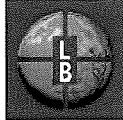




**EARTH TECH / BERGER**

*Joint Venture*



Environmental Consulting Services  
USPS Contract No. 109480-05-B-0013  
Work Order 11.01/11.06

FINAL REPORT

**National Register Evaluation  
St. Paul Post Office and Customs House  
Inventory No. RA-SPC-4518  
108 Kellogg Boulevard East  
St. Paul, Ramsey County, Minnesota**

Prepared for:



**UNITED STATES  
POSTAL SERVICE**



**U.S. Postal Service  
Headquarters – Major Facilities Office  
4301 Wilson Boulevard, Suite 300  
Arlington, Virginia 22203-1861**

Prepared by:

**Earth Tech/Berger Joint Venture  
350 Eagleview Boulevard, Suite 250  
Exton, PA 19341-1178  
Project No. 94543/JG-3502**

July 10, 2007

**NATIONAL REGISTER EVALUATION  
OF THE  
ST. PAUL POST OFFICE AND CUSTOMS HOUSE  
(INVENTORY No. RA-SPC-4518)  
ST. PAUL, RAMSEY COUNTY, MINNESOTA**

**Prepared for:**

**UNITED STATES POSTAL SERVICE  
Headquarters – Major Facilities Office  
4301 Wilson Boulevard, Suite 300  
Arlington, Virginia 22203-1861**

**Prepared by:**

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**July 2007**

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## I. ABSTRACT

This National Register of Historic Places (National Register) evaluation of the St. Paul Post Office and Customs House, located at 180 Kellogg Boulevard East in St. Paul, Minnesota, was conducted for the United States Postal Service (USPS) to fulfill their responsibilities under Section 106 of the National Historic Preservation Act. The USPS is considering consolidating some of its operations in the Twin Cities area, including the possible disposition of the St. Paul property, which currently serves as the St. Paul Processing and Distribution Center (P&DC). The Louis Berger Group, Inc. (Berger) conducted background research and fieldwork in October and November 2006 to complete this study. All original research and fieldwork materials are on file at the Berger office in Marion, Iowa. The survey and report meet the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation.

The St. Paul Post Office and Customs House is eligible under Criterion A in the area of Politics/Government outlined in the *National Register Bulletin: How to Apply the National Register Criteria to Post Offices* as the building served as the only federal building in the state, combining postal facilities with federal offices, from its construction in 1933 to 1969, serving as an important federal presence in the community. The building is not eligible under Criterion A in the area of Community Development and Planning for its association with the Kellogg Boulevard development. In 1999, The Section 106 Group, Ltd. concluded that the buildings within the Kellogg Boulevard development that were not already listed were not eligible for listing in the National Register for their association with the Kellogg Boulevard development as the area had no potential as an historic district and as the development itself did not have sufficient integrity to be eligible for listing in the National Register (Schmidt and Zschomler 1999:3, 26). The eligible building consist of the 1933 structure and its 1961 addition. It does not include the 1978 Kellogg Dock and walkways over Sibley Street.

The building is not eligible under any other Criteria. Although plans for construction of the new post office brought to light the circumstances of the Commercial Post Office Building's 20-year non-cancelable lease that thus sparked nationwide investigation of postal leases, the scandal did not prompt significant or widespread changes in the operations of the Post Office Department. Only the most exorbitant leases, which were located in larger cities, were abandoned and new postal facilities were built—only 18 total of over 49,000 post offices nationwide. The building is not eligible under Criterion B as it is not associated with any important person(s) at the local, state, or national level. The St. Paul Post Office and Customs House is not eligible under Criterion C as the building does not retain sufficient integrity of design, materials, and, to some extent, feeling due to a large addition constructed in 1961, the 1978 Kellogg Dock and attached walkways, and wholesale window replacement in 1985. These alterations have compromised the building's architectural integrity to the extent that precludes it from being eligible under Criterion C. Furthermore, there are better examples of the Art Deco style in St. Paul including the NRHP-listed St. Paul City Hall/Ramsey County Courthouse built in 1932 and the NRHP-listed St. Paul Women's City Club built in 1931.

### III. RESEARCH DESIGN AND METHODOLOGY

Berger Architectural Historian Camilla Deiber conducted the architectural survey on October 12, 2006. Mr. Emil Folsom, Maintenance Manager at the Post Office, provided a tour of the facility. The property was photographed and notes were taken on massing, materials, and architectural details.

The St. Paul Post Office and Customs House was initially surveyed and evaluated in 1985 by Norene A. Roberts for the USPS (Appendix B). In that report, Ms. Roberts completed an extensive architectural description of the property and a brief historical narrative. Ms. Roberts' narrative was incomplete as the primary source of information, the *St. Paul Dispatch*, was out for microfilming. Consequently, the property-specific background research for this study focused on information from the *St. Paul Dispatch*, located at the Minnesota Historical Society Library in St. Paul. The historic context found in Chapter IV of this report was developed as a result of this research.

The historic context and information from the architectural survey was used to evaluate the St. Paul Post Office and Customs House with respect to the following applicable National Register of Historic Places Criteria:

- Criterion A: [Properties] associated with events that have made a significant contribution to the broad patterns of our history.
- Criterion B: [Properties] associated with the lives of persons significant in our past.
- Criterion C: [Properties] that 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.

stopped making rental payments on the building. In response, Kulp filed suit against the Government in the federal Court of Claims for the unpaid rent (*New York Times* 1929:N2).

Although Kulp was charged with fraud, the matter did not receive serious attention from government officials until June 1929, under the administration of newly elected President Herbert Hoover, when Attorney General William D. Mitchell appointed a representative to look into the matter.

The St. Paul Commercial Post Office lease scandal brought about the investigation of post office leases nationwide. In March 1930, President Herbert Hoover ordered a nationwide survey of post office buildings and their lease agreements (*St. Paul Dispatch* September 16, 1930:1). In April 1930, U.S. Senators Gerald Nye of North Dakota and John Blaine of Wisconsin were calling for a Senate investigation into the post office leases nationwide (*St. Paul Dispatch* April 8, 1930:1). Senator Nye declared that the post office lease scandal had been going on for some time:

*I remember a Mr. Fisher who was investigator for the Senate Lands Committee who told me frequently that if Congress would go into the Post Office leases it would uproot a scandal that has fastened itself upon the Government over a period of Administrations. Mr. Fisher died suddenly about two years ago [1928] and under circumstances which some people believed very suspicious.*

(*St. Paul Dispatch* April 8, 1930:1)

On April 18, 1930, a resolution by Senator Blaine for a nationwide investigation was adopted (*St. Paul Dispatch* April 18, 1930:1). On May 15, 1930, the House Expenditures Committee instructed a sub-committee to draft a resolution for investigation into the Post Office Department's policy with regard to the government's 6,000 post office leases nationwide (*St. Paul Dispatch* May 15, 1930:1). By August 29, 1930, the committee found that the government paid more than \$17 million for the 6,000 leases and two professional bidders, Jacob Kulp of Chicago and Raymond Brown of Indianapolis, each held leases totaling \$1 million (*St. Paul Dispatch* August 29, 1930:1).

While the post office lease scandal stretched out across the nation, the fight between the Commercial Post Office Building owners, the City of St. Paul, and the U.S. Treasury Department continued. On September 5, 1929, a valuation hearing before the federal appraisal commissioners was held to determine the value of the land and existing buildings for the site, particularly the Commercial Post Office (*St. Paul Dispatch* September 5, 1929). On September 24, structural engineer Carl Van Suntutum testified at the hearing calling Commercial Post Office building "valueless, a menace to workers and impractical to repair" (*St. Paul Dispatch* September 24, 1929:1). Van Suntutum testified to the condition of the post office and all of the adjacent buildings:

*The west wall, that is the party wall between the Drake building and the Commercial station, is in a state of collapse from the foundation to the roof at the south end. There is also a settlement from three and one-half to four inches in this wall.*

Though the building was condemned and in very poor condition, in early May 1930, owners of the Commercial Post Office appealed the valuation of the building and land, set at \$160,000 and \$60,000 respectively given by St. Paul real estate dealer John A. Lagerman, in federal court. The attorneys for the property owners, H.C. Carlson, disputed the competency of Mr. Lagerman and objected to the valuation of the property as the building was under a 20-year non-cancellable lease, signed by the U.S. Government in 1925 (*St. Paul Dispatch* May 2, 1930:1).

Presiding Judge W.A. Cant rendered a verdict in the case setting the valuation at \$334,416. Immediately after the decision was rendered the City's superintendent of building inspection, Harry Bronson, wrote a letter to U.S. District Attorney L.L. Drill demanding an opinion on the razing of the buildings, particularly the Commercial Post Office (*St. Paul Dispatch* May 15, 1930:1). The letter, in part, read:

*As you know, this department has condemned all the structures in that block. All these condemnations call for the wrecking of the buildings, with the exception of the Commercial substation. These structures are in deplorable condition and are highly dangerous to such a degree that they should be wrecked at once.*

*In view of these facts I respectfully ask what action will be undertaken by the U.S. Government in the very near future in regard to taking these buildings down.*

(*St. Paul Dispatch* May 15, 1930:1)

First Assistant Postmaster General Arch Coleman did not respond favorably to the City's request:

*The Government is perfectly capable of managing its affairs without any interference from city officials. If they would stay out of it, attend to their own affairs and let the Government attend to its business, more progress would be made.*

(*St. Paul Dispatch* May 16, 1930:1)

Mr. Coleman asserted that repairs to the Commercial Post Office building had been made and approved by the city building inspector and that the Government was in no rush to vacate the building while plans moved forward for the new structure. Ferry K. Heath, Assistant Secretary with the Treasury Department, furthered that it was not the standard practice to draw up plans for new buildings before the government had clear title to the property (*St. Paul Dispatch* May 16, 1930:1).

On August 7, 1930, the owners of the Commercial Post Office again appealed the valuation of the property. The 38-page appeal cited "63 assignments of error" in the valuation trial including fourteen errors in permitting certain testimony (*St. Paul Dispatch* August 7, 1930:1).

Around the same time that the lease valuation hearings were being held, the Senate investigating committee began its own hearings concerning the Commercial Post Office lease. The lease situation was brought to the attention of the Senate by Minnesota Representative Melvin J. Maas, who believed that the Government was "swindled" with a 20-year non-cancelable contract with

Commercial Post Office would be torn down and the second half of the building would be constructed (*St. Paul Dispatch* August 14, 1931:1).

Sometime in mid-September 1931, clearing of the site began (*St. Paul Dispatch* August 27, 1931:1). By mid-November, the clearing was nearly complete and plans were being made for construction of the foundation and three basement levels. The foundation of the building was composed of numerous pilings as architect Lambert Bassingdale explained: "The reason for the piling is that there was no 'rock bottom' near the surface of the Post Office site. Since the underlying earth layer is composed to an indefinite depth of glacial drift—sand, gravel, hardpan, and silt—about 2,500 piles will be driven to give the building 'legs'" (*St. Paul Dispatch* November 13, 1931:1).

In spring 1932, Representative Melvin Maas requested an additional \$1.1 million be appropriated for six additional stories on the new building. On March 5, 1932, President Hoover agreed with Maas and other House members to increase appropriations for several federal buildings (*St. Paul Dispatch* March 5, 1932:1).

Despite the appropriation of additional funds, construction on the new building began immediately. On April 8, 1932, Postmaster Charles J. Moos, former Assistant Secretary of the Treasury Carl T. Schuneman, and Harry D. Lovering of Lovering-Longbotham Co., contractors for the foundation work, all participated in the ground-breaking ceremony for the foundation of the first half of the building (*St. Paul Dispatch* April 8, 1932:1). The building was to have three basement floors, two of which would be above ground level on the south side of the new building. Karl L. Hullsick, construction engineer for the Treasury Department, explained that the foundation would be able to accommodate up to an 11-story structure (*St. Paul Dispatch* April 27, 1932:1).

In May 1932, the City approved a permit allowing the government to construct two large 22-foot-wide by 15-foot-high tunnels under Sibley Street from the new post office to the Union depot (*St. Paul Dispatch* May 10, 1932:1). By the end of August 1932, the foundation for the first half of the building was completed (*St. Paul Dispatch* August 31, 1932:1).

Although Hoover had assured Maas that appropriations would be available for additional stories on the new building, the funding released in September 1932 was restricted to projects smaller than \$300,000 (*St. Paul Dispatch* September 12, 1932:1). However, construction engineer Hullsick explained that funds would be obtained through the Treasury Department from excess appropriations of other post office projects:

*The difference, instead of reverting to the treasury department, where it could not be used for construction purposes, will be retained by the office of the supervising architect of the treasury department. We have assurance that from this fund we will get the amount of money needed to give St. Paul the fourteen story building.*

(*St. Paul Dispatch* September 12, 1932:1)

Fleisher Engineering and Construction Company halted work in mid-November. Fleisher ordered the stoppage because they were ahead of schedule and there was no bonus offered in the contract for finishing early that would offset the high cost of doing construction work in winter. This move caused great controversy as the project was funded through the Public Works for National Prosperity program, designed to keep people employed. Postmaster Dr. A.A. Van Dyke, St. Paul Mayor Mahoney, and representatives of the St. Paul Association met to discuss the stoppage and to formulate an appeal to the U.S. Treasury Department to continue work on the building (*St. Paul Dispatch* November 11, 1933:1). Within a couple of days, Mayor Mahoney and City Engineer George M. Shepard flew to Washington, D.C. to confer with officials about the project (*St. Paul Dispatch* November 13, 1933:1). The St. Paul City Council accused Fleisher of staging the work stoppage as a ploy to get more money when he requested that the council support his efforts to ask for additional funds so that the work could continue through the winter (*St. Paul Dispatch* November 17, 1933:1). However by November 21, U.S. Treasury Department officials assured city officials that work would continue through the winter as "our interest now is to make work and we will not stand for stopping of work on one of our own buildings" (*St. Paul Dispatch* November 21, 1933:1).

After nearly ten years of planning and controversy, the new federal building was dedicated on September 21, 1934 in a ceremony at the corner of Kellogg Boulevard and Jackson Street. The three basement levels contained mechanical equipment in the lowest level and modern mail-handling facilities in the other two levels. Post Office facilities occupied the first five stories, other governmental offices occupied floors six through eleven. The top three stories held some office space as well as service facilities, ventilating equipment, and elevator equipment (*Saint Paul Pioneer Press* September 22, 1934:10). The new 14-story building was touted by Postmaster A.A. Van Dyke as the most modern structure of its kind in the country. Postmaster A.A. Van Dyke attested to the speed and efficiency of the new post office, stating that a sack of mail could be unloaded from a car, placed on a conveyor, taken to the sorting floor, sorted, sacked, and sent down a chute for reloading within four minutes. He also touted the building as the "largest business concern in St. Paul" (*St. Paul Pioneer Press* September 22, 1934:10). The facility delivered mail to 77,376 buildings in the city, had an annual payroll of \$9 million, and was the central accounting office for \$37 million in postal savings deposits for the state. The post office employed 1,200 workers. Unlike the newly constructed post office facility in Minneapolis, the federal building in St. Paul housed other federal offices in the upper floors of the building such as the Internal Revenue Service, U.S. Engineering Department, U.S. Geological Survey, Civil Service Department, U.S. Customs, and U.S. Weather Bureau. These offices employed 300 workers. The new federal building continued to be the primary location for federal services in the state until 1969 when the Bishop Henry Whipple Federal Building at Fort Snelling was constructed.

*Club, the Hill Reference Library, the St. Paul Public Library, the Minnesota Club, and the New Auditorium." (Herrold 1931:1331)*

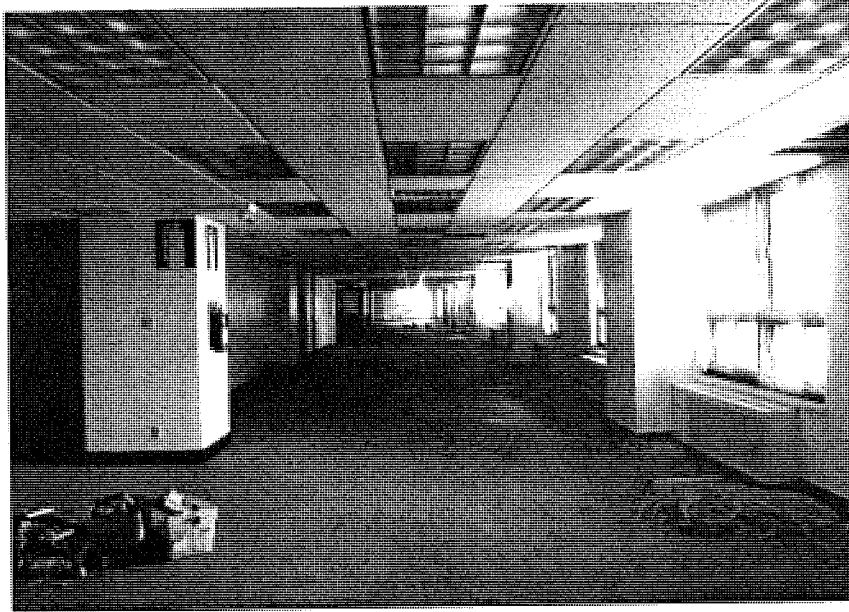
In December 1933, the new City Hall and County Courthouse building and riverfront esplanade were officially dedicated. Third Street, widened from its original width of 53 feet to a broad boulevard by the clearing of all buildings on the riverside, was renamed Kellogg Boulevard in honor of Frank B. Kellogg (1856-1937), a former U.S. Secretary of State.

#### D. LAMBERT BASSINGDALE

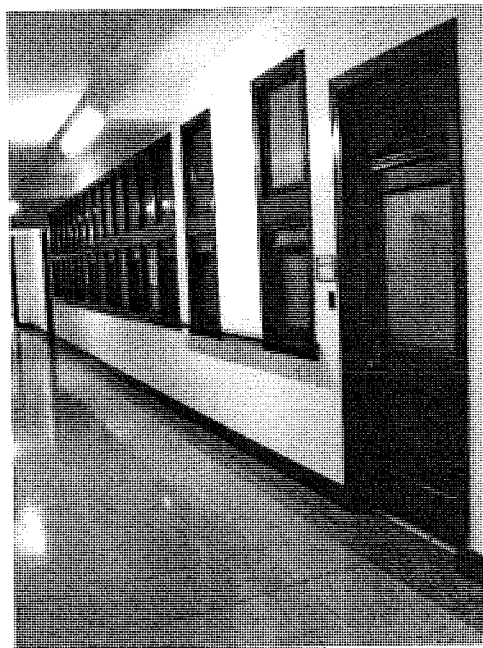
*The following is an excerpt from the Historic, Architectural & Archaeological Significance Survey completed by Norene A. Roberts in 1985.*

Lambert Bassingdale (1875-1945), a native of Racine, Wisconsin...practiced in St. Paul from approximately 1914 until his retirement in 1942. Before coming to St. Paul he helped in planning the Cook County Courthouse and City Hall in Chicago, the Chicago Northwestern Terminal, and the Union Railway Terminal in Kansas City. Most of his work was done for railroads. Arriving in St. Paul, he was an associate architect for the St. Paul Union Depot and the Great Northern Station in Minneapolis. He went on to design offices for the Great Northern Railroad and Northern Pacific Railroad, Hotel Lowry, Midway Hospital, St. Luke's Nurses Home, and New Wilder Day Nursery. He also planned all six of the Northern Pacific Hospitals (the one in St. Paul in 1918 with Carl Buetow).

ility, known as the Kellogg Dock, were constructed to the east of the main building in 1978, connected by an elevated walkway. In 1984, all of the original windows were replaced with steel frame windows. In 2005, a security gate was installed in the main lobby.



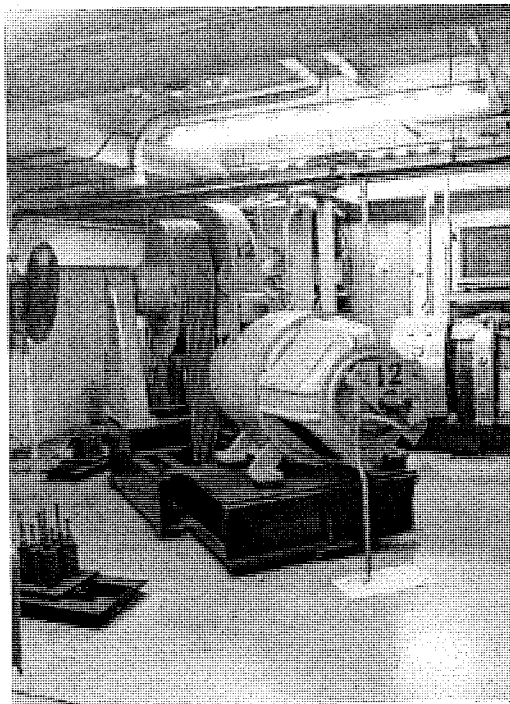
**Figure 4: Open Plan Office Space, Tenth Floor, View East**



**Figure 5: Teller Windows on Sixth Floor, View West**



**Figure 8: Stairwell**



**Figure 9: Original 1934 Elevator Hoist**

## VI. RECOMMENDATIONS

### A. ST. PAUL POST OFFICE AND CUSTOMS HOUSE

The St. Paul Post Office and Customs House (currently operating as the St. Paul P&DC), located at 180 Kellogg Boulevard East in St. Paul, Minnesota, is eligible for listing in the National Register of Historic Places under Criterion A in the area of Politics/Government outlined in the *National Register Bulletin: How to Apply the National Register Criteria to Post Offices* as the only federal building in the state from its construction in 1933 to 1969, when the Bishop Henry Whipple Federal Building at Fort Snelling was constructed. Although the Minneapolis Post Office was built around the same time as the St. Paul Post Office and Customs House, it was not considered a "federal building" as it only housed postal facilities. The St. Paul Post Office and Customs House not only housed 1,200 postal service employees, but also 300 other federal employees and was considered the center of federal activities in the state for over 30 years. The eligible building consists of the 1933 structure and its 1961 addition and does not include the 1978 Kellogg Dock and walkways over Sibley.

In 1999, The Section 106 Group, Ltd. concluded that the buildings within the Kellogg Boulevard development that were not already listed were not eligible for listing in the National Register of Historic Places for their association with the Kellogg Boulevard development as the area had no potential as an historic district and that the development itself did not have sufficient integrity to be eligible for listing in the National Register of Historic Places:

*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 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 in the NRHP, have a higher degree of integrity, and therefore, better illustrate St. Paul's construction campaign of the late 1920s and early 1930s.*

*(Schmidt and Zchomler 1999:26)*

Given this information, Berger agrees with the conclusion of The Section 106 Group that the St. Paul Post Office and Customs House is not eligible in the area of Community Planning and Development. As stated above, the Kellogg Boulevard development as a whole has diminished integrity of association and no longer illustrates its historical significance.

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1929 Commercial Station Branded Menace. September 24:1-2.  
1929 Capitol Told P.O. Peril. September 25:1.  
1929 City Condemns Commercial Station Site. September 27:1, 9.  
1930 U.S. Contends P.O. Is Safe. April 2:1.  
1930 P.O. Sift Made in Chicago, Maas Asserts. April 5:1, 2.  
1930 Nye Charges P.O. Scandal. April 8:1, 13.  
1930 Clancy to Close Part of P.O. Station. April 15:1.  
1930 Bog Found Under P.O. April 16:1, 11.  
1930 Senate Orders Inquiry into Postal Lease Fraud Charges. April 18:1.  
1930 P.O. Station Value Placed at \$160,000. May 2:1, 2.  
1930 Paper Stuffed in P.O. Crack, Official Asserts. May 5:1.  
1930 Collapse of P.O. Imminent, Bronson Says. May 6:1, 2.  
1930 Action on P.O. Demanded. May 15:1.  
1930 Let Us Alone, Coleman Says to St. Paul. May 16:1, 20.  
1930 P.O. Station Owners File Award Appeal. August 7:1.  
1930 P.O. Station Leasing Hearing to Be Delayed. August 26:1.  
1930 P.O. Inquiry Will Call Coleman. August 27:1,2.  
1930 Kulp Holds Postal Leases for \$1,000,000. August 29:1.  
1930 Postal Survey Finished. September 16:1.  
1930 P.O. Alibi Scored By Drill. September 25:1, 2.  
1930 P.O. Compromise Blocked. September 30:1, 11.

**Appendix A**  
**Minnesota Architecture-History Inventory Form**

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**Appendix B**  
**Historic, Architectural & Archaeological Significance**  
**Survey (Roberts 1985)**

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## Historic, Architectural &amp; Archeological Significance Survey

RA-SFC-4518

## 1. General Information

a. Facility Name United States Post Office - Customhouse St. Paul, Minnesota	b. Historic/Original Name U.S. Post Office - Customhouse St. Paul, Minnesota	
c. Finance/Subloc. No. 26-8360 G01	d. Site Size (Sq. Ft.) 537,225	ie. Lot, Block See supplement
f. Property Address; (Include county & ZIP code)  180 East Kellogg Boulevard St. Paul, Ramsey County, Minnesota 55101	g. Building Size (Sq. Ft.) 647,297	h. Building Size (Dimensions) 220' 0" x 290' 0"
	i. Is Building Open to Public? Yes	
j. Address of Office with Building Records (Name and address of field office, region, etc. with official file.)  Twin Cities Facilities Service Office 2051 Killebrew Drive, Suite 620 - Bloomington, MN 55425-1874	k. Original Use of the Building U.S. Post Office and Federal Building	
	l. Present Use U.S. Post Office and Federal Building	

## 2. Property Appearance

a. Description of General Area (Describe neighborhood, historic district, land use & direct or indirect effect upon other building of historic interest. If more space is needed, attach additional sheets.)  The St. Paul Main Post Office is located on the southwest corner of East Kellogg Boulevard and Sibley Street in downtown St. Paul overlooking the Mississippi River to the south. Surrounding the post office are a variety of commercial, retail, and warehouse buildings dating from the late nineteenth to the mid-twentieth centuries. The post office is not located within a designated historic district, but the Lowertown Historic District is nearby and there are numerous properties in the area that are individually listed in the National Register.
b. General Condition of Property (Site and Building)  The St. Paul Main Post Office has been well maintained since it was constructed in 1934, although alterations were made to the building in 1939, 1961, 1978, and 1984.
c. Description of Building Material (Roofs, walls, foundation, interior features, floor and ceiling, etc.)  The original post office is made of reinforced steel covered with yellow Mankato limestone, dark gray polished granite, and trimmed with stainless steel and dark aluminum window spandrels. The foundation and floors are made of concrete, and the walls and ceilings are plaster. The lobby has a Tennessee Travemelle marble floor, Maryland Cardiff green marble walls, a polished black marble baseboard, and bronze grilles. The halls and staircases are covered with 18"-square terrazzo divided by brass strips and enclosed within a dark border. The bathrooms have pink Kasota marble stalls, wainscot, and trim. The revolving door in the lobby is made of walnut. The elevator doors are made of brass.
d. Description of Floorplan (Attach drawings if available.)  The original post office was eleven stories high with a basement and two sub-basements. The lowest level had the heating and mechanical machinery, and the next two levels were used for sorting mail. The first five floors were occupied by the postal service, and the next six floors housed other federal offices. In 1939 a four-story addition with penthouse were added to the original building for use by the St. Paul District Corps of Engineers. In 1961 six floors were constructed on the back of the building for deliveries and sorting mail. In 1978 a new mailing platform and parking facility were added on the east side facing Sibley Street.
e. Description of unusual or unique subterranean features (Basement, tunnels, vaults, shelters, etc.)  A truck tunnel and conveyor belt were located under Sibley Street connecting the post office with the St. Paul Union depot.

2a. Description of General Area:

The Post Office and Customs House is situated on the north bank of the Mississippi River, one block south and west of the St. Paul Union Depot. It is on the southwest corner of Kellogg Boulevard and Sibley Street. The original building of the Post Office faces north on Kellogg, with the 1961 addition on the river side visible from Warner Road. A parking garage is located on the east side of Sibley connected to the main building by a skyway. The east side of the block on which the Post Office is located was the site of the "Commercial Station" Post Office prior to 1934 (at 190 E. Kellogg Boulevard). The Post Office and Customs House is not located in a historic district.

Map 1 (attached) shows the architectural and historical sites already designated in the downtown area of St. Paul. This map and the accompanying list is taken from the final report of the St. Paul and Ramsey County National Register survey, conducted in 1981-1982. On this map, the Post Office and Customs House is designated as Site #63. The lists accompanying this map show each site and its status (already designated, on the National Register, eligible for local listing on the St. Paul Heritage Preservation Commission list, or site of major significance). The Post Office and Customs House was assessed as an "additional site of major significance" by the St. Paul survey.

Map 2 shows the extent of the Lowertown Heritage Preservation District in downtown St. Paul. This is a local district designated by the St. Paul Heritage Preservation Commission. Since the St. Paul HPC is a certified HPC in Minnesota, all properties in the district which are contributing to the district are on the National Register of Historic Places. As can be seen from the shaded area of Map 2, the St. Paul Post Office and Customs House is just outside and on the southwest edge of the Lowertown Heritage Preservation District. The district was approved as a local district by the St. Paul City Council in the spring of 1984. It consists of 44 buildings primarily of warehouse construction, 4 to 7 stories tall, in a variety of styles popular between 1880 and 1920.

The Post Office and Customs House on Kellogg helps to frame or anchor the Lowertown Heritage Preservation District at the southwest edge by its size and location. To the west of the Post Office Kellogg Boulevard becomes more open, with several parking lots and open green spaces, and the downtown area shifts to more modern buildings of post-1920 construction.

2b. General Condition of Property:

The property is well maintained and in good condition. The brass elevator doors are routinely polished in the lobby, and the public spaces are clean and neat. The feeling on the part of postal authorities that the upper floor metal framed windows had to be replaced in 1984 was the result of one which fell out. These original windows were large casements common to the Art Moderne architectural style. Since they could be opened, there was something of a hazard for people working in offices on the upper floors of the tower. The condition of the other original windows in the building is difficult to assess.

Post Office activities were divided among the first five floors of the building. On the main (first) floor the lobby stretched along the entire front (Kellogg Boulevard) side of the building, with passenger elevators to the upper floors at the east end of the building. The lobby accommodated all the services provided to the public: Post Office cashier, stamps, general and special delivery, and postal savings. To the rear of the lobby were carrier quarters and other facilities for handling mail. The 2nd and 3rd floors contained facilities for handling outgoing mail and parcel post. The 2nd floor also had a private dining room and cafeteria. The 4th and 5th floors housed the railway main terminal mailrooms where all the mail destined for Minnesota, North and South Dakota, Wisconsin, Illinois, northern Michigan, Iowa, and Montana came through the Twin Cities and was handled and resorted. The mail terminal in the new building took over these functions from space formerly in the Union depot.

The 6th floor was devoted entirely to the Internal Revenue Service, with related offices on the 7th floor and room for the Prohibition Administrator, Industrial Alcohol, laboratory, files and legal sections, and under cover agents' offices. The 8th floor housed the offices of the U. S. Engineering Department and the U. S. Geological Survey. The 9th floor officed the Civil Service Department. The 10th floor had the U. S. Customs offices, the Customs Agency Service, and a wood panelled Naturalization courtroom. The 11th floor was initially unassigned office space. And the Penthouse/roof had a (1939 architectural plans, filed at the post office).

The building functions and configuration is somewhat altered today. In 1939 floors 12-15 and a penthouse were added to the tower. This space now houses the St. Paul District Corps of Engineers offices. The 16th floor has a Corps recreational area with running track and weight room. The 17th is actually the top of the penthouse and houses exhaust/air conditioning, and the mechanics for the lobby elevators. The cafeteria is now on the 5th floor as are the Customs offices. The 6th floor is used for postal stack sorting, storage, and offices. The 8th floor housing the Real Estate Services division of the Postal Service was remodelled in 1984. On the eighth floor walls are lowered and are acoustical panels; door openings have been replaced by various types of new doors; and the original terrazo floors in the corridors were left untouched.

In 1961 Ellerbe and Company added a large 6 story rear addition which has given the mail operations more space for trucking area and workrooms.

In 1970 the dock and parking facility on the east side of Sidney Street was built. Concourse and train sheds of the old Union Depot were converted to post office use, and a parking ramp was constructed. Design work was done by Setter, Leach, and Linstrom.

2e. Description of unusual or unique subterranean features:

There are no known prehistoric archeological sites connected with the Post

U. S. Post Office and Custom House  
St. Paul, Minnesota, page 5

It is probable that Bassingdale, when awarded the design contract for the St. Paul Post Office was so impressed with the Holabird and Root design of the year before for City Hall that he determined to ask the Chicago firm to join him in designing the new postal facility. Bassingdale, however, has left no local records of his reasons for inviting Holabird and Root on the project.

The general construction company which erected the building was Fleisher

his company had also erected the following buildings: Minnesota Building, Commodore Hotel (in St. Paul), LaSalle Building, Oak Grove and Buckingham hotels, Lagoon, State, and Century theaters, Roosevelt, Marshall, Washburn, and Lincoln high schools (in Minneapolis), City and County building (Denver), Court House (Superior, Wisconsin), Dade County Court House (Miami, Florida), Walter Reed Hospital (Washington, D.C.), and other large buildings in Chicago, Cleveland, Tampa, Indiana, Iowa and elsewhere. Once construction delays were solved, the St. Paul post office went up in record time: one year from award of contract (St. Paul Pioneer Press, September 22, 1934, page 10).

One of the innovations in the St. Paul Post Office design was the windows. The long vertical lines of the windows achieved by the dark aluminum window spandrels also served to conceal steam piping. According to the St. Paul Pioneer Press, "The continuous window mullions and spandrels were made hollow so that radiator risers and takeoffs can be run within them. The mullions and spandrels then were blown full of rock wool, which at once insulated the piping completely and made the entire construction about the windows non-conductive. The hazards of condensation in metal window construction are practically eliminated when treated in this manner" (September 22, 1934, page 10). Windows on the 8th floor and above were replaced in 1984, and the original window spandrels were sawed off the tower and replaced by new metal spandrels which have gone far to destroy the integrity and original feeling and style of the building.

The St. Paul Post Office and Customs House has no murals. There is an interesting story, however, in connection with a mural which Dr. A. A. Van Dyke, Postmaster, commissioned after the building was opened in 1934. Van Dyke, without authority from the Treasury Department's Section of Painting and Sculpture (later called the Section of Fine Arts) and with no monies allocated for murals for the new building, took it upon himself to use his influence in Washington and commissioned a local St. Paul artist, Wilbur Hausener, to paint

since the program to provide murals stipulated that art works were to be displayed in the public spaces of post offices. In fairness to Postmaster Van Dyke, the Section of Painting and Sculpture was one of patronage rather than relief, and in this, Van Dyke may have thought there would be no problems in hiring Hausener. In any event, Hausener painted a canvas measuring some 5' x 18 or 20' long for Van Dyke's office. The subject of the painting was a history of communications through the ages. It depicted a modern 1930s skyscraper post office building similar but not identical to the St. Paul facility. Flanking the building, the canvas depicted post office activities and tasks, including ways of shipping the mail via rail and boat. Along the outside edges of the canvas were historical methods of communication, including a figure of an Aztec runner. Van Dyke was unsuccessful in having

U. S. Post Office and Custom House  
St. Paul, Minnesota

The tale of the new St. Paul Post Office begins with the Commercial Station located on what is now the site of the west half of the present building in twelve and a half days in 1934 (St. Paul Pioneer Press, September 22, 1934, page 10). Before construction of the St. Paul Post Office, the usual practice in cities with no government post office building built specifically for the purpose was to lease space from private companies. The counterpart today would be an entrepreneurial "nitch" in the Federal laws. It was an

----- the time -----  
The Federal government looked for a site for the new post office for some time. The original decision to build a new post office building in St. Paul was made around August, 1926 under St. Paul Postmaster Charles J. Moos' term. Moos commissioned an exhaustive survey which indicated a need for a new post office building (St. Paul Dispatch, August 14, 1931, page 1 (Section 2)). The Commercial Station on the east end of Block 30 had been erected in 1921 by a private firm composed of Jacob Kulp of Chicago and Ray Brown of Indianapolis. The Commercial Station was built exclusively for use as a post office and then leased to the Federal government. Through 1931 and 1932, Representative to Congress Melvin J. Maas, a Republican, waged a campaign against the St. Paul Postmaster Charles J. Moos. Representative Maas lobbied against the whole system of postal leasing arrangements in the country, pointing particularly to the St. Paul Commercial Station lease. Kulp and Brown had a virtual monopoly on post office building rentals and the government was being seriously overcharged. Maas' efforts led to a senate committee investigation of postal leasing and it was found that the Government had agreed to pay \$120,000 annually for 20 years for the Commercial Station in St. Paul, which was condemned in 1932 for the new post office and appraised at only \$325,254. The owners of Commercial Station, Brown and Kulp, had fixed the building's cost at \$700,000 and the Postmaster owned an insurance company on the side which insured the building at the higher value. Businessmen in St. Paul described the post office lease at "unconscionable" (Dispatch, March 11, 1932, page 1).

Maas broadened his campaign. He fought for the removal of Postmaster General Walter F. Brown because of the leasing abuses (St. Paul Dispatch, August 29, 1931, page 1). Maas led the fight to defeat Moos' Senate confirmation for

-----  
was part owner in provided a half million dollars worth of fire insurance to the owners of Commercial Station when the building and site was worth only \$334,000 (Dispatch, March 4, 1932, page 1). Maas also wanted to put postmaster appointments under Civil Service regulations in order to stop the patronage abuses of the times. Postmasters under Hoover and Cooledge frequently engaged in fundraising and stumping for political candidates and their reward was a synecure in the post office. On another front, Maas was instrumental in seeking an additional appropriation of one million dollars so that the new St. Paul post office building could be built with 11 stories instead of the 7 originally planned. In this effort he was joined by President Hoover (Dispatch, March 5, 1932, page 1).

During the investigations of leasing practices and discussions of how large the new post office should be, construction on the building was delayed.

**Appendix C**  
**St. Paul Union Depot National Register Nomination**

## 7. DESCRIPTION

CONDITION	(Check One)					
	<input type="checkbox"/> Excellent	<input checked="" type="checkbox"/> Good	<input type="checkbox"/> Fair	<input type="checkbox"/> Deteriorated	<input type="checkbox"/> Ruins	<input type="checkbox"/> Unexposed.
	(Check One)			(Check One)		
	<input type="checkbox"/> Altered	<input checked="" type="checkbox"/> Unaltered	<input type="checkbox"/> Moved	<input checked="" type="checkbox"/> Original Site		

DESCRIBE THE PRESENT AND ORIGINAL (if known) PHYSICAL APPEARANCE

Built between 1917 and 1923, the Saint Paul Union Depot is a severe and rather sober example of Neo-classical architecture, a style popularized in the design of public and governmental buildings constructed throughout the country between the two great World Wars.

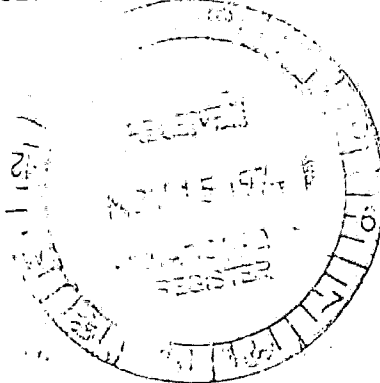
The Depot is a combination of two great spaces, the "head" or lobby building, which housed the administrative offices of many of the participating railroad companies, as well as the main passenger terminal waiting room, the ticket sales desk, restaurant and baggage facilities. The other space and the one that remains the most impressive is the passenger concourse, a great vaulted area spanning 17 sets of railroad tracks below and which served as the arrival and departure point for 625,000 passengers between 1924 and 1925. Finally, beneath the entire facility remains a large, enclosed parking garage for 200 cars. (approx.)

The building facade is composed primarily of a large, unadorned Doric colonnade and the entire exterior of the portion of the complex is faced in Bedford stone. By comparison the concourse exterior is faced with common cream brick. The entire super structure of the building is steel frame. The interior of the waiting room is semi-polished Tennessee Travertine and also designed in the Neo-classical motif to reflect the exterior. A large ribbed skylight, now roofed, remains the main visual focus of the space.

The interior of the concourse, by comparison, is primarily a plaster surface, whose most distinctive characteristic is the shallow sculptural relief along the perimeter cornice line of the room. This depicts the history and evolution of transportation in the upper midwest area. Guastavino tile is also used as a surface material on the vaulted ribbed ceiling, which sports three large skylights.

Surviving are the original arrival and departure mahogany train stands which, symbolic of the entire structure, have undergone very little change or alteration despite years of intensive use. The terminal is presently unused except for containing administrative space for the Burlington Northern Railroad. Feasibility studies are also now underway to explore future alternative uses for the Saint Paul landmark.

Charles S. Frost,  
architect



SEE INSTRUCTIONS

UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES  
INVENTORY - NOMINATION FORM

(Continuation Sheet)

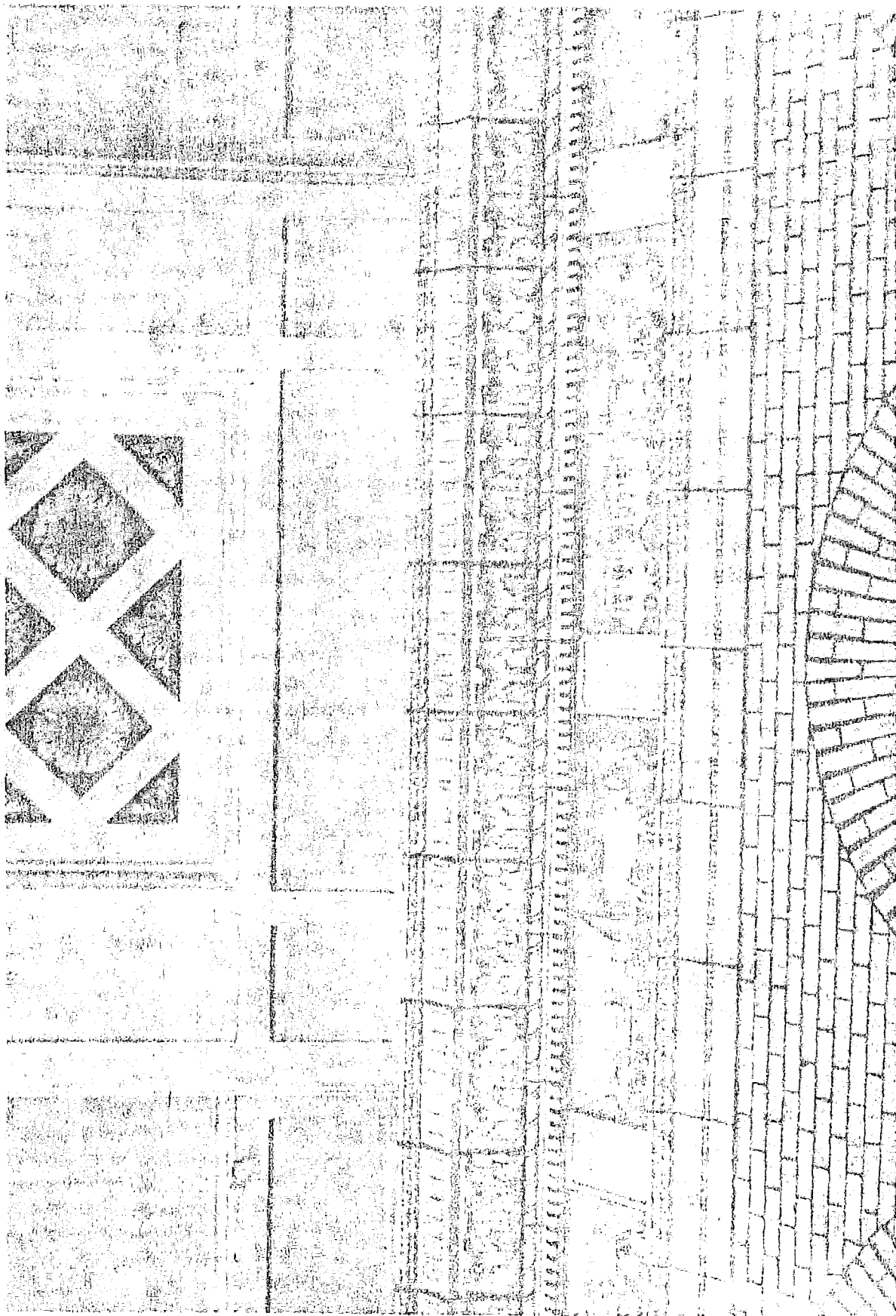
STATE Minnesota	
COUNTY Ramsey	
FOR NPS USE ONLY	
ENTRY NUMBER	DATE
	DEC 11 1974

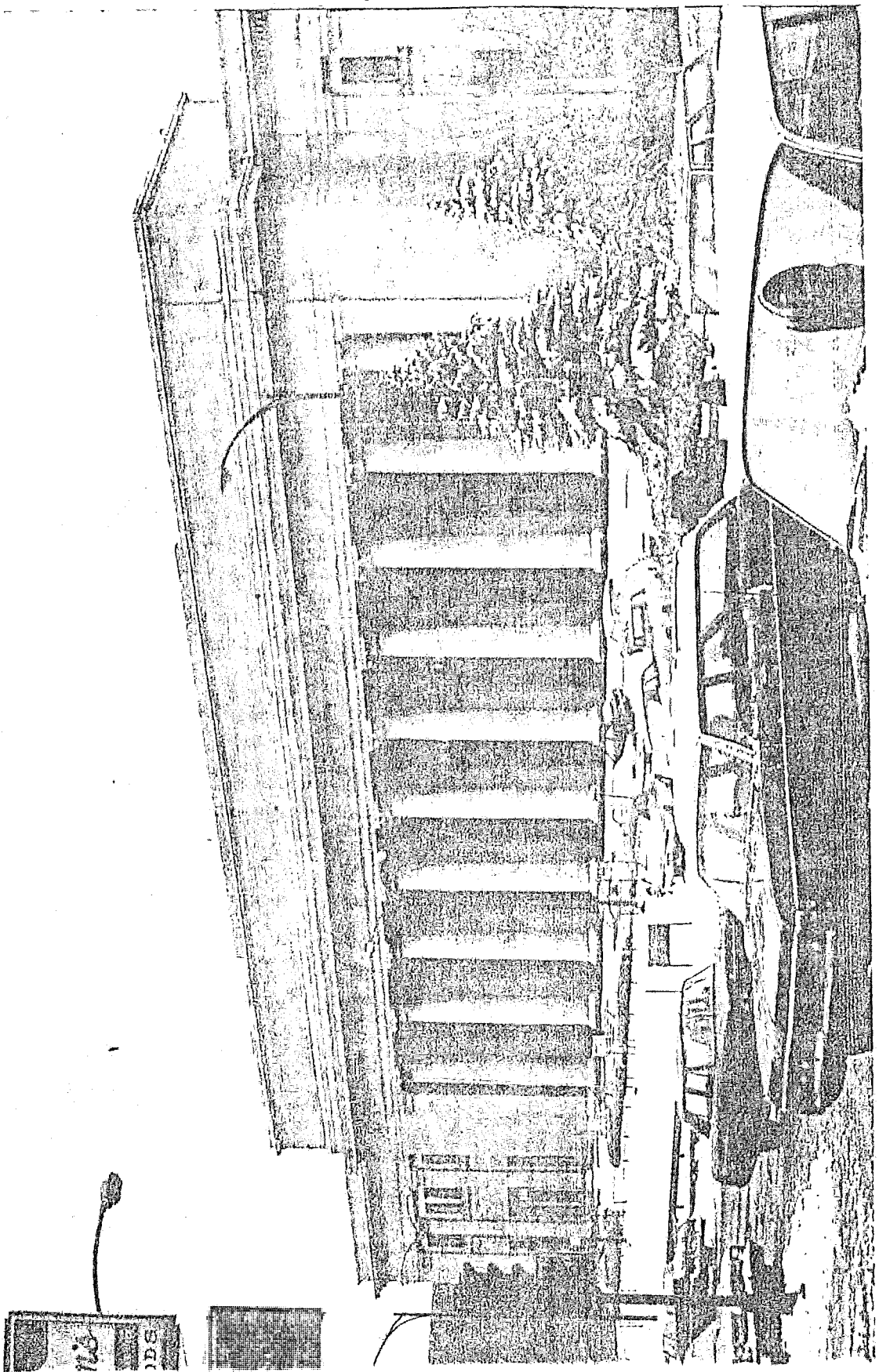
(Number all entries)

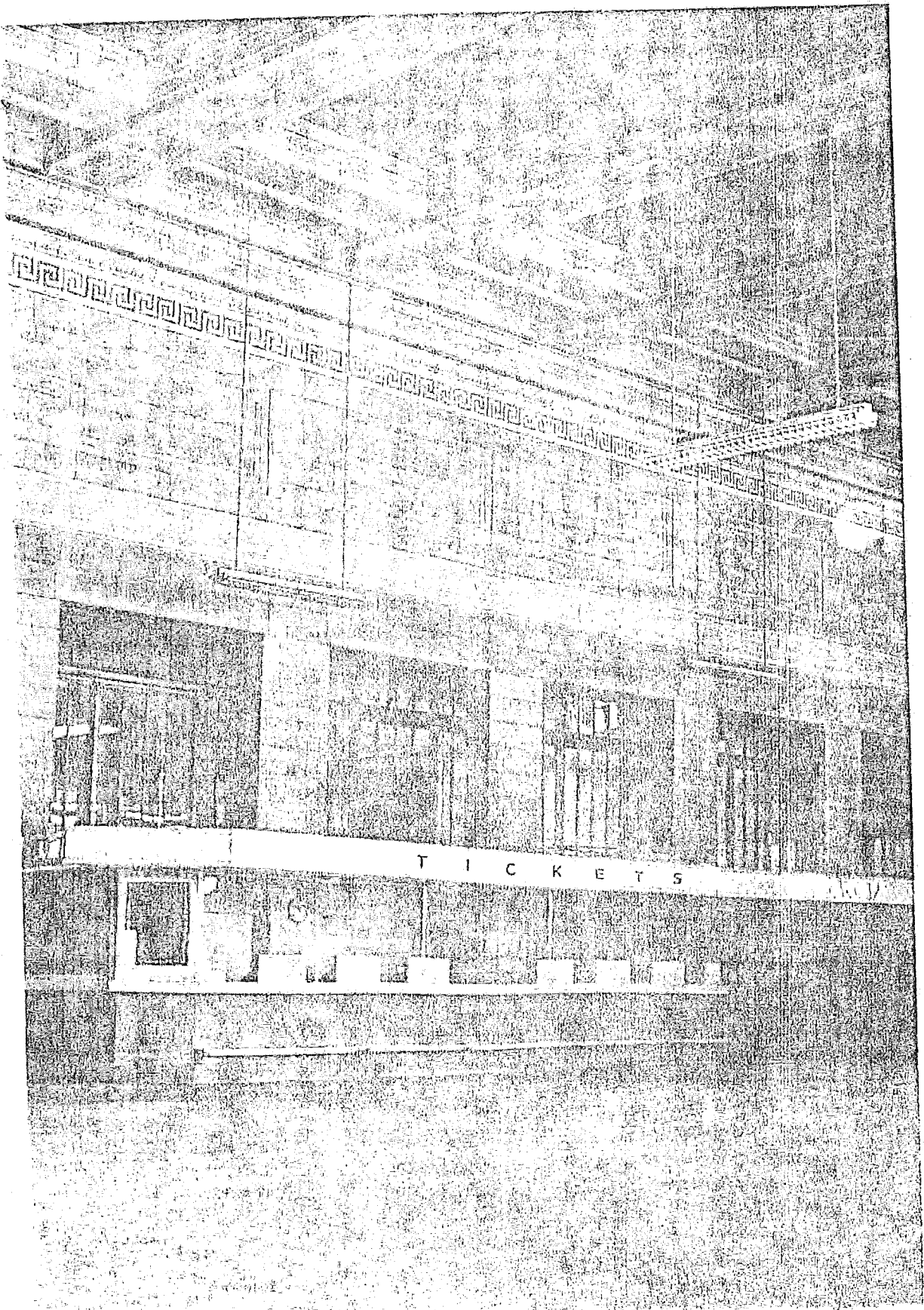
8. Significance

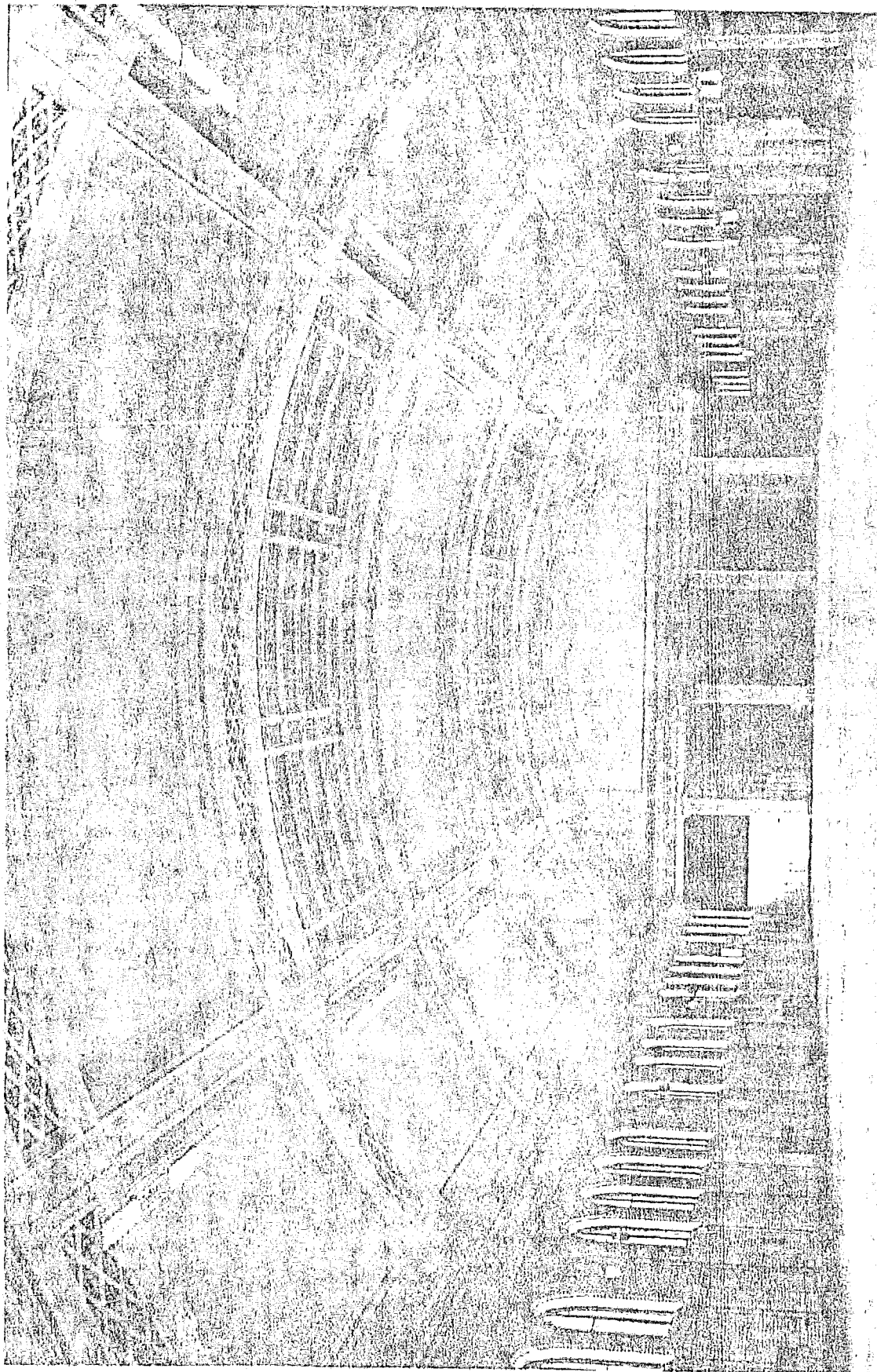
Architecturally, the Neo-Classical motif, utilized in the exterior and interior design of the depot, is so characteristic of the style popularized in the construction of the great public and governmental buildings between the two World Wars. The preservation of this building represents the preservation of not only early twentieth century architecture but also a building type which was the great American railroad depot during its last great era.

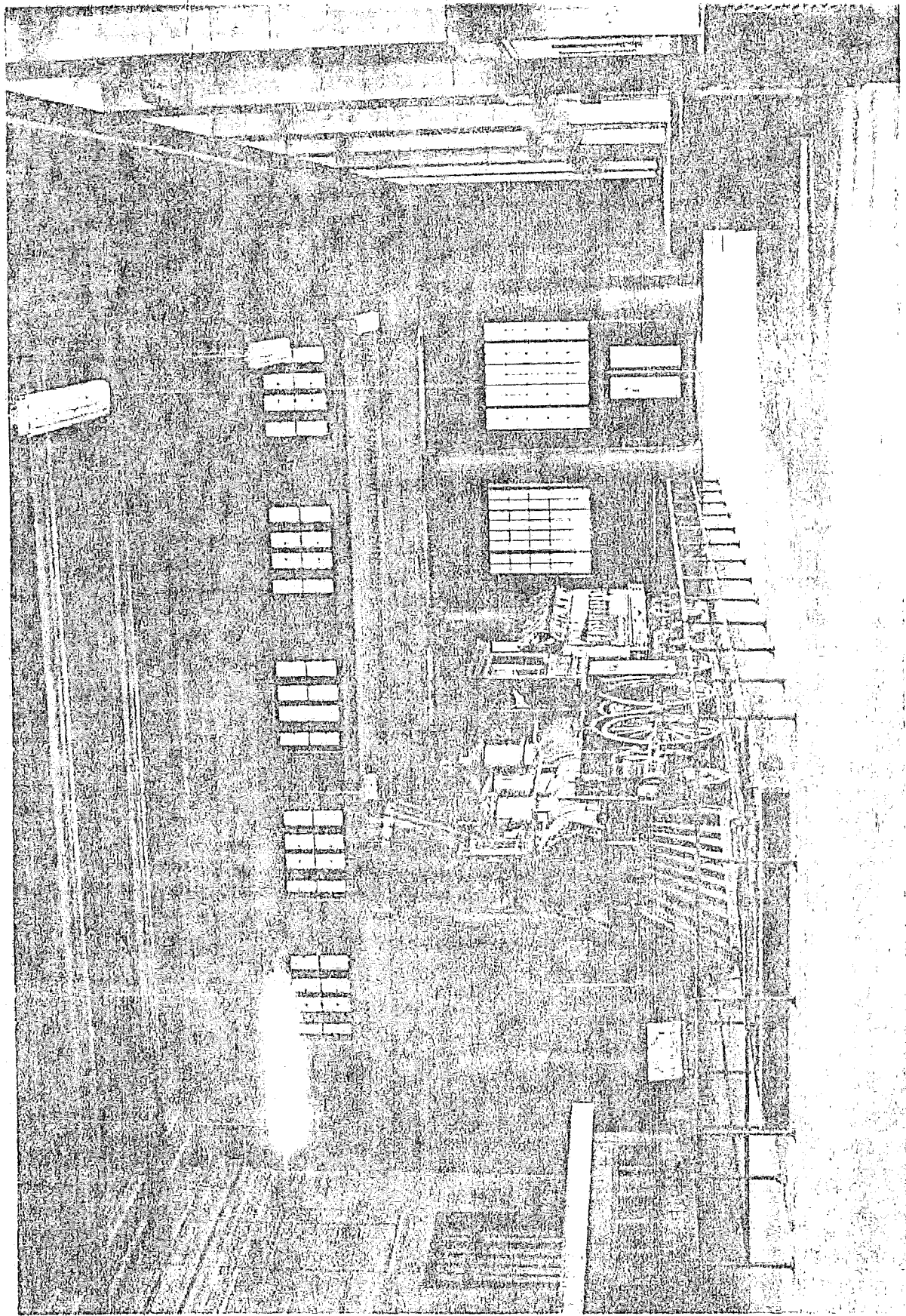












**Appendix D**  
**Architectural Historian Resume**

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**CAMILLA R. DEIBER**  
*The Louis Berger Group, Inc.*  
*Architectural Historian*

**EDUCATION**

- M.S., Historic Preservation, Ball State University, 1994
- B.F.A., Interior Design, Iowa State University, 1991

**PROFESSIONAL TRAINING**

- Introduction to Federal Projects and Historic Preservation Law. Chicago, IL, 1999. Advisory Council on Historic Preservation.
- Section 106 in the New Regulatory Environment, Marion, Iowa, 1999. Lynne Sebastian, Ph.D., SRI Foundation, Inc.

**PROFESSIONAL AFFILIATIONS**

- National Trust for Historic Preservation
- Historic Landmarks Foundation of Indiana

**PROFESSIONAL EXPERIENCE**

Ms. Deiber is an Architectural Historian and Historian based in Berger's Marion, Iowa office. She serves as Principal Investigator for projects involving architectural resources and has conducted historical research for state agencies and for projects undertaken in fulfillment of Sections 106 and 110 of the National Historic Preservation Act of 1966 and the National Environmental Policy Act of 1969. Ms. Deiber has experience conducting research in Arizona, Indiana, Iowa, Minnesota, North Carolina, Oregon, and South Dakota. As an Architectural Historian, she conducts architectural surveys and historical research for cultural resource investigations, National Register determinations of eligibility, and historical context studies.

- **Iowa Historic Property Study: Manthei Ford Garage, Maynard, Iowa.** Completed a recordation of a tile block automobile garage with an extensive history of automobile garages in Iowa's smaller towns. For Iowa Department of Transportation.
- **Reconnaissance and Intensive-Level Architectural Survey of Marshall County, South Dakota.** Conducted a reconnaissance level survey of 575 properties in Marshall County, located in the extreme northeast corner of the state. The survey identified 25 properties that were potentially eligible for inclusion in the NRHP. For South Dakota State Historical Society.
- **Historic Building Survey of National Guard Armories and Papago Park Military Reservation, Statewide, Arizona.** Conducted architectural survey and National Register evaluation of National Guard armories and of the Headquarters of the Arizona Army National Guard, located in Phoenix. For Arizona Department of Emergency and Military Affairs.
- **Integrated Cultural Resource Management Plan (ICRMP) Update.** Completing a state-wide ICRMP using the National Guard Bureau ICRMP template and Microsoft Access database. Project involves synthesizing data from the previous ICRMP and from cultural resource projects conducted within the past five years. For North Carolina Army National Guard.

- **Phase II Historical Evaluation of the Wilder Creamery, Jackson County, Minnesota.** Conducted architectural survey and historical context research on the Wilder Creamery to determine its eligibility for inclusion in the National Register of Historic Places. For Minnesota Department of Transportation, St. Paul.
- **Cellular Tower Reconnaissance and Intensive Surveys, Iowa.** Conducted architectural field investigations for over 120 cellular and communication towers in Iowa. For Alliant Energy, MidAmerican Energy, The SI Group, Rescom Environmental Corporation, Terracon, and Tri-Leaf.
- **Architectural Resource Survey For Proposed Replacement of Oak Street Bridge, Iowa Falls, Iowa.** Conducted architectural survey and historical context research for bridge replacement in Iowa Falls. For Iowa Department of Transportation.
- **Cultural Resource Investigations For Proposed Improvements To The Iowa Highway 1 Bridge Over The Des Moines River At Keosauqua, Van Buren County, Iowa.** Conducted architectural survey and historical context research for bridge replacement in Iowa Falls. For Iowa Department of Transportation.
- **Oregon National Guard Armory Inventory and National Register Evaluation.** Conducted architectural survey of 18 National Guard properties and developed statewide historic context and National Register Multiple Property Document. For Oregon Army National Guard.
- **Intensive Architectural Survey and National Register Evaluation of Iowa National Guard Armories, Various Counties, Iowa.** Conducted expanded historical research and architectural survey of National Guard armories in Mapleton, Clarinda, and Iowa City, Iowa. For Iowa Army National Guard.
- **Architectural Resource Survey For Proposed Improvements To Main Street Between 7<sup>th</sup> and 14<sup>th</sup> Streets, Keokuk, Lee County, Iowa.** Conducted architectural survey and historical context research along a seven-block corridor in downtown Keokuk. For City of Keokuk.
- **Cultural Resource Investigations, Iowa Highway 60, Bigelow Bypass, Osceola County, Iowa.** Conducted architectural survey and historical context research along a 1.4-mile bypass corridor. For Iowa Department of Transportation.
- **Intensive Architectural Survey and National Register Evaluation of the Iowa 370 Bellevue Bridge, Mills County, Iowa.** Conducted architectural survey and historical research for proposed replacement of the Bellevue Bridge. For Iowa Department of Transportation.
- **Cultural Resource Investigations of the Bridge Over The Yellow River at Ion, Allamakee County, Iowa.** Conducted architectural survey and historical research for bridge replacement project. For Allamakee County Engineer.
- **Cultural Resource Investigations, Mason City Radium Removal Project, Cerro Gordo County, Iowa.** Conducted architectural survey for proposed improvements to city water and treatment facilities. For City of Mason City.

**Program Coordinator, Southeast Field Representative, Program Assistant, Historic Landmarks Foundation of Indiana, 1995-1999.** Provided technical assistance to property owners, preservation organizations, historic preservation commissions, city/county governments, and museums. Major projects included:

- **Design Guidelines for the Rehabilitation of the West Baden Springs Hotel Historic District, West Baden, Indiana.** For the West Baden Historic Preservation Commission. 1996.
- **Rehabilitation Guidelines for the Homestead Hotel Historic District, West Baden, Indiana.** For West Baden Historic Preservation Commission. 1996.
- **Illustration and publication of Old Jeffersonville Historic District Design Guidelines, Jeffersonville, Indiana.** For Jeffersonville Historic Preservation Commission. 1995.

**Summer Internship, South Dakota Historic Preservation Center, Vermillion, South Dakota, 1994.** Assisted SHPO staff in creating database of office library and in researching for National Register nominations. Major projects included:

- **Architectural Style Guide.** For Emergency Flood Response Team Workshop, Sioux Falls, South Dakota. 1994

**Tour Guide, West Baden Springs Hotel, West Baden, Indiana. 1997.**

#### **NATIONAL REGISTER NOMINATIONS**

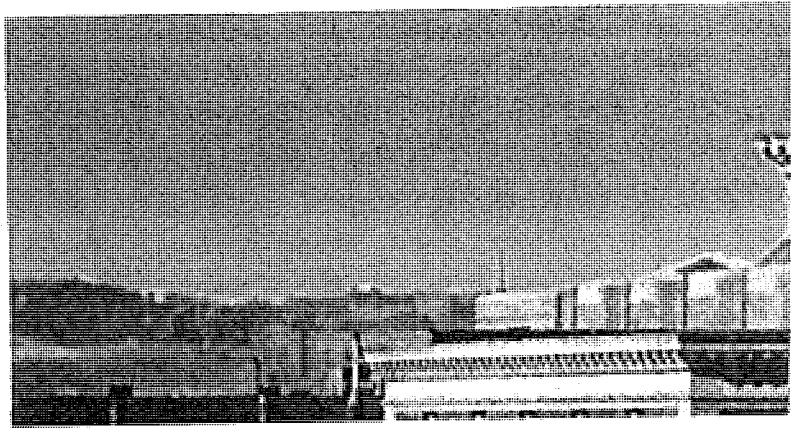
- National Register Nomination for the Homestead Hotel, West Baden, Indiana, 1997. For the town of West Baden.
- National Register Nomination for Sweet Gum Stables, New Albany, Indiana, 1995. For owners, Mr. and Mrs. Stewart.
- Co-author of Multiple Property Documentation Form: Agricultural Buildings and Structures of the Amana Colonies, Iowa County, Iowa, 2001. For State Historical Society of Iowa, Amana Society, and National Park Service.

#### **PAPERS AND GRANTS**

- Acquisition and Development Grant for the Rehabilitation of the First Baptist Colored Church, West Baden, Indiana. 1998.
- GIFT II Community Foundation Grant, Orange County Community Foundation, Indiana. Rehabilitation of the First Baptist Colored Church, West Baden, Indiana. 1997.

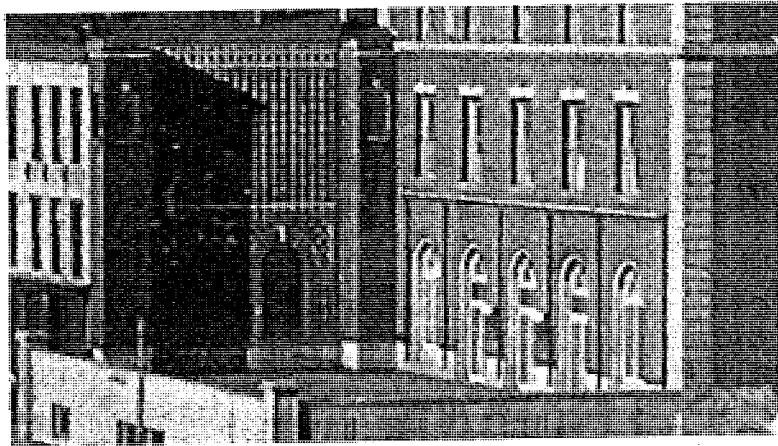
**Appendix E**  
**Evaluation of National Register Historic Places of Eligibility**  
**For Kellogg Boulevard**

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KELLOGG BOULEVARD  
STREETSCAPE PROJECT  
ST. PAUL, MINNESOTA

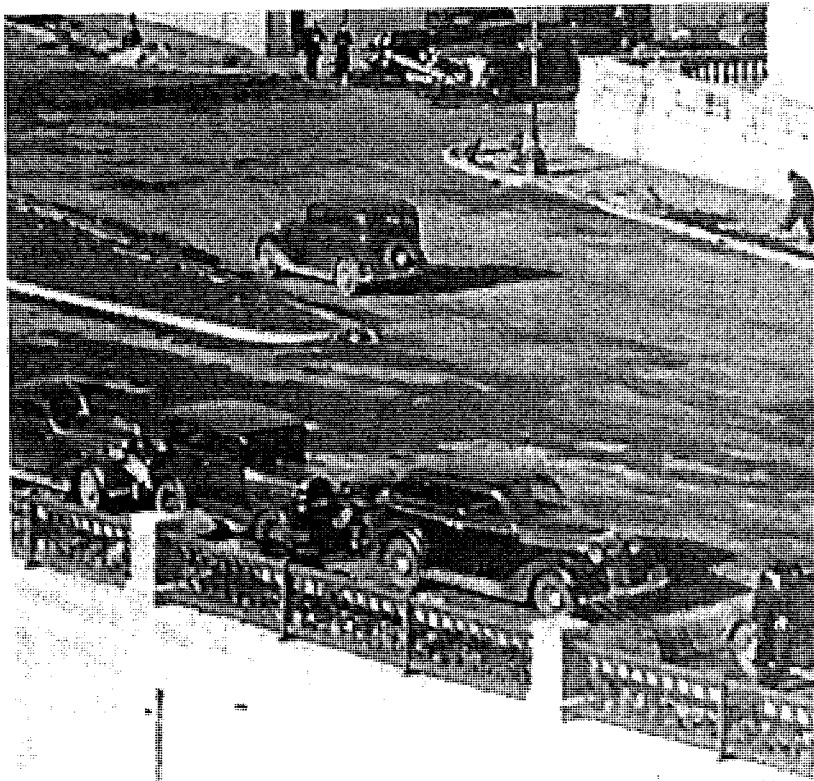
EVALUATION OF  
NATIONAL REGISTER  
OF HISTORIC PLACES  
ELIGIBILITY FOR  
KELLOGG BOULEVARD



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

August 1999

106 group ltd.  
cultural resources  
management

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## 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,

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.

### 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



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

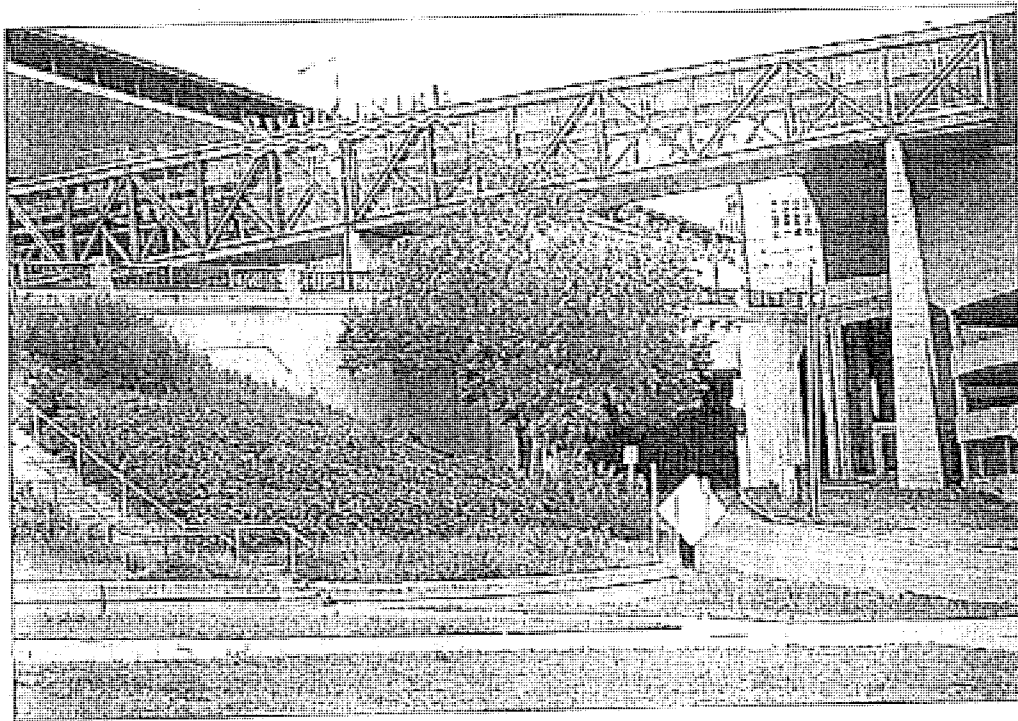


Figure 3. Kellogg Boulevard viaduct and Exchange Street ramp (facing northeast).



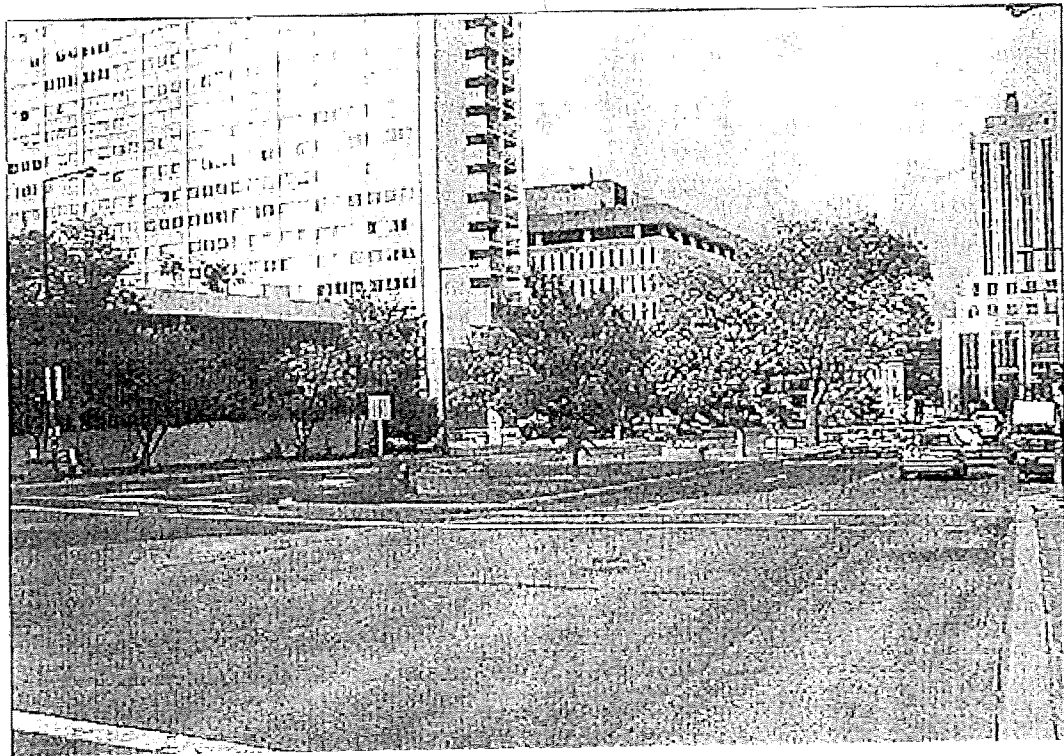
Figure 6. Teardrop-shaped railings along Kellogg Boulevard

modern replacements. Two staircases located along the south side of the road connect 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

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.

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.

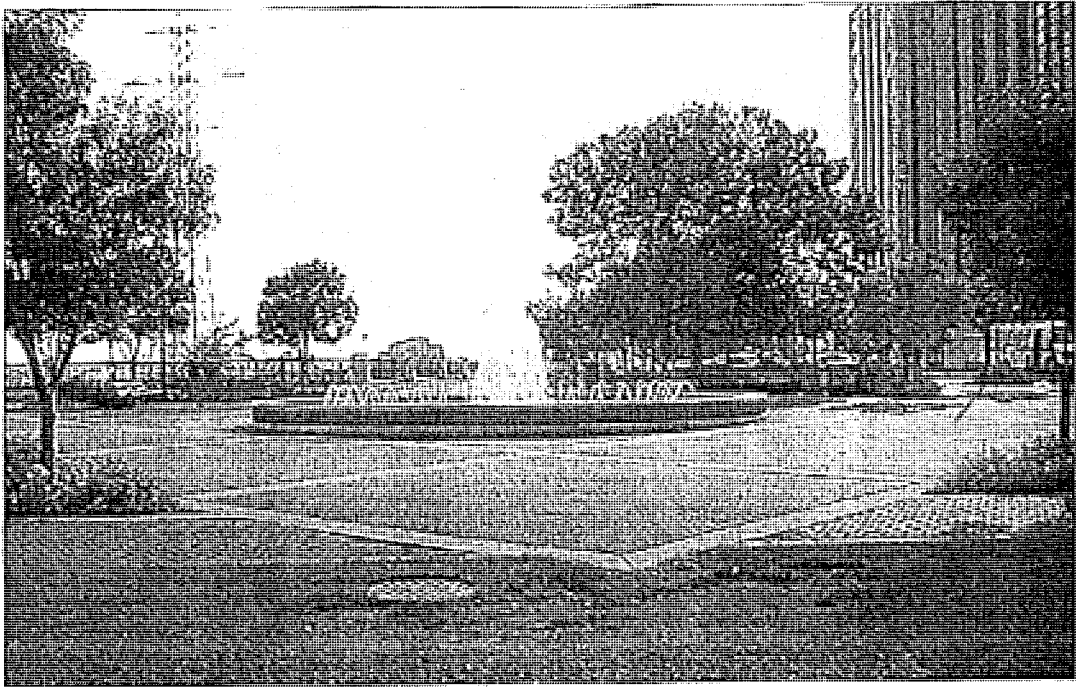


Figure 9. Kellogg Boulevard Mall fountain near Cedar Street intersection.

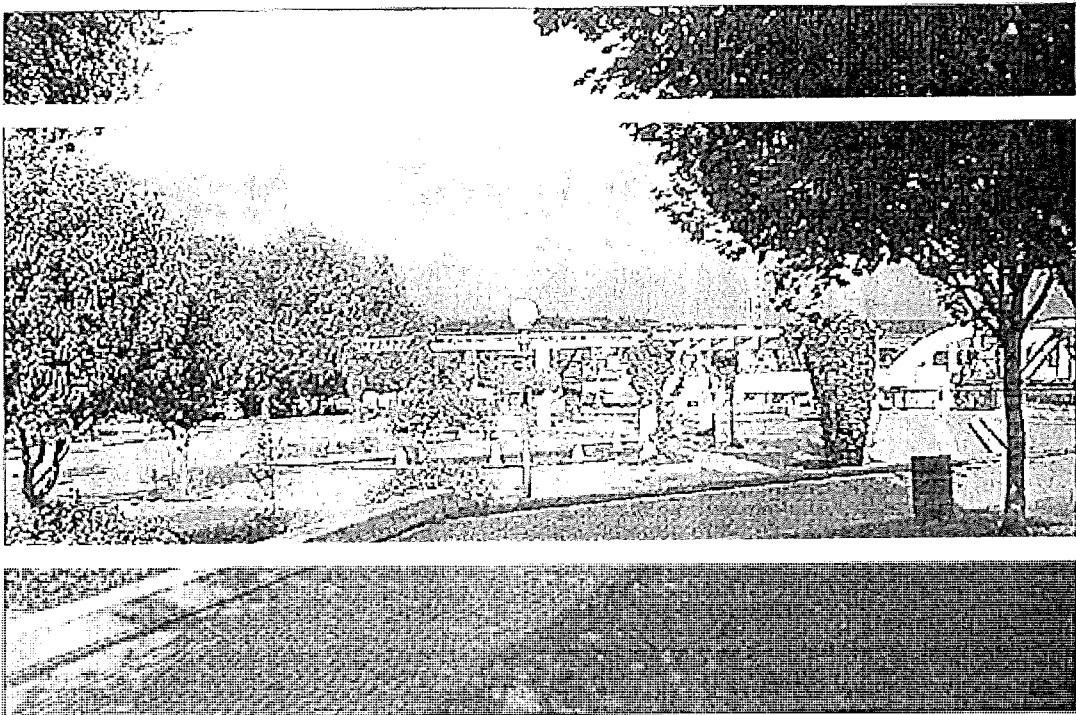


Figure 10. Kellogg Boulevard Mall fountain near Minnesota Street intersection.



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

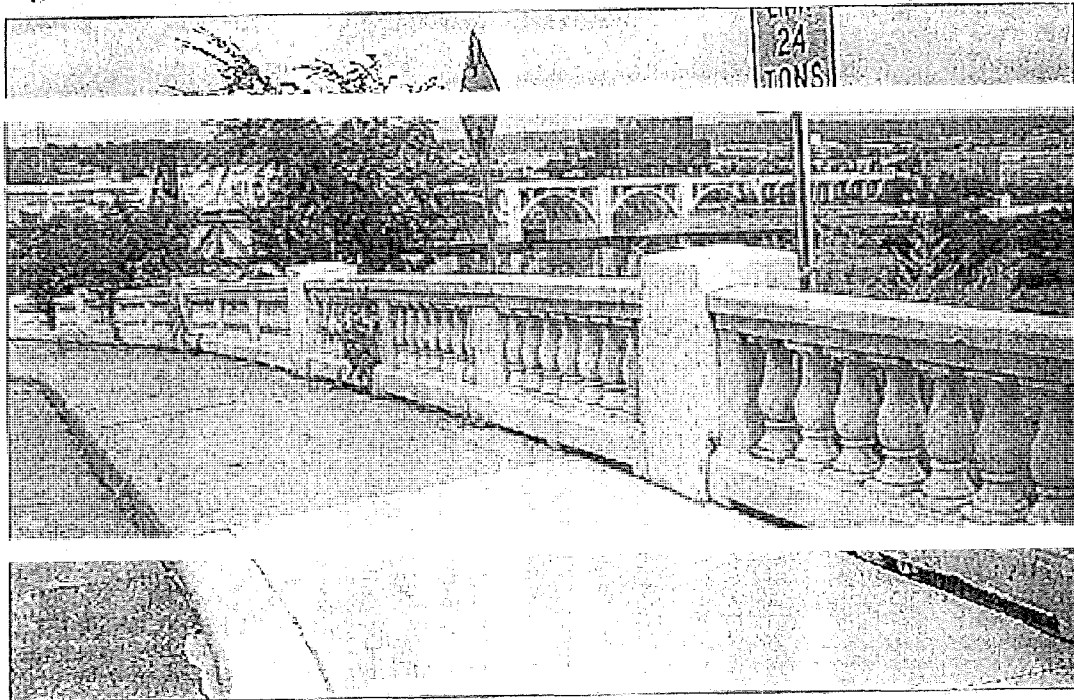


Figure 14. Detail of urn-shaped decorative railings along Second Street viaduct.

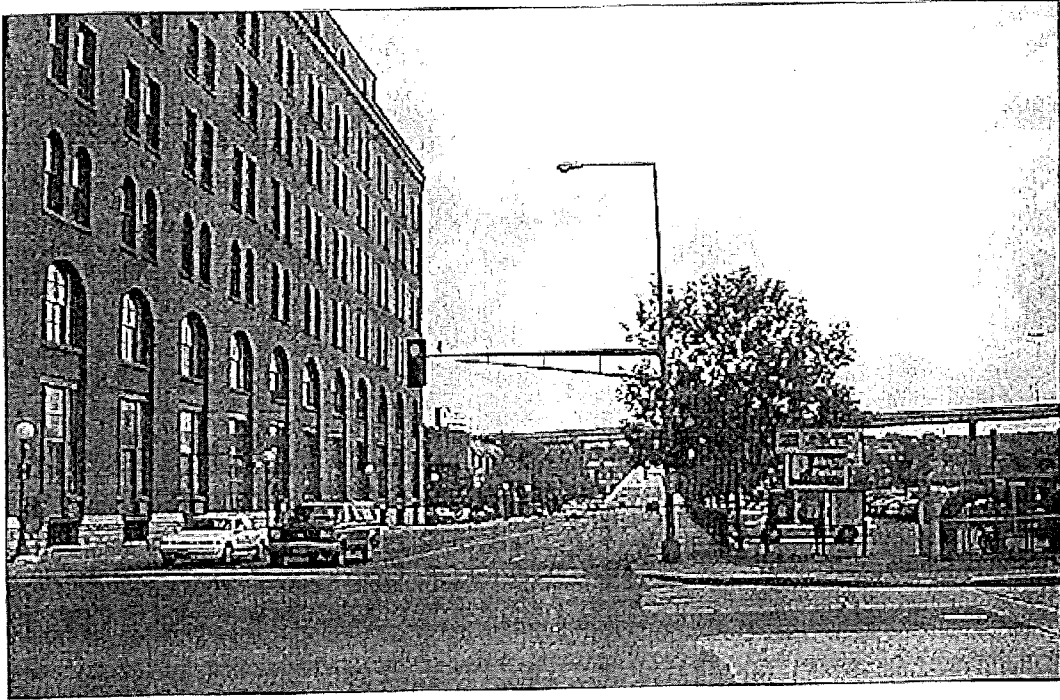


Figure 16. Kellogg Boulevard in Lowertown (facing east).

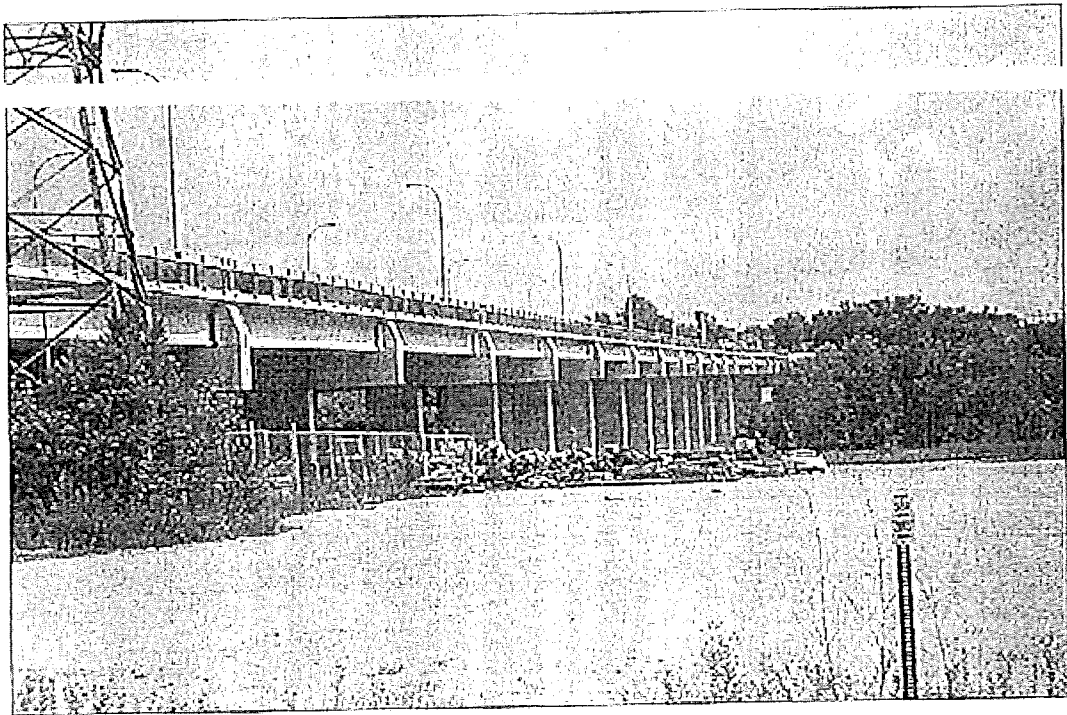


Figure 17. Modern box beam bridge connecting Kellogg Boulevard to Mounds Boulevard (facing northeast).

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

"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

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-

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.

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## **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.

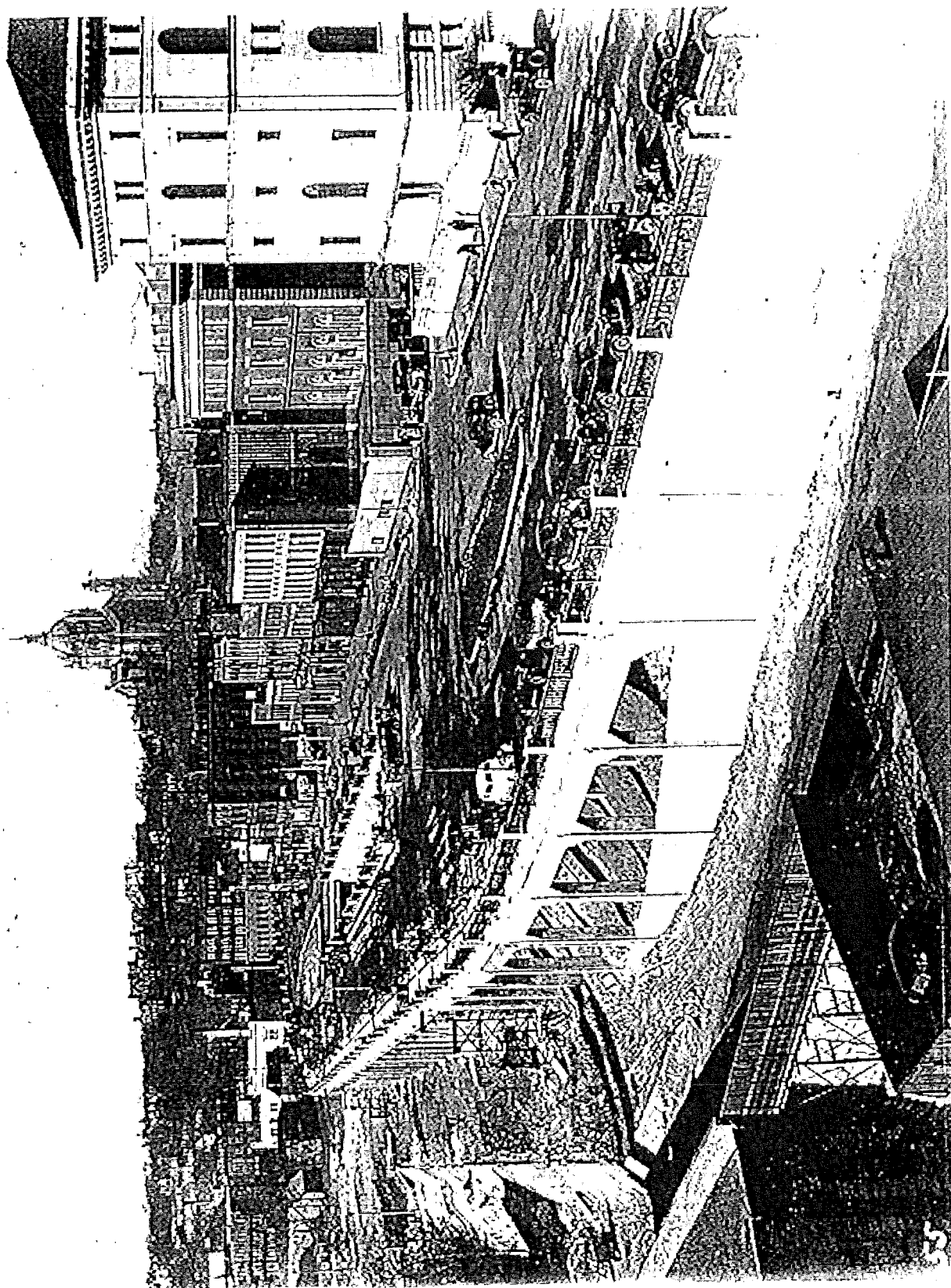
**Photograph 6.** Kellogg Boulevard and Wabasha Street intersection, looking east (May 9, 1950). Note the Beaux Art style urn-shaped decorative railing along the south side of the sidewalk (no longer extant).

**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.

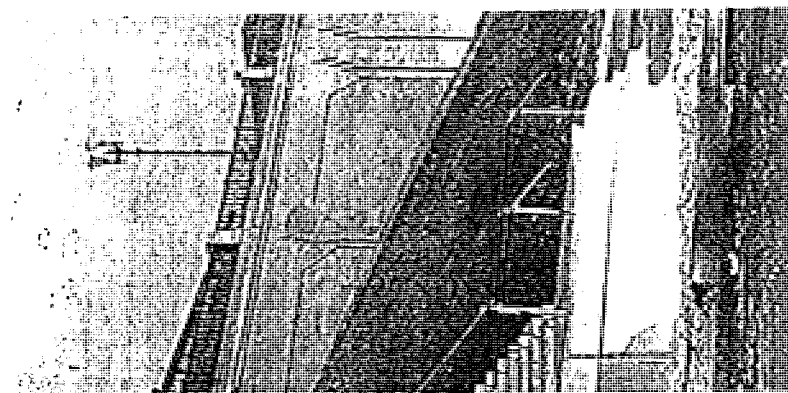
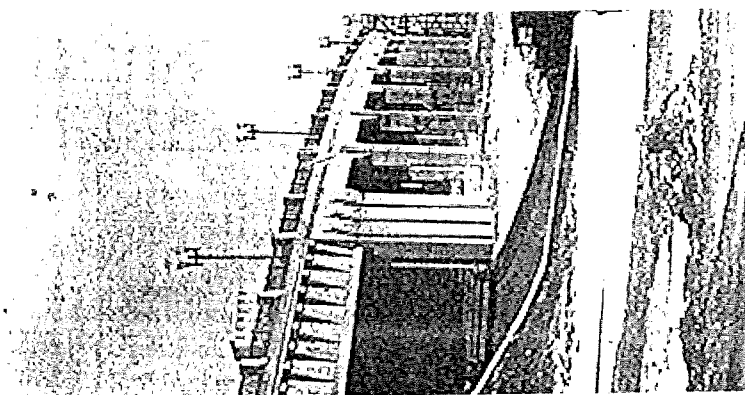
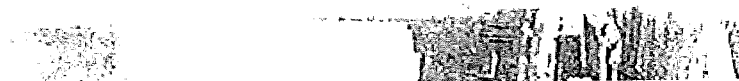
**Photograph 8.** Kellogg Boulevard looking southeast from Wabasha Street intersection (ca. 1932, from the collections of the St. Paul Daily News). The parking lot along the south side of Kellogg Boulevard was a temporary feature, soon replaced by the Kellogg Boulevard Mall.

**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.

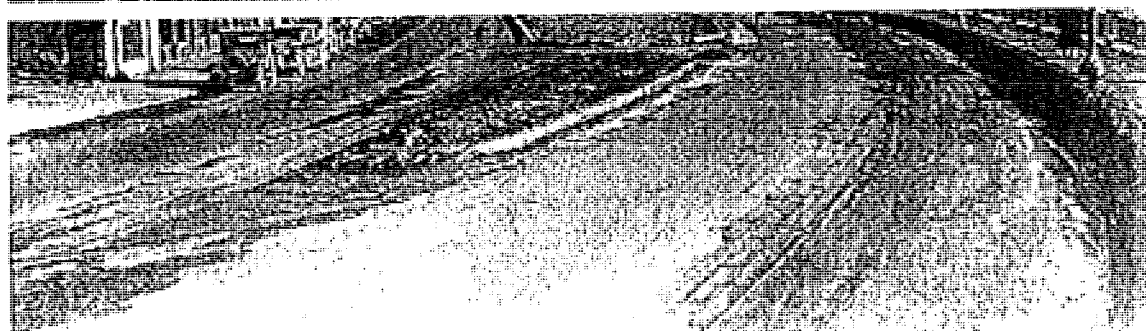
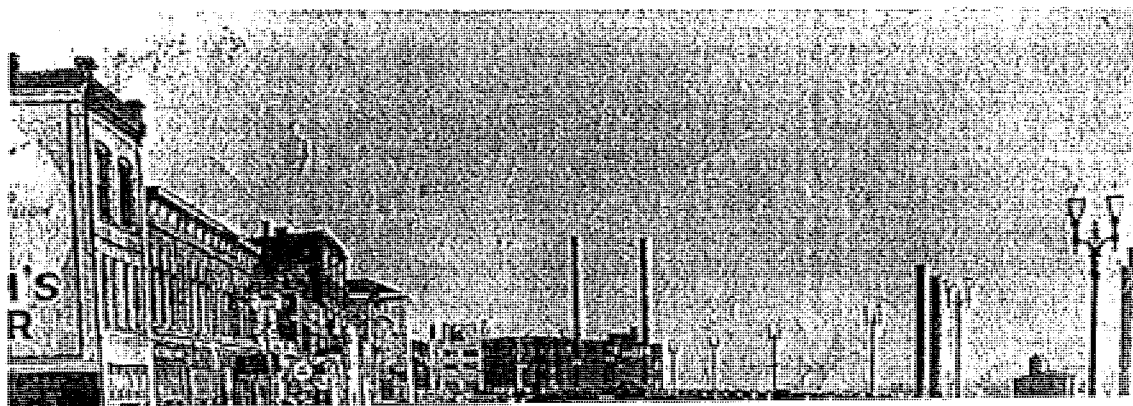
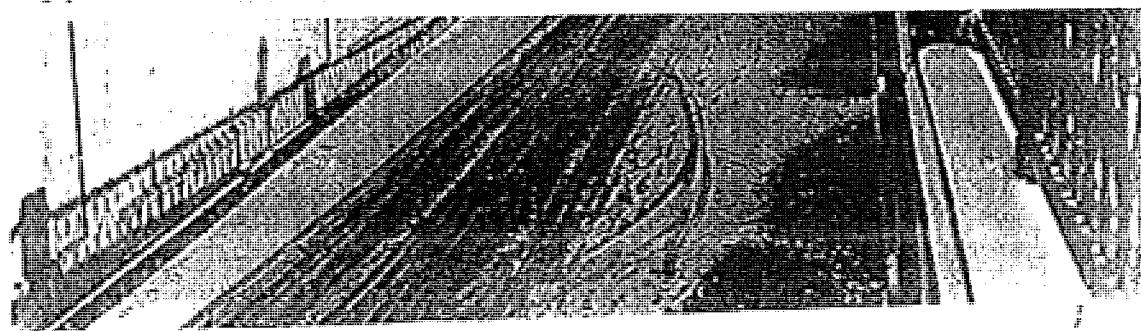
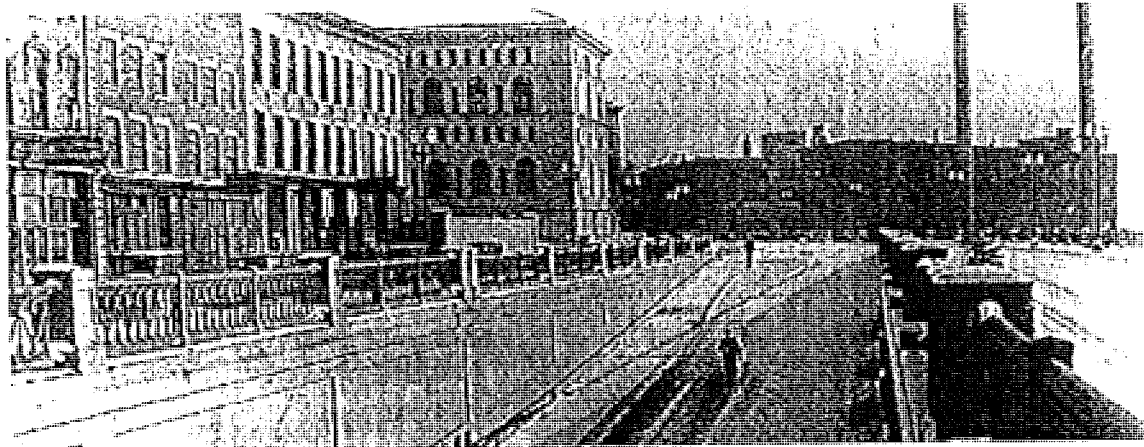
**Photograph 10.** Kellogg Boulevard Mall looking east from the St. Paul City Hall and Ramsey County Courthouse towards Robert Street (September 25, 1961; from the collections of the St. Paul Dispatch-Pioneer Press).



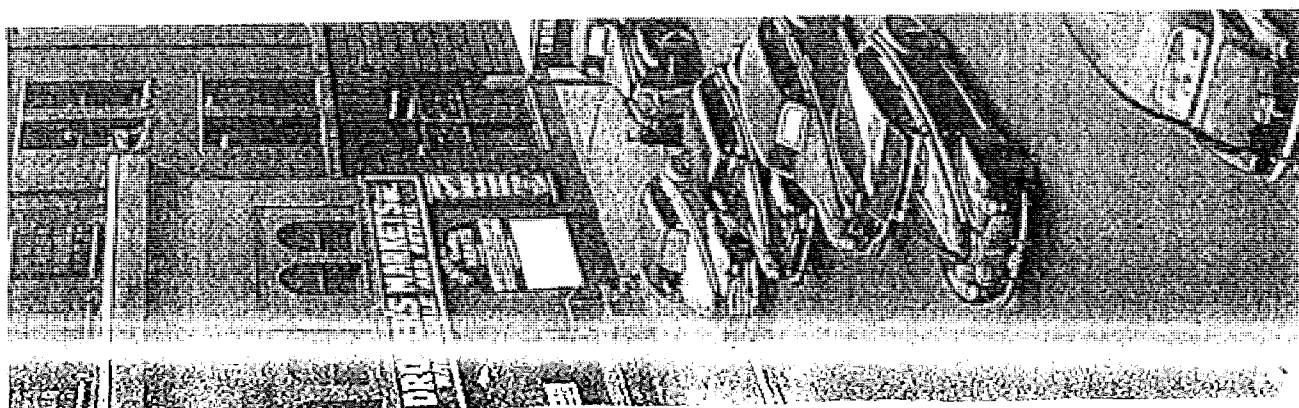
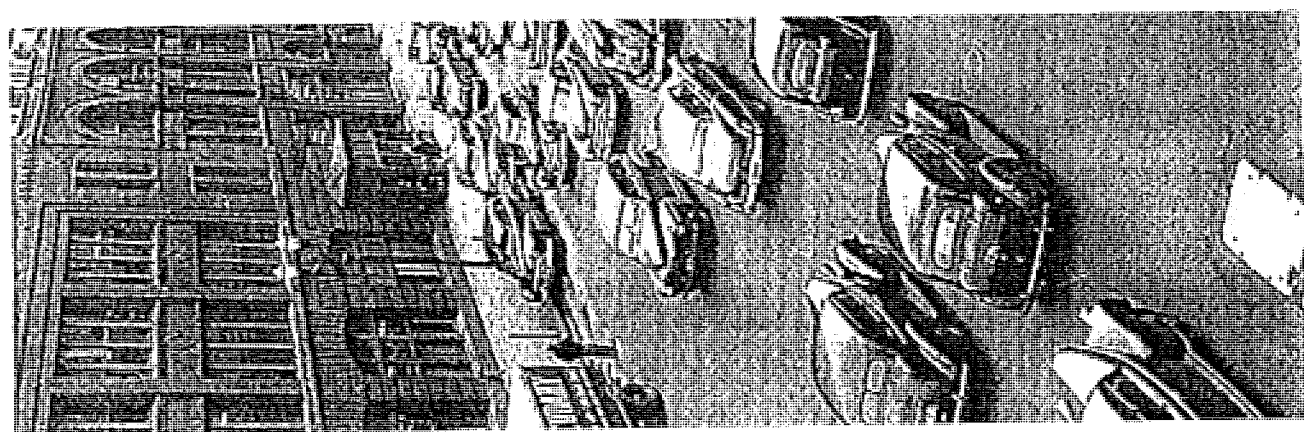
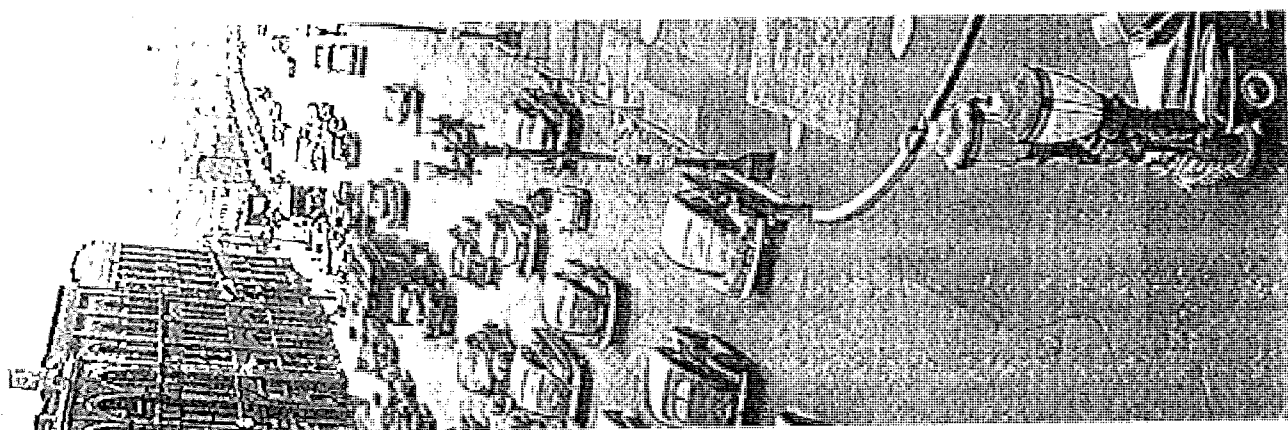
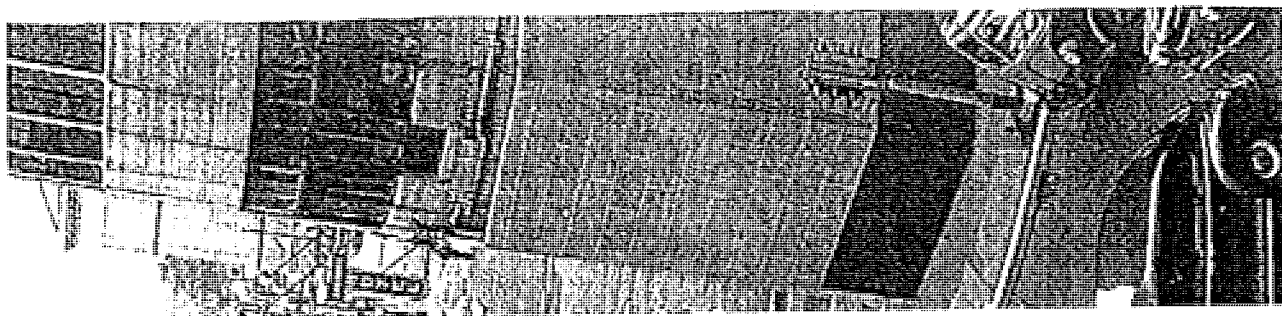
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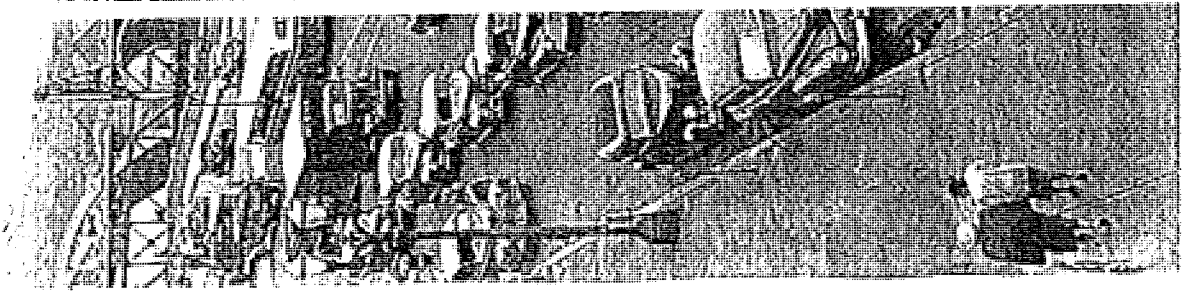
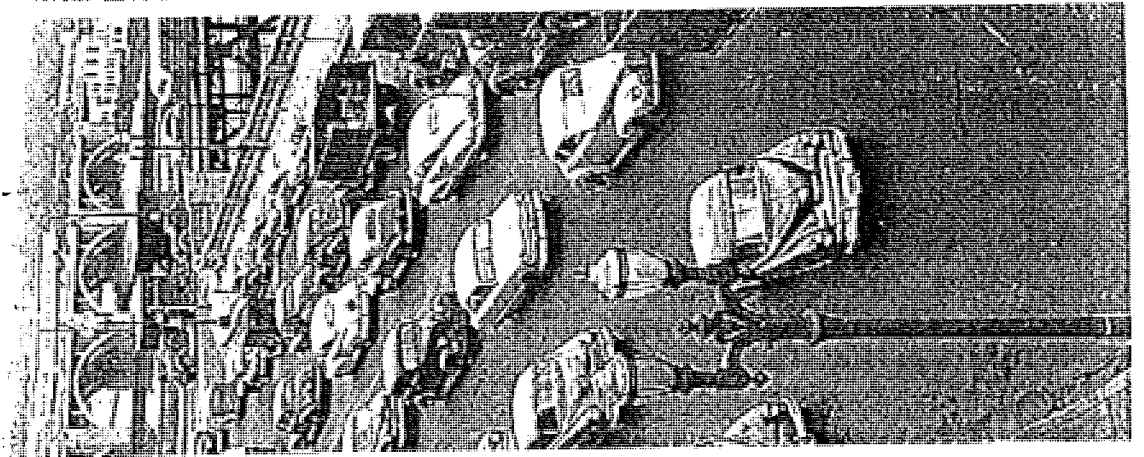
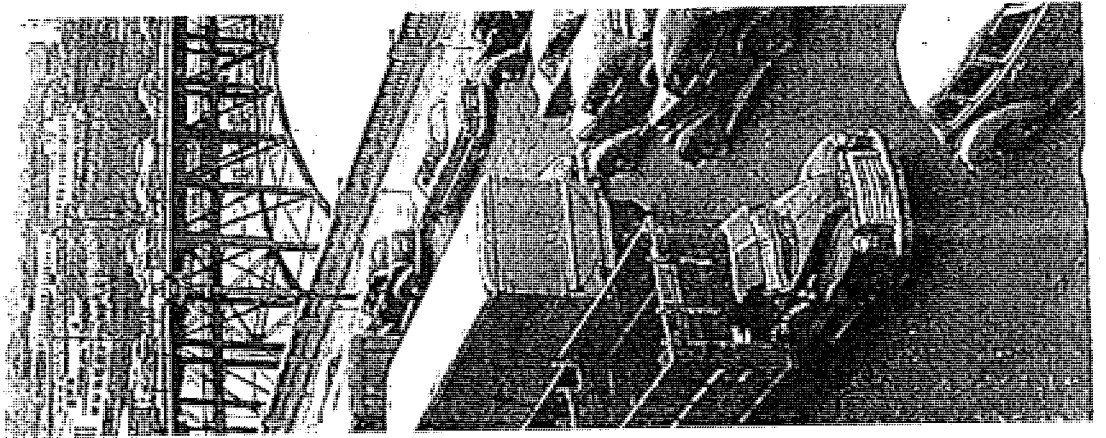
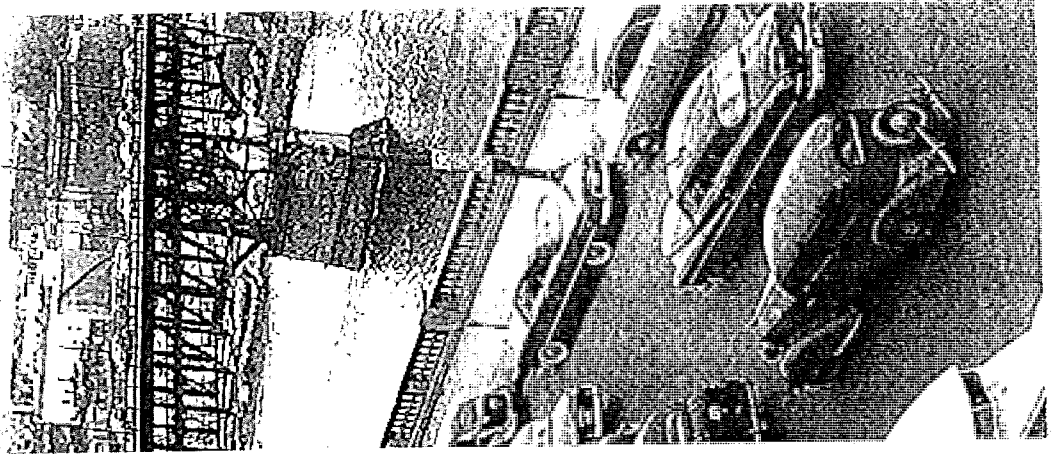


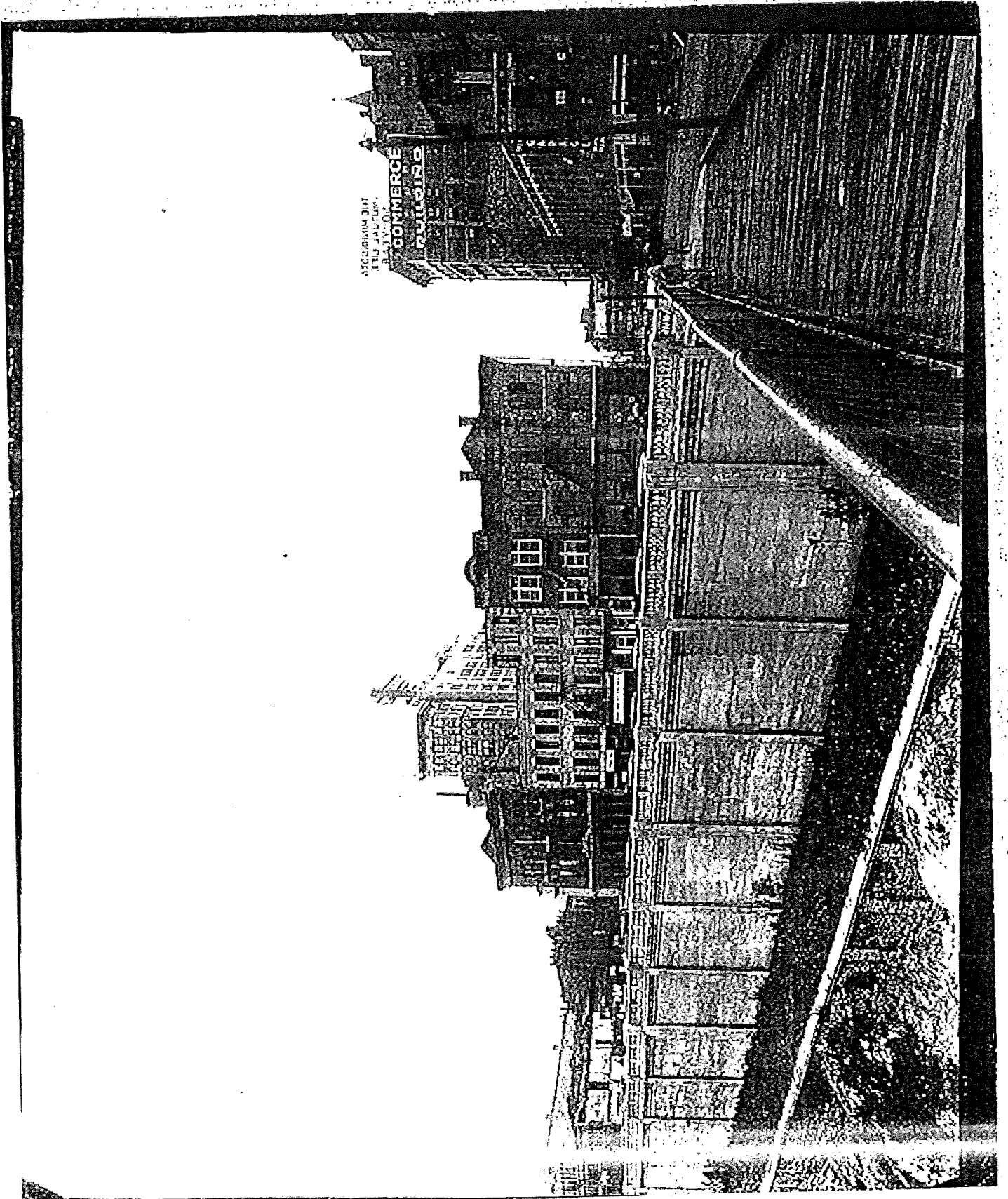
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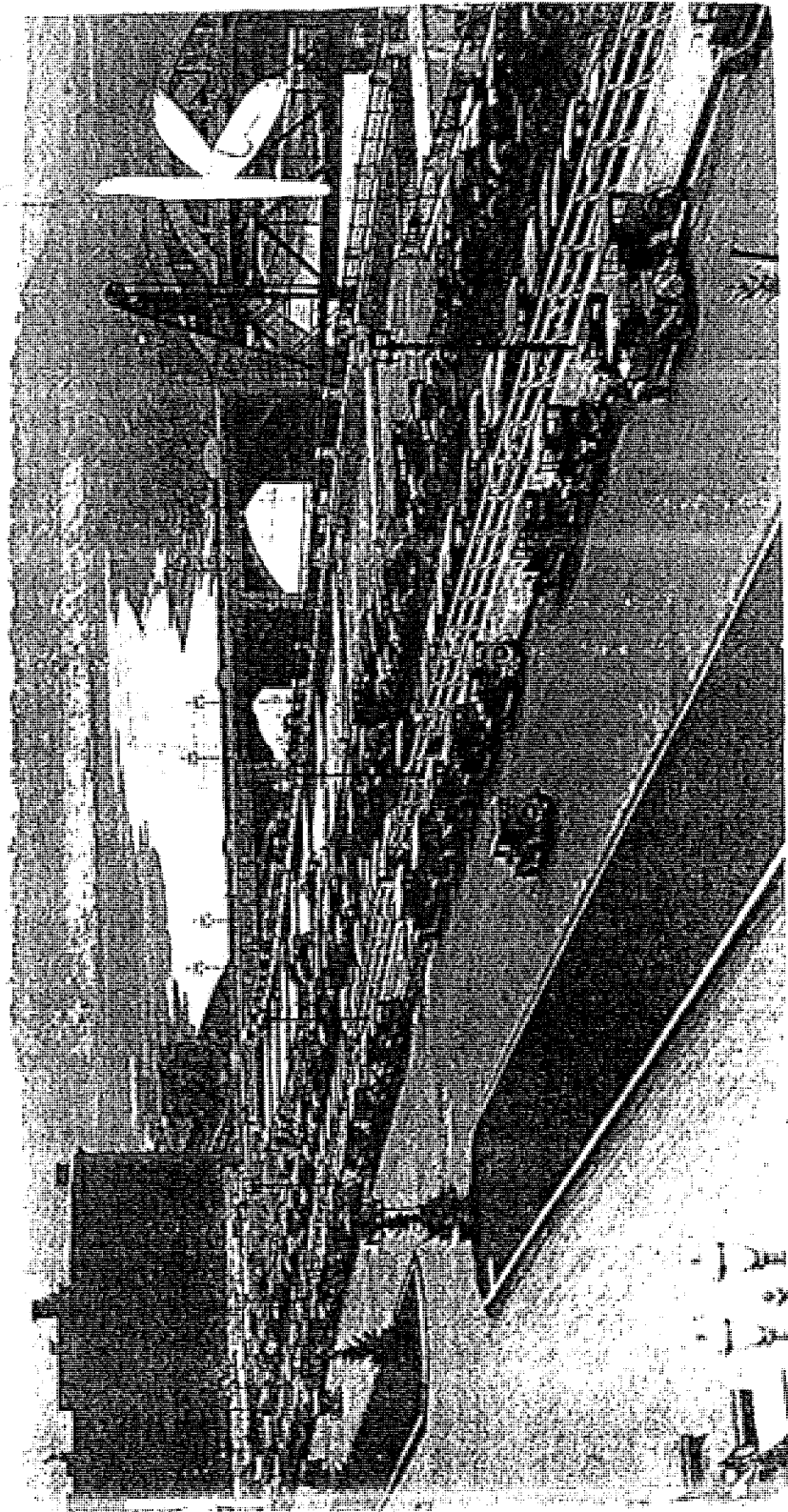


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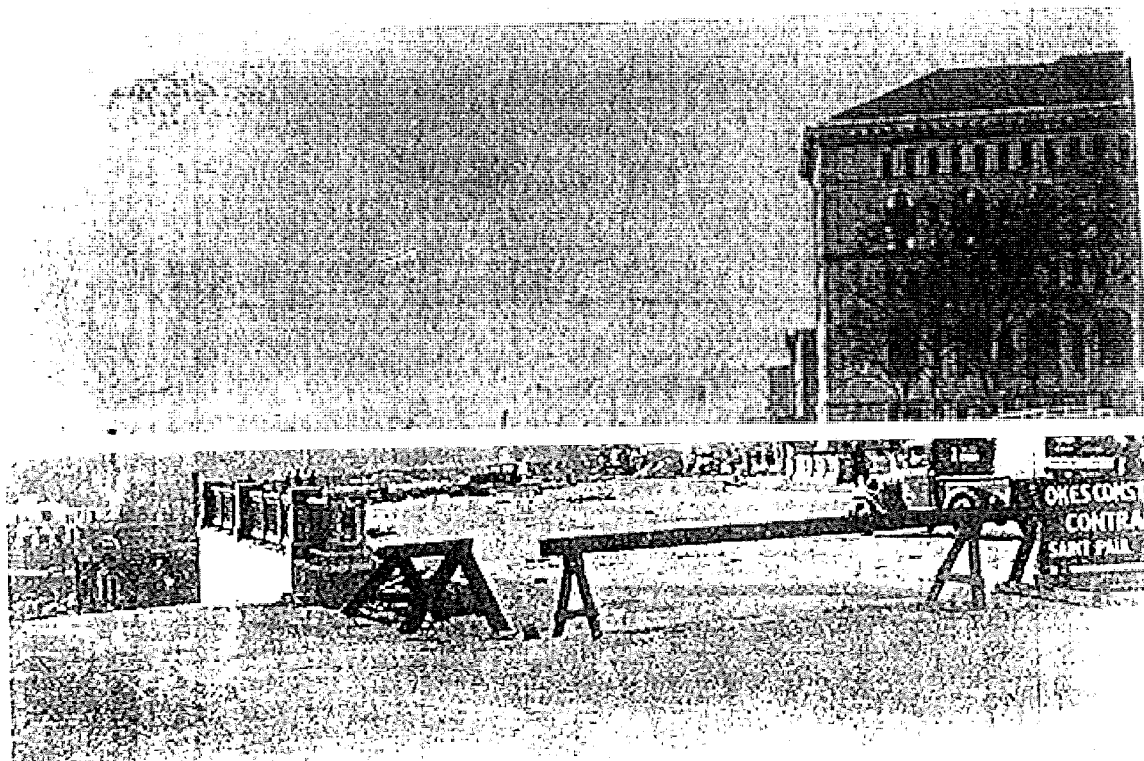
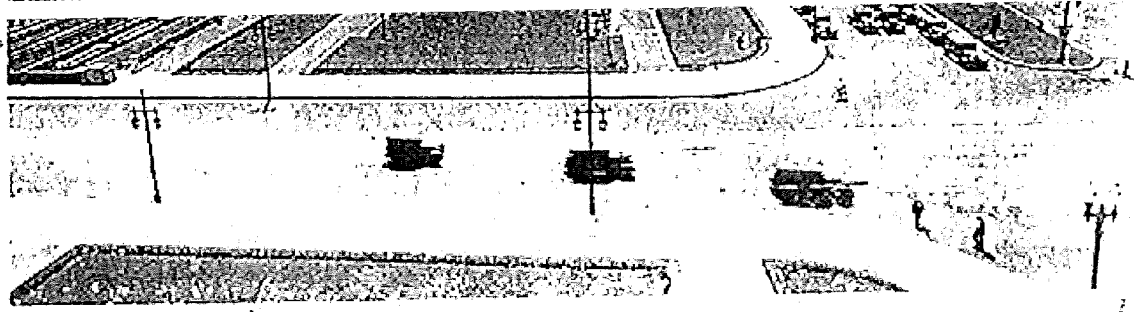
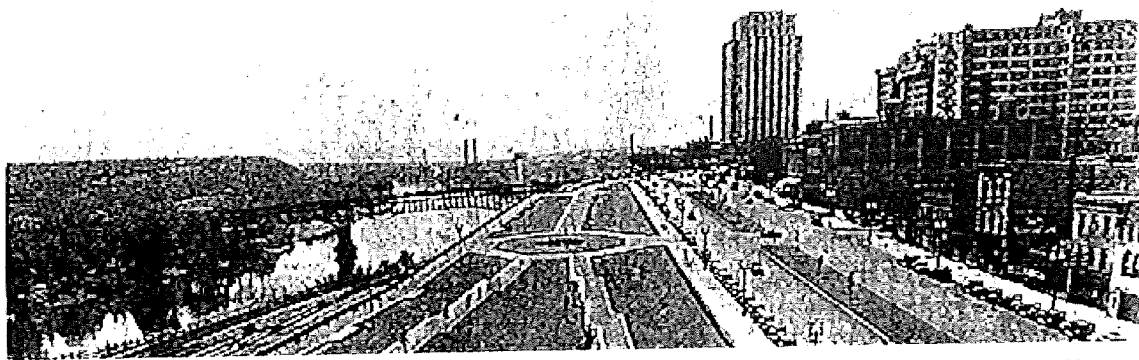


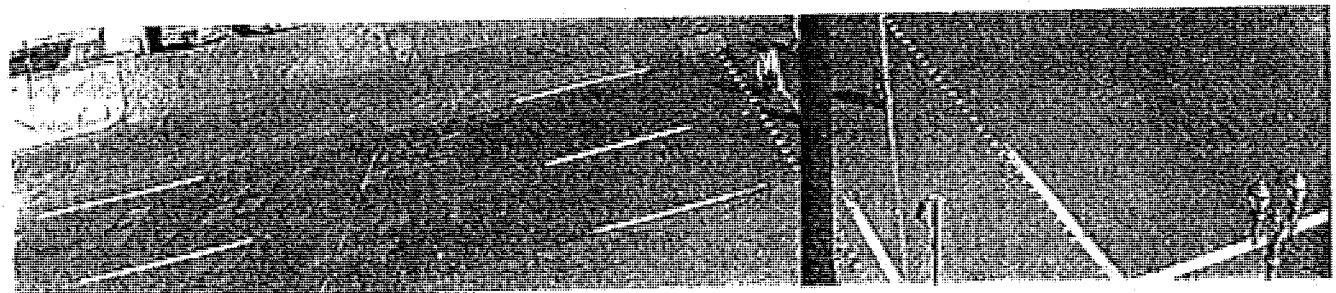
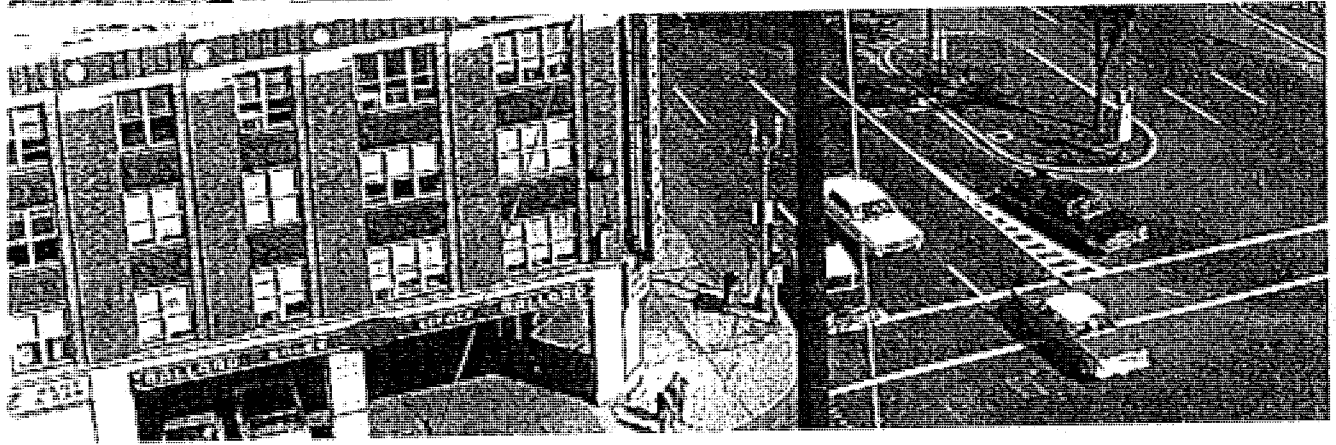
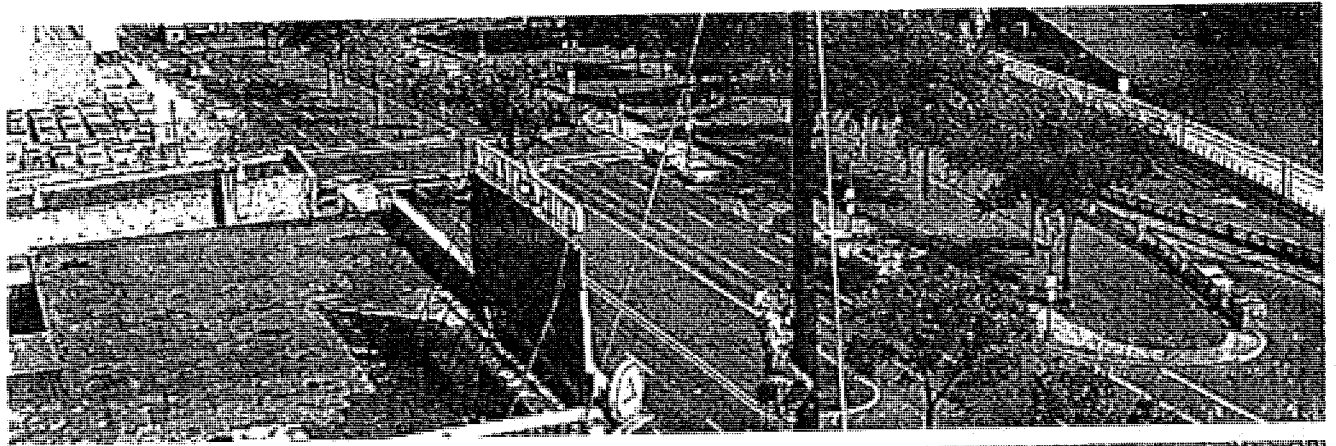
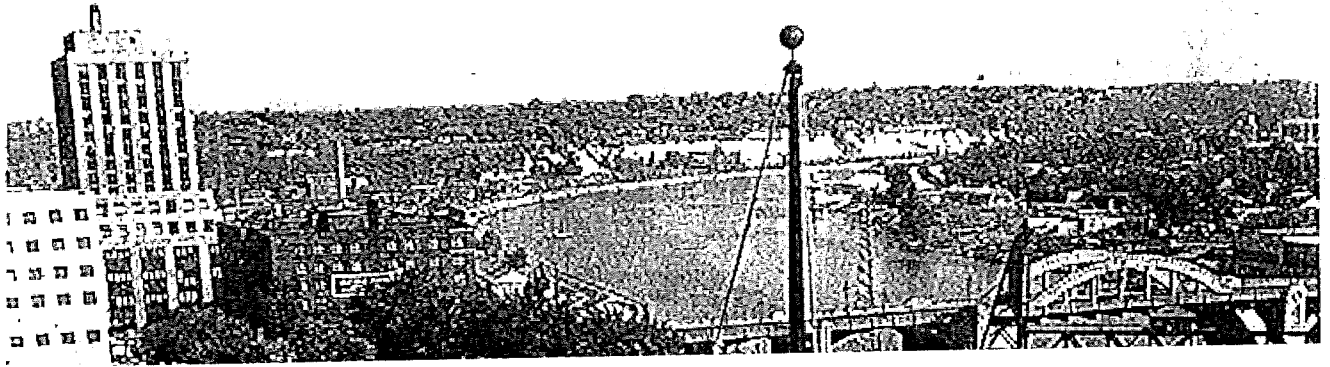






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