

**MNDOT HISTORIC ROADSIDE DEVELOPMENT  
STRUCTURES INVENTORY**

CW-GRT-002  
CS 1804  
TH 169 Culvert at St. Alban's Bay

<b>Historic Name Other Name</b>	TH 169 Culvert at St. Alban's Bay	<b>CS # SHPO Inv #</b>	1804 CW-GRT-002
<b>Location</b>	TH 169 800' N of CSAH 26	<b>Hwy District Reference</b>	TH 169 3A 232.3
<b>City/Township County Twp Rng Sec USGS Quad UTM</b>	Garrison Township Crow Wing 44N 28W Sec 24 Garrison Z15 E436690 N5124660	<b>Acres Rest Area Class</b>	NA
<b>Designer</b>	Skooglun, H O, Natl Park Serv Nichols, A R, Consult Land Arch	<b>SP #</b>	169-23-4
<b>Builder</b>	Civilian Conservation Corps (CCC)	<b>SHPO Review #</b>	
<b>Historic Use Present Use</b>	Bridge/ Culvert/ Dam Bridge/ Culvert/ Dam	<b>MHS Photo #</b>	013535.15-19
<b>Yr of Landscape Design</b>	1939	<b>MnDOT Historic Photo Album</b>	
<b>Overall Site Integrity</b>	Intact/Slightly Altered		
<b>Review Required</b>	Yes		
<b>National Register Status</b>	Eligible, see Statement of Significance		
<b>Historic Context</b>	Roadside Development on Minnesota Trunk Highways, 1920-1960		

**List of Standing Structures**

Feat#	Feature Type	Year Built
01	Bridge/Culvert	1939
NOTE: Landscape features are not listed in this table		

**Fieldwork Date**  
08-04-97

**Prep by**  
Gemini Research  
Dec. 98 G1. 95

**Prep for**  
Site Development Unit  
Cultural Resources Unit  
Environmental Studies Unit

<b>Final Report</b>	Historic Roadside Development Structures on Minnesota Trunk Highways (1998)
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■ **BRIEF**

The T.H. 169 Culvert at St. Alban's Bay is a granite-faced, concrete box culvert that carries a stream (name unknown) under T.H. 169 and into St. Alban's Bay on the western shore of Mille Lacs Lake. The culvert is located about 800' north of CSAH 26 in Section 24 of Garrison Township in Crow Wing County.

■ **STANDING STRUCTURES**

**Culvert.** Built in 1939 by the CCC. Designed by H. O. Skooglun of the National Park Service. This granite-faced, concrete box culvert carries a small stream under T.H. 169 before it drains into Mille Lacs Lake. The structure was designed to incorporate a pre-existing concrete box culvert that had a 4'-square opening and was 39'6" long. The new culvert was built when T.H. 169 was widened and shifted a few feet to the west. (The existing culvert was extended on the western side and shortened on the eastern side.) The structure is now approximately 40' long and about 88' wide. The headwalls, railings, and curb are built of gray, random ashlar, roughly-cut, Isle granite. The design emphasizes the strength and beauty of the granite masonry through the use of simple shapes and volumes. The culvert's 4'-wide span is faced with a 6'-wide segmental arch with radiating voussoirs. There is no pedestrian sidewalk, but the inner side of the railings is lined with a stone curb that was designed to be about 9" high (according to the original plans). Metal guardrails (each about 155' long) have been added to the ends of each railing.

■ **OTHER LANDSCAPE FEATURES AND PLANTINGS**

The culvert is located just a few feet west of the shore of Mille Lacs. The topography of the site is flat.

No original planting plan has been located. The available plans do not specify any original plantings.

■ **SETTING**

The culvert carries a small creek (name unknown) under T.H. 169 and into St. Alban's Bay. The creek drains a swampy lagoon that is located on the eastern side of Smith Lake, just west of T.H. 169. The culvert is located just north of CSAH 26 and a few feet west of the sandy shore of Mille Lacs. It is surrounded by Mille Lacs on the east; the T.H. 169 right-of-way, the lakeshore, and resort and cabin properties on the north and south; and a swampy area on the west.

■ **INTEGRITY**

**Alterations**

The culvert appears to have been built closely to the original plan.

The structure is basically intact. The roadway pavement thickness has apparently increased through the years so that only about 2"-3" of the original curb face is currently exposed

above the pavement. A thin veneer of concrete has been added to the top of the railings. Metal guardrails have been added to the ends of each railing. The property retains integrity of location, design, setting, materials, workmanship, feeling, and association.

#### Notes on Condition

The culvert appears to be in fair condition. A thin veneer of concrete has been added to the top of the railings. The site is overgrown with weeds and brush.

#### ■ HISTORICAL BACKGROUND

This granite-faced culvert was built in 1939 by the Civilian Conservation Corps (CCC) working in cooperation with the Minnesota Department of Highways and the National Park Service. The culvert was built by the enrollees of a CCC camp that was established in 1935 on the southern edge of Garrison. The camp was sponsored by the Department of Highways, supervised by the National Park Service, and operated by the U.S. Army.

The culvert was designed to incorporate a pre-existing concrete box culvert and was built when T.H. 169 was widened and moved slightly westward. T.H. 169 was widened as part of a large T.H. 169 and T.H. 18 improvement project called the Mille Lacs Lake Highway Development Project.

The original plans, drawn in August of 1938 and revised in December of 1938, refer to this structure as the "Box Culvert at Lagoon." (Lagoon is apparently not a place name but refers to the swampy lagoon west of T.H. 169.) A "General Note" on the plans describes the work: "This existing reinforced concrete culvert (which was constructed by the Minnesota Highway Department), is to be extended on the west side 13'-6" and cut back on the east side 6'-0" because of the shifting of the present highway to the west. . . . Masonry end walls in place of concrete wing walls to be built of native granite with flush joints, mortar of 1:3 mixture."

The plan is signed by four officials from the Department of Highways -- Harold E. Olson (Engineer of Roadside Development), A. R. Nichols (Consulting Landscape Architect), A. W. Moulster (District Engineer) and [illegible] (Bridge Engineer) -- and three officials representing the National Park Service -- Agge Thompson (CCC Camp Superintendent), Harold W. Lathrop (Minnesota Department of Conservation Park Authority), and Ed Lasey (Inspector). The bridge plan includes the statements "Designed by H. O. Skooglun," "Drawn by H. O. Skooglun," and "Checked by E. W. Barber." Skooglun apparently worked within the National Park Service's Minnesota Central Design Office in St. Paul, under the supervision of Edward W. Barber who was chief architect and major designer for the Park Service. Skooglun also designed the Garrison Pedestrian Underpass (Bridge 5265), the Garrison Creek Culvert (Bridge 5266), the Whitefish Creek Bridge (Bridge 3355), and the Kenney Lake Overlook -- all located a few miles from this culvert (all are included in this inventory). Also participating in the design of the project was Arthur R. Nichols who was Consulting Landscape Architect for the Minnesota Department of Highways in the 1930s. He participated in the design of all of the CCC-built roadside development improvements near Garrison.

The Mn/DOT Bridge Unit does not maintain a current Bridge Structure Inventory form for this culvert.

### Mille Lacs Lake Highway Development Plan and the Garrison CCC Camp

This culvert at St. Alban's Bay was built as part of the Mille Lacs Lake Highway Development Plan (also known as the Mille Lacs Lake SP-15 project). Operating between September of 1935 and March of 1940, this project improved many miles of T.H. 169 and T.H. 18 west and north of Mille Lacs to facilitate increased recreational and commercial travel. It was the most extensive roadside development project undertaken by the CCC in the state.

This culvert and other components of the project were planned by the Minnesota Department of Highways and the National Park Service, and were built with CCC labor from the Mille Lacs Lake Highway Wayside CCC Camp (Camp SP-15) that was located on the western side of T.H. 169 on the southern edge of Garrison. The first portions of the plan to be developed were a 4-mile section of T.H. 18 northwest of Garrison, a 5.5-mile section of T.H. 169 north of Garrison, and a 7-mile section of T.H. 169 south of Garrison. A construction plan noted: "Ultimate development of the parkway and connecting waysides is to continue around the entire lake, a distance of approximately 90 miles." The project was never completed to the extent planned. However, between 1936 and 1939, the highway department and the CCC constructed at least seven known standing structure projects in the Garrison area, all of which are extant and are included in this study. They are the following:

- Garrison Concourse
- Garrison Creek Culvert (Bridge 5266)
- Garrison Pedestrian Underpass (Bridge 5265)
- Garrison Rest Area
- Kenney Lake Overlook
- T.H. 169 Culvert at St. Alban's Bay
- Whitefish Creek Bridge (Bridge 3355)

Historian Rolf Anderson writes:

The principal design work for the Mille Lacs Lake Highway Wayside projects was executed in the [National Park Service's] Minnesota Central Design Office in St. Paul, which was actually a branch office of the National Park Service Regional Office in Omaha. . . . Principal figures included Edward W. Barber, the chief architect and major designer, V. C. Martin, who designed the Kitchen Shelter [at the Garrison Rest Area], Oscar Newstrom, and N. H. Averill who completed many of the master plans and landscape designs. . . . Park Service engineers and landscape architects had experimented with a variety of styles and eventually concluded that buildings constructed with native materials and designed to harmonize with their natural settings were most appropriate (Anderson, "Mille Lacs Lake Kitchen Shelter" 1990:8-5).

The 1938 *Annual Report* of the highway department's Roadside Development Division summarized work completed that year in the Mille Lacs Lake area:

The construction work on a large masonry concourse overlooking Mille Lacs Lake was begun in 1936 and continued through 1937 and 1938. In addition, some major changes in alignment and design of the roadway have been made, together with the construction of several large drainage structures which were provided with rustic stone headwalls [see Garrison Creek Culvert, Whitefish Creek Bridge, T.H. 169 Culvert at St. Alban's Bay, and Garrison Pedestrian Underpass (Bridge 5265)]. Grading operations are now in

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progress, extending from Garrison to 1 1/2 miles south and consist of a divided roadway of two 30 foot lanes with an island of 6 to 90 feet between (*Annual Report 1938:19*).

CCC Camp SP-15, also known as the Mille Lacs Highway Wayside Camp, was located on the western side of T.H. 169 on the southern edge of Garrison. The camp was established in September of 1935 and was one of four CCC camps in Minnesota that were sponsored by the Department of Highways. Camp superintendent was Agge Thompson. The camp's 200 enrollees worked primarily on the Mille Lacs Lake Highway Development Project. Work on the Project ended when the men of CCC Camp SP-15 were transferred on March 31, 1940, to the St. Croix Recreational Demonstration Area (now St. Croix State Park).

The Garrison CCC Camp was one of four CCC camps in the state that were sponsored by the Minnesota Department of Highways. (Most of the state's other CCC camps were sponsored by agencies such as the Department of Conservation's State Parks Division, the U.S. Forest Service, and the Soil Conservation Service.) The first of the four highway department camps was the Spruce Creek Camp that was established on the Cascade River on the North Shore in 1934. The other three highway department CCC camps were established in 1935.

The four CCC camps sponsored by the Minnesota Department of Highways were the following:

- Lakeshore (Camp SP-19), located near Knife River on the North Shore
- Leech Lake (Camp SP-16), located near Whipholt on Leech Lake
- Mille Lacs Lake (Camp SP-15), located at Garrison on Mille Lacs Lake
- Spruce Creek (Camp SP-13), located near Cascade River on the North Shore

The four camps were established specifically for highway improvements and were supervised by the National Park Service. Each camp had approximately 200 enrollees who worked on roadside landscaping and erosion control, and constructed wayside rests, bridges, culverts, and similar highway structures. Rolf Anderson calls Mille Lacs the "largest and most extensive of these [highway CCC camps]" (Anderson, "Garrison Concourse" 1990:8-3).

Nine sites constructed by these camps are included in this Historic Roadside Development Structures Inventory (see individual inventory forms):

Built by the Spruce Creek Camp  
Cascade River Overlook (includes Bridge 5132)  
Spruce Creek Culvert (Bridge 8292)

Built by the Mille Lacs Lake Camp  
Garrison Concourse  
Garrison Creek Culvert (Bridge 5266)  
Garrison Pedestrian Underpass (Bridge 5265)  
Garrison Rest Area  
Kenney Lake Overlook  
T.H. 169 Culvert at St. Alban's Bay  
Whitefish Creek Bridge (Bridge 3355)

No properties built by the Lakeshore or Leech Lake CCC camps are included in this study. (One of the principal accomplishments of the Lakeshore Camp is the elaborate Knife River

Historical Marker on old Highway 61 several miles northeast of Duluth. The site is intact but in fragile condition. It is no longer on right-of-way and is now within the jurisdiction of St. Louis County Highway Department. No standing structures built by the Leech Lake CCC Camp, which operated for only six months, are known to be extant.)

■ **PREVIOUS SHPO REVIEWS**

There apparently have been no previous SHPO cultural resource reviews of the property.

■ **STATEMENT OF SIGNIFICANCE**

The T.H. 169 Culvert at St. Alban's Bay, built in 1939 by the CCC, is one of seven bridges recorded in this inventory that are faced with stone. It is one of 14 sites in the inventory known, or suspected, to have been built by the CCC. The bridge is one of five sites in the study that were designed by H. O. Skooglund of the National Park Service (NPS), and one of eight sites that were designed by NPS designers (in collaboration with A. R. Nichols).

This property has been evaluated within the historic context "Roadside Development on Minnesota Trunk Highways, 1920-1960." It is recommended that the culvert is ELIGIBLE for the National Register under this historic context because it meets the following registration requirements:

Significant to the History of Roadside Development. The Culvert at St. Alban's Bay is one of nine properties in this inventory that were built by the four CCC camps in Minnesota that were sponsored by the MHD. (All four camps were dedicated to roadside development.) The MHD-sponsored CCC camps improved many miles of trunk highway, as well as constructing 9 of the 68 Depression-era properties in this inventory. These numerous New Deal-era sites represent the MHD's first large-scale effort to construct roadside development facilities in the state. The culvert is an excellent example of the distinctive and well-constructed public facilities, built by the MHD in partnership with federal relief agencies, that met the objectives of roadside development while providing essential work and job training to the nation's unemployed during the Depression. (National Register Criterion A.)

Furthermore, the bridge is significant as one of seven sites that were built near Garrison by the CCC as part of the Mille Lacs Lake Highway Development Project. This 4 1/2-year-long roadside development project improved and developed T.H. 169 and T.H. 18 near Garrison for recreational purposes. It was the most extensive roadside development project undertaken by the CCC in the state. The seven properties near Garrison (four of which are bridges) are rare in the state for their variety, design quality, degree of integrity, and close geographic proximity. The properties are testimony to the success of the partnership between the MHD, the National Park Service, and the CCC. This collaboration produced functional, long-lasting, and aesthetically-superior roadside amenities that continue to enhance the experience of the traveling public today. (National Register Criterion A.)

Design Significance. The culvert is an excellent example of the application of the "National Park Service Rustic Style" to small highway bridge. It has stonework of excellent quality. The site displays the special labor-intensive construction techniques and distinctive use of

indigenous materials that characterize both the Rustic style and federal relief construction in Minnesota. (National Register Criterion C.)

The T.H. 169 Culvert at St. Alban's Bay was not included in the Mn/DOT Historic Bridge Inventory because of its short span width (Hess, Telephone Conversation, 1997).

The property may also be associated with the "Federal Relief Construction, 1933-1943" and "Tourism and Recreation in the Lake Regions, 1870-1945" historic contexts.

#### ■ OTHER COMMENTS

This property may require further evaluation for potential archaeological resources.

T.H. 169 over this culvert is very busy during the summer months.

#### ■ REFERENCES

*An Appraisal Inventory of Work Done with WPA and Other Federal Relief Funds Through the Functioning of the Department of Highways, State of Minnesota.* May 9, 1938. Minnesota Highway Department Records, Minnesota Historical Society.

Anderson, Rolf T. "Federal Relief Construction in Minnesota, 1933-1941." National Register Multiple Property Documentation Form. Oct. 9, 1990, amended Aug. 30, 1993.

Anderson, Rolf T. "Garrison Concourse." National Register of Historic Places Registration Form. Oct. 9, 1990.

Anderson, Rolf T. "Mille Lacs Lake Kitchen Shelter/Garrison Wayside Shelter." National Register of Historic Places Registration Form. Oct. 9, 1990.

*Annual Report of the Accomplishments of Roadside Development Along the Trunk Highways in Minnesota.* Minnesota Department of Highways. 1938.

Hess, Jeffrey A. Minnesota Historic Bridge Inventory Form for Bridge 5265. Hess-Roise and Co. for Mn/DOT Historic Bridge Study. 1997.

Hess, Jeffrey A. Telephone Conversation. Aug. 25, 1997.

"Master Plan Report - Minnesota S.P. 15 - Mille Lacs Lake." Circa 1930s. Copy in Mn/DOT Site Development Unit flat files.

*Minnesota State Park and Recreational Area Plan.* Minnesota Department of Conservation. Division of State Parks. March 1939.

Site Plans. Minnesota Department of Transportation, St. Paul.

■ **ADDITIONAL BACKGROUND INFORMATION**

Mille Lacs is the state's second-largest lake in square area and has approximately 150 miles of shoreline. T.H. 169 follows the shore of Mille Lacs Lake for about 20 miles.

The Mille Lacs area has a long tradition of Native American habitation. By the mid-1600s, Mille Lacs was called "Mde Wakan" by the Dakota and was an important religious and cultural center. The Ojibwe called the lake "minsi sagaigon" meaning "everywhere lakes" because of the many lakes located in the vicinity. The French translated the Ojibwe name into "Mille Lacs" meaning "thousand lakes." Mille Lacs is now the cultural center for the Mille Lacs Anishinabe. The Mille Lacs Anishinabe band currently has about 2,800 members.

**Local Stone**

The granite used to construct this structure was probably obtained from a quarry near Isle, a community located on the southeastern shore of Mille Lacs Lake. The Isle-Warman Creek granite region contains outcroppings of red, gray, and black granite that were quarried by various companies. The Cold Spring Granite Company, for example, operated a quarry about five miles south of Isle as early as 1935. Light gray granite from the site was called Isle Granite and was marketed under the name of Cold Spring Pearl White granite.