

KELLOGG BOULEVARD
STREETSCAPE PROJECT
ST. PAUL, MINNESOTA

EVALUATION OF
NATIONAL REGISTER
OF HISTORIC PLACES
ELIGIBILITY FOR
KELLOGG BOULEVARD

Submitted to:

SRF Consulting Group, Inc.
One Carlson Parkway North
Suite 150
Minneapolis, MN 55447-4443

and

City of St. Paul
Department of Public Works
City Hall Annex
25 West 4th Street
St. Paul, MN 55102

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Submitted by:

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TABLE OF CONTENTS

TABLE OF CONTENTS	i
LIST OF FIGURES.....	ii
1.0 INTRODUCTION.....	1
1.1 PURPOSE AND SCOPE OF INVESTIGATION	1
1.2 RESULTS OF INVESTIGATION	1
2.0 RESEARCH DESIGN	4
2.1 OBJECTIVES	4
2.2 METHODS.....	4
2.3 EXPECTED RESULTS	4
3.0 RESULTS	5
3.1 PHYSICAL DESCRIPTION	5
3.1.1 <i>Seven Corners to Market Street</i>	6
3.1.2 <i>Market Street to Wabasha Street</i>	9
3.1.3 <i>Wabasha Street to Sibley Street</i>	10
3.1.4 <i>Sibley Street to Mounds Boulevard</i>	16
3.1.5 <i>Buildings Along Kellogg Boulevard</i>	18
3.2 HISTORICAL BACKGROUND.....	18
3.3 ALTERATIONS TO KELLOGG BOULEVARD	23
4.0 SIGNIFICANCE AND RECOMMENDATIONS	26
5.0 REFERENCES.....	27
APPENDIX A - Historical Photographs.....	30

LIST OF FIGURES

FIGURE 1. PROJECT LOCATION	2
FIGURE 2. KELLOGG BOULEVARD FROM THE SEVEN CORNERS INTERSECTION (FACING EAST)	7
FIGURE 3. KELLOGG BOULEVARD VIADUCT AND EXCHANGE STREET RAMP (FACING NORTHEAST).....	7
FIGURE 4. EXCHANGE STREET RAMP NEAR WASHINGTON STREET (FACING SOUTHEAST).....	8
FIGURE 5. DETAIL OF DECORATIVE ELEMENTS ON EXCHANGE STREET RAMP.	8
FIGURE 6. TEARDROP-SHAPED RAILINGS ALONG KELLOGG BOULEVARD.....	9
FIGURE 7. PLAZA LOCATED ABOVE RAMSEY COUNTY ADULT DETENTION CENTER AT INTERSECTION OF KELLOGG BOULEVARD AND WABASHA STREET (FACING SOUTHEAST).	10
FIGURE 8. MEDIANS BETWEEN WABASHA AND ROBERT STREET.	11
FIGURE 9. KELLOGG BOULEVARD MALL FOUNTAIN NEAR CEDAR STREET INTERSECTION.....	13
FIGURE 10. KELLOGG BOULEVARD MALL FOUNTAIN NEAR MINNESOTA STREET INTERSECTION.	13
FIGURE 11. KELLOGG BOULEVARD MALL FROM ROBERT STREET (FACING WEST).	14
FIGURE 12. SECOND STREET VIADUCT (FACING EAST).	14
FIGURE 13. DETAIL OF SECOND STREET VIADUCT SHOWING STRUCTURAL ELEMENTS.....	15
FIGURE 14. DETAIL OF URN-SHAPED DECORATIVE RAILINGS ALONG SECOND STREET VIADUCT.....	15
FIGURE 15. KELLOGG BOULEVARD IN LOWERTOWN (FACING WEST).....	16
FIGURE 16. KELLOGG BOULEVARD IN LOWERTOWN (FACING EAST).....	17
FIGURE 17. MODERN BOX BEAM BRIDGE CONNECTING KELLOGG BOULEVARD TO MOUNDS BOULEVARD (FACING NORTHEAST).....	17

1.0 INTRODUCTION

1.1 Purpose and Scope of Investigation

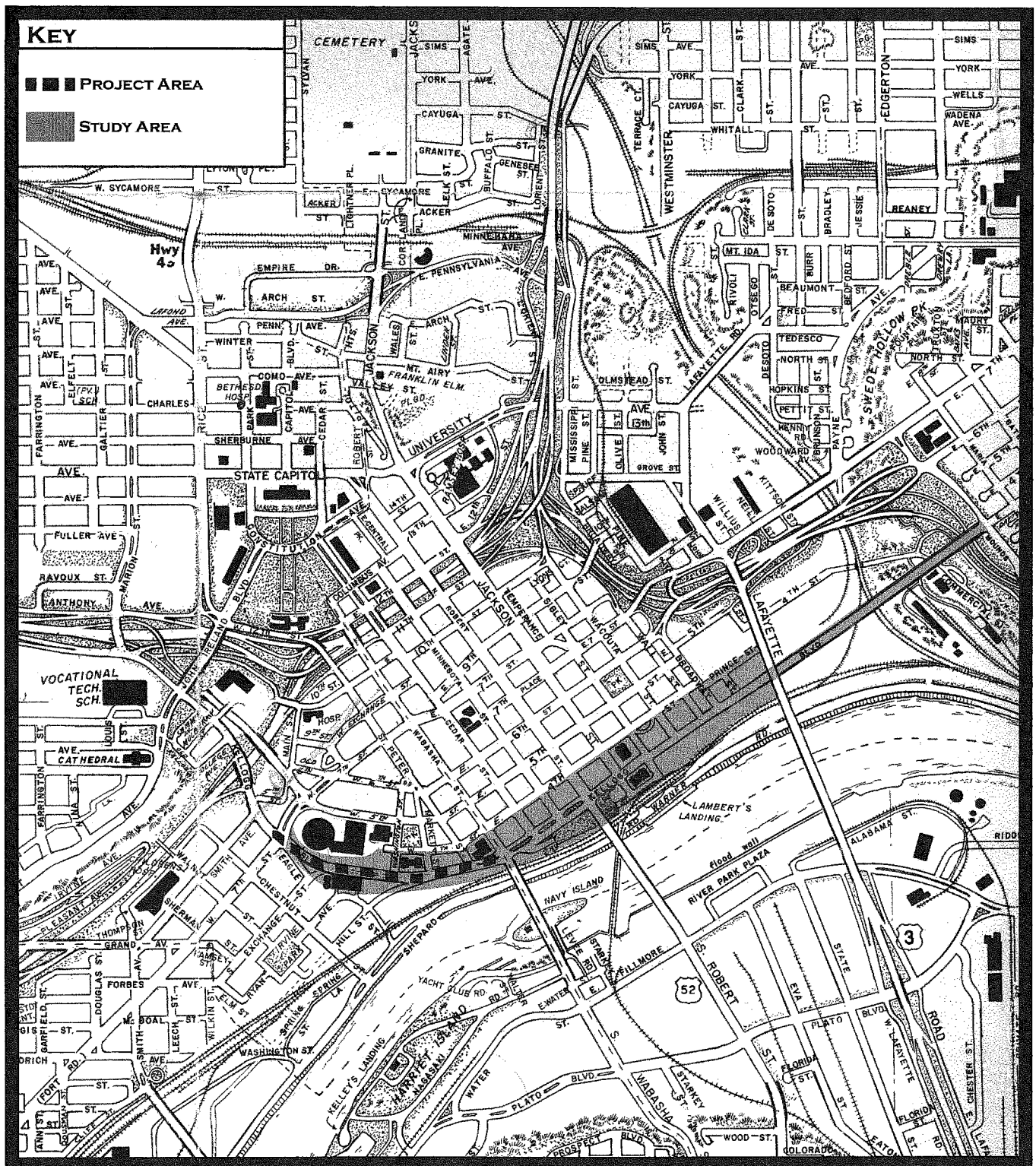
The 106 Group Ltd. evaluated Kellogg Boulevard and surrounding buildings for National Register of Historic Places (NRHP) eligibility as a potential historic district. The investigation was completed for the Kellogg Boulevard Streetscape Project (Figure 1), under contract with SRF Consulting Group, Inc. and the City of St. Paul. The St. Paul Department of Public Works is planning to undertake streetscape improvements in downtown St. Paul along Kellogg Boulevard between Wabasha Street and West Seventh Street (Figure 1). This project, S.P. No. 164-158-19, will consist of new landscaping, replacement of current sidewalks and lighting, a widening of Kellogg at Hill Street, and modifications to the Kellogg-Seventh-Eagle intersection to create a new plaza.

This investigation was completed in order to ensure compliance with federal, state, and local cultural resources laws. The project will be partially funded through federal Intermodal Surface Transportation Efficiency Act (ISTEA) monies. Therefore, the project must comply with Section 106 of the National Historic Preservation Act of 1966, as amended (36 CFR 800). Pursuant to federal law, the City has requested consultation with the federal funding agency, the Federal Highway Administration (FHWA), and the Minnesota State Historic Preservation Office (SHPO). In addition, the Minnesota Historic Sites Act requires SHPO consultation when a project may affect properties listed on the NRHP. Also, in accordance with the St. Paul City Code and Charter, the St. Paul Heritage Preservation Commission (HPC) will be given the opportunity to review and comment on the project.

The purpose of this investigation was to evaluate the NRHP eligibility of Kellogg Boulevard. The 106 Group previously completed a Phase I survey of the project area in order to identify all historic and archaeological resources that have been previously listed on or determined eligible for listing on the NRHP within the project area, and to identify resources potentially eligible for NRHP listing. Among the recommendations of the Phase I study was that Kellogg should be evaluated for eligibility, allowing the consulting parties to assess the potential effects to the resource. The study area included approximately 213 acres (86.2 hectares) located in Section 6, T28N, R22/23W, Ramsey County, Minnesota.

1.2 Results of Investigation

While the historical significance of Kellogg Boulevard is clear, its historical integrity is poor. The historical characteristics of Kellogg were the scenic views of the river valley, the Kellogg Mall or "Esplanade," and the decorative elements incorporated throughout the corridor. However, there have been many alterations to the roadway and its immediate surroundings over the years, including replacement of many original materials, redesign of the Mall, and the intrusion of modern buildings on the corridor,



SOURCE: ST. PAUL PUBLIC WORKS, 1993.

KELLOGG BOULEVARD STREETScape PROJECT **EVALUATION OF ELIGIBILITY** **ST. PAUL, MINNESOTA**

PROJECT LOCATION



NO SCALE AVAILABLE

FIGURE 1

particularly on the south side, which provided the scenic vistas. Due to the alterations, the historical integrity has been compromised, and Kellogg Boulevard no longer illustrates its historical significance. In addition to evaluating the roadway itself, historians assessed the corridor as a potential district illustrating pre-World War II planning and urban design. Although the roadway and a number of buildings along it were constructed during the period 1915 to 1940, there is not a high enough concentration of potentially contributing buildings to represent a district. The non-contributing elements would outnumber the contributing elements by a ratio of over two to one.

Therefore, it is recommended that Kellogg Boulevard is not eligible for listing on the NRHP. Furthermore, because there is no historic district potential, it is recommended that, except for the buildings currently listed, none of the buildings within the Kellogg Streetscape project area of potential effect are eligible for listing on the NRHP.

2.0 RESEARCH DESIGN

2.1 Objectives

The purpose of the evaluation of Kellogg Boulevard is to make a specific recommendation as to the eligibility of the resource for listing on the NRHP. Preliminary research indicated that Kellogg Boulevard was built in the late 1920s and early 1930s as a planned corridor that would provide scenic views of the river valley and provide focus for a group of public and quasi-public buildings being built during the same period or completed within the previous 20 years. If that were true, then Kellogg Boulevard would be an early example of rational, coordinated city planning. In addition, it has been said that Kellogg Boulevard was completed with federal relief funds or labor. If that were true, then Kellogg Boulevard may also be significant as an illustration of the *Federal Relief Construction in Minnesota* historical context.

2.2 Methods

This Phase II evaluation of Kellogg Boulevard consisted of two principal tasks, historical research and field survey. Research was conducted at the following repositories: the Minnesota Historical Society and SHPO; the University of Minnesota libraries; St. Paul Department of Public Works; St. Paul Division of Parks and Recreation; and the Ramsey County Historical Society. Sources that were consulted include: local histories and other secondary sources; contemporary articles from engineering and planning journals; original plans and drawings; historical photographs and maps; and maintenance records from Public Works and Parks and Recreation. The historical materials provided the information needed to develop a historical context. The purpose of the context was to establish the historical significance of the potential district, which in turn allowed the Principal Investigator to evaluate Kellogg Boulevard's NRHP eligibility.

The survey fieldwork included an intensive-level inventory of the physical condition of all elements of the built environment associated with Kellogg Boulevard. The survey information was used to judge the historical integrity of the potential district.

2.3 Expected Results

It was expected that this investigation would provide sufficient information to evaluate the NRHP eligibility of Kellogg Boulevard.

3.0 RESULTS

3.1 Physical Description

Designed to provide scenic views of the Mississippi River valley, Kellogg Boulevard is a wider, more open version of old Third Street that currently connects the State Capitol from John Ireland Boulevard to Dayton's Bluff at Mounds Boulevard, passing through downtown St. Paul along the river bluffs. Although the project area consists of an approximately one-half mile segment of the roadway from West Seventh Street to Wabasha Street, evaluation of Kellogg Boulevard as a potential historic district was performed between West Seventh Street and Mounds Boulevard. In part, the evaluated area was selected based on the construction limits of the improvements to Third Street from the late 1920s to the late 1930s. Construction of Kellogg Boulevard between Market Street and Jackson Street was conducted from 1928 to 1933. Between 1935 and 1937, the portion of Kellogg Boulevard from Seven Corners and Market Street was completed. The portion of Kellogg Boulevard extending from Jackson Street to Mounds Boulevard was included in the evaluation since it connects downtown St. Paul with Lowertown and the Dayton's Bluff area, making the roadway an important thoroughfare through downtown St. Paul. Since improvements to Kellogg Boulevard west of the Seven Corners intersection were not completed until the 1950s, that portion of the roadway was not evaluated as part of this study.

Kellogg Boulevard conforms to the basic historic alignment designed in the 1920s and 1930s. The roadway runs along the edge of the river bluff in downtown St. Paul, connecting downtown, Lowertown, and the East Side. Kellogg Boulevard runs roughly northwest to southeast from Seven Corners to Market Street, where it turns to an east-west alignment that continues to Mounds Boulevard. Kellogg Boulevard is a four-lane roadway, with medians dividing the traffic between Seven Corners and Market Street. East of the Market Street intersection, Kellogg Boulevard narrows to four undivided lanes, skirts the District Energy and West Publishing Company buildings, and widens again at St. Peter Street. Medians are present again from east of St. Peter Street to the Robert Street intersection. Between Robert and Jackson streets, the medians have been cut back to small islands near the intersections. Bound by the Post Office on the south side of the street, Kellogg Boulevard narrows back to an undivided four-lane roadway to the east of Jackson Street and curves slightly to the north to skirt the Post Office. The narrowing of the road, the change of alignment around the Post Office, and the absence of any decorative elements or plantings to the east of Jackson Street establishes the Post Office as a visual endpoint of the parkway portion of Kellogg Boulevard. Continuing to the east, Kellogg Boulevard runs beneath the Union Depot underpass, emerges in Lowertown, and connects to the Dayton's Bluff area via a modern four-lane bridge. The connection with Mounds Boulevard on Dayton's Bluff is the eastern terminus of Kellogg Boulevard.

Although originally designated a parkway, few plantings remain along Kellogg Boulevard between Seven Corners and Wabasha Street. However, trees and flower

planters in the medians between Wabasha Street and Robert Street and plantings in Kellogg Street Mall located between Wabasha Street and Robert Street help this portion of Kellogg Boulevard retain its original parkway character.

3.1.1 Seven Corners to Market Street

The north side of Kellogg Boulevard in this area is dominated by the St. Paul RiverCentre, the skyway to the RiverCentre parking lot, and the St. Paul arena (under construction). Although originally constructed to show expansive views of the river, the south view from Kellogg Boulevard now is partially blocked by the RiverCentre parking lot and the Science Museum of Minnesota. Interspersed between the newer construction are buildings that predate or were contemporary with the Kellogg Boulevard improvements of the 1920s and 1930s. The Minnesota Club (1915) and St. Paul Public Library / James J. Hill Reference Library (1917) are located on the north side of Kellogg Boulevard east of the RiverCentre.

From Seven Corners, Kellogg Boulevard runs roughly northwest-southeast along the river bluff edge to the District Energy building at the intersection of St. Peter Street, where the roadway aligns to a east-west orientation (Figure 2). The roadway is shored up along the bluff edge by concrete retaining walls and earthen embankments that face the river terrace edge below Kellogg Boulevard. An unusual original feature of this roadway is the configuration of Exchange Street, which tunnels into the bluff beneath Kellogg Boulevard just north of Eagle Street, turns 90 degrees (east) to run parallel to Kellogg Boulevard, then rises up in an enclosed ramp to meet Kellogg Boulevard at grade in the center of the boulevard (Figures 3 and 4). Kellogg Boulevard from the Exchange Street ramp to Hill Street is a viaduct consisting of a series of reinforced concrete deck girder spans supported by square concrete-jacketed steel columns. To the east of the intersection of Kellogg Boulevard and Eagle Street, a loading ramp for the RiverCentre complex and a utility access room have been constructed into the earthen slope. The RiverCentre parking ramp was constructed to the east of the Exchange Street ramp.

The embankment walls and the Exchange Street ramp retain their original decorative elements, including recessed panels on the retaining walls, decorative pilasters separating the recessed panels and flanking the opening to the Exchange Street ramp, and a series of brackets capping the entrance to the Exchange Street ramp. The viaduct columns, now blocked from view by the RiverCentre parking lot, still retain their decorative pilasters (Figure 5). The decorative elements along the embankment and ramp entrance repeat the Art Deco/Moderne style utilized in many of the buildings constructed during the same period as Kellogg Boulevard, as well as the Robert Street Bridge (1925). Original wrought iron railings with teardrop-patterned decorative elements line much of the southern edge of the roadway and are supported by square concrete posts measuring approximately four feet high and two feet square with inset panels on the north and south faces (Figure 6). The railings run along the south sidewalk between Eagle Street and the RiverCentre Parking Ramp, between the new Science Museum and Hill Street, and around three sides of the Exchange Street ramp on Kellogg Boulevard. The asphalt roadway, concrete sidewalks, traffic lights, and modern mercury vapor streetlights are all



Figure 2. Kellogg Boulevard from the Seven Corners intersection (facing east).

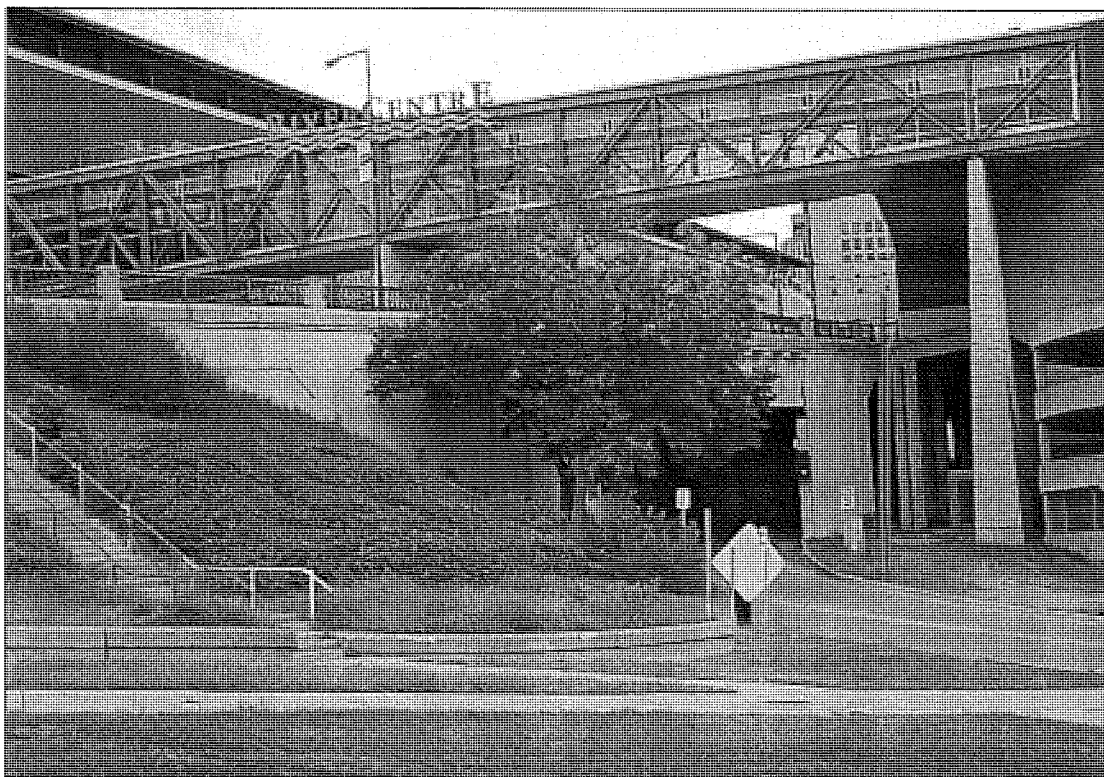


Figure 3. Kellogg Boulevard viaduct and Exchange Street ramp (facing northeast).

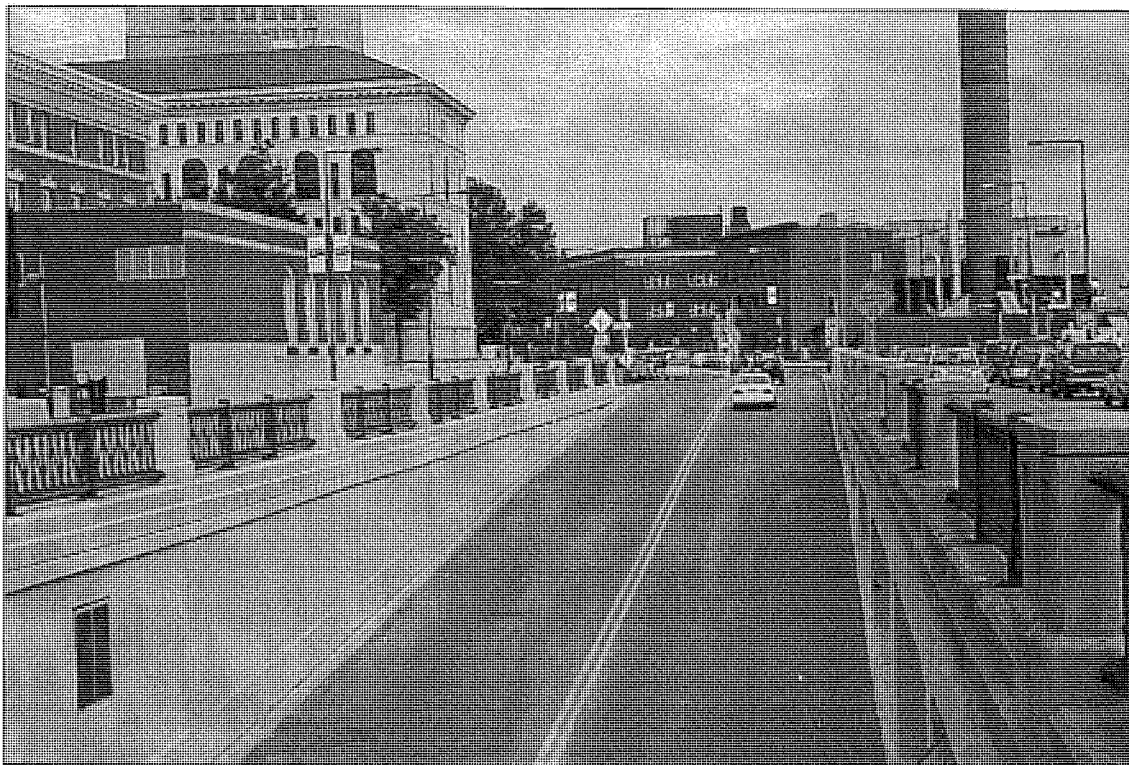


Figure 4. Exchange Street ramp near Washington Street (facing southeast).

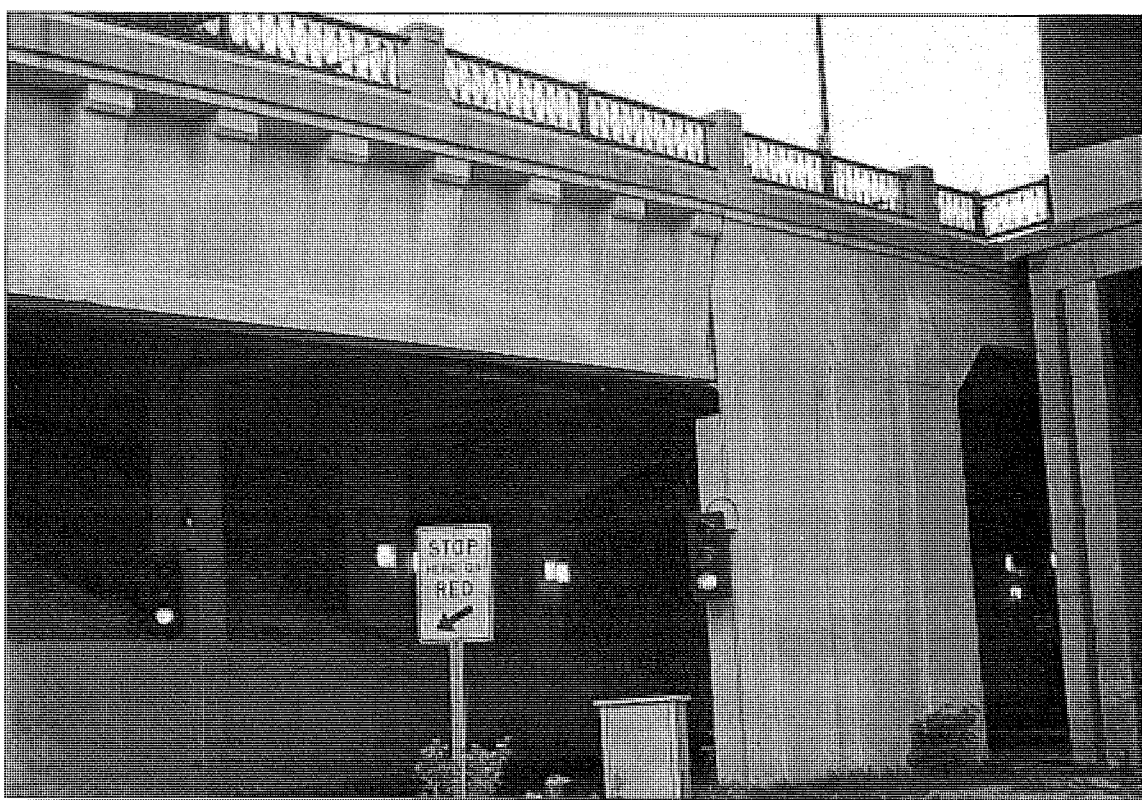


Figure 5. Detail of decorative elements on Exchange Street ramp.



Figure 6. Teardrop-shaped railings along Kellogg Boulevard

modern replacements. Two staircases located along the south side of the road connect the boulevard with the river terrace below. One staircase (not original) is located just to the east of the intersection of Kellogg Boulevard and Eagle Street. A second staircase (original) with original rails is located between the new RiverCentre loading ramp and the Exchange Street ramp.

3.1.2 Market Street to Wabasha Street

At Market Street, the alignment of Kellogg Boulevard changes to east-west and the road narrows to four undivided lanes. The change in alignment and the absence of medians conforms to the original design plans for Kellogg Boulevard in this area, since the road was bound by the District Energy (originally NSP) and Ramsey County Government Center (West Publishing Company) buildings on the south. Both of those buildings, which have been extensively altered, and the plaza constructed over the top of the Ramsey County Adult Detention Center (built into the bluff below the grade of Kellogg Boulevard) dominate the south side of the road in this area (Figure 7). The St. Paul City Hall and Ramsey County Court House (1933) was constructed and dedicated in conjunction with the completed portion of Kellogg Boulevard (Market to Robert streets) and represents a major focal point along the planned parkway, although its visual impact is somewhat minimized today by the presence of the Radisson Hotel. Two other Art Deco/Modern monuments on the north side of Kellogg are the Tri-State Telephone



Figure 7. Plaza located above Ramsey County Adult Detention Center at intersection of Kellogg Boulevard and Wabasha Street (facing southeast).

Company building (1936) and the Women's City Club (1931). Two massive office towers are situated between Tri-State and Women's City Club, dominating the visual setting of the area.

The wrought iron teardrop-patterned guard rail is the only remaining decorative element present in this stretch of Kellogg Boulevard. It is present between the District Energy and West Publishing Company buildings, although the view of this rail is blocked by the addition of a recent guard rail along the northern side of the sidewalk. This portion of Kellogg Boulevard does not contain any medians or plantings. The sidewalks throughout this area have been replaced, probably as recently as the 1970s. The modern mercury vapor street lights and traffic lights are also recent additions to the roadway. In addition, the area around the Wabasha Street Bridge, including the plaza atop the Adult Detention Center, were completely rebuilt when the bridge was replaced during 1996-1998.

3.1.3 Wabasha Street to Sibley Street

East of Wabasha Street, extending outside of the project study area, Kellogg Boulevard takes on more of a parkway feel. The alignment of the road continues on an

east-west orientation and the grassy medians resume (Figure 8). The grassy medians, adorned with trees and round concrete flower planters, continue until the Robert Street

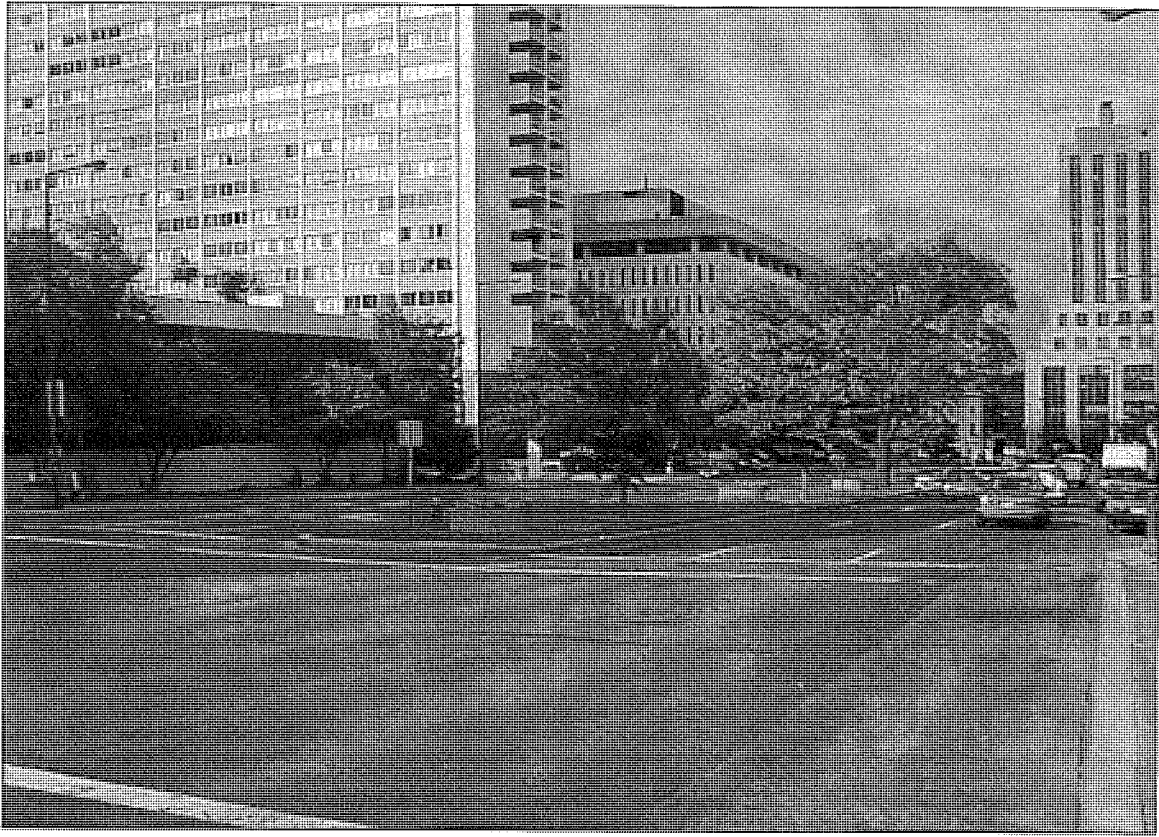


Figure 8. Medians between Wabasha and Robert Street.

intersection. After the Robert Street intersection, the medians have been cut back to small concrete islands located near the intersections. The alignment of Kellogg Boulevard changes slightly at Jackson Street. The Post Office (1934) juts to the north of the rest of the buildings on the south side of Kellogg, resulting in the boulevard curving to the north around the building. To the east of Jackson Street, Kellogg Boulevard narrows and there are no medians.

On the south side of Kellogg Boulevard, between Wabasha and Robert streets, the Kellogg Boulevard Mall overlooks the river. Directly to the east of the mall area is the Cultural Community Park, and the Ramsey County Government Center East (F.O.K. Building). The building was extant when the Kellogg Boulevard improvements were executed during the 1920s and 1930s, indicating that the mall was the easternmost designed area to offer an unimpeded view of the river valley. Modern office buildings and parking lots line the north side of Kellogg Boulevard in this area, including the Riverfront Education Center, Kellogg Square and parking ramp, Warren Berger Federal Courts Building, and the KTCA building.

Originally designed as the "Third Street Esplanade," the Kellogg Boulevard Mall has been redesigned in recent years. The mall is a roughly rectangular park bound on the north by Kellogg Boulevard, on the south by the river bluff edge, on the west by Wabasha Street, and on the east by Robert Street. Sidewalks run along the edge of the entire mall, creating a central park area. There are two fountains in the park, one directly across from the intersection with Cedar Street (Figure 9) and the other across from the intersection with Minnesota Street (Figure 10). The easternmost fountain is covered by a pergola and is approached from the east and west by steps. Galtier's Monument, designed by Edwin Lundie in the 1930s to memorialize Father Lucien Galtier's 1841 church that gave St. Paul its name, is located across from Minnesota Street. The vegetation in the Kellogg Boulevard Mall consists of several older deciduous trees, probably from the original 1930s plantings, and numerous younger deciduous trees, evergreens, and a variety of perennial flowers. Although the mall was originally designed and built as an open promenade (see below), the current design is more like an enclosed park (Figure 11). The row of trees lining Kellogg Boulevard separates the park space from the street. Rather than just a river walk, the park has numerous focal points, including the fountains and interpretive elements.

Second Street merges with the south side of Kellogg Boulevard just to the east of the Wabasha Street intersection. Curving around the park's western edge, the street runs east-west on the river terrace beneath the Kellogg Boulevard Mall (Figure 12). The deck of Second Street is supported by a series of concrete-jacketed steel columns anchored to the bedrock. As with the Kellogg Street viaduct, the Second Street viaduct consists of a series of reinforced concrete deck girder spans. The Kellogg Boulevard Mall is supported by a similar series of concrete-jacketed steel columns that have arched concrete stringers between each column and a concrete-jacketed steel beam system whose south face repeats the decorative element seen in the pilasters near the Exchange Street ramp (Figure 13). The decks for the Second Street viaduct and the Kellogg Boulevard Mall consist of steel-reinforced concrete. A set of stairs towards the eastern end of the Kellogg Boulevard Mall connects the mall with the Second Street viaduct.

The teardrop-shaped decorative railings continue in this portion of the roadway along the southern edge of the Kellogg Boulevard Mall between Wabasha and Roberts streets and in front of the Ramsey County Government Center building between Robert and Jackson streets. The railings in this area are painted green. The posts supporting the railings in the Kellogg Boulevard Mall have terra cotta plaques added to the recessed panels. The plaques contain designs such as fish, steamboats, and anchors that are similar to the etchings on the front windows of RiverCentre, located further to the west on Kellogg Boulevard. Along Second Street, the railing consists of concrete posts supporting a balustrade of Beaux Arts-style balusters that is similar to the railing at the public library (Figure 14). Along the southern edge of the Second Street viaduct, the railings consist of three simple vertical bars connected to more narrow versions of the concrete piers seen throughout Kellogg Boulevard. A chain link fence has been added to the outside of the railing for pedestrian protection. The northern (interior) wall of the Second Street viaduct has decorative recessed panels.



Figure 9. Kellogg Boulevard Mall fountain near Cedar Street intersection.

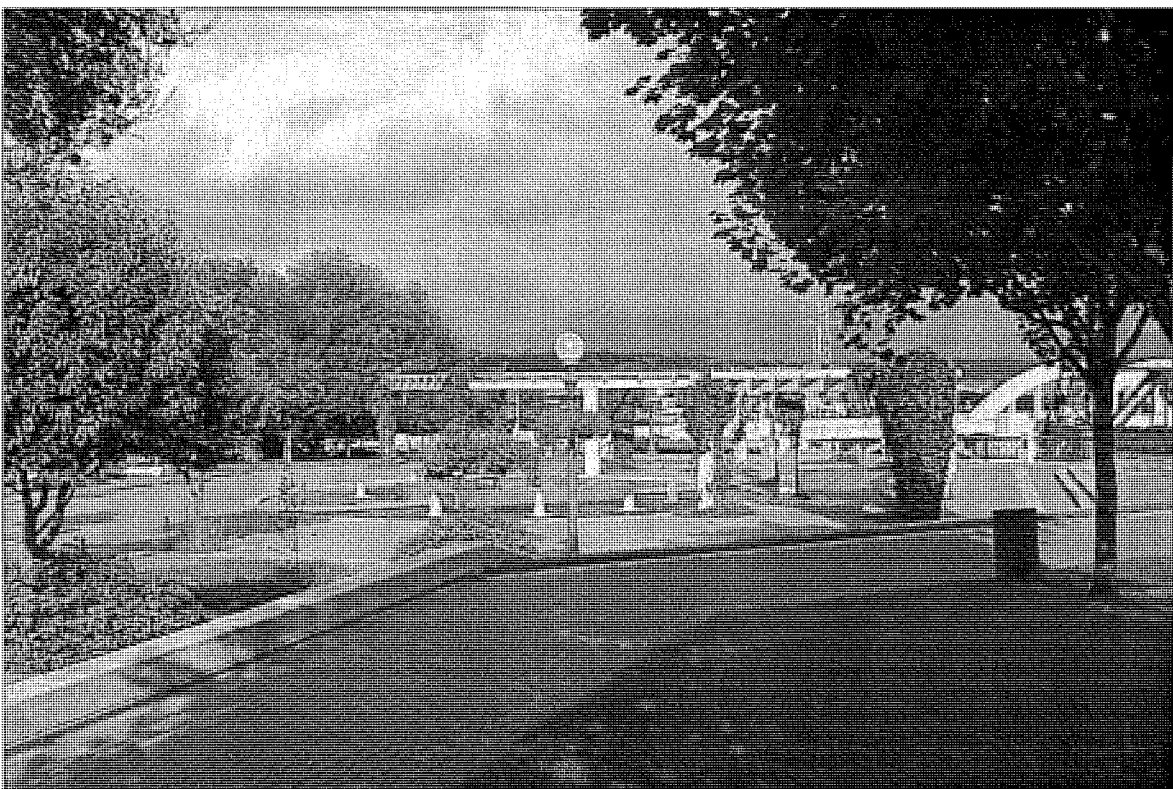


Figure 10. Kellogg Boulevard Mall fountain near Minnesota Street intersection.



Figure 11. Kellogg Boulevard Mall from Robert Street (facing west).

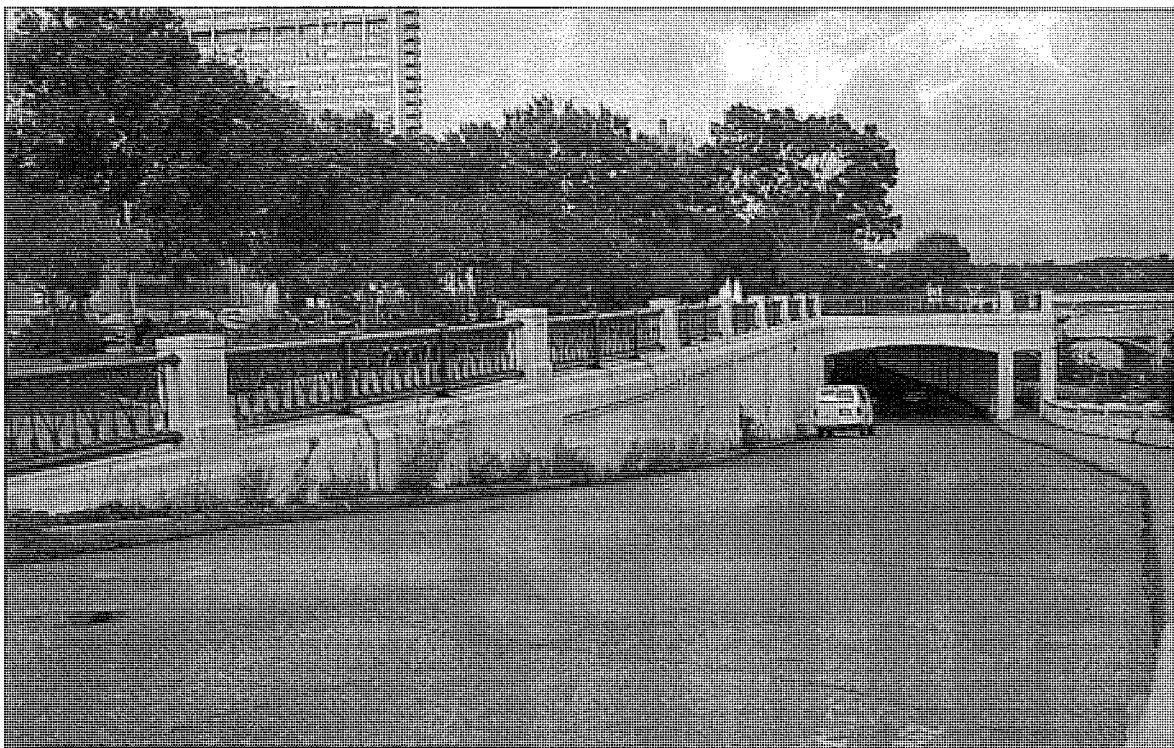


Figure 12. Second Street viaduct (facing east).

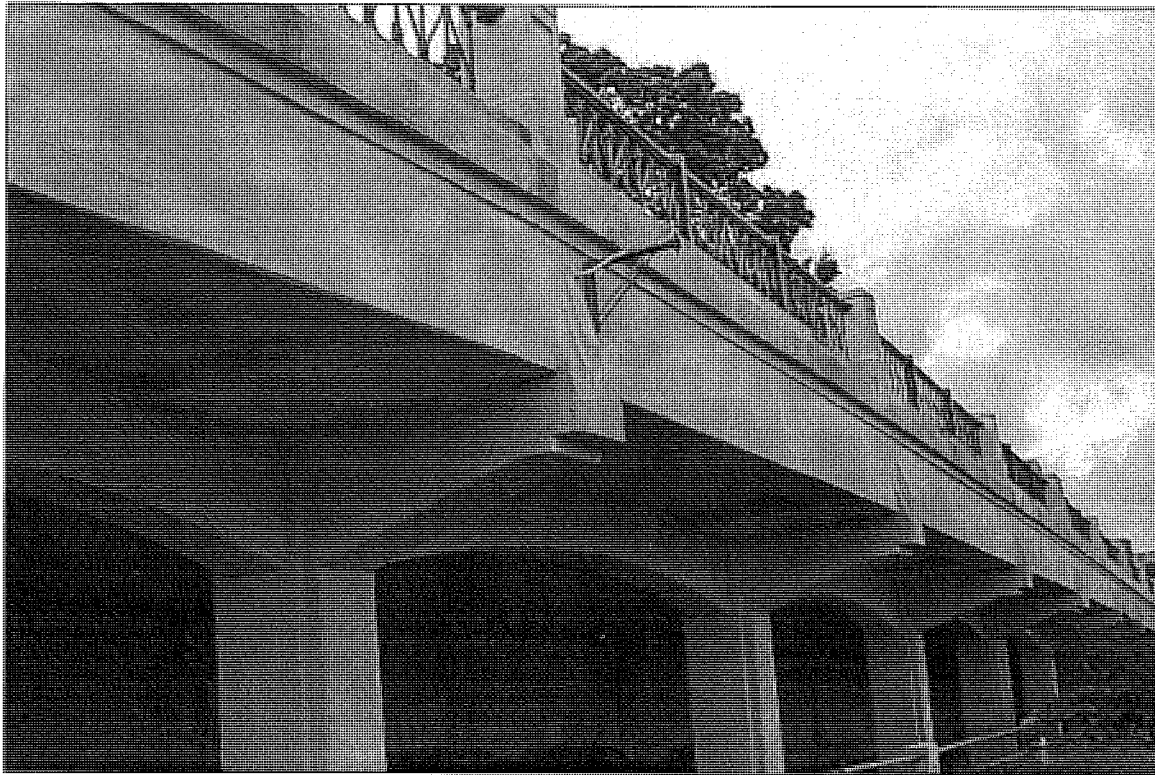


Figure 13. Detail of Second Street viaduct showing structural elements.

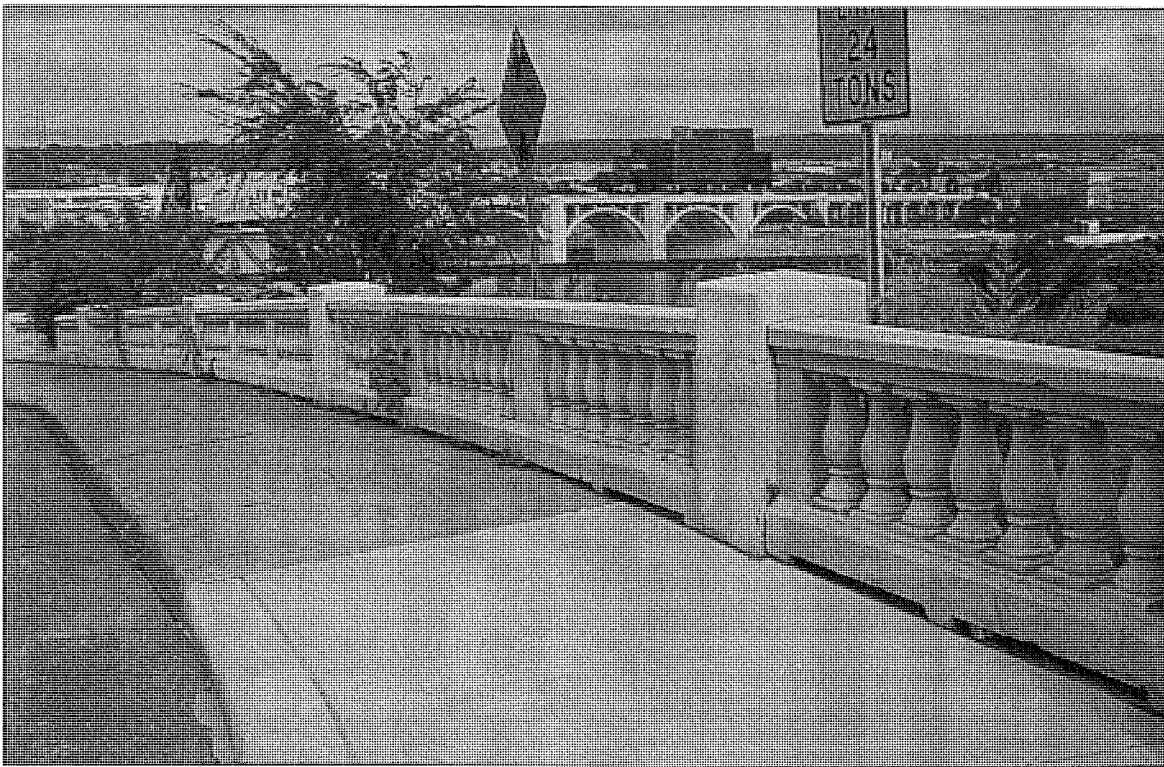


Figure 14. Detail of urn-shaped decorative railings along Second Street viaduct.

3.1.4 Sibley Street to Mounds Boulevard

East of Sibley Street, Kellogg Boulevard narrows further for a block, passing beneath the Union Depot concourse, then widens to roughly the old Third Street width and continues into Lowertown. After emerging from the Union Depot underpass, the Boulevard is bounded on the south by a large modern parking ramp and parking lots located near the old Union Depot railyards. The north side of Kellogg Boulevard east of Sibley Street is dominated by the Union Depot parking ramp and large brick warehouse buildings (Figures 15 and 16). The roadway continues on to a four-lane, modern box beam slab highway bridge (not original) that connects Kellogg Boulevard with Mounds Boulevard (Figure 17). The connection with Dayton's Bluff is the eastern terminal point for Kellogg Boulevard.

The narrowing of Kellogg Boulevard, the change of alignment around the Post Office, and the absence of any decorative elements or plantings to the east of Jackson Street establishes the Post Office as a visual endpoint to the parkway feeling of Kellogg Boulevard.

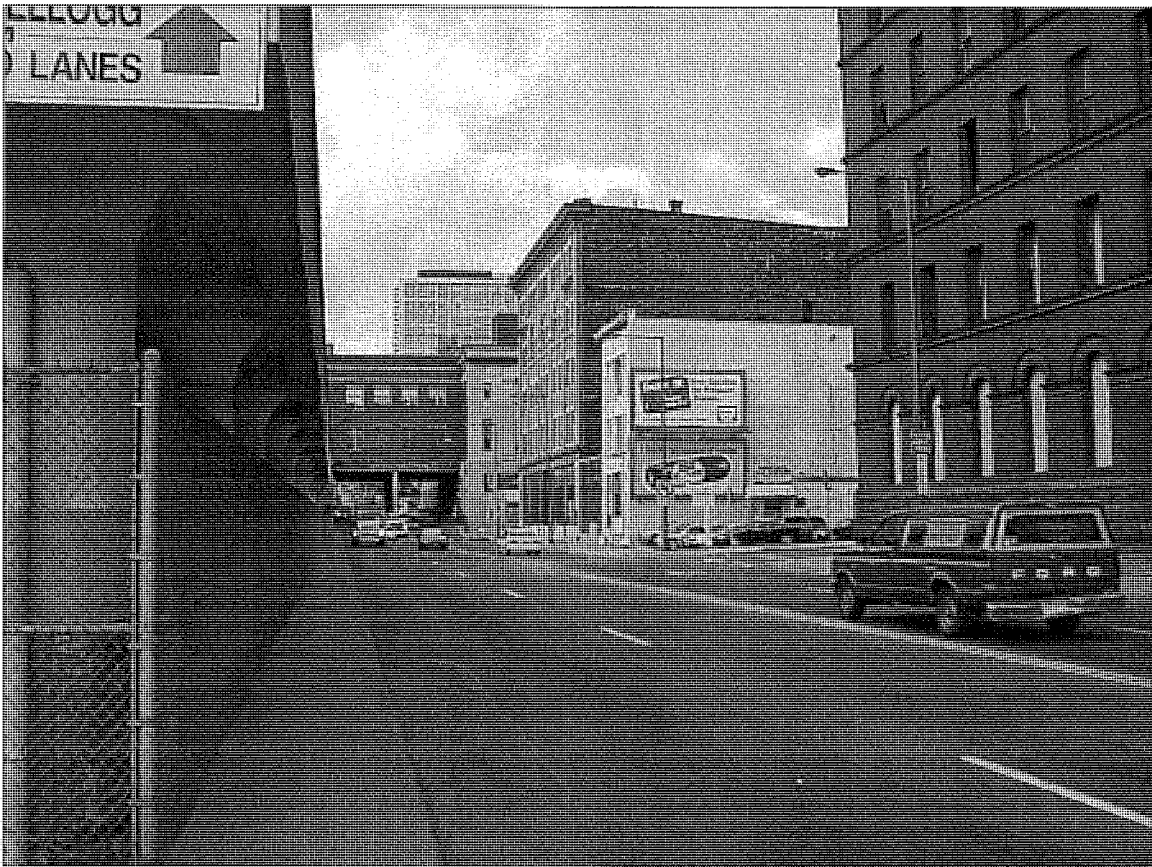


Figure 15. Kellogg Boulevard in Lowertown (facing west).



Figure 16. Kellogg Boulevard in Lowertown (facing east).

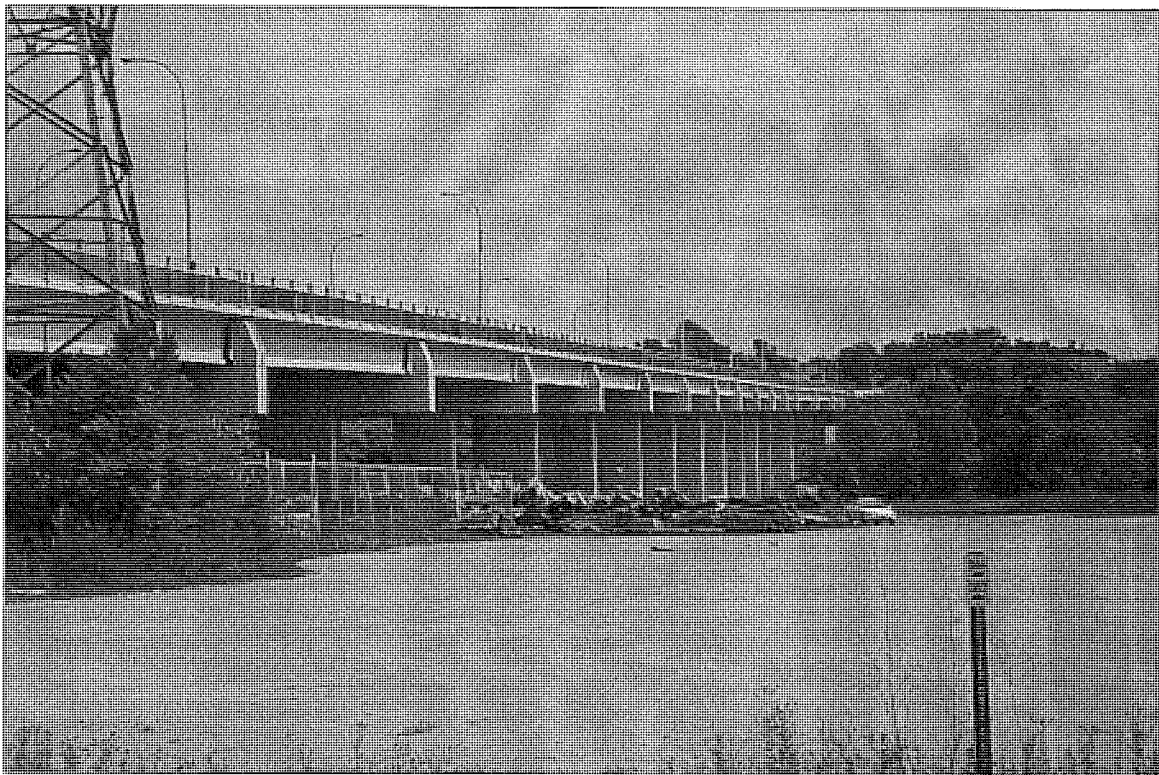


Figure 17. Modern box beam bridge connecting Kellogg Boulevard to Mounds Boulevard (facing northeast).

3.1.5 *Buildings Along Kellogg Boulevard*

There are a number of public and social buildings along Kellogg Boulevard that could contribute to a potential Kellogg Boulevard Historic District. Those buildings include:

- Minnesota Club – this building was constructed as a social club in 1915 in the Neo-Classical / Georgian Revival style;
- St. Paul Public Library / James J. Hill Reference Library was built in 1917 and is currently listed on the NRHP for architectural and social significance;
- Tri-State Telephone building was completed in 1936 and is a fine example of the Art Deco style;
- Women's City Club, constructed in 1932, this building is one of the finest examples of Streamline Moderne in the state and is listed on the NRHP;
- St. Paul City Hall / Ramsey County Courthouse, completed in 1932, is an outstanding example of an Art Deco tower and is listed on the NRHP;
- St. Paul Main Post Office – though it has suffered some alterations, this 1934 building illustrates the impact of federal relief construction during the Depression of the 1930s.

3.2 **Historical Background**

In the 1910s and 1920s, St. Paul experienced a dramatic rise in population and, consequently, in the number of automobiles, which caused congestion in its central business district. Also at that time, the city's governmental agencies were running out of space in their outdated buildings and, since St. Paul did not have a well-developed zoning plan, the location of public structures throughout downtown was not logically arranged. Kellogg Boulevard was constructed during the late 1920s through the 1930s as part of a massive public improvement campaign designed to address these issues. Although St. Paul's pre-World War II planning efforts occurred in fits and starts and the improvement efforts of the late 1920s and 1930s had to be coordinated through the independent United Improvement Commission (UIC), the building campaign nonetheless represents a leap forward for planning in the city.

The first steps for city planning in St. Paul can be traced back to 1872, when Horace W.S. Cleveland called for St. Paul to develop a system of parks and parkways, including the land adjacent to the Mississippi River and lakes Como and Phalen. Land for Como Park was acquired the following year in 1873, and parks commissioners and superintendents devised various plans for a park system over the years. However, little progress was made in implementing a coordinated system, particularly in parkway development, until after the turn of the century. In fact, as late as 1905, only 8.33 miles of parkway in the city had been completed out of a planned 34.5 miles (for more on parks and parkway development, see Schmidt 1996 and Ketz and Schmidt 1996).

Although implementation continued to lag in the early twentieth century, planning efforts steamed ahead. Beginning with Cass Gilbert's series of plans (1902, 1907, and

1909), planning proponents sought to impose order on St. Paul's decidedly disorganized streets. Gilbert's plans, however, were concerned with approaches to the new State Capitol building. Two other plans, one proposed by parks commissioner A.B. Stickney in 1910, and another developed by planning consultants John Nolen and Arthur Comey, who were hired by the St. Paul City Club in 1911, developed plans that included Third Street. Both plans proposed widening Third Street and clearing the buildings on the south side of the street (Hesterman 1985:374-383; Herrold 1958:30-31).

Planning efforts in St. Paul continued through the 1910s, and in December 1917 Oscar Keller, Commissioner of Public Utilities, convened a planning committee meeting, to which 19 organizations sent 62 representatives. Three months later, the City Council approved an ordinance creating the St. Paul Planning Board, which would consist of 15 citizens and 11 officials (Hesterman 1985:383-384; Herrold 1931a:1327). The Board operated under the mandate that they would study:

"the physical conditions of the City with a view to their improvement; shall prepare comprehensive plans for the development of the City and keep informed of the plans of the various departments of the City and of all public service corporations and other official and unofficial organizations affecting the development of the city, and shall actively endeavor to coordinate such plans and in all proper ways shall safeguard and direct the city's physical development" (City Planning Board of Saint Paul, Minnesota 1946:26).

By 1920, the Board was in place and had hired George H. Herrold as Managing Director and Engineer; Edward H. Bennett, city planner of Chicago, was hired as a consultant. Bennett oversaw the development of the city's plan, which included recommendations for wider streets and sidewalks downtown, new parks, where public buildings should be established, and zoning (City Planning Board of St. Paul 1946:26). With the Board in place, the City could begin to address its planning issues. As Herrold pointed out, the plan focused on improving living conditions in St. Paul without losing the city's character.

"In St. Paul we have stressed the idea that City Planning is a means of substituting an economic program for political expediency. No attempt has been made to plan a "City Magnificent" nor to copy after Paris or Rome. We are proud of our individuality, our narrow street, our fine topography, our natural parks and lakes, our traditions and landmarks. Our aim has been to improve living conditions that life may be easier, more refined and richer for all (Herrold 1926:28).

The plan for St. Paul developed in part from its unique character and also based on its governmental responsibilities. The city had to not only address the housing of federal, state, and local governmental offices, but also the ingress and egress of government employees and individuals in need of government services. The city investigated the problems facing St. Paul and presented its findings in the 1922

publication *Plan of St. Paul*. With those objectives at the forefront, the plan was primarily concerned with widening streets, developing the Capitol approach, and, in general, moving traffic into and out of downtown. Included in the plan was the recurring idea to widen Third Street and clear the buildings on its south side (Herrold 1931a:1329; Hesterman 1985:388-389).

Despite the clear objectives in the minds of planning commissioners, little work was carried out until the late 1920s. St. Paul needed funding to implement its city plan, and, due to restrictions in the 1911 reform charter, the City had limited financing options. Reluctant to give any real power to the Planning Board, the City Council began cutting funding for the board after the plan of 1922 was completed, and required Herrold to split his duties between the Planning Board and Public Works. Without an effective coordinating agency, city projects were proposed haphazardly by individual organizations and City Council members. In 1927 five council members proposed bond issues for five different projects and all were defeated. After the proposals were defeated, a group of civic and business leaders representing 25 organizations formed the UIP. Although it was a private agency, the commission essentially filled the role of the Planning Board by developing a five-year plan for funding and building a variety of city improvement projects. The projects, which included a new City Hall and Courthouse, the municipal (Holman) Airport, the municipal auditorium, and a number of street widening and paving projects, enjoyed a wide constituency of support and had the stamp of approval of the city's most influential organizations. The voters overwhelmingly approved the five year-\$15,000,000 bond issue in 1928, including \$1,283,00 for Third Street improvements (Hesterman 1985:390-395; Carey 1931; Herrold 1931a:1331).

The "Third Street improvement project" was an important aspect of the new plan for St. Paul, as the city had long struggled with traffic problems. Since the street bordered the river, it was a popular location for businesses that wanted to take advantage of the shipping and manufacturing facilities in the area. Because of the large volume of business traffic on Third Street, it was outgrown despite being widened from 44 ½ feet to a variable width between 53 and 57 feet in 1872 (Herrold 1931a:1328). Although the Third Street business district was in decline during the 1910s and 1920s, the growing volume of automobile and truck traffic snarled the narrow streets throughout downtown. St. Paul's central business district needed a thoroughfare. The expansion of Third Street represented an opportunity to address traffic problems, open up the view of the river valley, and clear what was generally perceived to be a blighted district.

At the same time plans were being developed to expand Third Street, there was an increase in the need for public buildings. City planners for St. Paul envisioned a corridor of public and social buildings located near the central business district since, as Herrold described it, "the Planning Board is inclined to believe more and more in that basic thought that the coordination of municipal functions is city planning, and that the most important word in the sentence is "coordination." (Herrold 1931b:224). With the planned expansion of Third Street, the corridor was the logical focus for the public buildings (Herrold 1931b:218).

"It was early determined that the state building should form one group and the city, county, and Federal buildings another; and that the last-mentioned buildings were best arranged along our river front. We now have a coordinated plan in which the river front development, the Third Street Esplanade, connects with the capital approach at Seven Corners Round Point. Along this esplanade are the following structures either completed or under way: the Union Depot, the U.S. Customs and Post Office Building; the Robert Street Public Information Building, the City Hall and Court House, the Women's City Club, the Hill Reference Library, the St. Paul Public Library, the Minnesota Club, and the New Auditorium" (Herrold 1931a:1331).

Construction of the boulevard led to a clearing of buildings along the south side of Third Street to open up views to the river valley, and creating a mall-type park on the river side between Wabasha and Robert streets. Other improvements included widening the soon-to-be-renamed street, building retaining walls to shore up the bluff, and adding decorative railing, lighting, and plantings.

The improvements to Third Street appear to have occurred in three separate construction episodes, though the exact sequence of events is not known. Construction began on Third Street in 1928. Construction diagrams from the Department of Public Works dated 1931 show specifications for work performed between Wabasha and Robert streets and on the esplanade. It appears that the stretch of Third Street from Market to Wabasha streets was a separate building episode. The only specific information found for this portion of the street was that no buildings were torn down between St. Peter and Market streets (Appendix A, Photograph 5) (City Planning Board of Saint Paul 1946:29). In December 1933, the new City Hall and County Courthouse building and riverfront esplanade were officially dedicated. Third Street, widened from its original width of 53 feet to a broad boulevard by the clearing of all buildings on the riverside, was renamed Kellogg Boulevard in honor of Frank B. Kellogg (1856-1937), a former U.S. Secretary of State.

Plans for the "Third Street Esplanade" (Kellogg Boulevard Mall) depict a linear park with relatively little ornamentation or planting to detract from the river views. Bennett's 1929 plan for the Third Street improvements included a plan for the park. Although the designer's name is not specified, a 1988 St. Paul Parks and Recreation report stated that J.C. Niemeyer drew up the original concepts for the Kellogg Boulevard Mall. The 1929 map shows the mall divided into five sections. The first four sections from east to west alternate between a grassy mall and a formal plaza. The fifth and westernmost section has a unique geometric central walkway (Bennett 1929). By 1931, the esplanade design plans had been simplified. The plan called for two zigzagging sidewalks converging at a plaza aligned with the intersection of Minnesota Street and Kellogg Boulevard and a single sidewalk that continued to a plaza aligned with the intersection of Cedar Street and Kellogg Boulevard. An allee of trees lined the interior walkways, accentuating the linear orientation of the park (St. Paul Public Works 1931). A photograph from 1933 shows that the Kellogg Mall was built according to the 1931

plan, with the exception of a single circular plaza in alignment with the Minnesota Street intersection (Appendix A, Photograph 10) (Minnesota Historical Society Photograph Collection [MHS] 1933).

Work on the new Kellogg Boulevard was not complete in 1933, however, since plans included widening the road from Seven Corners to Market Street. In 1935, plans were developed to complete Kellogg Boulevard from West Publishing Company or Market Street to Seven Corners. Several plans for this portion of the boulevard were drawn up. One of the more ambitious plans included the construction of a double roadway with a ramp to connect Exchange Streets with Kellogg Boulevard near Washington Street (Ramsey County Highway Engineer Records 1935-1937). In a report filed in the Ramsey County Highway Engineer Records, the proposed ramp was justified as "the outstanding element of the plan from the viewpoint of traffic simplification." The report went on to state that the "outbound traffice [sic] to the west from Kellogg Boulevard must turn to the left, and this movement is the greatest cause of confusion and delay at intersections. The ramp will detour a large part of this left turning traffic from busy Kellogg Boulevard at Seven Corners and Pleasant Avenue... For inbound traffic the ramp will relieve Seventh Street at Seven Corners." The unique ramp feature on Kellogg Boulevard was not supported by all. A letter dated August 19, 1935 discussed the view held by some over the "unfortunate appearance of a ramp ... in the middle of Kellogg Boulevard, in other words, in the middle of this otherwise beautiful thoroughfare." George F. Lindsay, Chairman of the City Planning Board, emphasized the Board's unanimous support of the ramp, but suggested that the same ornamental guard rail balustrade that adorned the south side of Kellogg Boulevard be used, with heavier members, as a guard rail around the opening of the ramp (Ramsey County Highway Engineer Records 1935-1937). It is assumed that Bennett was responsible for the inclusion of the ramp in the Kellogg Boulevard plans, since he employed a similar technique in his design of Wacker Drive in Chicago (1924-1926).

A resolution was passed in 1935 for implementing Plan "B-1 as modified" — meaning the ramp would be built with the necessary beautification measures applied (Appendix A, Photographs 1, 3 and 4). This plan allocated \$360,000 for street improvements (paving, curbing, walls, trestle, etc.), \$25,000 for wrecking buildings along the south side of Kellogg Boulevard, and a net estimate for land and buildings of \$209,500, for a grand total of \$594,500. However, by February 18, 1936, over \$658,600 had been spent. The WPA provided a grant for \$185,202.73 and WPA workers were used to help finish the project (Ramsey County Highway Engineer Records 1935-1937).

No further records regarding the exact nature of the WPA's involvement in the Kellogg Boulevard project were located. General histories on the WPA show that by 1936, the program helped to repair or improve over 8,000 miles of highways and roads in Minnesota. While the federal government normally funded undertakings such as state trunk highways, city roads and improvements were usually supported through the local tax base. When the Depression hit, however, local communities were unable to meet the demands of maintaining and constructing secondary roads. The bond issue for work on Kellogg Boulevard as well as other improvement projects in St. Paul had been established

prior to the economic devastation of the 1930s. St. Paul was able to complete most of its projects proposed in the 1922 *Plan of St. Paul*. It appears, however, that the 1928 bond money could not cover the final stages of Kellogg Boulevard construction and that the WPA, through a grant and the use of workers, helped the city to complete the last portion of the Kellogg Boulevard improvement project.

By 1937, the finishing touches were in place along Kellogg Boulevard. The narrow, constricted feeling of Third Street was now completely replaced with a large, expansive roadway that opened up the view to the Mississippi River. Several repetitious decorative elements were used for Kellogg Boulevard to help convey a parkway feel. Grassy medians planted with several varieties of deciduous trees were included from Seven Corners to Market Street and from Wabasha Street to Robert Street (Appendix A, Photographs 9, 10 and 11). The zigzag pattern, commonly employed in the Art Deco style, was used in the Kellogg Boulevard Mall sidewalks and the decorative pilasters on the Exchange Street ramp, Kellogg Street viaduct, and Second Street viaduct (Appendix A, Photographs 2 and 11). In contrast to the Art Deco styling of many of the decorative elements along Kellogg Boulevard, the Beaux Art-styled double street lights, concrete urn-shaped balusters, and wrought iron teardrop-patterned decorative rails reflect a more classical feel (Appendix A, Photographs 6 and 7). It is unclear why this combination of styles was employed for Kellogg Boulevard, but it should be noted that the two distinct styles were basically employed along different portions of the roadway. The Beaux Art neoclassical style was used along the main Kellogg Boulevard alignment. The Art Deco/Moderne decorative elements were utilized along the river terrace embankment facing the river. It is possible that the use of the Art Deco/Moderne style was in acknowledgment of the Robert Street bridge, an impressive Art Deco crossing completed in 1925, or the Art Deco/Moderne buildings that were contemporaneously constructed along Kellogg Boulevard.

By the 1950s, congestion was once again a major problem in St. Paul's downtown area. Although the improvements to the downtown area in the 1920s and 1930s aided in the congestion of the area, by 1950 the St. Paul City Planning Board was making plans to alleviate the problems. One of the main solutions was the creation of an interstate highway (I-94) which would skirt the northern part of downtown St. Paul. For Kellogg Boulevard, the proposed solution was the extension of the roadway from Seven Corners to Pleasant Street and to make Pleasant Street extend northward from its intersection with Kellogg Boulevard, thereby creating an approach to the capitol grounds. The Planning Board justified the plan by stating it provided a north and south access through the western edge of downtown; it would serve as the first stage in the development of a major approach to the central business district and Capitol area from the southwest (City Planning Board of Saint Paul, Minnesota 1952:19).

3.3 Alterations to Kellogg Boulevard

The basic alignment of Kellogg Boulevard and some of the decorative elements remain intact from the original 1920s-1930s improvements to the roadway. Examples of extant decorative elements include the wrought iron teardrop-shape and the concrete urn-

shape balustrades, the decorative pilasters, and the grassy medians between Wabasha Street and Robert Street. Even with these elements still intact, Kellogg Boulevard has undergone extensive alterations and impacts since its completion in the 1930s.

Major changes to Kellogg Boulevard between Seven Corners and Market Street include: the replacement of the median islands with a continuous median from Seven Corners to the intersection of the RiverCentre parking ramp; the reconstruction of portions of the roadway following the construction of the RiverCentre loading dock and ramp; the replacement of all original sidewalks and curbs; the installation of modern traffic lights; the reconstruction of the Seven Corners intersection to accommodate the St. Paul Civic Center in the early 1970s; and the construction of a new intersection for the RiverCentre parking lot. Changes to the embankment area along the south side of Kellogg Boulevard include the construction of a concrete stairway at the intersection of Eagle Street and Kellogg Boulevard and the construction of a utility service entrance in the slope between Eagle and Exchange streets. Several changes have occurred within the Exchange Street ramp, including: the construction of exhaust fan openings in the north side of the ramp to ventilate the RiverCentre loading dock; the reinforcement of the Kellogg Boulevard deck through the installation of two I-beam and square concrete-jacketed steel columns; and the addition of traffic lights, signs, and lights. Visually, this area has been impacted by the construction of the Science Museum, and the RiverCentre parking ramp and skyway.

Extensive alterations to Kellogg Boulevard occurred between Market Street and Robert Street. The sidewalks, road surfacing, and street lights have been replaced. The construction of two large office buildings between the Tri-State building and the Women's City Club, and the construction of a Radisson Hotel to the east of City Hall greatly affect the feel of the north side of the street in this area. The removal of the original urn-shaped balusters, the replacement of the Wabasha Street Bridge, and the construction of the Ramsey County Adult Detention Center and plaza greatly affected the feel of this portion of Kellogg Boulevard. Only minor changes have occurred to the medians in this area, namely through the addition of concrete flower planters and the replacement of original trees with newer plantings.

The Kellogg Boulevard Mall retained its original layout and feel until the 1980s. The original plantings along the zigzag sidewalks had grown to a large size, creating a canopy through the mall. Eventually, the mall fell into disrepair, however, and plans were implemented to update it in the late 1980s. The original sidewalk pattern was removed and walkways were created around the perimeter, creating a central grassy area. Two fountains were created, one in alignment with the intersection of Kellogg Boulevard and Cedar Street and the other across from the intersection of Kellogg Boulevard and Minnesota Street. The vegetation in the Kellogg Boulevard Mall is very different from the original plantings. The simple allées created by the original plantings were replaced with a less formal planting scheme. Deciduous trees line the perimeter sidewalks and evergreens and a variety of perennial flowers are scattered throughout the park. New park furniture has been added, including trash cans, street lights, and benches.

Several changes were noted for the area from Robert Street east to Mounds Boulevard. As with the rest of the roadway, the road surfacing, sidewalks, and street lights have been replaced. The wrought iron teardrop-patterned decorative railing once extended along the southern edge of the lawn of the F.O.K. building. While the original concrete posts were retained, the railing has recently been replaced by new railings associated with the St. Paul Cultural Community Park. The median just to the east of the intersection of Robert Street and Kellogg Boulevard was originally a grassy median; however, it has been cut back in size and now consists only of a small concrete island. The Kellogg Boulevard bridge, connecting Lowertown with the Dayton's Bluff area, was replaced in recent decades with a modern box beam slab bridge.

4.0 SIGNIFICANCE AND RECOMMENDATIONS

When Kellogg Boulevard was constructed, it was the realization of the long-time dream of many St. Paul planners, architects, and civic boosters – to open Third Street to the scenic vista afforded by downtown's bluff top location. In addition to the aesthetics, Kellogg Boulevard was part of a larger effort to redevelop St. Paul through construction of public buildings and street widening and paving. Although the financing was achieved through the efforts of a private organization rather than the city's planning board, the series of projects, including Kellogg, represents the fulfillment of the 1920 plan for St. Paul. The projects transformed the built environment of downtown St. Paul and, for the first time, represent the implementation of one of the many plans circulated during the early twentieth century.

While the historical significance of Kellogg Boulevard is clear, its historical integrity is poor. The historical characteristics of Kellogg Boulevard were the scenic views of the river valley, the Kellogg Mall or "Esplanade," and the decorative elements incorporated throughout the corridor. As discussed in the previous section, there have been many alterations to the roadway and its immediate surroundings over the years, including the replacement of many original materials, the redesign of the mall, and the intrusion of modern buildings on the corridor, particularly on the south side, which provided the scenic vistas. Due to the alterations, four of the seven elements of historical integrity have been compromised: setting, design, feeling, and association. With the loss of historical integrity, Kellogg Boulevard no longer illustrates its historical significance. Furthermore, two other projects funded through the same bond issued in 1928, the St. Paul City Hall / Ramsey County Courthouse and the Municipal (Holman) Airport, are currently listed on the NRHP, have a higher degree of integrity, and therefore, better illustrate St. Paul's construction campaign of the late 1920s and early 1930s.

In addition to evaluating the roadway itself, historians assessed the corridor as a potential district illustrating pre-World War II planning and urban design. Although the roadway and a number of buildings along it were constructed during the period 1915 to 1940, there is not a high enough concentration of potentially contributing buildings to represent a district. Within the area from Seven Corners to Sibley Street (the end of the designed parkway), there are six buildings that were constructed prior to 1940 that retain historical integrity and, therefore, would be potentially contributing buildings (plus the roadway itself and some decorative elements). However, there are 15 buildings constructed later than 1940 or highly altered that would be non-contributing buildings (plus the Wabasha and Robert Street bridges and the redesigned Mall area would be non-contributing). The non-contributing elements would outnumber the contributing by a ratio of over two to one.

Therefore, it is recommended that Kellogg Boulevard is not eligible for listing on the NRHP. Furthermore, because there is no historic district potential, it is recommended that, except for the buildings currently listed, none of the buildings within the Kellogg Streetscape project area of potential effect are eligible for listing on the NRHP.

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APPENDIX A - Historical Photographs

Index to Historic Photographs of Kellogg Boulevard

The following photographs were obtained from the photographic collections at the Minnesota History Center, St. Paul. Most of the photographs were donated to the Minnesota Historical Society by the St. Paul Dispatch-Pioneer Press, the St. Paul Daily News, and the Minneapolis Tribune.

Photograph 1. Kellogg Boulevard looking west from Hill Street (ca. 1937). Note the Exchange Street ramp, the viaduct, and the grassy medians. The west wing of the St. Paul Public Library and a portion of the Minnesota Club are visible on the right hand side of the photograph.

Photograph 2. Kellogg Boulevard viaduct looking northeast from Franklin Street (1936, from the collections of the St. Paul Dispatch). Note the stairs, decorative railing, and decorative detailing on the viaduct (all still extant).

Photograph 3. Kellogg Boulevard ramp at Kellogg Boulevard and Washington Street, looking east (1936, from the collections of the St. Paul Dispatch).

Photograph 4. Kellogg Boulevard looking east from Franklin Street (1936, from the collections of the St. Paul Dispatch).

Photograph 5. Kellogg Boulevard looking west from St. Peter Street (May 9, 1950). Note the Women's City Club on right and West Publishing Company on left.

Photograph 6. Kellogg Boulevard and Wabasha Street intersection, looking east (May 9, 1950). Note the Beaux Art style urn-shaped decorative railing along the south side of the sidewalk (no longer extant).

Photograph 7. Kellogg Boulevard looking north from the Wabasha Street Bridge (ca. 1930). The brick commercial structures were demolished shortly after this photograph for construction of the St. Paul City Hall and Ramsey County Courthouse.

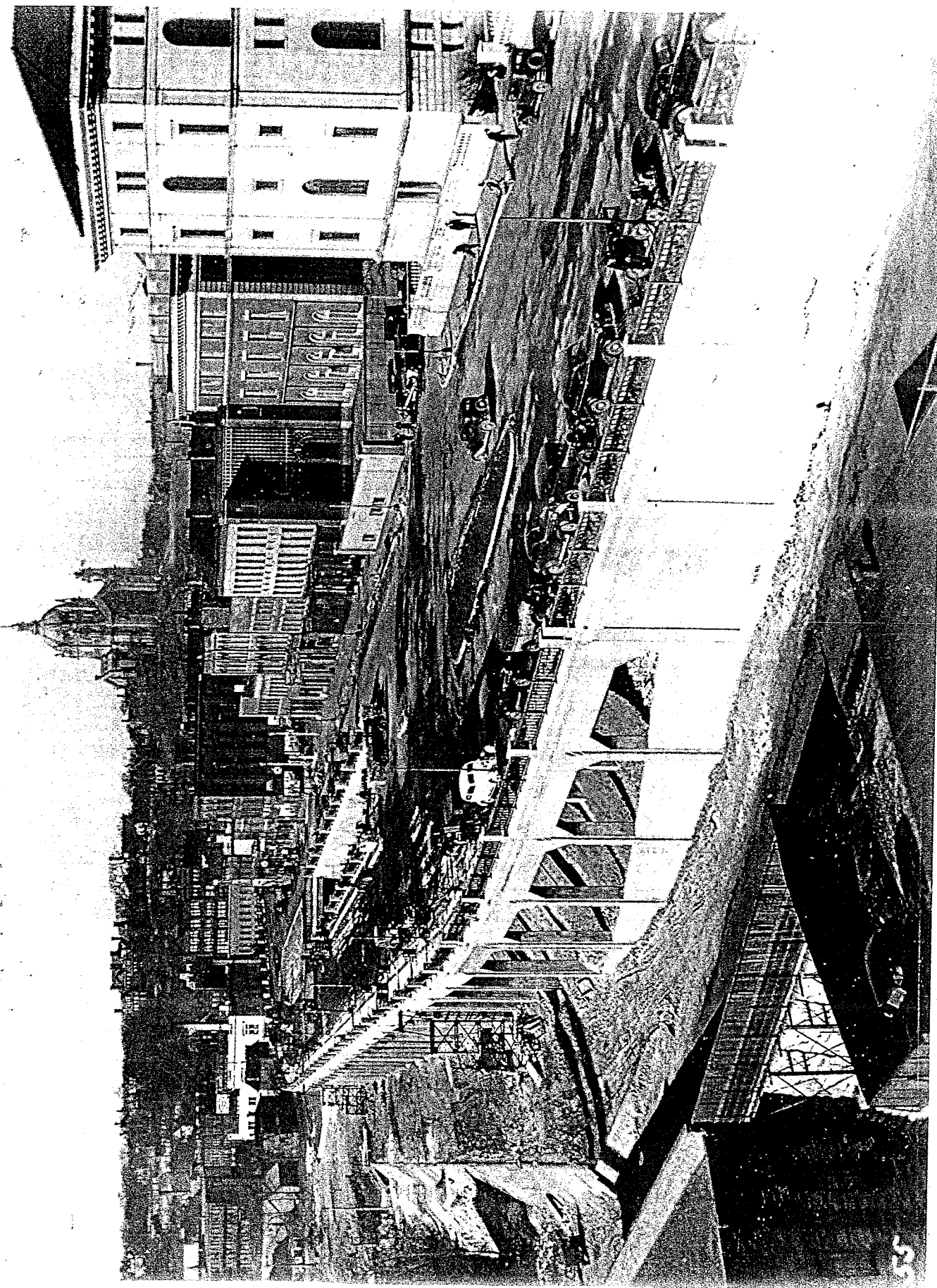
Photograph 8. Kellogg Boulevard looking southeast from Wabasha Street intersection (ca. 1932, from the collections of the St. Paul Daily News). The parking lot along the south side of Kellogg Boulevard was a temporary feature, soon replaced by the Kellogg Boulevard Mall.

Photograph 9. Kellogg Boulevard Mall looking west from the F.O.K. Building at the corner of Kellogg Boulevard and Robert Street (1933, from the collections of the St. Paul Dispatch). Note the mall design and sparse plantings in mall and medians. The St. Paul City Hall and Ramsey County Courthouse is located in the background.

Photograph 10. Kellogg Boulevard Mall looking east from the St. Paul City Hall and Ramsey County Courthouse towards Robert Street (September 25, 1961; from the collections of the St. Paul Dispatch-Pioneer Press).

Photograph 11. Second Street (Kellogg) viaduct looking northwest from the Robert Street Bridge (1932, from the collections of the St. Paul Daily News).

Photograph 12. Kellogg Boulevard looking east towards Dayton's Bluff (March 21, 1951, from the collections of the Minneapolis Star-Journal Tribune).



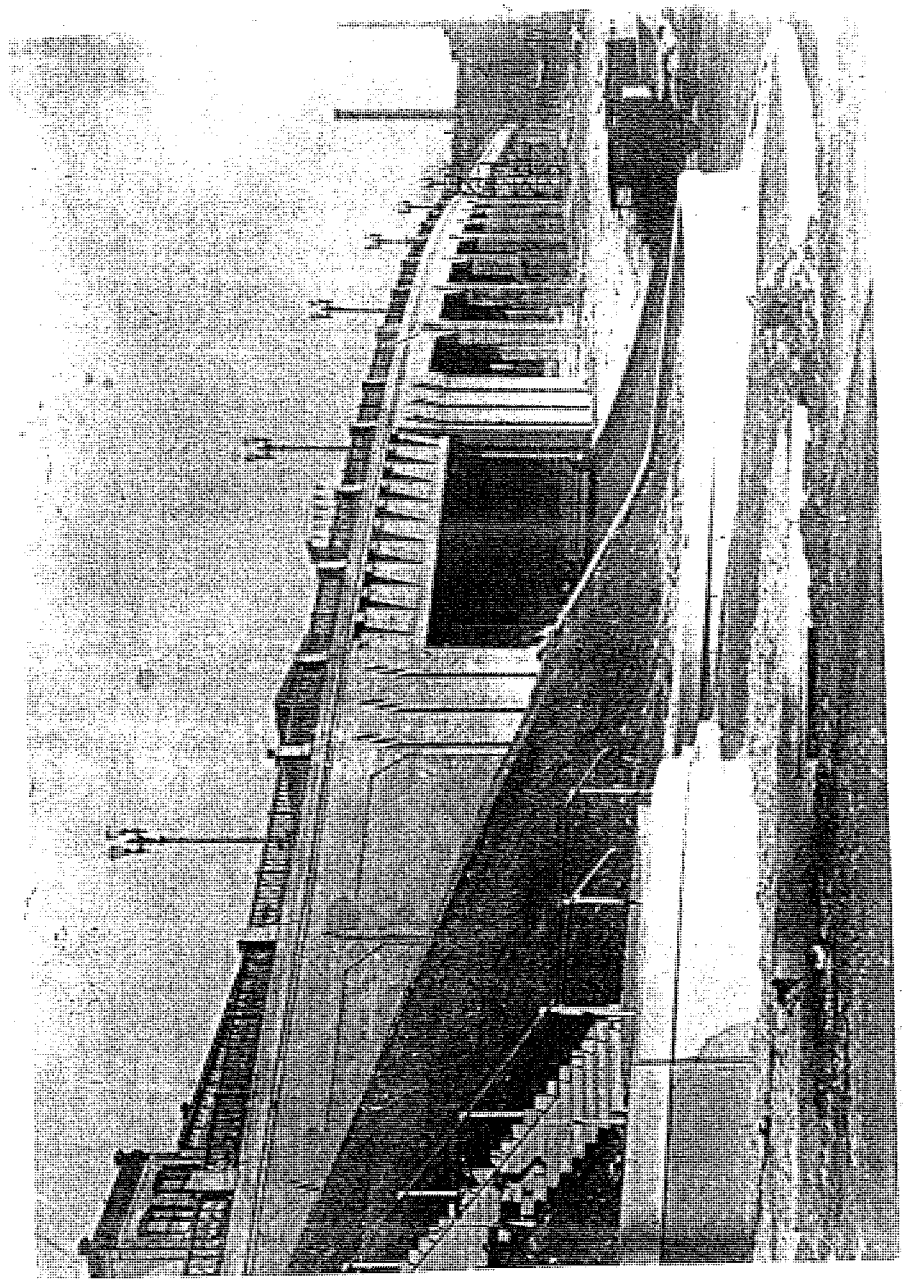
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West from Hill St.)
St. Paul
ca. 1937
West Looking

1 20136

The Public Library, the Minnesota Club
and the Wilder Baths are still to be
seen but most of the other buildings
have been demolished for the new
Civic Center.

1. St Paul. Street Scenes. Kellogg.



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~~R 2012~~
~~X 113~~
 HIC 29
 SP 21
 141

Third Street Improvement 1936
 St. Paul, Minnesota
 Kellogg Boulevard near Brown Court
 Standing Underpass and steps leading
 from Franklin Street

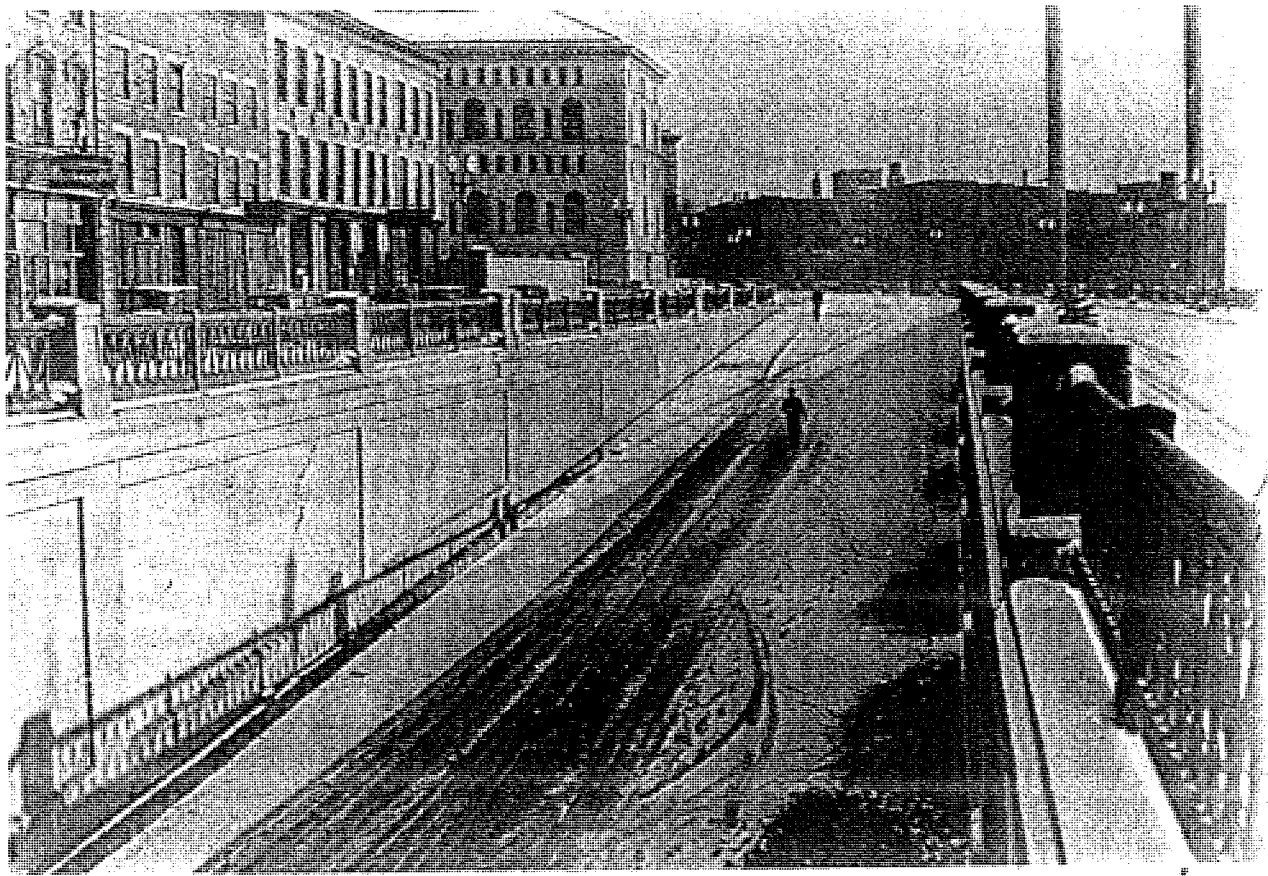
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Copied from original photograph
 loaned by St. Paul Dispatch

Photographer: A. J. Papenwald
 Date: February 23, 1938

PROJECT: WORKS PROGRESS CO.
 PROJECT 1838

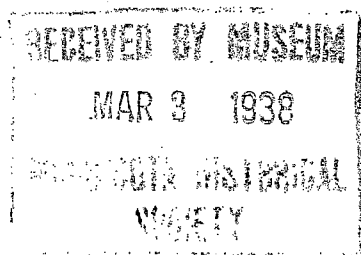
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Third Street Improvements 1936
St. Paul, Minnesota 2439-A
Kellogg Boulevard Underpass at
Kellogg Blvd and Washington Street

*Copied from original photograph
loaned by St. Paul Dispatch*



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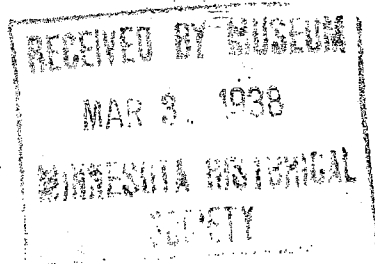
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Date: February 23, 1938

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Third Street Improvements 1936
St. Paul, Minnesota 2434-A
Kellogg Boulevard at Franklin Street

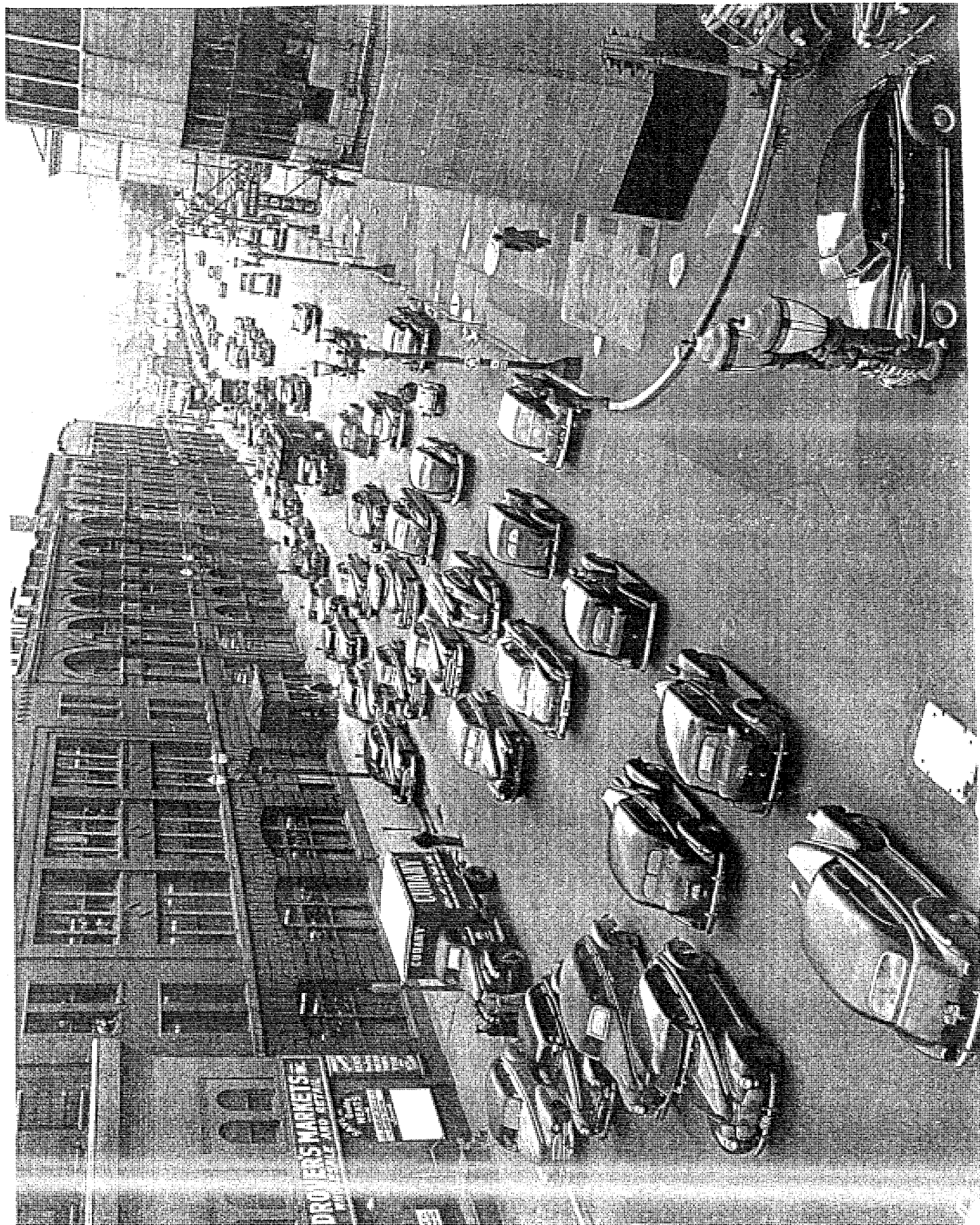
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Photographer: A. F. Raymond
Date: February 23, 1938

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Kellogg Blvd west, Kellogg west from
St. Paul, St Paul, May 9, 1950

D26203

(Women's City Club overnight;
West Riddle Co. on left)

1. St. Paul, Street scenes, Kellogg Blvd.

FROM STAFF NEGATIVE
DONATED BY ST PAUL
DISPATCH-PIONEER PRESS



MR29
SP2.1
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Kellogg Blvd at junction with Washington St. from
July 9, 1900.

26201

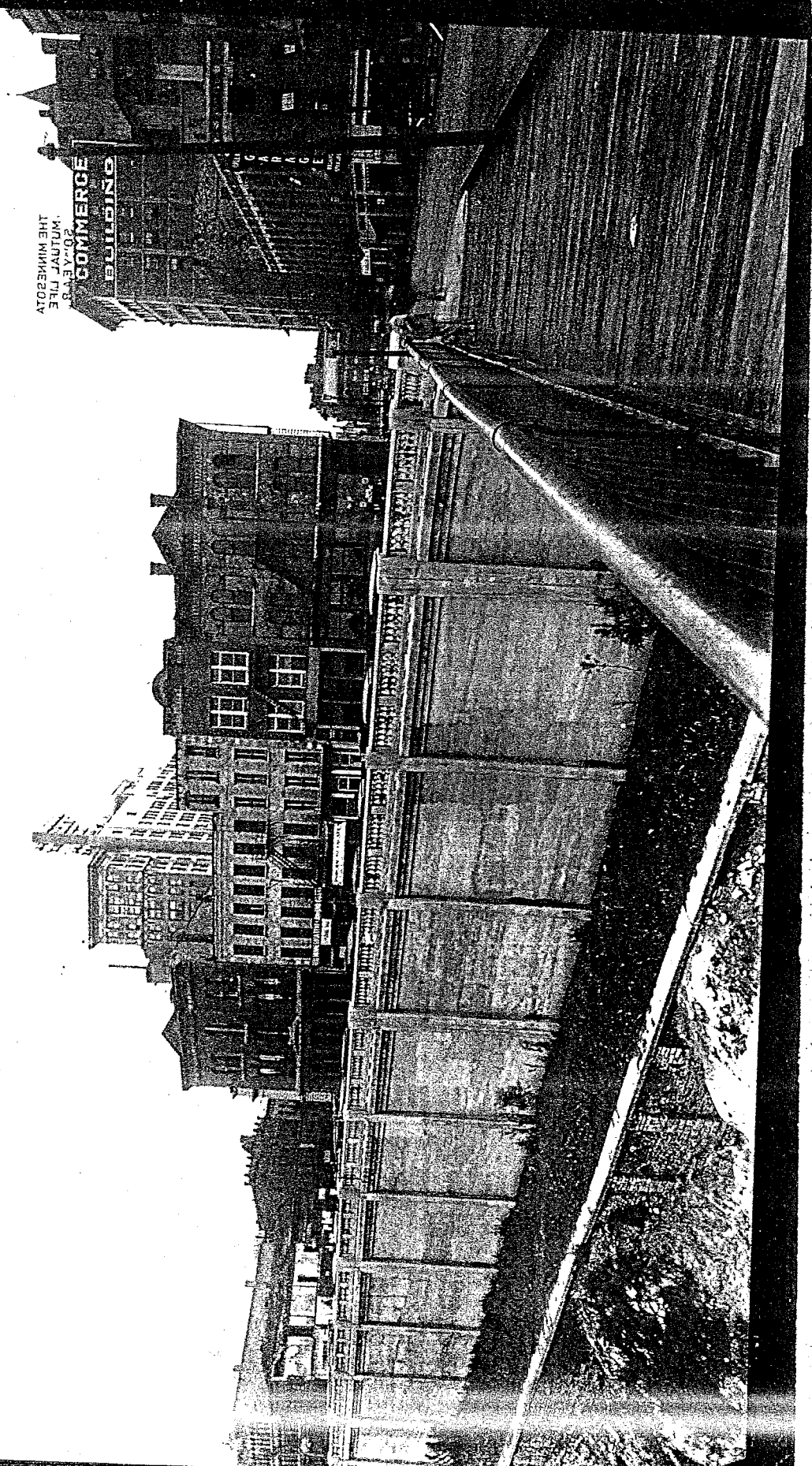
1. St Paul. Street series. Kellogg Blvd.
2. St. Paul. Bridges. Washn.
3. St. Paul. West Side.

FROM STAFF NEGATIVE
DONATED BY ST PAUL
DISPATCH-PIONEER PRESS

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AT 23 MIN. THE
MILITARY TIRE
THE MINNESOTA

COMMERCE
BUILDING



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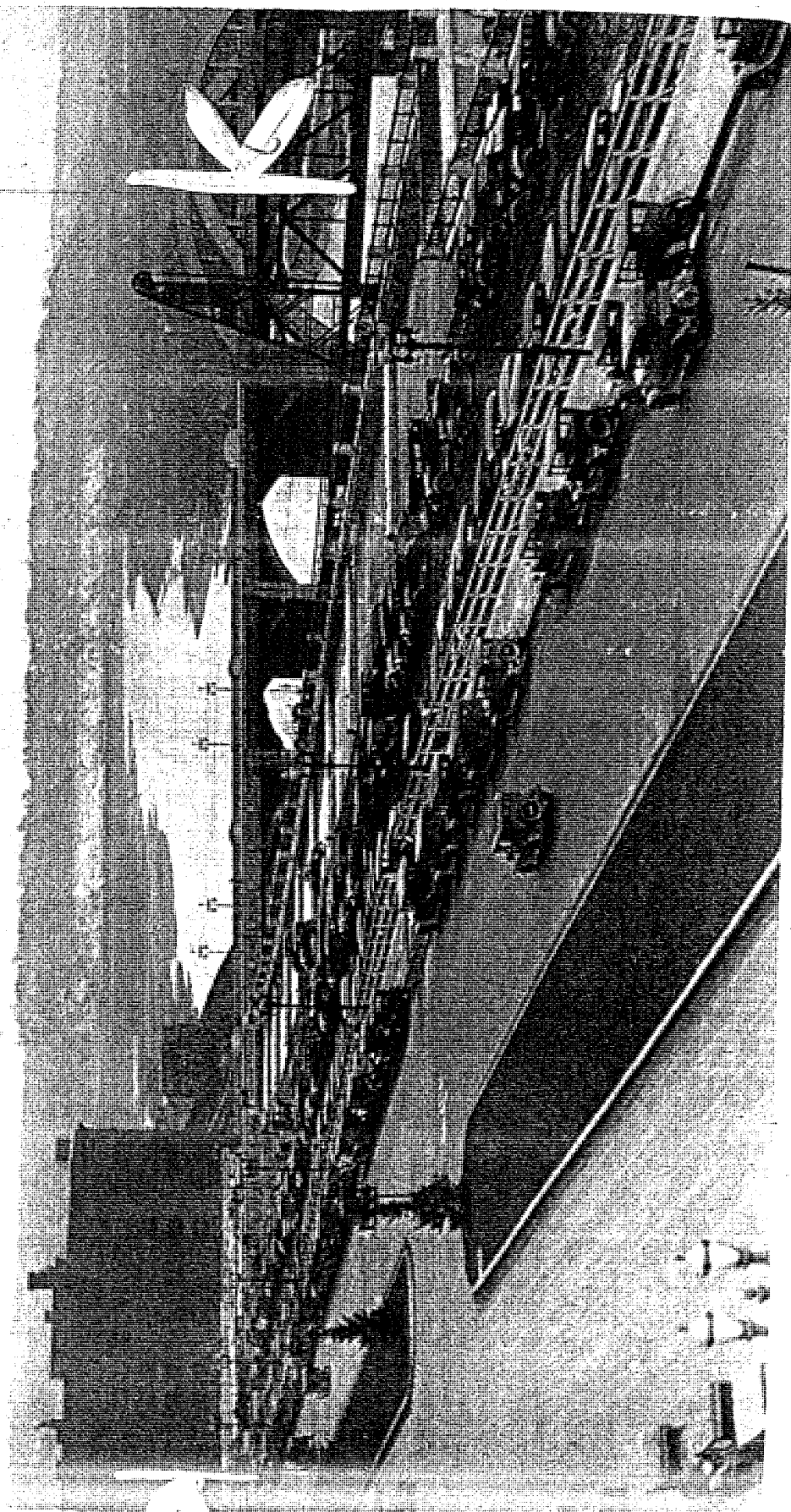
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Scene on Kellogg Blvd.
at Wabasha St. Paul.
ca. 1930.
Site of Courthouse & City Hall.

1 St. Paul Street scene. Kellogg Blvd.

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Kilgore Hotel, after completion of the improvements.

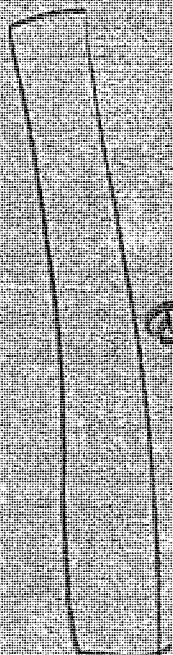
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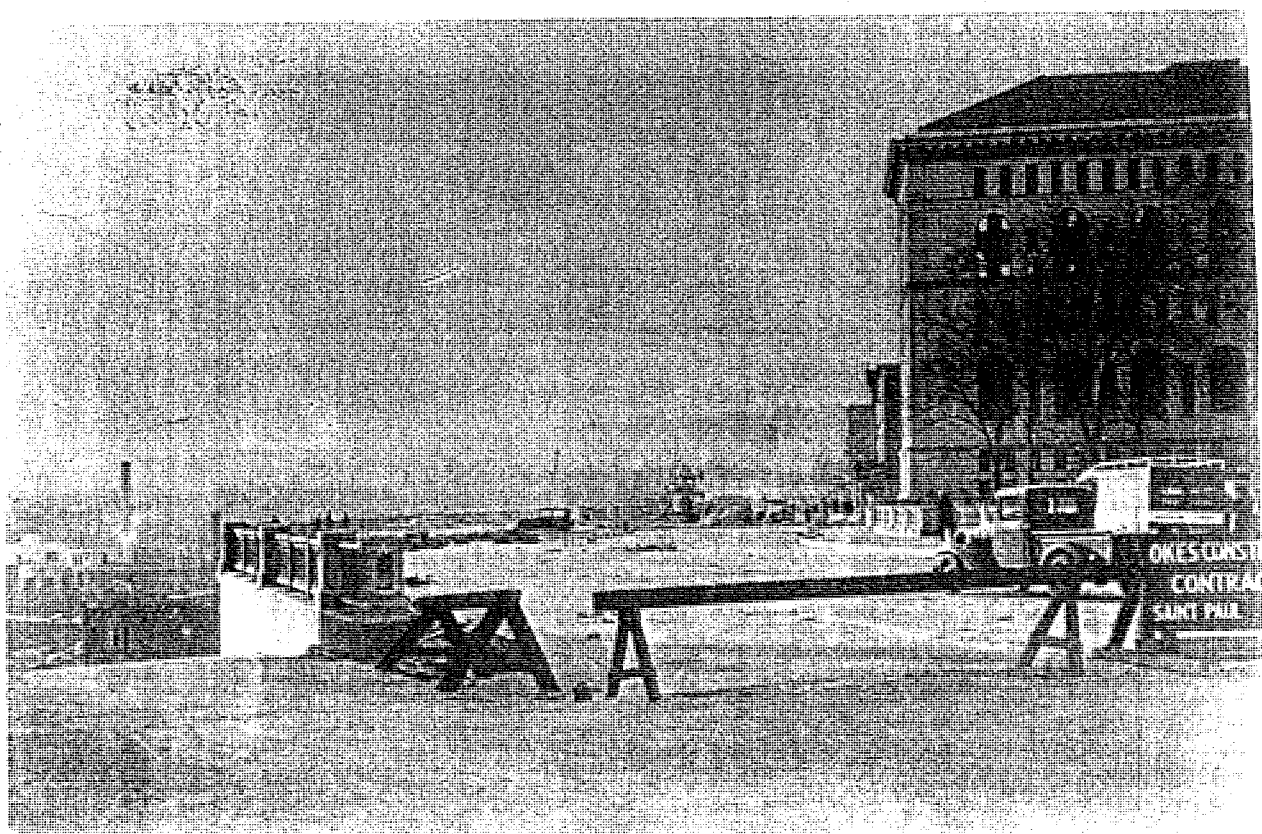
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ST. PAUL FREE
DATE FEB 15 1992
V. St Paul Street - James Kelly 1899 Bldg. ST. PAUL, MINN.



JAN 17 1992





FM 6.9
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MR 2.9
SP 2.1
136

Third Street Improvements 1933
St. Paul, Minnesota 2458-A
View of Kellogg Boulevard from Robert to
Habaska Streets

1. St. Paul. Street scenes. Kellogg
Blvd
Copied from original photograph
loaned by St. Paul Dispatch

RECEIVED BY MUSEUM
MAR 3 1938
MINNESOTA HISTORICAL
SOCIETY

Photographer: A. F. Raymond
Date: February 23, 1938

DONOR: WORKS PROGRESS AD.
PROJECT 1838.

Cat

FM 6.9
R 26.2
110
MR 2.9
SP 2.1
137

Third Street Improvements 2437-A
St. Paul, Minnesota
Kellogg Boulevard at Washington Street
ca. 1934

1. St. Paul. Street scenes. Kellogg Blvd
Copied from original photograph
loaned by St. Paul Dispatch

RECEIVED BY MUSEUM
MAR 3 1938
MINNESOTA HISTORICAL
SOCIETY

Photographer: A. F. Raymond
Date: February 23, 1938

DONOR: WORKS PROGRESS AD.
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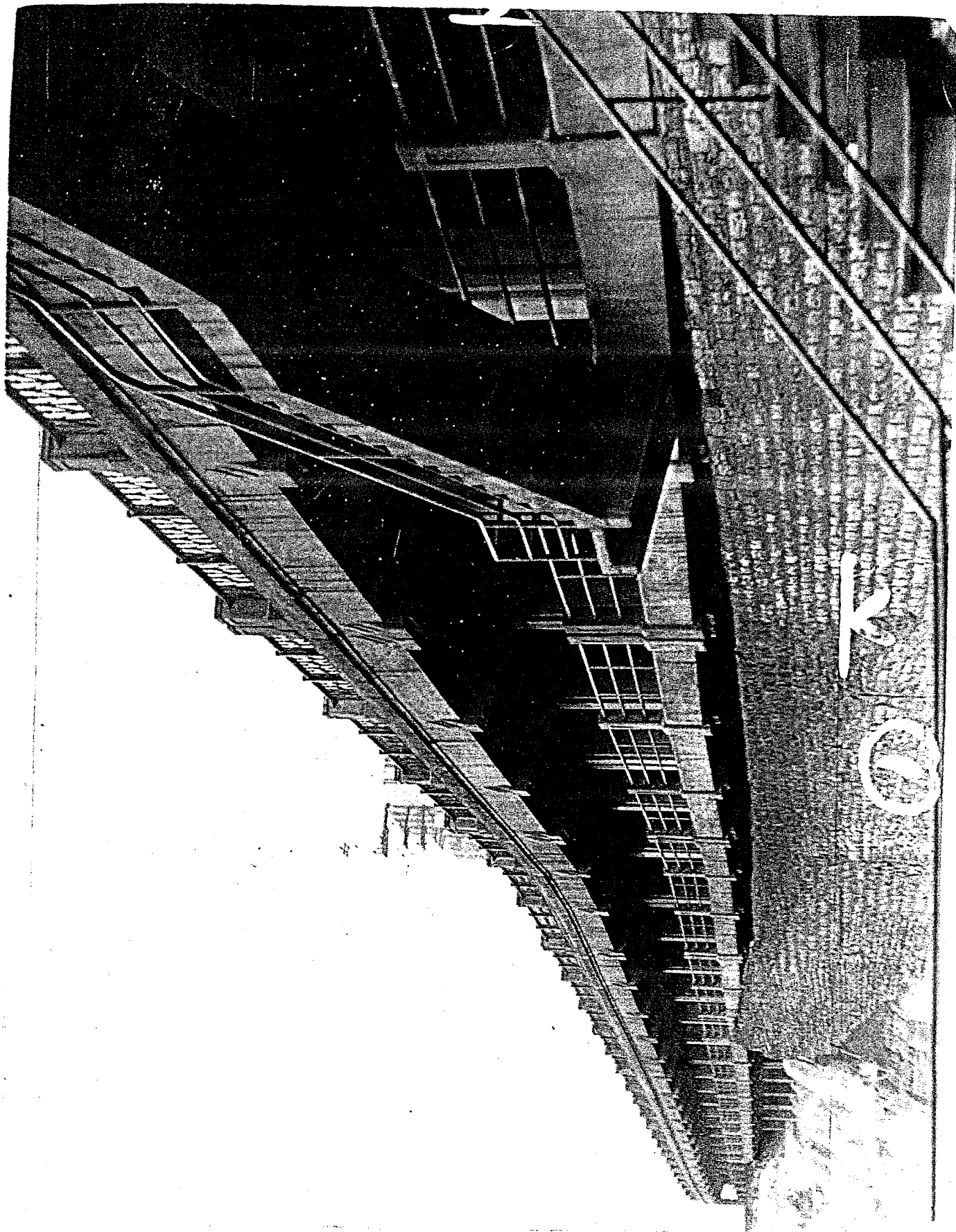
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SP2.1
P365

Kelloqg Blvd. East, S1835
looking east from City Hall, toward
St. Paul Robert St.

Sept 25, 1921

1. St. Paul Street scene.
Kelloqg Blvd

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K
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6.9
P24.2
P103

Looking up 2nd Street from the Robert st. Bridge

Kelloqg Viaduct

1932

MAZ. ~~from~~ ^{up} second st. from the
SP2.1
P167 Robert st. bridge

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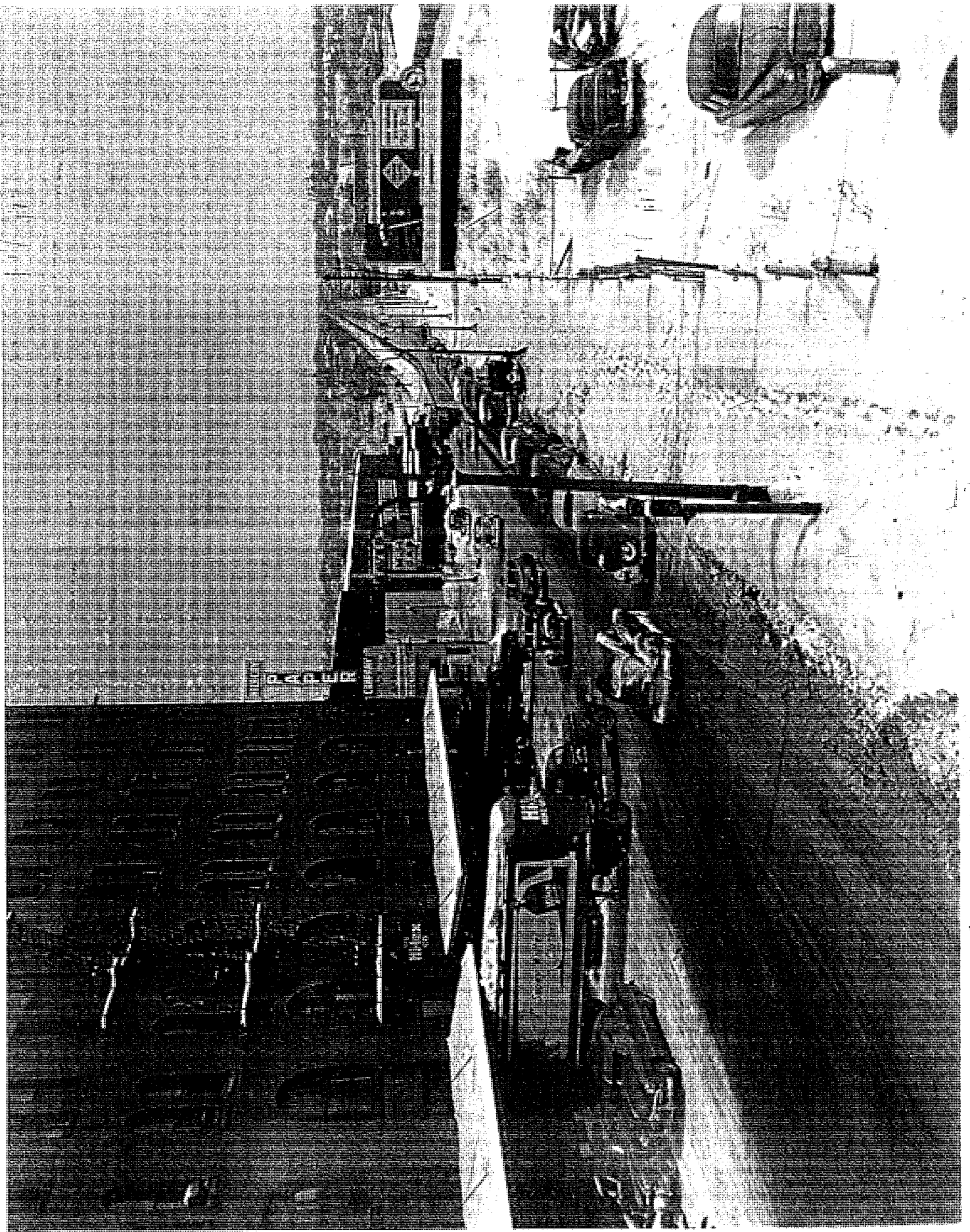
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1932

Q

4985

1. St. Paul. Street scenes. Kelloqg Blvd.



MR2.9
SP2.1
P360

Looking east along
Kellogg Blvd. toward the
3rd St. Viaduct & Dupont's
Bluff, St. Paul

March 21, 1951

49553

1. St. Paul. Street Scans.
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