

# Appendices



## Appendix A: Establishment Legislation

## Executive Order

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### ALLOCATION OF FUNDS TO THE SECRETARY OF THE INTERIOR FOR THE ACQUISITION AND DEVELOPMENT OF A HISTORIC SITE TO BE KNOWN AS THE JEFFERSON NATIONAL EXPANSION MEMORIAL

WHEREAS the act of August 21, 1935, Public No. 292, 74th Congress, declares it to be a national policy to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States; and

WHEREAS the Secretary of the Interior through the National Park Service has determined that certain lands situate on the west bank of the Mississippi River at and near the site of Old St. Louis, Missouri, possess exceptional value as commemorating or illustrating the history of the United States and are a historic site within the meaning of the said act, since thereon were situate: the Spanish Colonial office where, during the administration of Thomas Jefferson, third President of the United States, all the first territory comprised in the Upper Louisiana Purchase was transferred to the United States; the Government House at which, on March 9, 1804, Charles Dehault Delassus, the Spanish commandant in St. Louis, transferred possession of Upper Louisiana to Captain Amos Stoddard of the United States Army, who had been delegated by France as its representative, and at which, on the morning of March 10, 1804, Captain Stoddard, as the agent of the United States, took formal possession of the Louisiana Purchase and raised the American flag, by reason of which transactions the Spanish, French, and American flags waved successively over the site within a period of twenty-four hours; the old French Cathedral of St. Louis, earliest home of religion on the western bank of the Mississippi; the place where Laclède and Chouteau established the first civil government west of the Mississippi; the place where Lafayette was received by a grateful people; the places where the Santa Fe, the Oregon, and other trails originated; the place where Lewis and Clark prepared for their trip of discovery and exploration; and the Court House in which the Dred Scott case was tried; and

WHEREAS the City of St. Louis has agreed to contribute for the project of acquiring and developing the said site the sum of \$2,250,000, which is one-fourth of the entire amount to be expended for such purposes; and

WHEREAS I find that the said project will be a useful project, and will provide relief, work relief, and increased employment:

NOW, THEREFORE, by virtue of and pursuant to the authority vested in me by the Emergency Relief Appropriation Act of 1935, approved April 8, 1935 (Pub. Res. No. 11, 74th Cong.), I hereby allocate to the Secretary of the Interior from the funds made available by the said Act the sum of \$6,750,000, which with the sum of \$2,250,000 to be contributed by the City of St. Louis and accepted by the Secretary of the Interior under authority of the said act of August 21, 1935, will make available for the said project the total sum of \$9,000,000; and the Secretary of the Interior, through the National Park Service, is hereby authorized and directed to expend the said sum of \$9,000,000 in acquiring the said property and in developing and preserving it for the purposes of the said act of August 21, 1935, if and when the City of St. Louis shall make the said sum of \$2,250,000 available to the Secretary of the Interior for such purposes.

FRANKLIN D ROOSEVELT

THE WHITE HOUSE,

*December 21<sup>st</sup>, 1935.*

[No. 7253]

**7. Jefferson National Expansion**

PUBLIC LAW 98-398—AUG. 24, 1984

98 STAT. 1456

Public Law 98-398  
98th Congress

**An Act**

To establish the Illinois and Michigan Canal National Heritage Corridor in the State of Illinois and for other purposes.

Aug. 24, 1984  
[S. 746]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

\* \* \* \* \*

98 STAT. 1467

**TITLE II**

SEC. 201. (a) The Act of May 17, 1964 entitled "An Act to provide for the construction of the Jefferson National Expansion Memorial at the site of old Saint Louis, Missouri, in general accordance with the plan approved by the United States Territorial Expansion Memorial Commission, and for other purposes" (68 Stat. 98; 16 U.S.C. 450jj), is amended by inserting after section 3 the following new sections:

Jefferson  
National  
Expansion  
Memorial  
Amendments  
Act of 1984,  
Saint Louis, Mo.,  
and East Saint  
Louis, Ill.

"SEC. 4. (a) The Secretary of the Interior is further authorized to designate for addition to the Jefferson Nation Expansion Memorial (hereinafter in this Act referred to as the 'Memorial') not more than one hundred acres in the city of East Saint Louis, Illinois, continuous with the Mississippi River and between the Eads Bridge and the Poplar Street Bridge, as generally depicted on the map entitled 'Boundary Map, Jefferson National Expansion Memorial',

Public  
availability.  
16 USC 450jj-3.

18 STAT. 1468

PUBLIC LAW 98-398—AUG. 24, 1984

Gateway Arch. numbered MWR-366/80,004, and dated February 9, 1984, which shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The additional acreage authorized by this section is in recognition of the historical significance of the Memorial site to the westward expansion of the United States and the historical linkage of this site on the Mississippi in both Missouri and Illinois to such expansion, the international recognition of the Gateway Arch, designed by Eero Saarinen, as one of the world's great sculptural and architectural achievements, and the increasing use of the Memorial site by millions of people from all over the United States and the world.

"(b) Within the area designated in accordance with this section the Secretary of the Interior may acquire lands and interests in lands by donation, purchase with donated or appropriated funds, or exchange, except that lands owned by the State of Illinois or any political subdivision thereof may be acquired only by donation.

6 USC 450jj-4. "SEC. 5. Where appropriate in the discretion of the Secretary of the Interior, he may transfer by lease or otherwise, to any appropriate person or governmental entity, land owned by the United States (or any interest therein) which has been acquired by the Secretary under section 4. Any such transfer shall be consistent with the management plan for the area and with the requirements of section 5 of the Act of July 15, 1968 (82 Stat. 356; 16 U.S.C. 4601-22) and shall be subject to such conditions and restrictions as the Secretary deems necessary to carry out the purposes of this Act, including terms and conditions which provide for—

6 USC 4601-22. (1) the continuation of existing uses of the land which are compatible with the Memorial,

(2) the protection of the important historical resources of the leased area, and

(3) the retention by the Secretary of such access and development rights as the Secretary deems necessary to provide for appropriate visitor use and resource management.

In transferring any lands or interest in lands under this section, the Secretary shall take into account the views of the Commission established under section 8.

*Post*, p. 1470.  
6 USC 450jj-5.  
*In*te, p. 1467.

"SEC. 6. Lands and interests in lands acquired pursuant to section 4 shall, upon acquisition, be a part of the Memorial. The Secretary of the Interior shall administer the Memorial in accordance with this Act and the provisions of law generally applicable to units of the national park system, including the Act entitled 'An Act to establish a National Park Service, and for other purposes', approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4) and the Act of Aug. 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467). In the development, management, and operation of that portion of the Memorial which is added to the Memorial under section 4, the Secretary shall, to the maximum extent feasible, utilize the assistance of State and local government agencies and the private sector. For such purposes, the Secretary may, consistent with the management plan for the area, enter into cooperative agreements with the State, wish any political subdivision of the State, or with any person. Any such cooperative agreement shall, at a minimum, establish procedures for providing notice to the Secretary of any action proposed by the State, such political subdivision, or such person, which may affect the area.

## PUBLIC LAW 98-398—AUG. 24, 1984

98 STAT. 1469

"SEC. 7. (a) There is hereby established the Jefferson National Expansion Memorial Commission (hereinafter in this Act referred to as the Commission).

"(b) The Commission shall be composed of twenty members as follows:

"(1) The county executive of Saint Louis County, Missouri, ex officio, or a delegate.

"(2) The chairman of the Saint Clair County Board of Supervisors, Illinois, ex officio, or a delegate.

"(3)(A) The executive director of the Bi-State Development Agency, Saint Louis, Missouri, ex officio, or a delegate.

"(B) A member of the Bi-State Development Agency, Saint Louis, Missouri, who is not a resident of the same State as the executive director of such agency, appointed by a majority of the members of such agency, or a delegate.

"(4) The mayor of the city of East Saint Louis, Illinois, ex officio, or a delegate.

"(5) The mayor of Saint Louis, Missouri, ex officio, or a delegate.

"(6) The Governor of the State of Illinois, ex officio, or a delegate.

"(7) The Governor of the State of Missouri, ex officio, or a delegate.

"(8) The Secretary of the Interior, ex officio, or a delegate.

"(9) The Secretary of Housing and Urban Development, ex officio, or a delegate.

"(10) The Secretary of Transportation, ex officio, or a delegate.

"(11) The Secretary of the Treasury, ex officio, or a delegate.

"(12) The Secretary of Commerce, ex officio, or a delegate.

"(13) The Secretary of the Smithsonian Institution, ex officio, or a delegate.

"(14) Three individuals appointed by the Secretary of the Interior from a list of individuals nominated by the mayor of East Saint Louis, Illinois, and the Governor of the State of Illinois.

"(15) Three individuals appointed by the Secretary of the Interior from a list of individuals nominated by the mayor of Saint Louis, Missouri, and the Governor of the State of Missouri.

Individuals nominated for appointment under paragraphs (14) and (15) shall be individuals who have knowledge and experience in one or more of the fields of parks and recreation, environmental protection, historic preservation, cultural affairs, tourism, economic development, city planning and management, finance, or public administration. A vacancy in the Commission shall be filled in the manner in which the original appointment was made.

"(c)(1) Except as provided in paragraphs (2) and (3), members of the Commission shall be appointed for terms of three years.

"(2) Of the members of the Commission first appointed under paragraphs (14) and (15) of subsection (c)—

"(A) two shall be appointed for terms of one year;

"(B) two shall be appointed for terms of two years; and

"(C) two shall be appointed for terms of three years;

as designated by the Secretary of the Interior at the time of appointment.

Jefferson  
National  
Expansion  
Memorial  
Commission,  
establishment.  
16 USC 450jj-6.

"(3) Any member of the Commission appointed to fill a vacancy occurring before the expiration of the term for which his predecessor was appointed shall be appointed only for the remainder of such term. A member of the Commission may serve after the expiration of his term until his successor has taken office.

"(d) Members of the Commission shall receive no pay on account of their service on the Commission, but while away from their homes or regular places of business in the performance of service for the Commission, members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in the Government service are allowed expenses under section 5703 of title 5, United States Code.

"(e) The chairperson of the Commission shall be elected by the members of the Commission.

"(f) Upon request of the Commission, the head of any Federal agency represented by members on the Commission may detail any of the personnel or such agency, or provide administrative services to the Commission to assist the Commission in carrying out the Commission's duties under section 8.

*Infra.*

"(g) The Commission may, for the purposes of carrying out the Commission's duties under section 8, seek, accept, and dispose of gifts bequests, or donations of money, personal property, or service received from any source.

Termination.

"(h)(1) Except as provided in paragraph (2), the Commission shall terminate on the day occurring ten years after the date of enactment of this section.

Extension.

"(2) The Secretary of the Interior may extend the life of the Commission for a period of not more than five years beginning on the day referred to in paragraph (1) if the Commission determine that such extension is necessary in order for the Commission to carry out this Act.

Development  
plan.  
16 USC 450jj-7.

"SEC. 8. (a) Within two years from the enactment of this section, the Commission shall develop and transmit to the Secretary a development and management plan for the East Saint Louis, Illinois, portion of the Memorial. The plan shall include—

"(1) measures for the preservation of the area's resources;

"(2) indications of types and general intensities of development (including visitor circulation and transportation pattern systems, and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and cost estimates;

"(3) identification of any implementation commitments for visitor carrying capacities for all areas of the area;

"(4) indications of potential modifications to the external boundaries of the area, the reasons therefore, and cost estimates;

"(5) measures and commitments for insuring that the development, management, and operation of the area in the State of Illinois are compatible with the portion of the Memorial in the State of Missouri;

"(6) opportunities and commitments for cooperative activities in the development, management, and operation of the East Saint Louis portion of the Memorial with other Federal, State and local agencies, and the private sector; and

"(7) effective and appropriate ways to increase local participation in the management of the East Saint Louis portion of the



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98 STAT. 1471

Memorial to help reduce the day-to-day operational and management responsibilities of the National Park Service and to increase opportunities for local employment.

“(b) The plan shall also identify and include—

“(1) needs, opportunities, and commitments for the aesthetic and economic rehabilitation of the entire East Saint Louis, Illinois, waterfront and adjacent areas, in a manner compatible with and complementary to, the Memorial, including the appropriate commitments and roles of the Federal, State, and local governments and the private sector; and

“(2) cost estimates and recommendations for Federal, State, and local administrative and legislative actions.

In carrying out its duties under this section, the Commission shall take into account Federal, State, and local plans and studies respecting the area, including the study by the National Park Service on the feasibility of a museum of American ethnic culture to be a part of any development plans for the Memorial.

“SEC. 9. (a) Upon completion of the plan, the Commission shall transmit the plan to the secretary for his review and approval of its adequacy and appropriateness. In order to approve the plan, the Secretary must be able to find affirmatively that:

16 USC 450jj-8.

“(1) The plan addresses all elements outlined in section 8 above;

“(2) The plan is consistent with the Saint Louis, Missouri, portion of the Memorial;

“(3) There are binding commitments to fund land acquisition and development, including visitor circulation and transportation systems and modes, in amounts sufficient to completely implement the plan as recommended by the Commission from sources other than funds authorized to be appropriated in this Act; and

“(4) There are binding commitments to fund or provide the equivalent of all costs in excess of \$350,000 per annum for the continued management, operation, and protection of the East Saint Louis, Illinois, portion of the Memorial.

“(b) The Secretary shall transmit in writing a notice of his approval and his certification as to the existence and nature of funding commitments **contained in the approved plan to the Committee on interior and insular Affairs of the House of Representatives and to the Committee on Energy and Natural Resources of the United States Senate.**

“SEC. 10. Pending submission of the Commission’s plan, any Federal entity conducting or supporting significant activities directly affecting East Saint Louis, Illinois, generally and the site specifically referred to in section 4 shall—

16 USC 450jj-9.

“(1) consult with the Secretary of the interior and the Commission with respect to such activities;

“(2) cooperate with the Secretary of the Interior and the Commission in carrying out their duties under this Act, and to the maximum extent practicable, coordinate such activities **with the carrying out of such duties; and**

“(3) to the maximum extent practicable, conduct or support such activities in a manner which the Secretary determines will not have an adverse effect on the Memorial.”

(b) The Act of May 17, 1954 entitled “An Act to Provide for the construction of the Jefferson National Expansion Memorial at the site of old Saint Louis, Missouri, in general accordance with the plan

16 USC 450jj note.

98 STAT. 1472

PUBLIC LAW 98-398—AUG. 24, 1984

approved by the United States Territorial Expansion Memorial Commission, and for other purposes" (68 Stat. 98; 16 U.S.C. 450jj) is amended by—

(1) redesignating "SEC. 4." (as so designated prior to the amendments made in subsection (a) of this section) as "SEC. 11. (a)"; and

(2) adding at the end thereof the following new subsections:

Appropriation  
authorization.

"(b) For the purposes of the East Saint Louis portion of the Memorial, there is hereby authorized to be appropriated not exceed \$1,000,000 for land acquisition and not to exceed \$1,250,000 for development, of which not to exceed \$500,000 shall be available only for landscaping and only for expenditure in the ratio of one dollar of Federal funds to one dollar of non-Federal funds: *Provided*, That no funds authorized to be appropriated hereunder may be appropriated prior to the approval by the Secretary of the plan developed by the Commission.

"(c) Funds appropriated under subsection (b) of this section shall remain available until expended.

"(d) **Authority to enter into contracts or make payments under this Act shall be effective for any fiscal year only to the extent that appropriations are available for that purpose.**"

Effective dates.  
16 USC 450jj-3  
note.

SEC. 202. Any provision of this title (or any amendment made by this title) which, directly or indirectly, authorizes the enactment of new budget authority described in section 402(a) of the Congressional Budget Act of 1974 shall be effective only for fiscal years beginning after September 30, 1983.

16 USC 450jj  
note.

SEC. 203. This title may be cited as the "Jefferson National Expansion Memorial Amendments Act of 1984".

Approved August 24, 1984.

LEGISLATIVE HISTORY—S. 746 (H.R. 2014):

HOUSE REPORT No. 98-601 accompanying H.R. 2014 (Comm. on Interior and Insular Affairs).

SENATE REPORT No 98-355 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 180 (1984):

Feb. 27, considered and passed Senate.

Feb. 28, HR. 2014 considered and passed House; S. 746. amended, passed in lieu.

June 28, Senate concurred in House amendment with an amendment.

June 29, House concurred in Senate amendment.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 20, No. 35 (1984):

August 24, Presidential statement.

**7. Jefferson National Expansion**

PUBLIC LAW 102-355—AUG. 26, 1992

106 STAT. 947

Public Law 102-355  
102d Congress

An Act

To amend the Act of May 17, 1954, relating to the Jefferson National Expansion Memorial to authorize increased funding for the East Saint Louis portion of the Memorial, and for other purposes.

Aug. 26, 1992  
[H.R. 2926]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SECTION I. EAST SAINT LOUIS PORTION OF JEFFERSON NATIONAL EXPANSION MEMORIAL.

The Act of May 17, 1954, entitled "An Act to provide for the construction of the Jefferson National Expansion Memorial at the site of old Saint Louis, Missouri, in general accordance with the plan approved by the United States Territorial Expansion Memorial Commission, and for other purposes" (68 Stat. 98; 16 U.S.C. 450jj and following) is amended as follows:

- (1) The first sentence of section 4(a) is amended—
  - (A) by striking out "The Secretary of the Interior is further authorized to designate" and inserting in lieu thereof "There is hereby designated";
  - (B) by striking out "not more than" and inserting in lieu thereof "approximately"; and
  - (C) by striking out "MWR-366/80,004, and dated February 9, 1984," and inserting in lieu thereof "366-80013, dated January 1992,".

16 USC 450jj.

- (2) Section 9 is repealed.
- (3) Section 11 is amended by striking out subsection (d) and by amending subsection (b), as added by section 201(b) of Public Law 98-398, to read as follows:

16 USC 450jj-8.  
16 USC 450jj  
note.

"(b)(1) For the purposes of the East St. Louis portion of the memorial, there are authorized to be appropriated \$2,000,000 for land acquisition and, subject to the provisions of paragraphs (2) and (3), such sums as may be necessary for development: *Provided*, That such authorization shall not include any sums for the acquisition, removal, or relocation of the grain elevator and business located within the East St. Louis unit of the Memorial. Such development shall be consistent with the level of development described in phase one of the draft Development and Management Plan and Environmental Assessment, East St. Louis Addition to Jefferson National Expansion Memorial—Illinois/Missouri, dated August 1987.

Appropriation  
authorization.

"(2) Federal funds expended under paragraph (1) for development may not exceed 75 percent of the actual cost of such development. The remaining share of such actual costs shall be provided from non-Federal funds, services, or materials, or a combination thereof, fairly valued as determined by the Secretary. Any non-Federal expenditures for the acquisition, removal, or relocation of the grain elevator and business shall be included as part of the non-Federal cost share: *Provided*, That credit shall not be given for any such expenditures which exceed the cost of acquisition, removal, or

relocation of the grain elevator and business located within the East St. Louis unit of the Memorial if such action had been accomplished by the Federal Government as determined by the Secretary under existing law; *Provided further*, That only those non-Federal funds expended at least sixty days after the transmission of the report referred to in paragraph (3) for the removal of such grain elevator shall be credited towards the non-Federal cost share. For the purposes of this paragraph, the Secretary may accept and utilize for such purposes any non-Federal funds, services, and materials so contributed.

“(3) Within one year after the date of enactment of this paragraph, the Secretary, in direct consultation with the city of East St. Louis, Gateway Arch Park Expansion, and the Southwestern Illinois Development Authority, shall develop and transmit to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives a study of alternatives to, and costs associated with, the removal of the grain elevator located within the East St. Louis unit of the Memorial. The study shall contain, but need not be limited to, at least one alternative which would incorporate and retain the existing grain elevator into the draft development and management plan and environmental assessment referred to in paragraph (1).”

Approved August 26, 1992.

LEGISLATIVE HISTORY—H.R. 2926:

HOUSE REPORTS: No. 102-465 (Comm. on Interior and Insular Affairs).

SENATE REPORTS: No. 102-288 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 138 (1992):

Mar. 24, considered and passed House.

July 20, considered and passed Senate, amended.

Aug. 6, House concurred in Senate amendment.

## Appendix B: National Historic Preservation Act Criteria

(Excerpted from *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*)

The National Register of Historic Places is the nation's inventory of historic places and the national repository of documentation on the variety of historic property types, significance, abundance, condition, ownership, needs, and other information. There are more than 80,000 properties listed in the National Register.

The National Register Criteria for Evaluation identify the range of resources and kinds of significance that will qualify properties for listing in the National Register. The criteria are written broadly to recognize the wide variety of historic properties associated with our prehistory and history.

Decisions concerning the significance, historic integrity, documentation, and treatment of properties can be made reliably only when the resource is evaluated within its historic context. The historic context serves as the framework within which the National Register Criteria are applied to specific properties or property types. The descriptions provided here are intended to help you understand the National Park Service's use of the Criteria for Evaluation, historic contexts, integrity, and Criteria Considerations, and how they apply to properties under consideration for listing in the National Register.

Although National Register documentation includes a recommendation about whether a property is significant at the local, State, or national level, the only official designation of national significance is as a result of National Historic Landmark designation by the Secretary of the Interior, National Monument designation by the President of the

United States, or establishment as a unit of the National Park System by Congress.

National Historic Landmarks are those districts, sites, buildings, structures, and objects designated by the Secretary of the Interior as possessing national significance in American history, architecture, archeology, engineering, and culture. There are fewer than 2,500 National Historic Landmarks.

### Historic Property Definitions

- **Building:** created principally to shelter any form of human activity, for example, a barn, house, church, or hotel.
- **Site:** the location of a significant event; a prehistoric or historic occupation or activity; or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value, regardless of the value of the existing structure.
- **Structure:** a functional construction usually made for purposes other than creating human shelter, such as tunnels, bridges, oil wells, or dams.
- **Object:** primarily artistic in nature or is relatively small in scale and simply constructed. Although an object may be moveable by nature or design, it is associated with a specific setting or environment, including sculptures, boundary markers, or statues.
- **District:** possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development, such as a college campus,

central business district, fort, or sprawling ranch.

- Landscape: a geographic area (including both cultural and natural resources and the wildlife or domestic animals therein), associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values (NPS 1990; NPS 1992).

### **National Register of Historic Places Criteria**

The National Register of Historic Places Eligibility Criteria, as outlined in 36 CFR 60.4, state that

“The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling and association, and that:

are associated with events that have made a significant contribution to the broad patterns of our history; or

are associated with the lives of persons significant in our past; or

embody 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; or

have yielded, or may be likely to yield, information important in prehistory or history.

The regulations (36 CFR 60.4) also outline several additional criteria that affect National Register of Historic Places eligibility for certain types of properties. Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the

National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or have certain distinguishing characteristics. Of the seven recognized categories, notable exceptions include: religious properties deriving primary significance from architectural or artistic distinction or historical importance; a cemetery that derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or a property that achieves significance within the past 50 years, if it is of exceptional significance.

### **Significance**

The National Register of Historic Places includes significant properties, classified as buildings, sites, districts, structures, or objects. It is not used to list intangible values, except in so far as they are associated with or reflected by historic properties. The National Register does not list cultural events, or skilled or talented individuals, as is done in some countries. Rather, the National Register is oriented to recognizing tangible properties that are relatively fixed in location.

To qualify for the National Register, a property must be significant; that is, it must represent a significant part of the history, architecture, archeology, engineering, or culture of an area, and it must have the characteristics that make it a good representative of properties associated with that aspect of the past.

### **Context**

The significance of a historic property can be judged and explained only when it is evaluated within its historic context. Historic contexts are those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within history or prehistory is made clear. Historians, architectural historians, folklorists, archeologists, and anthropologists use different words to describe this phenomenon such as trend, pattern, theme, or cultural affiliation, but ultimately the concept is the same.

The core premise of historic context is that resources, properties, or happenings in history do not occur in a vacuum but rather are part of larger trends or patterns. If the property being evaluated represents an important aspect of the area's history or prehistory and possesses the requisite quality of integrity, then it qualifies for the National Register.

Historic contexts are historical patterns that can be identified through consideration of the history of the property and the history of the surrounding area. In accordance with the National Register Criteria, the historic context may relate to one of the four Eligibility Criteria (A, B, C and/or D) listed previously.

### **Integrity**

Integrity is the ability of a property to convey its significance. To be listed in the National Register of Historic Places, a property must not only be shown to be significant under the National Register Criteria, but it also must have integrity. The evaluation of integrity is grounded in an understanding of a property's physical features and how they relate to its significance. Historic properties either retain integrity (this is, convey their significance) or they do not.

Within the concept of integrity, the National Register Criteria identify seven aspects or qualities that, in various combinations, define integrity. The seven aspects of integrity are Location, Design, Setting, Materials, Workmanship, Feeling and Association. To retain historic integrity a property will always possess several, and usually most, of the aspects. The retention of specific aspects of integrity is paramount for a property to convey its significance. Determining which of these aspects are most important to a particular property requires knowing why, where, and when the property is significant.

### **National Historic Landmarks Criteria**

A property being nominated to the National Register may also merit consideration for potential designation as a National Historic Landmark. Such consideration is dependent upon the stringent application of the following distinct set of criteria (found in the Code of Federal Regulations, Title 36, Part 65).

The quality of national significance is ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association, and:

That are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or

That are associated importantly with the lives of persons nationally significant in the history of the United States; or

That represent some great idea or ideal of the American people; or

That embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or

That are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or

That have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.

There are some differences between National Register and National Historic Landmark Criteria, but generally, these two designations follow similar criteria. The categories of historic properties are defined the same way and historic contexts are identified similarly. National Historic Landmarks, however, should also be exceptionally important compared to similar properties associated with a historic theme. In short, they are the best in their class. Detailed descriptions of the requirements for each of these designations can be found on the National Park Service website, located at: [www.nps.gov/nr](http://www.nps.gov/nr) and [www.nps.gov/nhl](http://www.nps.gov/nhl).



## Appendix C: Detailed Descriptions of Historic Resources within the APE

### The Old Cathedral

The parcel occupied by the Old Cathedral was designated for religious purposes when the city was founded in the mid-18th century by Pierre Laclede and Auguste Chouteau. A log house and small church were built on the site in the late 18th century. In 1826, St. Louis became a Catholic diocese, and several years later construction began on the current church. Completed in 1834, the Greek Revival Style structure was the first cathedral established west of the Mississippi. In 1961, Pope John XXIII named the building the “Basilica of St. Louis, King of France,” the highest honor bestowed upon an American Catholic church.



The Old Cathedral as viewed from the south.

## Eads Bridge

Eads Bridge, a National Historic Landmark, borders the Memorial to the north, connecting St. Louis, Missouri, and East St. Louis, Illinois, across the Mississippi River. Constructed between 1867 and 1874 to accommodate rail, pedestrian, and vehicular traffic, the bridge employs a three-span deck arch design, with ribbed steel arches and decks supported on granite-faced limestone piers. There are small masonry arches on the approaches to the bridge, and larger arches next to the river. At the time it was constructed, the spans were larger than any previously constructed bridge. It is significant for its pioneering design, method of construction, and materials. The bridge was listed in the National Register in 1985, with a period of significance spanning from 1867 through 1874 (NPS 1985).



Eads Bridge looking east across the Mississippi River.

## Laclede's Landing Historic District

The Laclede's Landing Historic District is a nine-block area north of the Memorial. It is bordered by the Mississippi River to the east, Eads Bridge to the south, Third Street to the west, and the Dr. Martin Luther King Memorial Bridge to the north. The district is significant as the only surviving portion of the City's 19th-century commercial waterfront. It preserves a large number of structural cast iron commercial front buildings, as well as the City's original 18th-century street grid and sloping topography. Laclede's Landing was listed in the National Register in 1976. The Christian Peper Building at 719 North First Street is a City Landmark.



Laclede's Landing north of the Monument.

### J. Kennard and Sons Carpet Company Building

The J. Kennard and Sons Carpet Company Building is located at 400 Washington Avenue, near the northwest corner of the Memorial. Designed by Isaac Taylor and constructed in 1901, this commercial building is significant as an example of Italian Renaissance Revival architecture in the city. The seven-story building is characterized by highly decorative terracotta panels, scrolled keystones and brackets, quoin windows, and a scalloped cornice. It was listed in the National Register in 2000.

### Missouri Athletic Club Association Building

The Missouri Athletic Club Association Building is located northwest of the Memorial at 409 Washington Avenue. It was designed in the Renaissance Revival Style in 1915 by St. Louis architect William B. Ittner, and served as the first businessmen's amateur athletic club in the city. It continues to house the club today. The building was listed in the National Register in 2007.

### Security Building

The Security Building is sited west of the Memorial, at 319 North 4th Street. Architects Peabody, Stearns and Foster designed the building in the Classical Revival style between 1890 and 1892. Its significance lies in its design; it was one of a series of early tall office buildings in St. Louis, and at the time was the most costly such building in the city (NPS 2000). Eleven stories tall, the Security Building is characterized by a three-story pink granite base, a four-story arcade through the center of the building, and a second two-story arcade capped by a classically inspired cornice. The structure was listed in the National Register in 2000.

### Laclede Building

Located at 408 Olive Street, west of the Memorial, the Laclede Building is the city's earliest surviving example of the skyscraper, dating from 1886-1888. Eight stories high, the pioneering design employed cast iron framing and fireproofing, and was finished in a restrained commercial style. In 1906, the

building was renovated and Classical details were added to both the interior and the exterior of the structure. The Laclede Building was listed in the National Register in 1998.

### Mississippi Valley Trust Company Building

The Mississippi Valley Trust Company Building is located at 401 Pine Street. The Classical Revival style building was constructed in 1896 to house the Mississippi Valley Trust Company, one of the city's preeminent financial institutions. The building is locally significant not only because of this association, but also for its design. It was listed in the National Register in 2001.

### American Zinc, Lead and Smelting Company Building

Located at 120 South 4th Street, just south of the Old Courthouse, the American Zinc, Lead and Smelting Company Building was designed by the architectural firm of Hellmuth, Obata, and Kassabaum (HOK) in 1967. Although less than 50 years old, the building is viewed as a fine local example of Modern architectural design and techniques. The structure employed the Vierendeel truss, allowing for highly flexible interior spaces. The interior structural system is reflected on the exterior in the ladder-like windows on the sides of the building (NPS 1998c). The American, Lead and Smelting Company Building was listed in the National Register in 1998.

### International Fur Exchange Building

The International Fur Exchange Building, located at 2-14 South 4th Street, is directly southeast of the Old Courthouse. The period of significance runs from 1920, when the building was constructed, through 1948. The building has national importance due to its association with the primacy of the city in the international fur trade. The commercial structure is seven stories high and is clad in multi-colored brick with white terracotta accents. It was listed in the National Register in 1998.

## Pet Plaza

Pet Plaza is located at 400 South 4th Street, overlooking the Gateway Arch grounds. Constructed in 1969 as the world headquarters for Pet, Inc., this thirteen-story concrete tower was designed in the New Brutalist style to present a fresh image for an established company. The building is distinguished by its textured concrete, stark lines, and elevated plaza (NPS 2004a). It was listed in the National Register in 2004.

## St. Mary of Victories Church

St. Mary of Victories Church is a City of St. Louis Landmark. Located south of the Monument, within Chouteau's Landing, the building was constructed in 1843-1844 with an addition in 1859-1860. It was the first German national parish in the city and the second completed Catholic Church, after the Old Cathedral. Together with the adjacent parish school, erected in 1882, St. Mary of Victories Church was listed in the National Register in 1980.

## Crunden-Martin Manufacturing Company Historic District

The Crunden-Martin Manufacturing Company District encompasses seven buildings south of the Memorial, within Chouteau's Landing. The industrial riverfront buildings, dating between 1904 and 1920, are five to six stories high and reflect turn-of-the-century Revival styles. The district is significant both for its architectural styles and for its association with the Crunden-Martin Manufacturing Company, one of the more important wood-ware, willowware and metal goods firms in the city. The district was listed in the National Register in 2004 with a period of significance of 1904 through 1954.



# D

## Appendix D: Archeological and Historical Surveys within a One-mile Radius of the Project Area

Primary Author	Title	Date	Conducted by	Survey/Report #
Altizer, Valerie et al.	Proposed Redevelopment of Cochran Gardens in St. Louis City	2005	Archeological Research Center of St Louis, Inc.	SL-597
Booker and Associates, Inc. Staff	LaSalle Park Urban Renewal Project: Phase III Determination of Eligibility for Certain Buildings	1979	Booker Engineers	SL-042
Fairchild, Jerry	Results of Archeological Salvage Work Within the Right-of-Way Corridor of Job. No. 6-I-44-37; Route 44, City of St. Louis, Missouri	1979	MHTD	SL-032
Gumms, B. and M. Morelock	Survey No. 11-S-671 Revisit. Illinois Archeological Survey.	1993	3.1	On file at the Illinois Historic Preservation Agency
Hajic, Edwin R.	Roundhouse Investigations at Gateway Foundation Park, Illinois, 11S666 Revised	2005	SCI Engineering Inc.	15456
Markman, Charles W.	Coal Gasification Plant Development, East St. Louis, St. Clair County, Illinois: A Phase I Archeological Survey and Cultural Resource Assessment	2004	Markman and Associates, Inc.	224

Meyer, Michael J.	Phase I Survey and Phase II Archeological Investigations of the Walsh's Row Site	2004	Missouri Department of Transportation	MoDOT Job No. J6I667
Naglich, Dennis	Salvage Investigations of Cultural Resources at the New United States Federal Courthouse Site (23SL976), City of St. Louis, Missouri	1995	Archeological Research Center of St. Louis, Inc.	SL-233
Rogers, Leah D.	St. Louis District Cultural Resources Management Report No. 31: St. Louis Harbor Historic Properties Reconnaissance, City of St. Louis, Missouri	1987	American Resources Group, Ltd.	SL-117
Shinn, Orval E. "Dan"	Management Summary: Phase I Cultural Resources Investigation for Williams Communication, Inc., Fiber Optic Communications System	2000	Burns & McDonnell, Inc.	AU-029
Vollman, Colleen	Proposed Telecommunications Antennae, Building Mount, 1430 Olive, St. Louis, Missouri	2004	Rox Engineering, Inc	SL-527
Williams, Michele	Phase I Inventory of Cultural Resources Associated with the Proposed Williams Communications, Inc. Fiber Optic Communications System	2001	Gray and Pape, Inc.	AU-033
Witty, C.	Archeological Survey Short Report	1996	Illinois Transportation Archeological Research Program	7927



Witty, C.	Archeological Survey Short Report	1997	Illinois Transportation Archeological Research Program	8469
Witty, C.	Archeological Survey Short Report	2005	Illinois Transportation Archeological Research Program	15285



## Appendix E: Archeological and Historical Sites within a One-mile Radius of the Project Area

Site name	Site #	Period	Type	Dates	Year Recorded	Eligibility
New Federal courthouse site	23SL976	Historic	43 domestic features	1840s to present	1997	Unknown
Cochran Garden Site	23SL2229	Historic	2 privies, 1 cistern, house cellar foundations	1850s to present	2005	Unknown
Walsh's Row Site	23SL2234	Historic	Remains of Walsh's row houses built ca. 1845 and demolished ca. 1935	1840s to present	2004	Eligible; D
Illinoistown Roundhouse Site	11S661	Historic	Terminal Railroad Roundhouse foundation	c. 1874	1979	Unknown
Chimney Site	11S662	Historic	Railroad Roundhouse Chimney	c. 1874	1979; 1993	Not Eligible
Wiggins Ferry Roundhouse and Repair Shops	11S665	Historic	Railroad Roundhouse	c. 1900	1971; 1994	Not Eligible
Mobil and Ohio Roundhouse Site	11S666	Historic	Railroad Roundhouse	1874-1929	n.d.; 2005	
Railroad Dump Site	11S669	Historic	Surface Scatter	1920s	1979; 1993	Not Eligible
B&O Freighthouse	11S670	Historic	Structural Remains	1980-1980	1979; 1993	Not Eligible
Gulf, Mobile, and Ohio Freighthouse	11S671	Historic	Structural Remains	1910	1979; 1993	Not Eligible
Big Four Freighthouse Site	11S672	Historic	Structural Remains	1920s-1980s	1979; 1993	Not Eligible
Piggot-Wiggins Ferry Complex Site	11S674	Historic	NA	1797-1850	1979; 1993	NA

Site name	Site #	Period	Type	Dates	Year Recorded	Eligibility
Bonnie's Tap Site	11S675	Historic	Building	1873-1993	1979: 1993	Not Eligible
Douglas School Site	11S679	Historic	Construction debris	1850s		Not Eligible
"C" Street House Site	11S680	Historic	Historic House	mid-late 19th Century	1979	Unknown
Illinoistown Site	11S683	Historic	Historic House	19th Century	1979	Unknown
Eads Bridge	11S684	Historic	Bridge	1874	1979	Unknown

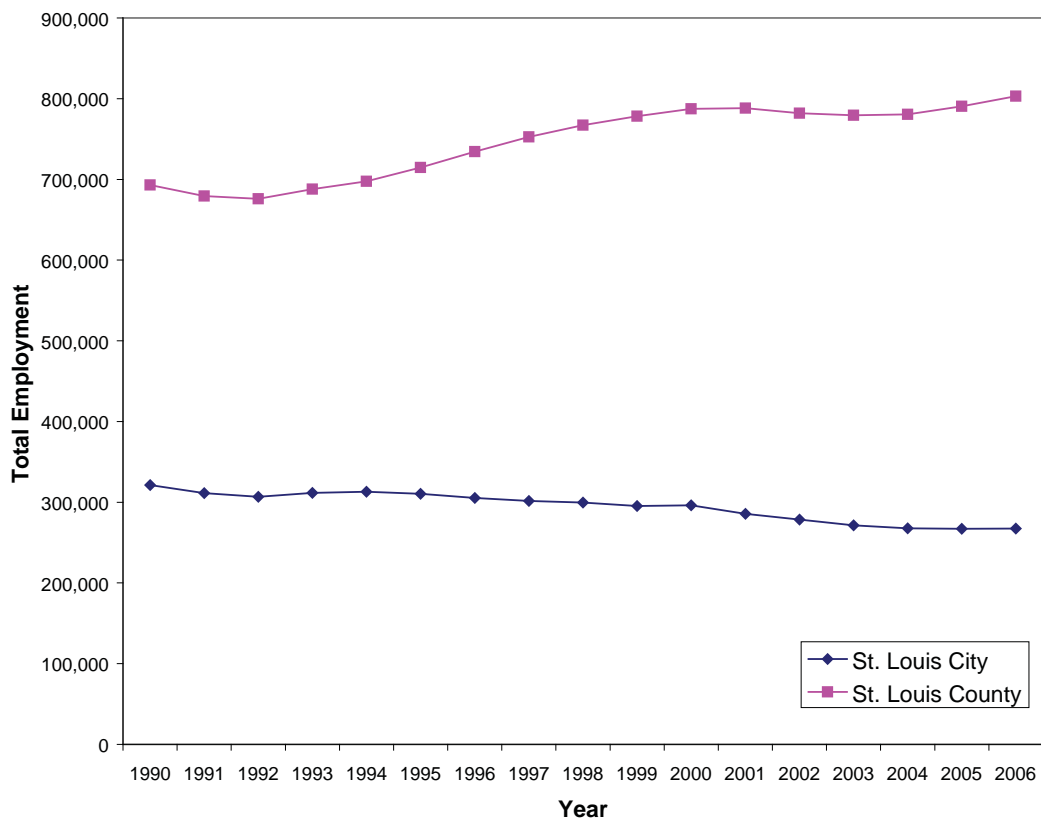
# F

## Appendix F: Archeological Investigations within Jefferson National Expansion Memorial Boundaries

Type of Archeological Investigation	Archeological Data	Study Area	Extent of Excavation	Date	Conducted by
Monitoring of Test Borings of a 6-in auger	Brick, glass and construction debris	Maintenance Facility at Southern end of park	12 m	1998	Midwest Archeological Center
Monitoring of Construction of New Garage	First Street retaining wall, construction debris, foundation walls, 1880s aqueduct; 19th and 20th Century artifacts;	North Parking Garage	2.7 m	1984	Southern Illinois University-Edwardsville
Monitoring of Utility Lines	Late 19th Century sewer line	Northwest and West Courthouse Lawn	1.1 m	2007	Midwest Archeological Center
Monitoring of Railroad and Overlook Museum Construction Area	Gunflint, animal bones, glass, smoking pipe fragments, leather	Overlook area	unknown	1961	JNEM Archaeologist



## Appendix G: Total Full- and Part-time Employment in the City of St. Louis and the County of St. Louis, 1990-2006

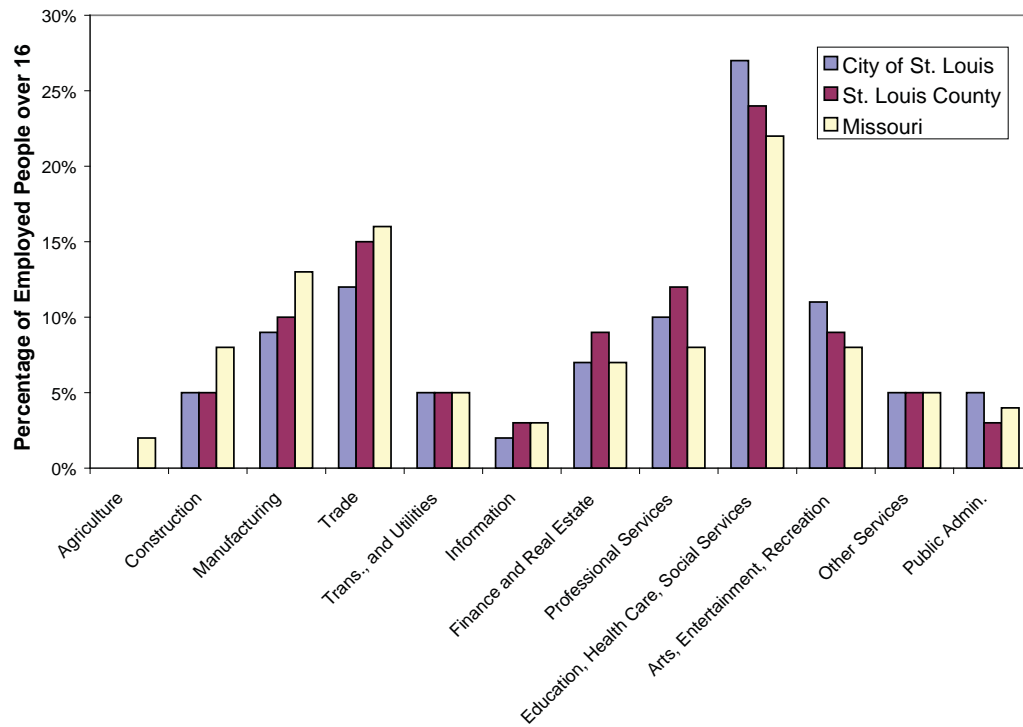


Source: U.S. Bureau of Economic Analysis, 2008





## Appendix H: Total Employment by Industry for the City of St. Louis, the County of St. Louis, and the State of Missouri





## Appendix I: Public Parking Facilities within 1/4 Mile of the Memorial in Downtown St. Louis

	Parking Facility	Owner	Type
1	Levee Parking	St. Louis Parking	Surface
2	Arch Garage	Metro	Garage
3	First and Lucas	St. Louis Parking	Surface
4	CitiPark Lot	CitiPark	Surface
5	Riverfront Garage	St. Louis Parking	Garage
6	Laclede's Landing Lot	St. Louis Parking	Surface
7	C – Lot	St. Louis Parking	Surface
8	909 North First		Surface
9	Broadway and Lucas	St. Louis Parking	Surface
10	MAC Garage	St. Louis Parking	Garage
11	Hampton Inn Lot	St. Louis Parking	Surface
12	Hampton Inn Garage	St. Louis Parking	Garage
13	MAC Lot	St. Louis Parking	Surface
14	500 Broadway Building	Central Parking	Garage
15	Mansion House	St. Louis Parking	Garage
16	QuikPark	CitiPark	Garage
17	St. Louis Place	InterPark	Garage
18	Bank of America Tower	St. Louis Parking	Garage
19	Hyatt Regency St. Louis Riverfront	Hyatt	Garage
20	Stadium East	InterPark	Garage
21	500 South Broadway	S&H Parking	Surface
22	3rd and Poplar	S&H Parking	Surface
23	4th and Poplar	S&H Parking	Surface
24	4th and Poplar	S&H Parking	Surface
25	One South Broadway	Marriott	Garage
26	Gateway One Garage	St. Louis Parking	Garage
27	Kiener West Garage	InterPark	Garage
28	Kiener East Garage	InterPark	Garage
29	Metropolitan Square Building	Central Parking	Garage
30	6th and Olive	Central Parking	Surface
31	Macy's Central	Central Parking	Garage
32	Laclede Gas Building	Central Parking	Garage

33	7th and Pine Garage	City of St. Louis	Garage
34	705 Park – 7th and Locust		Surface
35	Center Park Garage (Broadway and Locust)	St. Louis Parking	Garage
36	St. Louis Centre East	St. Louis Parking	Garage
37	Drury Inn/CitiPark	CitiPark	Garage
38	4th and Cedar Lot	St. Louis Parking	Surface

## Appendix J: Memorial Drive Traffic Study: Intersections Analyzed (2011)

The National Park Service, in partnership with the City of St. Louis, the Missouri Department of Transportation, the East West Gateway Council of Governments, and in consultation with the Illinois Department of Transportation and Federal Highway Administration, conducted the Memorial Drive Traffic Study (NPS 2009) as part of the GMP planning process for the Jefferson National Expansion Memorial in St. Louis, Missouri. The study was initiated in response to public comments received on the *Draft Jefferson National Expansion Memorial General Management Plan and Environmental Impact Study* regarding impacts to downtown streets that might result from actions in the proposed management alternatives. The study examined the potential traffic impacts that would result from closing a portion of Memorial Drive, adjacent to the Memorial, to vehicular traffic. The impetus for a potential closure of a portion of Memorial Drive was to eliminate the conflict between pedestrians and vehicles, increasing the physical and thematic connectivity between the city and the Memorial, while improving the overall visitor experience.

Memorial Drive consists of two one-way streets, parallel to the Memorial, separated by the below-grade I-70 that forms a pedestrian barrier between the Gateway Arch to the east, and Luther Ely Smith Square and the Old Courthouse to the west. The Memorial Drive Traffic Study identifies the potential impacts to vehicular traffic on adjacent streets, intersections and ramps in the vicinity of the Memorial in downtown St. Louis, forecasted to result from a potential closure of a portion of Memorial Drive.

Within the study, sixteen key intersections were identified and analyzed. The analysis included planned development within the vicinity and was based on forecasted conditions for the year 2011. Four future scenarios were evaluated, in addition to the existing conditions. These scenarios include:

- **No-Build Scenario** – The No-Build option assumes that traffic patterns will continue as they currently exist, but traffic will increase by the expected annual growth rate of 1%. New traffic generated from nearby planned development is included within the traffic volumes in this scenario.
- **Scenario A** – A one-block closure of Memorial Drive northbound and southbound between Market Street and Chestnut Street.
- **Scenario B** – A two-block closure of Memorial Avenue northbound and southbound between Walnut Street and Chestnut Street.
- **Scenario C** – A three-block closure of Memorial Drive northbound and southbound between Pine Street and Walnut Street.

The table on the following page lists the 16 signalized intersections that were analyzed during morning and evening peak hours. The table also indicates those intersections which were assumed to be eliminated under either Scenarios A, B, or C, or would convert to “free flow” meaning they would no longer require a signal.

	Intersection	No-Build	1-Block Closure	2-Block Closure	3-Block Closure
1	Memorial Drive NB/ Walnut Street	●	●	Free Flow	Free Flow
2	Memorial Drive SB/ Walnut Street	●	●		
3	Memorial Drive NB/ Market Street	●	Free Flow		
4	Memorial Drive SB/ Market Street	●	Free Flow		
5	Memorial Drive NB/ Chestnut Street	●	Free Flow	Free Flow	
6	Memorial Drive SB/ Chestnut Street	●	●	●	
7	Memorial Drive NB/ Pine Street	●	●	●	
8	Memorial Drive SB/ Pine Street	●	●	●	●
9	4th Street/Walnut Street	●	●	●	●
10	4th Street/Market Street	●	●	●	●
11	4th Street/Chestnut Street	●	●	●	●
12	4th Street/ Pine Street	●	●	●	●
13	Broadway Street/ Walnut Street	●	●	●	●
14	Broadway Street/ Market Street	●	●	●	●
15	Broadway Street/ Chestnut Street	●	●	●	●
16	Broadway Street/ Pine Street	●	●	●	●

● - Signalized Intersection Modeled

This traffic study shows that Scenario A (One-Block Closure) contains the least traffic impacts, while Scenario B (Two-Block Closure) would have a greater impact, and Scenario C (Three-Block Closure) and the No-Build Scenario would have the most traffic impacts.

All three Memorial Drive closure scenarios would favor pedestrian circulation and would provide greater pedestrian access by eliminating the pedestrian barrier between the Gateway Arch, and Luther Ely Smith Square and the Old Courthouse.

The benefits of increased connectivity for visitors and residents between the Memorial and downtown St. Louis should be weighed against any potential impacts to vehicular traffic flow.

In addition, while each scenario considered for this study requires some potential changes to lane configurations and on-street parking in the affected blocks, these changes must be weighed against potential opportunities for impacted business along the respective streets that result from an improved pedestrian environment.