded on the Skyline Parkway survey. Five properties were found to be no longer extant and were documented as such for the state inventory. Other properties have undergone significant alterations or remodeling since the earlier survey; these changes were recorded on an updated inventory form using the same inventory number.

### 6.1 SKYLINE PARKWAY HISTORIC INTEGRITY

In Nunnally's 1997 study, he described Duluth's parkway system as a complex, designed historic landscape that retains its historic integrity as a system that exposes visitors to a number of different types of landscape experiences and as a transportation system with an emphasis on aesthetic and recreational qualities. The 2011 survey of the system has revealed a number of significant losses to the systems – most notably the replacement of several historic bridges – but the overall character of Skyline Parkway as a system and parkway remains largely intact.

The Skyline Parkway historic resources survey revealed that nearly 100 properties comprise and potentially contribute to the historic resource known as Skyline Parkway. With a historic length of nearly 50 miles of parkway, the roadway segments and their immediate setting comprise the primary features of this potential historic district. Non-roadway resources (e.g. bridges, parks, overlooks) are of a relatively low density and appear as minor, though significant dependencies linked by the roadway segments. In other words, not all property types within this district are of equal weight. Analyzing the district elements from a strictly numerical approach, the roadway segments make up only a small percentage of the overall elements. The small number, however, does not reflect the dominance of the property type and weight of their significance. Other contributing features, most notably bridges, are

supportive of the Skyline Parkway experience and contribute in important ways, but do not consist of the primary feature. Loss or replacement of original features, such as bridges, diminishes the overall integrity of the parkway but such changes cannot be accounted for using the same scale as the loss of an entire roadway segment, for example.

With few exceptions, the roadway alignment and the character of the parkway system remain intact. Locations where there have been significant alterations to alignment or traffic configuration should be considered non-contributing. A number of the roadway bridges have been replaced or significantly remodeled. Although they would be considered non-contributing properties of a historic district, several have been carefully rebuilt to emulate their historic predecessor in keeping with the character of the historic parkway. Their presence is generally sympathetic to the parkway's overall integrity of setting, feeling and association.

Most of the documented overlooks also retain their historic function and design. The survey revealed that the intended views from the overlooks are well preserved, although changed due to the modern development of the city.

## **6.2 CONTRIBUTING SEGMENTS**

Stark recommends that 12 of the 13 segments comprising the historic extent of Skyline Parkway are considered contributing segments of the broader parkway historic district. The UMD Gap segment is a later and conceptual construct established to link discontinuous segments of the parkway system (Hawk's Ridge with Rogers Parkway), and there is no evidence that the parkway was designed within the gap or that a regular route had been established connecting the other segments. Because the segment never existed as part of the Skyline Parkway system, it would be excluded entirely and the overall historic district would be considered a *discontiguous district*.<sup>1</sup>

The remaining 12 segments were historically associated with Skyline Parkway at the period of its greatest extent and within the period of significance. Although each segment has experienced compromised integrity in variety of ways (see Section 5.0 for discussions of integrity for each segment), and portions of particular segments that have been significantly reconfigured may be considered non-contributing, all of the segments retain sufficient integrity pertaining to the roadway alignment and associated scenic and recreational character to contribute to the district as a whole.

## **6.3 DISTRICT BOUNDARIES**

Skyline Parkway consists not just of a roadway, but its historic and scenic contexts, which include a number of other recreational and scenic features. In several instances, parkway segments pass through city or state parks, in which other features such as pavilions, band shells, and fireplaces are present. In these locations especially, the division between parkway feature and park feature become blurred. In

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<sup>1</sup> This would be analogous to the example cited in National Register Bulletin: How to Apply the National Register Criteria for Evaluation, in which a canal treated as a discontiguous district when the system consists of man-made sections of canal interspersed with sections of river navigation.



other instances, the parkway is virtually indistinguishable from other city streets, and is lined with uniform lots with houses and businesses.

Other examples of district boundaries for National Register-listed historic districts were studied to identify comparative methods for defining lateral district boundaries. Examples included the Baltimore-Washington Parkway, the George Washington Parkway, the Merritt Parkway and the Skyline Drive (Shenandoah National Park). The first three of these parkways limit the boundaries to the right-of-way, or historic right-of-way. The fourth defines a uniform boundary as 125 feet on either side of the drive's centerline, plus a 125-foot buffer at overlooks, wayside stations and picnic grounds. These examples suggest that a relatively narrow boundary definition is appropriate for settings where a parkway serves as an urban connector, but a broader buffer is suitable where the setting is a more expansive, natural park setting, such as the Shenandoah National Park.

Since Skyline Parkway has characteristics of both an urban and natural settings, a varied method for determining the lateral district boundary was deemed to be appropriate and necessary, depending on the context of the segment. The following general guidelines were used to formulate the recommendations for the each segment's historic district boundaries:

4. The historic roadway right-of-way, where known, forms the minimal district boundaries.
5. Immediately adjacent properties or areas may be included within the boundaries *if the properties or area historically contribute to the recreational and scenic qualities that define Skyline Parkway.*
6. Portions or entirety of surrounding parks may be included within the district boundaries if the parkway forms an important and dominant feature of the park and if the establishment of the park and extant built features also date to the period of significance for the parkway.

Recommendations for each of the segment boundaries (begin and end points, as well as lateral) are provided in the segment evaluations in Section 5.0. Because of the character of Skyline Parkway is variable, including both natural and urban settings, the lateral boundary definitions vary according to the setting of the segment and occasionally within the segment itself. Generally speaking, the segments within urban settings were limited to the roadway's right-of-way, as the surrounding properties did not provide a significant contribution to the scenic qualities of the parkway. In more natural settings, where surroundings play an important role in the character of the scenic parkway, a broader area beyond the road's right-of-way was incorporated into the boundary. For two segments (Lincoln Park Drive and Congdon Park Drive), the parkway was considered to be integral to the park through which it passed, and the entire park boundaries are recommended for inclusion within the Skyline Parkway district.

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## **Appendix A: Personnel**



## Project Personnel

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