

Grand Rounds Canal System and Lake of the Isles Historic Preservation Plan

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CHAPTER 1. INTRODUCTION AND SCOPE



Figure 2: Lake of the Isles

The Minneapolis Park and Recreation Board (MPRB) is working to complete a master plan for Cedar Lake and Lake of the Isles (Cedar-Isles Master Plan), which will establish a 20-30 year vision to guide the long-term preservation and improvement of Cedar Lake, Lake of the Isles, the Kenilworth Channel and Lagoon, Dean Parkway, and the surrounding parkland. The master plan project area includes historic resources that will be adversely affected by the Southwest Light Rail Transitway (SWLRT) project.

To avoid duplication of effort, the Metropolitan Council and MPRB agreed that MPRB will lead development of a Historic Preservation Plan (HPP) as part of the Cedar-Isles Master Plan. The HPP is part of the mitigation for the SWLRT project. The HPP will be incorporated into the Cedar-Isles Master Plan as an appendix or chapter.

The HPP study-area boundaries encompass the Grand Rounds Historic District: Canal System, which comprises the Bde Maka Ska-Lake of the Isles Channel, the entirety of Lake of the Isles Park, and the Kenilworth Channel and Lagoon (see figure 3).

The HPP documents the study area's history, changes over time, and its historic significance. The landscape's character-defining features are identified and evaluated for their historic integrity. The HPP will provide an overall vision for the preservation of the historic landscape and its features, and recommends preservation strategies and methods for implementing each strategy.

The HPP is being developed in concert with the Cedar Lake-Lake of the Isles Master Plan. Of note, the two projects have different boundaries. The HPP constitutes a portion of the historic investigation associated with the Cedar-Isles Master Plan and is therefore an adopted part of that plan.

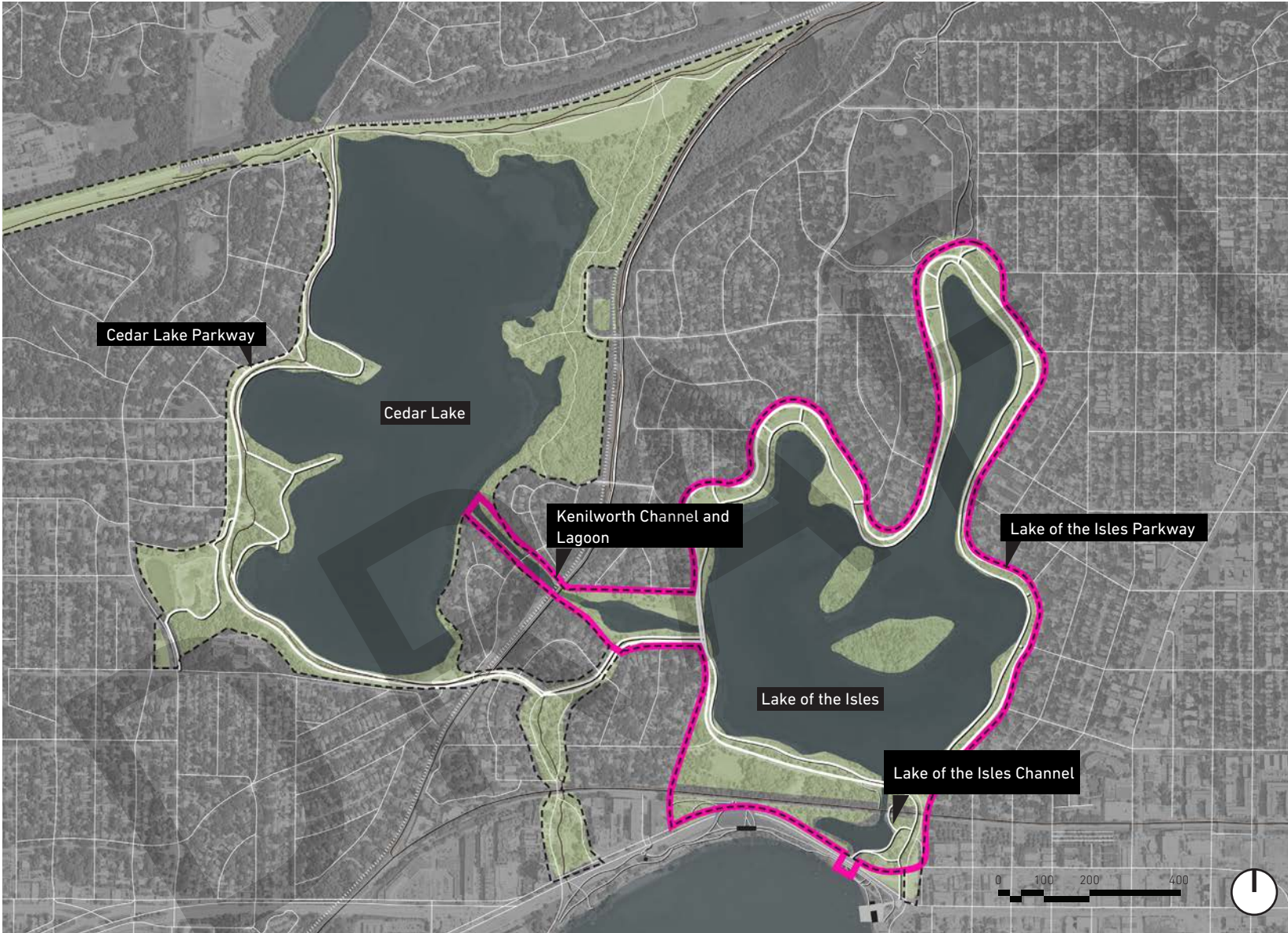


Figure 3: HPP Boundary Area as defined by the mitigation agreement between the Federal Transit Authority and the Metropolitan Council: Bde Maka Ska-Lake of the Isles Channel, the entirety of Lake of the Isles Park, and the Kenilworth Lagoon and Channel

— Master Plan Boundary
— HPP Boundary Area

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CHAPTER 2. HISTORIC CONTEXT



Figure 4: Canoeist on Lake of the Isles, 1910 (Minnesota Historical Society)

INTRODUCTION

The land that is now Minnesota is the homeland of the Dakota, Ojibwe, and Ho Chunk peoples. Bodies of water are particularly important spiritual sites, and the area now known as Minneapolis has several lakes that were, and continue to be, important cultural and natural resources for American Indian people.

The study area covered by this plan was ceded from the Dakota to the United States government in a 1805 treaty. The treaty was never proclaimed (the final step in the ratification process) and the Dakota people were never paid for the value of the land. Through this biased process, the United States considered the land to be sold and began developing and altering the landscape. Additional treaties in 1851 widely opened the area to Euro-American settlement, leading to the developed of cities including Minneapolis.

Parks have shaped Minneapolis' history and made its reputation as the City of Lakes. Early in the city's history, citizens were concerned about the city council's limited investment in public parks. The Board of Trade began advocating for an independent park board with the goal of improving Minneapolis' image and economy through public landscapes. The state legislature authorized a public referendum to create a park board, and voters approved the formation of the Minneapolis Board of Park Commissioners (MBPC) in 1883.¹

The new board was authorized to acquire land for city parks. To guide this development, the MBPC brought in noted landscape architect, Horace Cleveland, in 1883 to present his plans for a system of parks and parkways throughout Minneapolis. Cleveland's vision eventually grew into the Grand Rounds, a connected series of parks highlighting the city's lakes, rivers, and creeks.²

¹ Greg Mathis, "Kenilworth Lagoon/Channel Context, History, and Physical Description for the Proposed Southwest LRT Project, Hennepin County, Minnesota," 2014, prepared by The 106 Group for the Metropolitan Council.

² Mathis, "Kenilworth Lagoon/Channel Context."

The Grand Rounds has undergone several periods of development and change. They include the parks’ initial development (1880s), the expansion of the park system into the Grand Rounds (1890s), Theodore Wirth’s leadership (1906-1935), WPA improvements (1930s), alterations by Eckbo, Dean, Austin and Williams (1970s), and the system’s designation as a National Scenic Byway and later ecological improvement projects (1990s-2000s).

Additional information on the development and historic significance of these resources can be found in the draft National Register nomination for the Grand Rounds (available through MPRB) and “Kenilworth Lagoon/Channel Context, History, and Physical Description,” prepared for the SWLRT project.

PRIOR TO PARKS

The Chain of Lakes in west Minneapolis—which comprises, from the north, Brownie Lake, Cedar Lake, Lake of the Isles, Bde Maka Ska, and Lake Harriet—has long been a centerpiece of the city’s park system. The MPBC developed the lakes into parks during the late 1800s and early 1900s, including connecting the center three lakes with channels.

Prior to intervention by MPBC, Lake of the Isles was largely marshy wetland. Because of this character, it was not originally considered for park development. The lake originally had four islands, which were significant sacred sites for the area’s American Indian tribes.³ Cedar Lake also originally had a marshy character. It was initially named Lake Leavenworth, but was soon renamed Cedar Lake for the large red cedar trees lining the lakeshore.

Before any parks were built, the character of Cedar Lake and Lake of the Isles was changed by railroad development. The Saint Paul and Pacific First Division, a subsidiary of the Saint Paul and Pacific Railroad (StP&P), constructed a mainline southwest from downtown

Minneapolis that ran along the east and south shores of Cedar Lake. Rails were laid in 1867 when the railroad completed a bridge over the Mississippi River. The line crossed the east bay of Cedar Lake on a causeway. The line was rerouted in 1882-1883 along the north shore of Cedar Lake.⁴

In 1871, the Minneapolis and Saint Louis Railway constructed tracks parallel to the StP&P line. In 1882-1883, it constructed a railyard at the northeast corner of Cedar Lake. It included over a dozen spur lines, a car and paint shop, a boiler shop, a machine shop, and a round house.⁵ In 1884, the Chicago, Milwaukee and Saint Paul Railway (CM&StP) created a right-of-way for its tracks south of Lake of the Isles. The filling process merged two islands with the shore and expanded the amount of land between Lake of the Isles and Bde Maka Ska. The remaining two islands were named Mike’s

⁴ Mathis, “Kenilworth Lagoon/Channel Context.”
⁵ Mathis, “Kenilworth Lagoon/Channel Context.”

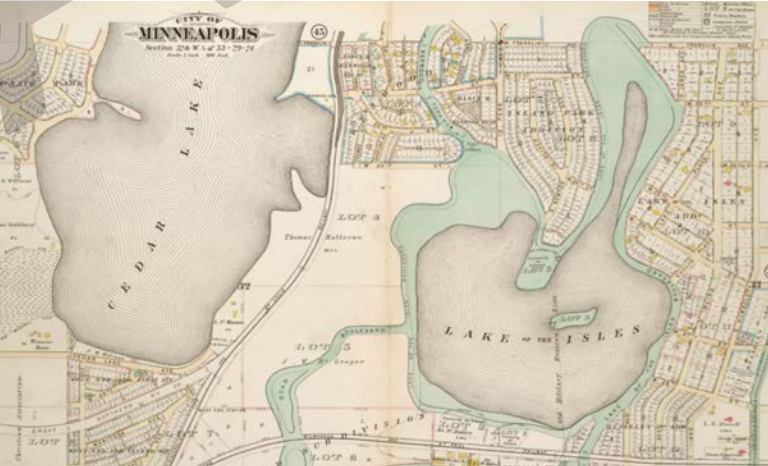


Figure 5: 1892 Map of Minneapolis showing Lake of the Isles and Cedar Lake

Island (northwest) and Raspberry Island (southeast).⁶ Railroads continued to run through the study area. Bridges and tracks were constructed concurrently with park development and are noted in following sections.

THE CHAIN OF LAKES

When Horace Cleveland began designing parks in Minneapolis and at the Chain of Lakes, his plans were heavily influenced by the City Beautiful movement and picturesque landscape architecture. Cleveland’s original design featured picturesque elements such as boulevards around Bde Maka Ska and Lake Harriet and a park on the west side of Lake Harriet. The remaining land around the lakes was annexed into Minneapolis in 1883, and the MBPC began developing new lakeside parks, which quickly became popular destinations for visitors and residents.⁷

Cleveland’s initial plan was expanded in 1891 into a series of connected parks and parkways that became known as the Grand Rounds. Cleveland hoped that the park system would promote civic health and spur economic development in the city. In keeping with the landscape architecture philosophy of the time, the Grand Rounds had a highly groomed, picturesque aesthetic with winding parkways, grass lawns, and stylized plantings.⁸

The Minneapolis parks and parkways were modeled on others designed by Frederick Law Olmstead and Calvert Vaux on the East Coast. The parkways separated vehicle traffic (horse-drawn carriages and, later, automobiles) from pedestrians. Pedestrian paths were built closer to the lake, generally following the shoreline.

⁶ Muriel Nord, “Lake of the Isles Historic District,” National Register of Historic Places Nomination Form, 1984, at the Minnesota State Historic Preservation Office, Saint Paul.
⁷ Jessica Berglin, “Grand Rounds,” 2014, draft National Register nomination, Minneapolis Park and Recreation Board.
⁸ Charlene Roise, “The Cedar Lake Parkway Bridge in the Context of the Grand Rounds, Minneapolis,” 2000, prepared by Hess, Roise and Company.

Trees lined the drives, forming large canopies.⁹

MBPC acquired the land around Lake of the Isles in 1886 through donation and purchase, and immediately began redeveloping the lake into a designed park. In 1887, MBPC purchased the remaining two islands in the lake, completing their property acquisition at this site.¹⁰ The following year, the first parkway around Lake of the Isles was completed. It followed the original grade of the lakeshore and as a result, the road frequently flooded when the water level rose.¹¹

MBPC began a comprehensive dredging project at Lake of the Isles in 1898 to alter the shoreline and change the lake’s character from marsh to clear water. The first phase of dredging evened the lake’s depth at the north end, extended the shoreline toward Franklin Avenue, and created four and a half acres of new shoreland on the west side of the lake. Fill was added to Mike’s Island at the south end of Lake of the Isles to strengthen its connection to the mainland. Raspberry Island was largely unchanged. Further dredging occurred intermittently through 1893.¹² The islands are identified by location on page 10.

During the 1890s, the MBPC installed several site features to enhance the lakeside park. In 1891, Peavey Fountain was installed at the intersection of Kenwood and Lake of the Isles Parkways. The fountain was donated by Frank H. Peavey and served as a drinking fountain for horses.¹³

MBPC also created new paths of circulation to enhance the Chain of Lakes’ connectivity. In 1897, the Board built a 40-foot-wide drive, a 10-foot bicycle path, and an 8-foot walking path across Dean Marsh between Lake of the Isles and Bde Maka Ska Boulevard. The project used 4,500 cubic yards of filling material to alter the landscape.¹⁴

⁹ Berglin, “Grand Rounds.”
¹⁰ Mathis, “Kenilworth Lagoon/Channel Context.”
¹¹ Nord, “Lake of the Isles Historic District.”
¹² Nord, “Lake of the Isles Historic District.”
¹³ Mead and Hunt, “Calhoun-Isles Historic Resources Inventory,” 2006.
¹⁴ Minneapolis Park Board Annual Report for 1897, 70-73 LOI Chronology, Project Files.

THE WIRTH ERA

In 1906, Theodore Wirth became superintendent of Minneapolis parks, launching a formative era of park development in the city. Wirth’s first projects included additional dredging at the Chain of Lakes, building and rebuilding shorelines, and constructing channels to connect the lakes.¹⁵

The second phase of dredging began at Lake of the Isles in 1907. The lake was dredged to an average of 8 feet and new shorelines were established. Dredging continued in 1908, and the MBPC described the work as “extensive.”¹⁶ Over 79,000 feet of the shoreline had been “improved” by raising and grading the land between the shore and the boulevard.¹⁷ The following year, the La Crosse Dredging Company encountered problems at the northwest corner of Lake of the Isles. “The great depth of underlying soft peat made it necessary to build dykes first with gravel and sand.” The company added 18,650 cubic yards of gravel fill to the boulevards and constructed gravel walks along the shore. Permanent sidewalks were constructed on the residential side of the parkway and on the lakeside, substantial replanting included sod down to the water edge and new deciduous and evergreen trees. Twenty-two catch basins were also installed to mitigate flooding.¹⁸

The work, completed in 1911, removed half a million cubic yards of fill from the lake. Some of the dredged material was used to increase the size of the Raspberry Island. Approximately 8,000 cubic yards of material was removed from the Mike’s Island; it was used as topdressing on the Raspberry Island and to fill a low area at the southeast corner of the lake.¹⁹ The project also raised the grade of the parkway from 1 foot above water level to 11 feet above water

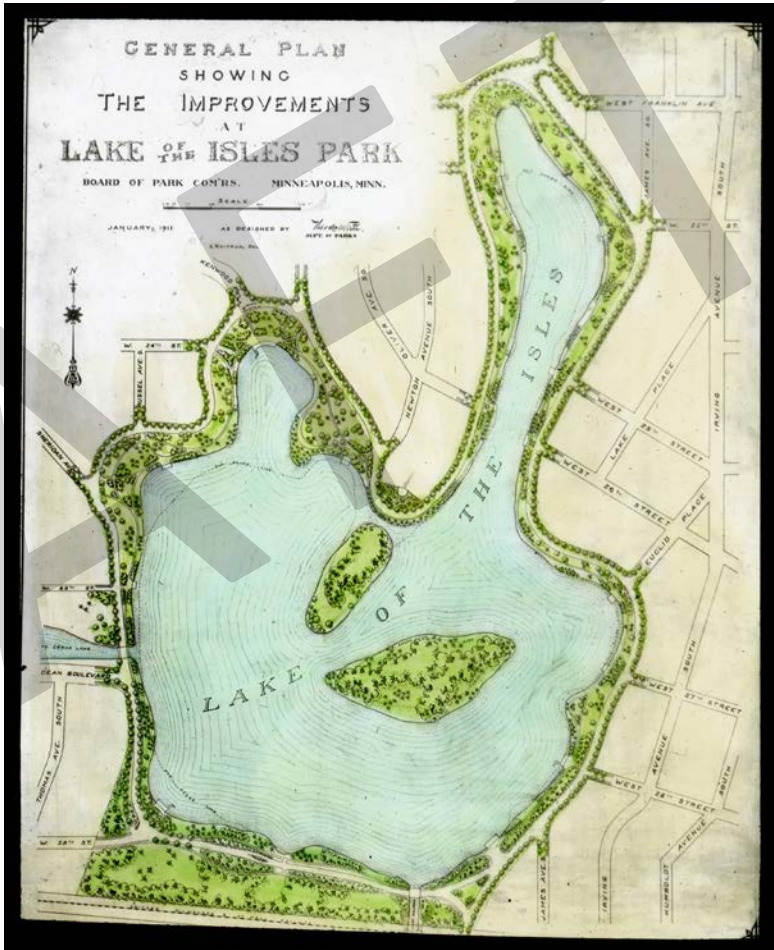


Figure 6: 1911 plan for Lake of the Isles (Minneapolis Park and Recreation Board)

15 Berglin, “Grand Rounds.”
16 Nord, “Lake of the Isles Historic District”; Mathis, “Kenilworth Lagoon/Channel Context.”
17 Minneapolis Park Board Annual Report for 1908, in LOI Chronology, Hess Roise.
18 Minneapolis Park Board Annual Report for 1909, in LOI Chronology, Hess Roise.
19 Minneapolis Park Board Annual Report for 1911, in LOI Chronology, Hess Roise.

level in an effort to prevent flooding.

A 1911 plan of Lake of the Isles by Theodore Wirth shows the park’s character after this second round of dredging (Figure 6). Trees lined the parkways, and trees and shrubs were planted along the walking paths and shoreline creating a fairly dense layer of vegetation. Similarly, the two islands were nearly covered with trees and shrubs, but had a more naturalistic character compared to the defined rows and groupings of vegetation on the shore.²⁰

This second dredging project accomplished MPBC’s goal of transforming Lake of the Isles into a destination park. As described

20 “General Plan Showing the Improvements at Lake of the Isles Park,” 1911.

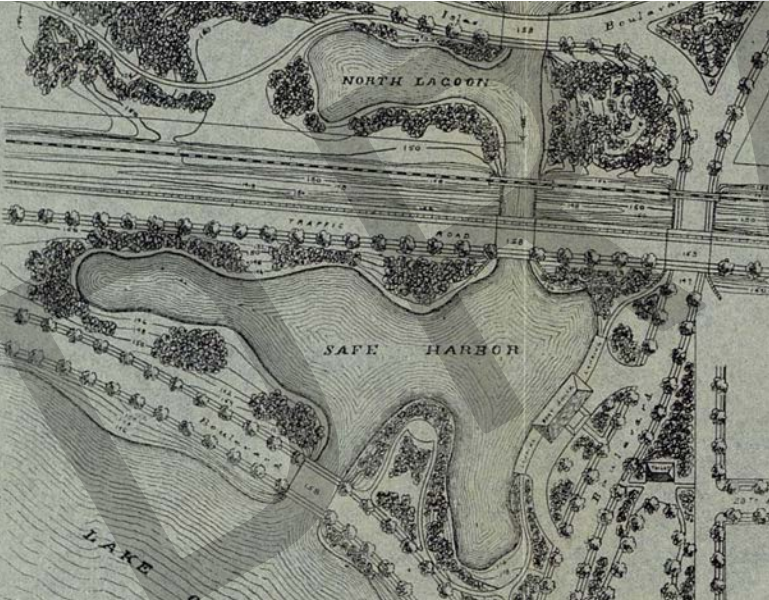


Figure 7: 1908 plan for the canal between Bde Maka Ska and Lake of the Isles (Minneapolis Park and Recreation Board)

by historian Greg Mathis: “After the project was completed, the original 100-acre lake, which had consisted of 67 acres of swamp and 33 acres of dry land, was transformed into a 120-acre lake with no marshes and 80 acres of dry land.”²¹

High-style residential development followed Lake of the Isle’s park development. Houses fronting the lake were built by upper class, white residents. During the 1910s through the 1940s, several houses between Lake of the Isles and Cedar Lake on the south side of the Kenilworth Channel and Lagoon enacted restrictive housing covenants barring people of color from buying or occupying these properties.²²

CANAL SYSTEM

A navigable water route between the Chain of Lakes had long been part of the vision for the Grand Rounds. The public was deeply invested in the construction of a canal system connecting the lakes and facilitating water recreation.²³

In 1907, ice houses between Lake of the Isles and Bde Maka Ska were demolished to make way for a canal between the two lakes. Wirth described his plans for the canal: “I have designed a landing station and boathouse to the left fronting the boulevard to the east; the idea being that small power boats would navigate between the north end of Lake of the Isles and the south end of [Bde Maka Ska] with several landing places between the two ends. This lagoon would also serve as a kind of safe harbor for row boats, while the general irregular shorelines with their wooden banks would give the whole a natural picturesque appearance.” (Figure7)²⁴

21 Mathis, “Kenilworth Lagoon/Channel Context.”
22 Mapping Prejudice,” accessed April 4, 2022, <https://mappingprejudice.umn.edu/>.
23 Theodore Wirth, Minneapolis Park System, 1883-1944 (Minneapolis: The Minneapolis Parks Legacy Society, 2006), 92.
24 Mathis, “Kenilworth Lagoon/Channel Context.”

The canal opened on July 5, 1911. A week-long celebration called Linking the Lakes followed, and included canoe races, fireworks, and a play about Minneapolis’s history. The event was described in local newspapers and cartoons as a wedding between the two lakes. The lagoon’s final plans eliminated Wirth’s harbor. The lagoon was crossed by two bridges, to carry Lake Street and Lake of the Isles Parkway. This expansion of the circulation system was only possible because the railroad agreed to move its tracks away from the lake.²⁵

Construction of a canal between Lake of the Isles and Cedar Lake took more planning. MBPC needed to acquire additional land between the lakes. Land surveys of Cedar Lake and Lake of the Isles were completed in 1909 to guide acquisition. At that time, the area was an “open, lowland swamp, bounded by higher ground

25 Minneapolis Park Board Annual Report for 1911, in LOI Chronology, Hess Roise.



Figure 8: Kenilworth Lagoon - MPRB undated

with deciduous and evergreen trees,” according to historian Greg Mathis.²⁶

Construction on a canal between Cedar Lake and Lake of the Isles began in 1911—the canal would officially be named the Kenilworth Lagoon three years later (now known as the Kenilworth Channel and Lagoon). In the original design, the canal had unlined shores, although it is unclear if sod was planted down to the water or if there was sand or another material was along the shoreline. Dredging began at the south end of the canal and moved north. The removed material was used to raise the shoreline and some of the surrounding land, both park land and private property, to enable more development.²⁷ By the end of the year, filling along the shore was complete, except for the northwest corner.

The canal opened in 1913. It was passable in August, but not complete until November. The level of Cedar Lake was dropped by five feet to account for the difference between the two lakes.²⁸ The water-level change changed Cedar Lake’s contours by exposing more shoreline, including two peninsulas on the west shore that became picnic grounds and beaches.²⁹

In the fall and winter of 1913, the ground on either side of the Kenilworth Lagoon between the railroad bridge and Cedar Lake was graded, covered with loam, and seeded with grass (Figure 8). The result was sloping banks along the canal’s waterline. Within two years, motorboat wakes in the canal eroded the shoreline and wood sheet piling was installed within the canal, creating a hard edge along the water. The MBPC’s annual reports noted that wild roses had been planted to screen the wood above the water. That same winter, paths 12 feet wide were built on both sides of the

26 Mathis, “Kenilworth Lagoon/Channel Context.”

27 Mathis, “Kenilworth Lagoon/Channel Context.”

28 The MBPC decided not to construct a channel between Bde Maka Ska and Lake Harriet because the difference in water levels was too steep to accommodate.

29 Roise, “The Cedar Lake Parkway Bridge, In the Context of the Grand Rounds, Minneapolis.”

canal between Lake of the Isles Boulevard and Cedar Lake Avenue. Pipe railings were installed along the paths where they came close to the lagoon.³⁰

BRIDGING THE CHAIN OF LAKES

A series of bridges were constructed at the Chain of Lakes during the 1910s to carry the parkways and railroad corridors over canals. Eventually, six bridges were built and were numbered from south to north.³¹

Bridge No. 1 (90449) carried Lake Street over the Bde Maka Ska-Lake of the Isles Channel. It was built in 1911 using New York architects H. Lincoln Rogers and Guy Vroman’s winning plans from a design competition held by MBPC. The bridge was a single-span, reinforced-concrete, barrel-vaulted, filled-spandrel, elliptical-arch bridge faced with granite.

The second-place plans were used for Bridge No. 3 (L5722), built in 1913, which carried East Lake of the Isles Parkway over the Bde Maka Ska-Lake of the Isles Channel. This bridge was a single-span, reinforced-concrete, barrel-vaulted, filled-spandrel, elliptical-arch bridge faced with limestone. Bridge No. 4 (L5729) was nearly identical to Bridge No. 3, and carried West Lake of the Isles Parkway over the Kenilworth Channel and Lagoon. All three bridges were reinforced concrete with granite or limestone facing. They were designed in the Classical Revival style in keeping with the City Beautiful movement.³²

Two railroad bridges were also constructed across the new channels. Bridge No. 2 (93809) was a two-span concrete girder bridge that carried the Milwaukee Road tracks. A second timber-structure railroad trestle installed in 1913, for the Minneapolis and

30 Mathis, “Kenilworth Lagoon/Channel Context.”

31 Mathis, “Kenilworth Lagoon/Channel Context.”

32 Mathis, “Kenilworth Lagoon/Channel Context.”

Saint Louis Railway over the Kenilworth Channel and Lagoon. It was replaced in the 1950s by a seven-span, timber-beam railroad trestle, which was later converted to pedestrian use. The bridge is currently being replaced as part of the SWLRT project. The work and the design of the replacement bridge were reviewed through Section 106 consultation.

Bridge No. 6 (27508) was intended to be a temporary structure carrying Burnham Road over the Kenilworth Channel and Lagoon. It was replaced in 1961 by the current Burnham Road Bridge and substantially rehabilitated in 2015.

IMPROVING CIRCULATION

In 1917, MBPC voted to pave the Grand Rounds “with a tar and macadam on a gravel or water-bound macadam base.” The Board cited the harmony of the new material with the landscape and its



Figure 9: Kenilworth Lagoon wood WPA Walls, c.1940, Minnesota Historical Society

hard-wearing qualities.³³

In 1924, concrete curbs were constructed on the parkways at Lake of the Isles. The street surface was repaved with “a 6-inch, water-bound, limestone macadam base and the usual 3-inch tar macadam surface.” That same year, a bridle path was built along the parkway at Lake of the Isles, reflecting the frequency of horseback riding at the lakes.³⁴ Minneapolis experienced heavy rains in 1925, the Park Board began a series of “precautionary measures” that included “4,946 square yards of concrete sluiceways” and curbing along the concrete walks at Lake of the Isles. These measures were intended to prevent future damage to the park areas.³⁵

Flooding and erosion continued to create problems for park management. In 1935, water levels in the lake were lowered by 6 inches to prevent future damage to the shoreline. As a result, sand along the shore became more visible and prominent.³⁶

WPA IMPROVEMENTS

During the Great Depression, MBPC faced a funding shortfall and maintenance at city parks was deferred. The city completed several projects with the help of the Works Progress Administration (WPA) to address pressing concerns at its parks. The WPA also built rustic stone retaining walls in the canal between the railroad trestle and Burnham Road and laid new riprap around the lagoon’s bridges and shore, creating a 2,400 cubic foot retaining wall. Other WPA projects in the canal included resurfacing, sodding, and seeding the banks. In 1936, the WPA constructed new timber breakwaters on both sides of the lagoon between Bridge No. 6 and Cedar Lake.³⁷



Figure 10: 1953 aerial photo of project area (Borchert Map Library, University of Minnesota)

The WPA interventions created crisp, rectilinear shorelines within the Kenilworth Channel and Lagoon (Figure 9). The shoreline no longer sloped down to the water, but now stopped at the top of the retaining walls and the vertical face of the stone or wood was exposed above the waterline.³⁸

At the Bde Maka Ska-Lake of the Isles Channel, WPA crews excavated the portion of the channel that passes under the Lake Street Bridge in 1937. Riprap was installed in the channel, and concrete and limestone retaining walls were installed in 1940.³⁹

Also during this period, but not part of WPA projects, small site features were added to the study area. They included the Fort Snelling Boulder Near Park Board Bridge No. 3. The Colonial Chapter of the Daughters of the American Revolution dedicated the commemorative monument. Its location marks the 1839 boundary of the Fort Snelling Reservation.

LATER CHANGES

The 1940s and 1950s were fairly stable decades for this portion of the Grand Rounds. By the 1960s, some of the parks’ original infrastructure was in need of replacement. In 1961, Bridge No. 6 was replaced with a new single-width railroad bridge, which was rehabilitated in 2015. At Cedar Lake, the parkway and shoreline on the west side of the lake had deteriorated and were stabilized.⁴⁰

Recreational needs were changing during this period and placed different pressures on the Grand Rounds. When Robert Ruhe became superintendent in 1966, he felt he had a mandate to make significant changes to Minneapolis’ parks. Ruhe was concerned about highway encroachment and overall poor conditions within the Grand Rounds. One of the most significant stressors on the system was that the parkways had become commuter routes and were no longer used primarily for

recreation. Ruhe recommended hiring San Francisco landscape architecture firm Eckbo, Dean, Austin and Williams to study the Grand Rounds and make recommendations for improvements. Garrett Eckbo was one of the most prominent modernist landscape architects in the mid-twentieth century, and his work favored of sparse and rectilinear aesthetics.⁴¹

In 1971, Eckbo, Dean, Austin and Williams completed its planning study of the Grand Rounds.⁴² The circulation routes were narrowed in the early 1970s, following the firm’s recommendations. Two-way parkways were narrowed from 34 feet to 24 feet, access roads were narrowed to 20 feet, and one-way roads were reduced to 16 feet. Parking bays were also constructed along the parkways. At Lake of the Isles Parkway, traffic patterns were changed to convert the formerly two-way road to one-way. The parkways were repaved with red-tone pavement to differentiate them from regular surface streets. Bicycle paths were also separated from walking paths as part of this circulation overhaul.⁴³

New signage designed by InterDesign was placed throughout the Grand Rounds during this period. Most were rustic-style wood signed with routed and painted lettering. At Lake of the Isles, sections of paths were lined with wood bollards linked with chains. Cube-shaped lights were also installed along the parkways. These lights were removed from Lake of the Isles Boulevard in the early 2000s and replaced with MPRB standard fixtures.⁴⁴

In the 1990s and 2000s, some of the original vegetation schemes were changed as a result of storms and to address flooding and water quality concerns. Many trees along Kenilworth Channel and Lagoon were lost in the 1990s and new trees were planted, although not always in the same locations. As a result, many of the distinctive

33 “Tar Macadam Paving for Park Boulevards Approved by Board,” N.P., June 7, 1917.

34 Minneapolis Park Board Annual Report for 1924, in LOI Chronology, Hess Roise.

35 Minneapolis Park Board Annual Report for 1925, in LOI Chronology, Hess Roise.

36 Mathis, “Kenilworth Lagoon/Channel Context.”

37 Mathis, “Kenilworth Lagoon/Channel Context.”

38 Photo No. MH5.9 NP4.8 r11, 1911, Minnesota Historical Society, Saint Paul.

39 Minnesota Architecture History Form No. HE-MPC-01823, “Lake Calhoun-Lake of the Isles Channel,” 2008, Minnesota State Historic Preservation Office, Saint Paul.

40 Minneapolis Park Board Annual Report for 1961, 36, Hess Roise Project Files.

41 Berglin, “Grand Rounds.”

42 Mathis, “Kenilworth Lagoon/Channel Context.”

43 Berglin, “Grand Rounds.”

44 Mathis, “Kenilworth Lagoon/Channel Context.”

clusters of evergreen trees on the north shore of the lagoon were lost and replaced with deciduous trees. In 1998, a heavy flood damaged shoreline vegetation at Lake of the Isles, and a windstorm took down several trees.

In the 2000s, MPRB undertook a multi-year project aimed at addressing flooding, improving water quality, and replacing vegetation. Nearly 150 shrubs were planted along Kenilworth Channel and Lagoon as part of this project, and cattails were added to the northeastern and southwestern corners of the lagoon. This work was done in partnership with local community initiatives. MPRB also installed stone slabs on the north and south shores of the lagoon to direct lake access. At Lake of the Isles, MPRB undertook a shore-stabilization project that included replacing paths, restoring upland plantings, and constructing new view points along the shoreline.

In 2015, the Burnham Road bridge over the Kenilworth Channel and Lagoon was largely replaced. The project included removing and rebuilding the superstructure and parts of the abutments.

In 2021, the MPRB completed a shoreline stabilization project that replaced the failing WPA wood walls that line both sides of the Kenilworth Channel and Lagoon between Burnham Road (Bridge No. 6) and Cedar Lake with naturalized shore line, plants, stone and soil. The project did not receive any federal funds and was not subject to Section 106 review.

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CHAPTER 3. IDENTIFICATION OF HISTORIC RESOURCES



Figure 11: Horseback riding at Lake of the Isles, undated (Minneapolis Park and Recreation Board)

SUMMARY OF HISTORIC SIGNIFICANCE

The Grand Rounds Historic District is eligible for the National Register of Historic Places under Criterion A in the areas of Community Planning and Development and Entertainment/Recreation. It is also eligible under Criterion C in the area of Landscape Architecture. The district’s period of significance runs from 1887 to 1978, meaning that all changes to the park system enacted before 1978 are considered historic. Additionally, Lake of the Isles and the adjacent Kenwood Park were determined individually eligible for the National Register in 1999. MPRB Bridges No. 1-4 are individually listed in the National Register under Criterion C for their engineering.

The Grand Rounds Historic District—including the HPP study area—were intensively surveyed in 2014-2015. Contributing and non-contributing features were identified at this time.

As described in the National Register nomination, “The basis of the Grand Rounds are its natural features, including lakes, creeks, woodlands, riverbanks, and wetlands, as well as manmade features such as parks, playgrounds, parkways, trails, golf courses, athletic fields, picnic grounds, canals, and lagoons.” The nomination labels major features as contributing or not contributing to the historic district; small landscape features were not counted as individual resources.

The following discussion analyzes the study area using the framework set up in the Guidelines for the Treatment of Cultural Landscapes. Character-defining features are identified in each section.

CULTURAL LANDSCAPE FEATURES

SPATIAL ORGANIZATION

Major natural features provide the overall organizational framework for the Grand Rounds. In the study area, the spatial relationship between Lake of the Isles, the Kenilworth Channel and Lagoon, and the Bde Maka Ska-Lake of the Isles Channel is a character-defining feature of this landscape. The relationship between the two islands in Lake of the Isles, and between the two islands and the shoreline, is also a character-defining feature.

The organization and hierarchy of circulation are also character-defining features in the study area. Pedestrian paths are located closest to the lake and bicycle paths closer to the vehicular parkways (see additional discussion under Circulation).

While surrounded by urban neighborhoods, the site is largely free of buildings and structures and is predominantly open greenspace. This openness is a character-defining feature.

TOPOGRAPHY

The current topography of the study area was created when Lake of the Isles was dredged between 1898 and 1911. The dredge tailings were used to raise the level of the parkway, fill low areas, and level the lake’s two islands.

Lake of the Isles and its canals are low-lying bodies of water. The topography rises steeply north of Lake of the Isles. These high points are outside the study area, but contribute to the setting of Lake of the Isles and the canal system. The surrounding land to the west, south, and east of Lake of the Isles is fairly flat.

There are variations in topography within the study area. The parkway and bike path are often at a slightly higher elevation than the pedestrian path, which is typically close to the water level. One of the steepest sections is at the southeast corner of Lake of the

Isles where a concrete stair runs between the bike path and the pedestrian path.

The Kenilworth Channel and Lagoon between Bridge No. 5 and Lake of the Isles has gently sloped banks. Between Bridge No. 5 and Cedar Lake, steeper banks and dense, mature tree cover creates a tunnel-like character in the lagoon. In contrast, the Lake of the Isles-Bde Maka Ska canal has fairly level banks, which give it an open character.

VIEWS

Lake of the Isles Park and the Grand Rounds were originally designed using picturesque design principles that emphasized the importance of views to the pastoral experience of the landscape. Parkway and paths followed mostly curvilinear alignments, which allowed views to open and close as people walked, rode, and drove through the park. Today, the parkways and paths retain their curvilinear alignment and visitors can still experience picturesque views on the circulation routes. The limited views along the paths and parkway are character-defining features.

The Kenilworth Channel and Lagoon, in contrast, has an orthogonal alignment. Views from the channel are framed by vegetation, creating a tunnel-like character, particularly west of Bridge No. 5. The bridge serves as a distinct dividing line in the channel, blocking continuous views from one end of the channel to the other.

Vegetation further limits open viewsheds throughout the study area. Open views were present across Lake of the Isles, but are interrupted by the heavily wooded islands. The loss and replacement of vegetation throughout the study area has created more open views from the parkways across the lake.

Additionally, the bridges in the study area provide higher vantage points, offering wide views across Lake of the Isles and over the channel and lagoons and parkways.

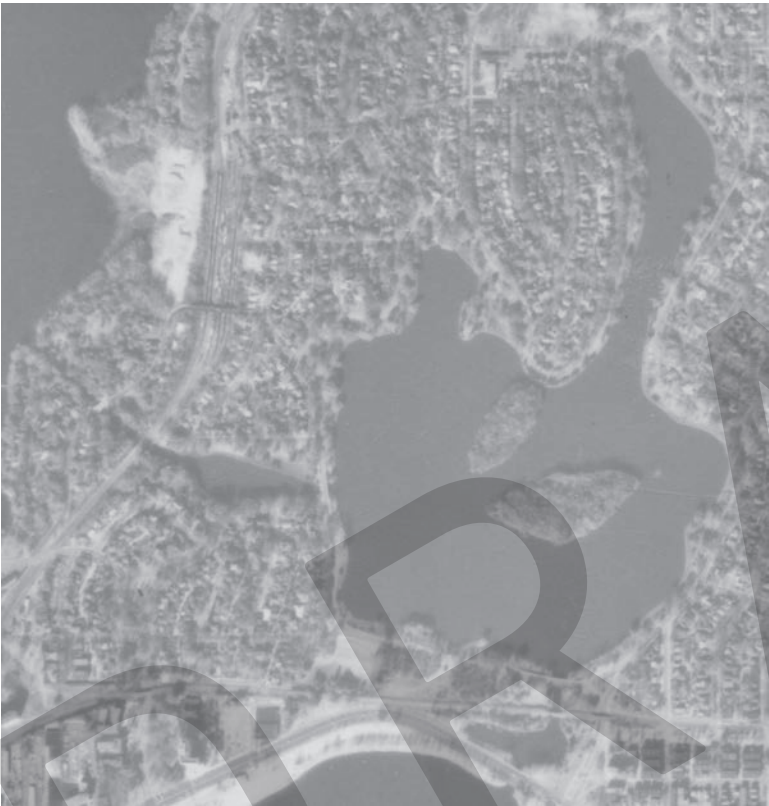


Figure 12: 1969 aerial photo of project area (Borchert Map Library, University of Minnesota)

VEGETATION

When the land now comprising Lake of the Isles Park and its canals was acquired by MBPC, it contained varied vegetation. Where feasible, mature trees were incorporated into the initial landscape design. New lawns, shrubs, trees, and other vegetation was added and altered during the period of significance. A 1911 plan of Lake of the Isles shows trees lining the parkways and walking paths. Clusters of trees and shrubs on the lawns, creating a fairly dense vegetation scheme. The heaviest pockets of trees were on the east and west shores. Larger areas of open lawns with scattered trees and shrubs were at the north ends of the lake’s two arms. The Bde Maka Ska-Lake of the Isles Channel was lined with trees, but had large open lawn outside this first layer of vegetation.

Aerial photographs show that the vegetation density became more uniform in density during the 1950s and 1960s. The formerly open lawn at the north end of the west arm has substantially more trees and shrubs in the 1953 photo (Figure 10) than it did during the 1930s. This may be due to growth over time rather than new planting. The last available aerial photograph during the period of significance shows large mature trees on the lakeshore and lining the Kenilworth Channel and Lagoon (Figure 12). The Bde Maka Ska-Lake of the Isles Channel continued to have less vegetation, particularly at its southeast corner. Most trees are deciduous; few evergreen trees are present.

Trees and other vegetation were lost along Lake of the Isles during the 1990s and 2000s, and shore stabilization and water quality restoration projects introduced new plants. Today, trees and open lawn are the two main types of vegetation; there are minimal shrubs, grasses, and flower beds. Large swaths of open grass lawns are at the north end of both arms. Many of the boulevard trees on Lake of the Isles Parkway have been lost, resulting in a patchwork canopy. The most intact section is north of West Twenty-second Street at the northeast corner of the lake. Dense clusters of trees remain along the south and southeast shore.

The character of Lake of the Isles was changed by major dredging projects between 1889 and 1911. This removed the lake’s original marsh-like character and emergent aquatic plants. Limited emergent wetland vegetation was installed during the Cleveland and Wirth eras; both landscape architects favored a picturesque, highly groomed aesthetic with manicured lawns and crisp shorelines. New emergent and wetland vegetation was planted during water-quality improvement projects and shore-stabilization efforts during the 1990s and 2000s. Today, native wetland plants are present on the Lake of the Isles shoreline.

The two islands were historically, and are currently, covered with dense vegetation comprising mature trees and thick understory. This is a character-defining feature of the islands. Of the dense vegetation found on the islands, most is invasive with some native species in select areas. Both islands are designated by MPRB as wildlife refuges and access is prohibited.

CIRCULATION

Curvilinear parkways are a character-defining feature of the Grand Rounds and Lake of the Isles Park. The parkways were first paved with gravel, which was occasionally treated with water or oil to control dust. Macadam paving was introduced in 1917 (a compacted stone paving bound with tar or bitumen). In the 1970s, the parkways were altered through a series of improvements recommended by Eckbo. These changes included repaving the parkways with red-tone pavement to differentiate them from normal city streets. Lake of the Isles Parkway was also narrowed to 24 feet and surface-parking bays were constructed on the landside edge of the road. The parkway’s original alignment was largely retained through these improvements. As noted in the National Register nomination, “These modifications were part of the park board’s first comprehensive update to the Grand Rounds and add a compatible layer to the system’s historic character.”¹

¹ Berglin, “Grand Rounds.”



Figure 13: Lake of the Isles path, 1912, (Minnesota Historical Society)

Bicycle, bridle, and walking paths were also built at Lake of the Isles. Paths were originally paved with gravel, and were repaved with bituminous by mid-century. Separated bicycle and pedestrian baths were constructed during the 1970s after several years of confrontations between cyclists and pedestrians on shared paths. The bike paths generally follow the alignment of the parkway.

Walking paths were historically built on both shores of the Kenilworth Channel and Lagoon and on the east side of the Bde Maka Ska-Lake of the Isles Channel (Figure 13). The paths at the Kenilworth Channel and Lagoon had pipe handrails where they ran close to the water. The paths along the Kenilworth Channel and Lagoon were removed by the 1940s. Currently, there is a short dirt-paved footpath running between the intersection of South Upton Avenue and Kenilworth Place and the Kenilworth Trail. The path on the south bank of the lagoon and the remainder of the north path have been abandoned and are not readable on the landscape.

Throughout the period of significance and into the modern era, there has consistently been a circumferential pedestrian path running along the lake shore of Lake of the Isles. Adjustments to the alignment have been made in response to flooding and shoreline improvements, but the path has retained a curvilinear character that brings pedestians close to, and then away from, the water.

There are also several paths running between the parkway and the lakeshore path. The location, number, and alignment of these paths have changed several times over the site’s history. The pedestrian and bicycle paths have a distinctly different character from the parkway, creating a significant hierarchy of circulation on the landscape.

The curvilinear parkway, bike path, and lakeshore walking path are character-defining features. The connecting paths between the bike and pedestrian paths were constructed after the period of significance and are not considered historic.

WATER FEATURES

Lake of the Isles is the dominant water feature in the study area. The lake originally had a swampy, marsh-like character prior to park development. Lake of the Isles was heavily dredged and graded during the late 1800s and early 1900s; this created a crisp, defined shoreline. Lake of the Isles currently has two water-access points, one at the northwest corner of the lake and one at the south end. Both have non-historic docks and canoe racks.

Two canals were constructed at Lake of the Isles to create a navigable water route through the Chain of Lakes. The Bde Maka Ska-Lake of the Isles Channel was constructed in 1911, and the Kenilworth Channel and Lagoon opened in 1913. Wood and stone retaining walls were later installed in the Kenilworth Channel and Lagoon during the WPA period to reinforce the shoreline. Most of the retaining walls in the Kenilworth Channel and Lagoon were removed in 2021-2022 and replaced with naturalized shoreline. The canals, the remaining retaining walls, and the adjacent vegetation are character-defining features.

STRUCTURES AND OBJECTS

Large structures and objects in the study area include six bridges, Peavey Fountain, and the Fort Snelling Boulder. All of these resources are contributing features in the Grand Rounds Historic District. Bridges No. 1-4 are also individually eligible for the National Register. These features substantially contribute to the site’s historic significance and are character-defining features. Bridge No. 5 is being replaced as part of the SWLRT project. The work and the design of the replacement bridge were reviewed through Section 106 consultation.

SITE FURNISHINGS

Small site features such as benches, signage, lighting, and bollards are throughout the study area. The rustic bollards, benches, and signs were designed by InterDesign and installed during the period of significance. These elements are not typically considered individually significant, but contribute to the overall design and feeling of the landscape. In the study area, these features communicate the 1970s redesign of the Grand Rounds and contribute to the landscape’s historic integrity.

HISTORIC INTEGRITY

Lake of the Isles Park and the Grand Rounds: Canal System retain historic integrity as a designed landscape and are contributing resources in the Grand Rounds Historic District, which has a period of significance of 1887-1978.

Lake of the Isles Park and the Grand Rounds: Canal System retains integrity of location. The property and its major features have not been moved from their historic locations. The Grand Rounds was developed around existing natural features, including Lake of the Isles. Intervention by the MPRB during the period of significance modified these features and added new elements to the landscape, largely creating the study area’s historic character.

The landscape retains sufficient integrity of materials and workmanship. Historic materials are extant on the bridges, retaining walls, and contributing objects; the integrity of workmanship is expressed through these features’ construction methods. Historic materials have been replaced in kind on the circulation routes; these alterations are compatible with the site’s historic character and do not diminish its historic integrity. Similarly, vegetation patterns and density have changed over the site’s history. The general character of lawns with canopy trees is retained on the

shores of Lake of the Isles and at the canals. The two islands retain their dense vegetation. Additional study would be needed to identify specific heritage trees.

Lake of the Isles Park and the Grand Rounds: Canal System retains integrity of design. The original design of the Grand Rounds was heavily influenced by picturesque design principles. This was expressed through curvilinear paths and parkways, defined vegetation plans, and classically inspired bridges. These features retain historic integrity and continue to express their historic design intent. Continued park development during the 1910s and WPA improvements during the 1930s added contributing features to the landscape. Later alterations during the 1970s introduced elements of Modern, spare landscape design and modified existing picturesque elements. This is reflected on the landscape through alterations to the parkways and small site furnishings.

The landscape retains integrity of setting. The construction of the Grand Rounds increased the property values surrounding the Chain of Lakes, driving construction of high-style, single-family residences that formed the study area’s historic setting. The Lake of the Isles Residential Historic District comprises the majority of the houses facing Lake of the Isles, as well as the park and lake. Many of the lots around Cedar Lake were developed later and display mid-century and Modern architectural styles. The residential neighborhoods surrounding the study area have been retained and contribute to the historic setting of Lake of the Isles Park and the Grand Rounds: Canal System.

Lake of the Isles Park and the Grand Rounds: Canal System retains integrity of feeling and association. Extant historic structures, circulation patterns, water features, topography, vegetation, spatial organization, and viewsheds contribute to the overall historic character of the site. The park and canals continue to express their historic character as a designed landscape. The site’s curvilinear parkways and paths, open lawns, and Classical-Revival bridges

continue to reflect many of the picturesque design principles from the park’s initial development. Historically significant alterations from the WPA and Eckbo periods are also extant and contribute to the sense of place. The study area continues to serve as a public park, supporting the integrity of these aspects.

The work currently underway for the Southwest Lightrail Transitway project was evaluated through Section 106 consultation and determined to have an adverse effect on the Kenilworth Lagoon/Grand Rounds Historic District. Information on the project’s impacts can be found in the Final Environmental Impact Statement and Section 106 Memorandum of Agreement.

Future work in the study area should follow the Secretary of the Interior’s Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes to ensure the continued historic integrity of the Grand Rounds Historic District.



Figure 14: West Lake Street Bridge, Park Board Bridge Number 1 (Bridge No. 90449) (Hess Roise, 2008)



Figure 15: Midtown Greenway Bridge, Park Board Bridge Number 2 (Bridge No. 93809) (Hess Roise 2008)



Figure 16: Lake of the Isles Parkway Bridge, Park Board Bridge Number 3 (Bridge No. L5722) (Hess Roise 2008)

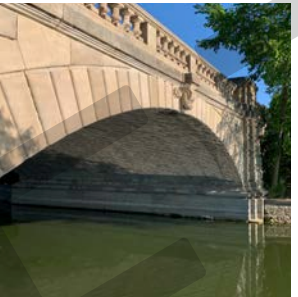


Figure 17: Lake of the Isles Parkway Bridge, Park Board Bridge Number 4 (Bridge No. L5729) (MSR 2021)

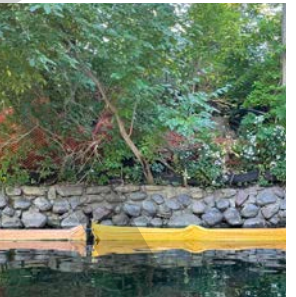


Figure 18: Retaining Walls (TxT 2021)



Figure 19: Park Board Bridge Number 6/Burnham Road Bridge (Bridge No. 27508) (MSR 2021)



Figure 20: Peavey Fountain, (TEN x TEN, 2020)



Figure 21: Fort Snelling Boulder



Figure 22: Kenilworth Lagoon looking west (Met Council 2015)

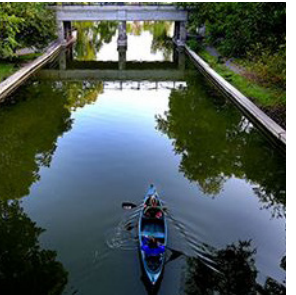


Figure 23: Bde Maka Ska-Lake of the Isles Channel (MPRB undated)

CHARACTER-DEFINING FEATURES

A character-defining features is “a prominent or distinctive aspect, quality, or characteristic of a historic property that contributes significantly to its physical character.” The list below summarizes the landscape features at Lake of the Isles Park and the Grand Rounds: Canal System that are character defining features.

TOPOGRAPHY

- Primarily level terrain within study area
- Surrounding hills (outside study area)
- Parkways raised above the lakeshore

SPATIAL ORGANIZATION

- Curvilinear character of lakeshore paths, and parkway
- Relationship between Lake of the Isles and the Grand Rounds: Canal System
- Relationship between the two islands, and between the two islands and the shoreline
- Organization of pedestrian paths, bike paths, and parkways
- Open green space of study area surrounded by urban neighborhood

VIEWS

- Views along Lake of the Isles Parkway
- View down Kenilworth Channel and Lagoon
- Views down and across the Bde Maka Ska-Lake of the Isles Channel

VEGETATION

- Lawns
- Mature Trees

CIRCULATION

- Lake of the Isles Parkway
- Lakeshore pedestrian path
- Bike path along parkway
- Hierarchy of circulation
- Water circulation

WATER FEATURES

- Lake of the Isles
- Kenilworth Lagoon and Channel
- Bde Maka Ska-Lake of the Isles Channel

STRUCTURES, SITE FURNISHINGS OBJECTS

- Fort Snelling Boulder
- Peavey Fountain
- Park Board Bridge No. 1 (Bridge No. 90449)
- Park Board Bridge No. 2 (Bridge No. 93809)
- Park Board Bridge No. 3 (Bridge No. L5722)
- Park Board Bridge No. 4 (Bridge No. 27508)
- Park Board Bridge No. 6/Burnham Road Bridge (Bridge No. 27508)
- Retaining Walls

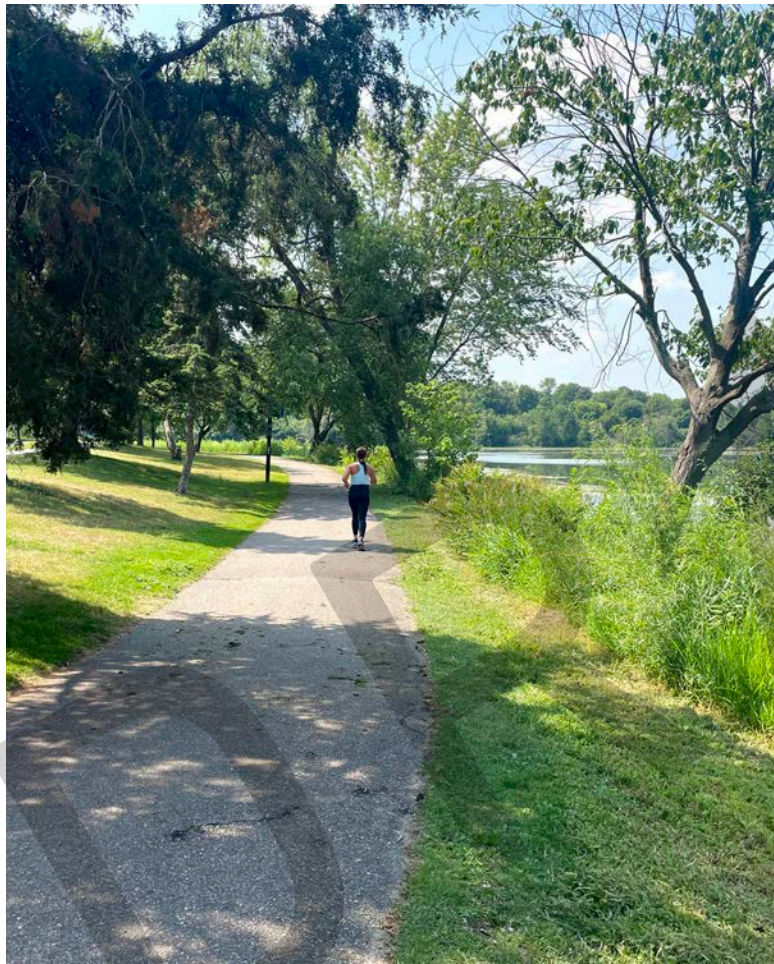


Figure 24: Lake of the Isles mown lawn against shoreline buffer, TEN x TEN 2021

POTENTIALLY ELIGIBLE TRADITIONAL CULTURAL SIGNIFICANCE

The master plan project area is a portion of a broader cultural landscape that is potentially eligible for listing in the National Register of Historic Places (NRHP) as a traditional cultural property (TCP), Indigenous cultural landscape (ICL), or Tribal cultural landscape (TCL), for its association with Minnesota Dakota communities. While this HPP identifies potential significance, the comprehensive evaluation needed to determine eligibility is not part of the Historic Preservation Plan.

FRAMEWORKS FOR DETERMINING TRADITIONAL CULTURAL SIGNIFICANCE

The NRHP recognizes TCPs as physical properties or places eligible for inclusion in the National Register if they are associated with continuing cultural identity of a living community and retain integrity.⁴⁵ National Register Bulletin 38 provides guidelines for evaluating and documenting TCPs.⁴⁶ The type of property and evaluation of integrity must meet the standard NRHP criteria, which can be difficult to reconcile with Indigenous values at cultural sites.⁴⁷

Indigenous cultural landscape (ICL) is a term used to address places that demonstrate aspects of natural and cultural landscapes that supported American Indian lifeways and settlements in the 17th and 18th centuries. The concept:

...recognizes and respects that Indian cultures lived within the context of their environment, although not in the stereotypical

45 U.S. Department of the Interior, National Park Service, National Register Bulletin 38: Guidelines for Evaluating and Documenting Traditional Cultural Properties (Patricia L. Parker and Thomas F. King, 1998 rev); and U.S. Department of the Interior, National Park Service, American Indian Liaison Office, National Register of Historic Places, "Traditional Cultural Properties: A Quick Guide for Preserving Native American Cultural Resources," at <https://www.nps.gov/history/TRIBES/Documents/TCP.pdf>.

46 U.S. Department of the Interior, National Park Service, National Register Bulletin 38: Guidelines for Evaluating and Documenting Traditional Cultural Properties (Patricia L. Parker and Thomas F. King, 1998 rev).

47 Thomas F. King, "Beyond Bulletin 38."

*sense of living in harmony with the environment. American Indian peoples lived around major waterways within large, varied landscapes, with which they were intimately familiar. They used different parts of those landscapes in different ways: for food, medicine, and clothing procurement, for making tools and objects related to transportation and the household, for agriculture, and for settlements... [T]o be effective in such a society, both men and women had to be familiar with very large areas of land and water and be able to remember and travel to the appropriate places for gathering particular plants, acquiring stone for tools, or hunting particular species of animals.*⁴⁸

Traditional knowledge has been retained through oral tradition and connections to significant places remain important to today's Indigenous communities. Acknowledgment of the continued existence of American Indian cultures leads to respect of their knowledge and traditions, including strong attachment to place and better understanding of cultural life ways. One author notes that this approach

*...brings both equality and visibility to the descendants of the indigenous cultures who inhabited these lands historically. If we conserve for both indigenous cultural and ecological reasons, along with scenic and aesthetic reasons, we build a greater meaning for these landscapes, and for the people who were, and still are, culturally attached to them.*⁴⁹

A Tribal Cultural Landscape (TCL) is defined as a place "... in which a relationship, past or present, exists between a spatial area, resource, and an associated group of Indigenous people whose cultural practices, beliefs, or identity connects them to that place."⁵⁰

48 Deanna Beacham (Weapemeoc), "The Indigenous Cultural Landscape of the Eastern Woodlands: A Model for Conservation, Interpretation, and Tourism," (Proceedings, George Wright Society Conference on Parks, Protected Areas and Cultural Sites, New Orleans, Louisiana, 2011) 41, at <http://www.georgewright.org/1108beacham.pdf>.

49 Beacham (Weapemeoc), "The Indigenous Cultural Landscape of the Eastern Woodlands: A Model for Conservation, Interpretation, and Tourism," 41.

50 David Ball, Rosie Clayburn, Roberta Cordero, Briece Edwards, Valerie Grussing, Janine Ledford, Robert McConnell, Rebekah Monette, Robert Steelquist, Eirik Thorsgard, Jon Townsend, "A

A tribal cultural landscape is determined and known to a culturally related group of Indigenous people with relationships to that place."⁵¹ Inherent in the TCL is that significance is determined by the Indigenous communities, rather than by external criteria.

GUIDANCE FROM DAKOTA ADVISORS

Representatives of the Shakopee Mdewakanton Sioux (Dakota) Community, Upper Sioux Community, Lower Sioux Community, and Prairie Island Indian Community participated in the master planning process. A tribal listening session was held in October 2020 to gain insight into the importance of the lakes to the Dakota. An on-site field visit was held in May 2021 with Tribal Historic Preservation Officers (THPO) and the project team.

The tribal representatives related that visiting the lakes continues to be important for community members, sometimes to gather plants or to spend time in nature. They indicated that restoration of indigenous plants and improvement of environmental quality, especially water quality, are their major concerns. They asked to be more actively engaged by MPRB in the considerations about caring for the lakes. There are places within the project area that are culturally important to the Dakota, but they should remain private and not be publicized.

Cedar Lake and Lake of the Isles are culturally significant to Minnesota Dakota communities. The lakes and associated landscape continue to play a role in the beliefs, customs, and practices, of Minnesota Dakota communities. Their knowledge and connections to both lakes have been handed down over generations. The lakes are used for harvesting wild plants, spending time in nature, ceremonial activities, and connecting to the landscape.

Guidance Document for Characterizing Tribal Cultural Landscapes," (Bureau of Ocean Energy Management, Pacific OCS Region, National Oceanic and Atmospheric Administration, Office of National Marine Sanctuaries, Makah Tribe, Confederated Tribes of Grand Ronde Community of Oregon, Yurok Tribe, and National Marine Sanctuary Foundation, 2015) 5, at <https://www.boem.gov/2015-047/>.

51 Ball, et.al., "A Guidance Document for Characterizing Tribal Cultural Landscapes," 5.

CHAPTER 4. BASIS OF DESIGN



Figure 25: Lake of the Isles view, QE 2021

This chapter explains the selection of rehabilitation as the most appropriate treatment approach for the previously identified and potentially eligible historic resources within the project area. The United States Secretary of the Interior’s (SOI) Standards for the Rehabilitation of Historic Properties are included for reference, and challenges and opportunities associated with stewardship of the historic properties are listed.

TREATMENT APPROACH SELECTION

Selection of a treatment approach for a historic property provides a fundamental structure upon which future management decisions are made. The United States Secretary of the Interior provides guidance for four types of treatment approaches for historic landscapes. Each is described below and their applicability to the historic resources in the study area is described.

REHABILITATION

Rehabilitation allows repairs, alterations, and additions necessary to enable a compatible use for a property, as long as the portions or features which convey the historical, cultural, or architectural values are preserved.

Rehabilitation is the most appropriate treatment approach for the Lake of the Isles Park and the Grand Rounds: Canal System cultural landscape. This approach allows compatible use through new additions and alterations, while also preserving contributing and character-defining features. Rehabilitation allows construction of new elements addressing current needs, including work needed to improve environmental condition, provide public access, reintroduce vegetation, and integrate new, compatible uses. Design of new elements is carefully integrated with historic features, without creating a false sense of history. New elements and repairs are designed to be differentiated from historic features.

PRESERVATION

Preservation is the act of sustaining the existing form, integrity, and materials of a historic property. This approach is most appropriate for properties that have a high level of integrity and often requires acceptance of representations of features or conditions from multiple time periods. A preservation approach is not the most appropriate approach for the HPP study-area because alterations are needed to accommodate contemporary needs and future uses, and may be desirable to protect potentially eligible traditional cultural significance.

RESTORATION

Restoration is the process of depicting the form, features, and character of a property as it appeared at a particular period in time. Elements added during earlier or later periods are removed in order to clearly represent one time period. A high level of documentation is necessary to ensure that the site accurately represents the historic period. Restoration is not the most appropriate treatment approach for HPP study-area due to the need to make alterations to accommodate contemporary needs and future uses, and may be desirable to protect potentially eligible traditional cultural significance.

RECONSTRUCTION

Reconstruction is the act of using new construction to depict a non-surviving site, landscape, building, structure, or object as it appeared at a specific period of time in its historic location. This approach is used only in cases where the highest level of significance applies and detailed documentation exists regarding the historic conditions of the property. Reconstruction as a treatment approach is not appropriate for HPP study-area.

REHABILITATION STANDARDS

This section contains an overview of The Secretary of the Interior’s (SOI) Standards for rehabilitation of cultural landscapes to inform the development of the master plan.

The SOI Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes provides guidance for planning, design, implementation and review of project work for historic sites. (FN: National Park Service, “The Secretary of the Interior’s Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes,” <https://www.nps.gov/tps/standards/four-treatments/landscape-guidelines/index.htm>)

The Standards for Rehabilitation are:

- 1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
- 2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
- 3. Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
- 4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.
- 5. Distinctive materials, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8. Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

9. New additions, exterior alterations, or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.⁵²

⁵² National Park Service, The Secretary of the Interior’s Standards for the Treatment of Historic Properties: Guidelines for Rehabilitating Cultural Landscapes, www.nps.gov/tps/standards/four-treatments/landscape-guidelines/index.htm.

SIGNIFICANT PROPERTY STEWARDSHIP ISSUES

This section identifies opportunities and challenges associated with stewardship of the Lake of the Isles Park and the Grand Rounds: Canal System as well as the potentially eligible traditional cultural significance of the landscape.

- Large expanses of open lawn are consistent with historic character but are detrimental to the environmental quality of the lakes and require significant use of carbon to maintain, and sequester little compared to other landscape types.
- The parks are valued by the local, regional, and indigenous communities for different reasons.
- The manicured landscape is representative of part of the period of significance, but is not consistent with potentially significant traditional cultural importance of the landscape to Minnesota Dakota communities.
- Restrictive covenants and high property values exclude some people from feeling comfortable and welcome in the Lake of the Isles Park and the Grand Rounds: Canal System area. There are opportunities for improving access for Black, Indigenous, People of Color (BIPOC) communities.
- The Americans Disabilities Act (ADA) passed after the park was constructed. Since then, increased understanding and strategies for improving access for people of all abilities has evolved. There are opportunities for expanding access to include people with a range of abilities in ways that are sensitive to the historic character of the cultural landscape.
- The lakes are public property that were forcibly taken from indigenous communities, yet descendants of those communities

feel unwelcome or experience bureaucratic or financial barriers to using the landscape and water in traditional ways. Examples are harvesting plants and fruit, water access (cost of boat rental/storage and limited access to boats), gathering (lack of group facilities), or simply visiting as individuals (access to/ cost of transportation and parking).

- Erosion of ground surfaces is damaging the historic topography and impacting water quality.
- There are opportunities for improving fish and other aquatic life habitat in ways that are consistent with historic preservation standards.
- Limited free parking around Cedar Lake discourages access by non-local residents.
- Privacy and protection of sacred sites is desired.

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CHAPTER 5. PRESERVATION GOALS & MASTER PLAN ALIGNMENT



Figure 26: View across Lake of the Isles, TEN x TEN 2020

INTEGRATION OF PRESERVATION PLAN AND MASTER PLAN PROCESSES

Development of the master plan for HPP study-area will integrate and consider historic and natural resource stewardship in order to culminate in a plan that supports outdoor activities, tells authentic stories, and builds stronger relationships among humans, wildlife, and the lakes.

This preservation plan has been prepared in conjunction with the master plan. Through integration of the SOI Standards for Rehabilitation in the development of master plan recommendations, stewardship of the historic properties and the traditional cultural significance of the site can be supported.

MASTER PLAN VISION

The Cedar Lake-Lake of the Isles Master Plan includes Cedar Lake and the surrounding park land, Lake of the Isles and surrounding park land, the Kenilworth Channel and Lagoon, and a portion of the Cedar Lake Regional Trail to the west of Cedar Lake. The completed master plan will direct policy and design implementation for the park land around both lakes for the next 20+ years. The “care for existing historic and cultural resources...” is an explicit goal of the recently adopted Parks for All Comprehensive Plan and MPRB planning efforts seek to “ Prioritize preservation of historic, cultural and scenic resources with protection of natural resources and contemporary recreational needs in park management, design, implementation, interpretation, and development decisions.”⁵³

Additionally, Master Plans play a critical role in the park board’s mission. Characteristics of a park master plan include the following:

- Set a vision to guide long-term development and improvements to a park or group of parks,
- Guide stewardship and help ensure that park features and amenities reflect the needs of the communities they serve,

⁵³ <https://www.minneapolis-parks.org/wp-content/uploads/2021/11/MPLS-Comprehensive-Plan-Digital-11022021-1.pdf>

- Help ensure long-term financial and ecological sustainability,
- Involve extensive engagement with individual and group stakeholders, other community partners and governmental entities, and
- Subject to review and comment by the public, as well as public hearings and approval by the Minneapolis Park and Recreation Board of Commissioners and the Metropolitan Council.

MASTER PLAN DRAFT GUIDING PRINCIPLES

The draft **guiding principles of the master plan** are included here to show how each principle holds specific preservation and cultural landscape goals. Specific preservation recommendations based on these goals are further detailed in Chapter 6 below.

PROTECT

Protect and enhance parkland and water bodies while adapting to a changing climate.

- Identify areas of historic and cultural significance and limit human intervention in these areas
- Honor Indigenous legacy through prioritizing water quality and preservation of natural areas

INVITE

Welcome diverse users by creating a sense of arrival, intuitive orientation, education for visitors, and ensuring safe connections to and through the park for both people and wildlife.

- Improve and provide amenities that create an inclusive welcome to the parks while respecting the historical integrity of each lake

CONNECT

Create flexible, safe, and clear circulation networks for all transportation modes to clarify and improve links between people, wildlife, and natural resources.

Create new and improved connections for people and wildlife while maintaining the historic circulation networks

TELL STORIES

Acknowledge and respond to layers of history related to the land and lakes, and value authentic stories through education, interpretation and stewardship.

- Use education and interpretation to celebrate the history of the Parks
- Protect important “moments”, areas of historic significance, or unique experiences

ENGAGE

Create inclusive and equitable programs and activities that reflect the unique character of each lake and provide welcoming and safe spaces for visitors to experience the natural environment.

- Inform park visitors about the history, from Indigenous legacy through to present day

RESPECT

Honor the uniqueness of each lake by respecting current and valued historic features while accommodating improvements to sustain biodiversity and strengthen new and returning visitor experiences.

- Honor different eras of historic landscapes
- Minimize impact to culturally or historically significant identified areas

SUMMARY OF PUBLIC ENGAGEMENT AND ISSUES BROUGHT UP DURING THAT PROCESS

The master planning process incorporated participation from representatives of Minnesota Dakota communities to gain insight into the importance of the lakes to their cultural heritage and guidance for recommendations. Tribal Historic Preservation officers (THPO) of the Shakopee Mdewakanton Sioux (Dakota) Community, Upper Sioux Community, Lower Sioux community, and Prairie Island Indian Community attended a tribal listening session in October 2020 and an on-site field visit in May 2021.

In October of 2020, the Master Plan project team hosted an informational meeting for the project Community Advisory Committee (CAC) and general public on the history of Lake of the Isles, Cedar Lake and the Kenilworth Channel and Lagoon. The presentation shared the major influences on the parks from the City Beautiful movement to dredging and the connection of the three lakes. The project asked for the CAC and public to provide feedback on how the park’s history could be honored and some of the points included:

- Interpretation for features that are gone and features that are still visible
- Find ways to honor indigenous lifeways - medicine garden, inclusive language
- Additional programming to share stories to youth
- Caring for natural resources and restoration of landscapes

- Art to tell stories
- Other general points of discussion revolved around contemporary needs and values:
- How the Parkway is used by commuters (vs historic leisure drivers)
 - How park visitor traffic will increase with new transit and any proposed park improvements
 - Accommodating differently-abled visitors
 - Accommodating multi-generational differences
 - Having enough space for everyone (walkers, bikers, dog-walkers)

CHAPTER 6. STEWARDSHIP RECOMMENDATIONS



Figure 27: Vegetation along Kenilworth Lagoon, TEN x TEN 2020

This chapter presents general recommendations to guide long-term management of the Lake of the Isles Park and the Grand Rounds: Canal System, as well as the potentially eligible traditional cultural property associated with the Cedar Lake - Lake of the Isles master plan project area. The recommendations apply the SOI Standards for Rehabilitation of historic properties and SOI guidelines for Rehabilitation of cultural landscapes.⁵⁴ Figure 29 illustrates general locations of selected stewardship recommendations. Figures 30 through 31 explain recommendations for character-defining features identified in Chapter 3. As part of planning for the SWLRT project, Met Transit will develop a more detailed Treatment Plan that will include specific guidance on how to care for historic resources in the HPP study-area.

GENERAL RECOMMENDATIONS

- Protect significant cultural resources and historic features that characterize the design and development of the parks.
- Preserve Lake of the Isles Parkway and Cedar Lake Parkway according to the SOI Rehabilitation standards. Ensure alterations retain the original intent of circumnavigating the lake with views across the lake at key points and opportunities along the route to connect with nature.
- Preserve the Kenilworth Channel and Lagoon and the Lake of the Isles Lagoon & Canal. Retain the historic design intent of being able to travel between the lakes, either by water or other means.
- Preserve portions of the lawn around Lake of the Isles (see Stewardship Recommendations Plan for suggested locations) that are at key intersections and provide views across the lake. Consider reducing the amount of mown lawn to address ecological concerns and to reflect the indigenous legacy and use of the area.

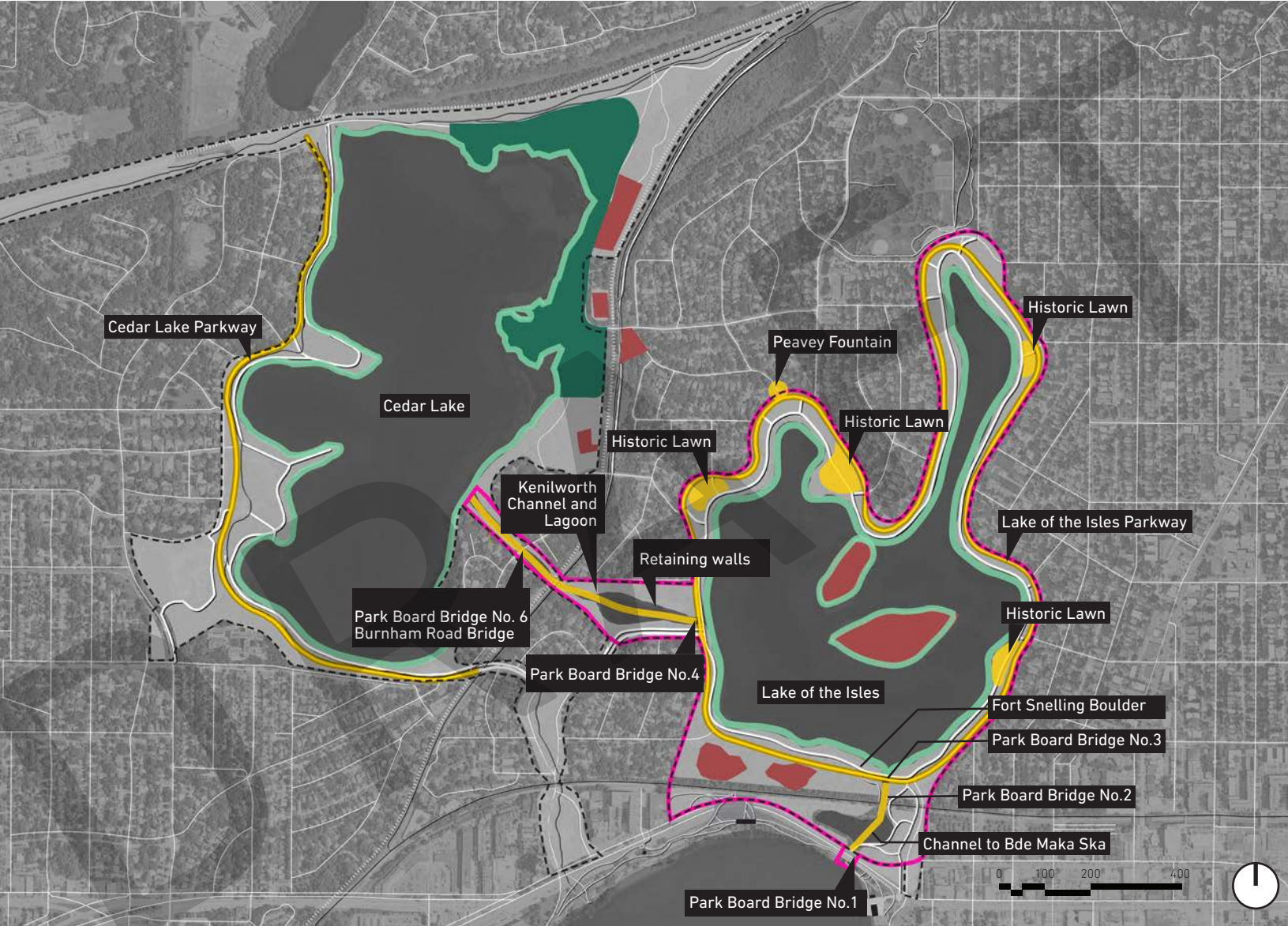
⁵⁴ National Park Service, The Secretary of the Interior’s Standards for the Treatment of Historic Properties: Guidelines for Rehabilitating Cultural Landscapes, www.nps.gov/tps/standards/four-treatments/landscape-guidelines/index.htm.

- Maintain the historically created topography and contoured edge of Lake of the Isles. Consider incorporating native plants to improve ecological health while maintaining the historic outline that was created in the early 20th century.
- Interpret significant aspects of the history of the area; for example, the WPA improvements to the area, incorporating documentation of features that have been removed.
- Preserve archaeological resources, including any below the water's surface.
- Preserve archaeological sites by discouraging visitor use in those areas. Some archaeological sites are currently in active use (dog park; soccer fields). Limit development and avoid ground disturbance in those areas.
- Repair the ecological condition and littoral edge of the lakes by improving habitat for animals and adding native plants to connect to the indigenous use and practices in locations where this can occur without impacting character-defining features.
- Connect people with the full story and broad history of the lakes including indigenous history. Work with tribal advisors to develop appropriate strategies.
- Protect current and desired use of the landscape by indigenous people. Improve communication of approved harvesting.
- Add culturally important plants through guidance by tribal representatives.
- Provide a connection to the exiled communities today.
- Expand opportunities for Minnesota Dakota community members to connect with the lakes.
- Use Dakota language on site signs to improve understanding that this is Dakota homeland and help indigenous people feel more welcome.



Figure 28: Lake of the Isles Park, TEN x TEN 2021

Figure 29: Stewardship Recommendations Plan. The HPP Boundary Area is defined by the mitigation agreement between the Federal Transit Authority and the Metropolitan Council. Bde Maka Ska-Lake of the Isles Channel, the entirety of Lake of the Isles Park, and the Kenilworth Channel and Lagoon. Other areas within the Master Plan boundary are not under the jurisdiction of the mitigation and not subject to SHPO review.



- Key historic features to preserve
- Areas to avoid disturbance (limit visitor access)
- Areas of Indigenous importance, integrate native plants, preserve and repair littoral edge
- Areas of Indigenous importance, integrate native plants, preserve and repair woodland plants
- Master Plan Boundary
- HPP Boundary Area

LANDSCAPE CHARACTERISTIC	CHARACTER DEFINING FEATURE	RECOMMENDED TREATMENT APPROACH
TOPOGRAPHY	Level terrain in project area	Preserve overall significant topography according to SOI Rehabilitation standards. Design new features when required by new compatible use to assure preservation of historic topography. In locations identified for preservation of lawns on Figure #29: Stewardship Recommendations, avoid adding new berms or depressions.
	Parkways raised above the lakeshore	
SPATIAL ORGANIZATION	Curvilinear character of lakeshore paths and parkway	Preserve overall significant spatial relationships according to SOI Rehabilitation standards. Design new features when required by new compatible use to assure preservation of historic spatial organization. Remove non significant features which detract from or have altered spatial organization.
	Relationship between LOI and GR: Canal System	
	Relationship between the two islands, and between the two islands and the shoreline	
	Organization of pedestrian paths, bike paths, and parkways	
	Open green space of study area surrounded by urban neighborhood	
VIEWS	Along Lake of the Isles Parkway	Preserve significant views according to SOI Rehabilitation standards. When alterations are necessary for new use, design to assure the preservation of the historic character of the landscape.
	Down Kenilworth Channel and Lagoon	
	Down and across the Bde Maka Ska-Lake of the Isles Channel	

Figure 30: Recommended Treatment Approach for Character Defining Features

LANDSCAPE CHARACTERISTIC	CHARACTER DEFINING FEATURE	RECOMMENDED TREATMENT APPROACH
VEGETATION	Lawns	Preserve historic lawn according to SOI Rehabilitation standards. Rehabilitate portions of the lake edge and areas of indigenous importance to improve environmental quality by adding native plantings and repairing littoral edge. Prioritize conversion of lawn to native plantings in locations where understory plants were present during the period of significance.
	Mature Trees	Preserve significant trees according to SOI Rehabilitation standards. Replace deteriorated or missing boulevard trees using physical evidence of composition, form, and habit. If using the same species is not technically, economically, or environmentally feasible, select a compatible substitute. When changes to vegetation are required for new use, design to assure the preservation of the historic character of the landscape.
CIRCULATION	Lake of the Isles Parkway	Preserve historic circulation routes including the alignment of the parkway and lakeshore walking path according to SOI Rehabilitation standards. Minimize additional paths and maintain the hierarchy between vehicular and pedestrian circulation. When alterations or additions are necessary to accommodate a new compatible use, design and install compatible new circulation features to assure the preservation of historic character of the landscape.
	Lakeshore pedestrian path	
	Bike path along parkway	
	Hierarchy of circulation	
	Water circulation	
WATER FEATURES	Lake of the Isles	Preserve the lake, lagoon, and channel according to SOI Rehabilitation standards. Retain the shape and edge. In selected locations, re-establish native plants and systems to promote the highest degree of environmental protection while preserving significant historic features.
	Kenilworth Lagoon	
	Bde Maka Ska-Lake of the Isles Channel	

LANDSCAPE CHARACTERISTIC	CHARACTER DEFINING FEATURE	RECOMMENDED TREATMENT APPROACH
STRUCTURES, SITE FURNISHINGS, OBJECTS	Fort Snelling Boulder	Preserve the boulder following SOI Rehabilitation standards. Protect, maintain, and repair using non-destructive methods.
	Peavey Fountain	Preserve the fountain and its historically significant formally designed setting. Follow SOI Rehabilitation standards. Protect, maintain and repair using non-destructive methods.
	Park Board Bridge No. 1 (Bridge No. 90449)	Repair and preserve the historic bridges and stone walls following SOI Rehabilitation standards. Protect, maintain, and repair using non-destructive methods.
	Park Board Bridge No. 2 (Bridge No. 93809)	
	Park Board Bridge No. 3 (Bridge No. L5722)	
	Park Board Bridge No. 4 (Bridge No. 27508)	
	Park Boark Bridge No. 6/ Burnham Road Bridge (Bridge No. 27508)	
	Retaining Walls	



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