

# EXCEPTIONAL PLACES

North Crilly Court, Chicago  
Courtesy Shirley and Norman Baugher

## HENRY GERBER HOUSE NATIONAL HISTORIC LANDMARK

KIMBERLY A. HERMAN

In June 2015, the Henry Gerber House, in Chicago, was designated the second National Historic Landmark (NHL) where the primary significance of the nomination is due to its place in American Lesbian, Gay, Bisexual, Transgender, and Queer (LGBTQ) history. Stonewall (NHL 2000) in Greenwich Village, New York, was the first. The nomination became an official NHL during the middle of LGBTQ Pride month this year and now stands as an exceptional example of LGBTQ history within the Midwest Region. It also contributes to the National Park Service’s (NPS) LGBTQ Heritage Initiative. Today, Henry Gerber is hailed as the “Grandfather of the American Gay Movement” in the United States. All information and quotes for this article are taken from the NHL nomination.

Henry Gerber lived at 1710 North Crilly Court in Chicago, from 1924 to 1925. The then-boarding house served as the meeting place of the first official organization in the U.S. that advocated for homosexual equal rights—the Society for Human Rights—and it was also the location where the first homosexual periodical, *Friendship and Freedom*, was published. Gerber did not identify as homosexual in the earlier part of his life.

Henry Gerber was born on June 29, 1892 as Josef Heinrich Dittmar in Passau, Bavaria. He arrived

at Ellis Island in October 1913. Upon immigrating to the United States at the age of 21, he, like many German immigrants, enlisted in the U.S. Army. When the U.S. declared war on Germany during World War I, Gerber declared himself a conscientious objector and for doing so was sent to an internment camp in Georgia. After being released, he then traveled to Chicago where he worked at Montgomery Ward’s Department Store.

Although it is impossible to identify when Gerber began to reconsider his sexual orientation, evidence suggests that post-war Germany profoundly shaped how he viewed homosexuality and influenced his later activism. He reenlisted in the army in 1919 after World War I and was stationed in Coblenz, Germany, where he worked as the writer and editor of the army newspaper, *Amaroc*. Gerber subscribed to several German homosexual periodicals.

The NHL nomination notes that Gerber made frequent trips to Berlin, and his experiences in Germany are attributed to the development of his world views. The political activism, medical discourse, and urban subcultures of German homosexuals impressed him deeply and informed his later vision for homosexuality in the United States and the goals of the Society of Human Rights.

Gerber named the Society for Human Rights after the *Bund für Menschenrecht*, or “League for Human Rights,” an association active in Germany in 1923. Organizations such as this one published their own periodicals—certainly an idea that Gerber took back to Chicago.

When Gerber returned to Chicago in 1923, he rented a room in a boarding house at 1710 North

**Purpose of LGBTQ Heritage Initiative**  
The National Park Service LGBTQ Initiative projects explore how the legacy of lesbian, gay, bisexual, transgender, and queer individuals can be recognized, preserved, and interpreted for future generations.

Crilly Court. He “found that the American scene lacked the respectability, political awareness, and scientific sophistication he had appreciated in Germany,” and therefore distanced himself from the Chicago homosexual scene. Although Crilly Court was not considered an established vice district, its large population of temporary lodgers and its accessibility to prostitution attracted those with “unconventional lifestyles, sexual preferences, or political leanings.”

Additionally, 1710 North Crilly Court’s placement offered unforeseen advantages for Gerber’s lifestyle and activist plans, as it was located in the middle of a short, secluded street of row houses, with West Saint Paul Avenue and West Eugenie Street bounding it perpendicularly at each end. Gerber probably rented the small bedroom on the

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“Q” As a result of the roundtable meeting in Washington, DC in June of 2014, assembled scholars recommended that the name of the heritage initiative be changed from the LGBT Heritage Initiative to the LGBTQ Heritage Initiative. Recognizing that the word “queer” is uncomfortable to some, the scholars wanted to acknowledge the importance of groups like Queer Nation and the reclaiming of the word, as well as to have the initiative inclusive of those who, for personal or political reasons, do not feel represented by LGBT.

*The History and National Register Programs at the Midwest Regional Office of the National Park Service offer this newsletter as a forum of information for NHL owners and the public we serve. We hope you find our articles helpful and informative, and we welcome your suggestions for future issues.*

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# FIND YOUR PARK

## Celebrating the National Park Service

### Alesha Cerny

The National Park Service (NPS) will celebrate its 100th birthday on August 25, 2016. This is a defining moment that offers an opportunity to reflect on and celebrate our accomplishments as we prepare for a new century of stewardship and engagement. The centennial goal is to connect with and create the next generation of park visitors, supporters, and advocates.

America has changed dramatically since the birth of the NPS in 1916. The roots of the NPS lie in the parks' majestic, often isolated natural wonders and in places that exemplify our cultural heritage, but our reach now extends to places difficult to imagine 100 years ago into urban centers, across rural landscapes, deep within oceans, and across night skies. The centennial is a great opportunity for you as a steward of a NHL to celebrate your work in conjunction with us.

Find Your Park is a public awareness and education campaign launched to celebrate the centennial of the NPS in 2016 and set the stage for the next 100 years. The goals of the Find Your Park campaign are to increase relevancy, create new connections, and expand support for the work of the NPS and our family of partners. These goals tie directly to the centennial goal. Find Your Park is not only about parks. The campaign is designed to simplify the complexity of our work and invite people to redefine what "park" means to them.

Find Your Park invites you to see that a national park is more than just a place

- it can be a feeling, a state of mind, or a sense of American pride. Beyond vast landscapes, the campaign highlights historical, urban, and cultural parks, as well as NPS programs, like the NHL Program, that protect, preserve and share nature, culture, and history in communities nationwide. Further, Find Your Park encourages people to find their own personal connections within the network of national parks and public lands.

At the heart of this engagement effort is the invitation for you to share park experiences and memories at FindYourPark.com, which features an interactive gallery of inspirational stories from the general public, National Park Service employees, and celebrities. Content is socialized with #FindYourPark. Also on FindYourPark.com is a searchable list of ideas for ways to find your park, including in-park and digital activities. For more information how you can become involved with the NPS Centennial please contact the NHL Coordinator for your state.

# 2016

**National Park Service**  
CENTENNIAL



## SPLINTERS FROM THE DUSTY NEWEL POST

# Adapting a Historic Building for New Use

### Balancing the Economic Realities of Rehabilitation and Sensitive Preservation

Mark Chavez

Our country has a very rich architectural history and a wealth of historic building types and sizes – from modest residences, to vast warehouses and factories. As time moves forward, buildings are either “modernized” for new use (or “rehabilitated” in the verbiage of the *Secretary of the Interior’s Standards for the Treatment of Historic Properties*);<sup>1</sup> or they are abandoned, often to the wrecking ball. There are economic advantages to rehabilitating an income-producing historic building through the Federal Historic Preservation Tax Incentives program. This very successful program could provide a 20% tax credit to building owners for rehabilitation of a certified historic structure. Here “certified” assures that the building is listed individually on the National Register of Historic Places or as a contributing building in a National Register district.<sup>2</sup> In some states, owners of National Register listed properties may be able to obtain state historic tax credits, or other forms of financial incentive.

If an owner decides to rehabilitate his or her building, and the building is certified, the guiding document for design is the *Secretary of the Interior’s Standards for Rehabilitation* (the *Standards for Rehabilitation*). A building’s exterior and interior are considered in the rehabilitation process. With most rehabilitations, the exterior is “restored,”<sup>3</sup> and the interior is rehabilitated for the new use. *Standards for Rehabilitation* No. 1 states, “A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.”<sup>4</sup>

Most rehabilitations involve redefining a building’s historic use (for example, a warehouse building is converted into an apartment building). Many buildings are well-suited for this type of conversion, but it none-the-less takes a skilled, creative and innovative historical architect to develop a rehabilitation plan that meets the Standards. *The Standards for Rehabilitation* recommend preservation of key features as a start, but they also address repair, removal, replacement, and additions – including large-scale modern building additions which are meant to increase the overall footprint of a property, increasing the value and income-producing features of the property. “Rehabilitation” assumes that at least some repair or alteration of the historic building

will be needed in order to provide for an efficient contemporary use; however, these repairs and alterations must not damage or destroy materials, features or finishes that are important in defining the building’s historic character.<sup>5</sup>

“Every old building is unique, with its own identity and its own distinctive character. Character refers to all those visual aspects and physical features that comprise the appearance of every historic building. Character-defining elements include the overall shape of the building, its materials, craftsmanship, decorative details, interior spaces and features, as well as the various aspects of its site and environment.”<sup>6</sup>

This article will focus on the rehabilitation of large-scale historic buildings which have unique “character-defining” architectural features on one or more interior spaces or rooms. A current project at Fort Des Moines National Historic Landmark (NHL) on the western outskirts of Des Moines, Iowa will be referred to. The *Secretary of the Interior’s Standards and Illustrated Guidelines for Rehabilitation* (the *Illustrated Guidelines for Rehabilitation*) will be cited as the primary reference.

On the western side of Des Moines near the Blank Park Zoo is historic Fort Des Moines. It was here, during World War I, that African Americans were trained to be officers for the U.S. Army. The fort became known as the Fort Des Moines Provisional Army Officer Training School. Also significant was the fact that Fort Des Moines was where women first began training for U.S. Army service in 1942 as part of the Women’s Army Corps. The grounds of Fort Des Moines were used for U.S. Army training beginning in 1901, and the all-Black 25th Infantry Regiment began training in 1903. In 1917 the first officer candidate class of African Americans in United States military history received commissions. Also in 1917 a training camp for black medical personnel began. In 1949 the post became a U.S. Army Reserve training center, which it continues to the present. It was declared an NHL in 1974.<sup>7</sup>

The fort is characterized by early twentieth-century brick buildings with roof structures of wood or steel. Most buildings are 2 to 2 ½ stories and are situated around a parade ground. Generally, the structures are unadorned gable-roofed buildings with one-story wood gallery porches on the front or gable ends

of the buildings. Over the years a number of buildings at Fort Des Moines have been demolished, among them the Officers’ Quarters row facing the north side of the parade ground. In addition, since the designation of Fort Des Moines as an NHL in 1974, private owners have erected a bank north of the parade ground and an apartment complex on the eastern half of the parade ground. Of the remaining buildings, a number have been put to reuse while others have remained vacant.<sup>8</sup>



Figure 1 - Fort Des Moines, barracks buildings 55 (L) and 56 (R), looking south. HABS IOWA,77-DESMO,24-F-1. Three barracks buildings to be rehabilitated retain both sides of the U-shaped “duplex” arrangement shown here. One half of the fourth barracks building was destroyed by fire and demolished. The remaining half brings the total number of barracks (individual buildings) to seven.

In 2014 a developer sought federal historic preservation tax credits for rehabilitation of ten of those remaining buildings into apartments: three stables, and seven barracks (six in duplex arrangement as shown in Figure 1). Although the historic fort buildings are somewhat utilitarian (in particular the stables buildings), the interiors still pose some unique challenges to designers because of intact character-defining features.

The *Guidelines for Rehabilitation* contains a specific section that addresses interior spaces, features and finishes, with the following direction for sensitive planning and design: -Identifying, retaining, and preserving a floor plan or interior spaces that are important in defining the overall historic character of the building. This includes the size, configuration, proportion, and relationship of rooms and corridors; the relationship of features to spaces; and the spaces themselves such as lobbies, reception halls, entrance halls, double parlors, theaters, auditoriums, and important industrial or commercial spaces.

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# PULLMAN: NATIONAL HISTORIC LANDMARK TO NATIONAL MONUMENT

ALESHA CERNY

The model factory town of Pullman in Chicago, Illinois, was constructed between 1880 and 1884 for industrialist George Mortimer Pullman, for whom it was named, to manufacture railroad passenger cars and house workers and their families. The Pullman Historic District, already designated a National Historic Landmark on December 30, 1970, was recently proclaimed a National Monument on February 19, 2015, by President Barack Obama. The Pullman Historic District is nationally significant based on its importance in architecture, landscape architecture, social/humanitarian history, and urban planning.

1894 Pullman was the focal point of a violent strike that spread across the nation. It pitted the American Railway Union, led by Eugene V. Debs, against the Pullman Company and prompted President Grover Cleveland to intervene with federal troops. This was the first time that provisions of the Sherman Anti-Trust Act played a part in smashing the unions. The Pullman Company would again be the focus of a nationally important labor event when, in 1937, the Brotherhood of Sleeping Car Porters, an influential African American union founded by A. Philip Randolph, won a labor contract for Pullman porters from the company.

The Pullman Company leased its cars to railroads and directly employed the attendants – porters, waiters, and maids. At its founding, the company hired recently freed former house slaves as porters. The porters remained a group of exclusively African American men throughout the company's history, playing a significant role in the rise of the African American middle class. By 1937, the Pullman Company had been the Nation's largest employer of African Americans for over twenty years. The 1937 contract was the first major labor agreement between a union led by African Americans and a corporation and is considered one of the most important markers since Reconstruction toward African American independence from racist paternalism. The agreement served as a model for other African American workers and significantly contributed to the rise of the civil rights movement in the United States. The events and themes associated with the Pullman Company continue to resonate today as employers and workers still seek opportunities for better lives.



President Obama signing the establishment of Pullman National Monument. Official White House Photo by Pete Souza.

Pullman, considered the first planned industrial community in the United States, was a radical departure from the unhealthy, overcrowded working-class districts typical at the time. George Pullman engaged architect Solon Spencer Beman and landscape architect Nathan F. Barrett to plan the town and design its buildings and public spaces. Beman designed housing in the elegant Queen Anne style and included Romanesque arches for buildings that housed shops and services. Barrett broke up the monotony of the grid of streets with his landscape design.

Unified, orderly, and innovative in its design, the model town of Pullman, then an independent town south of Chicago's city limits, became an internationally famous experiment and attracted visitors from far and wide. Many of Pullman's handsome Queen Anne and Gothic style buildings remain.

The town also played a pivotal role in the history of the American labor movement. Although George Pullman's goal was to cure the social ills of the day, the tight control he exercised over his workers helped spark one of the Nation's most widespread and consequential labor strikes. The beauty, sanitation, and order George Pullman provided his workers and their families were not without cost. The Pullman Company owned every building and charged rents that would ensure a return on the company's investment in building the town.

In 1893, the worst economic depression in American history prior to the Great Depression hit the county in general and the railroad industry in particular. Orders at the Pullman Company declined so the company lowered its workers' wages but not the rents it charged those workers for company housing. In

## AN UPDATE FROM THE CHIEF

DONALD L. STEVENS, JR.

In May, I represented the Midwest Region at the "Multiple Voices: The National Historic Landmark Program in the 21st Century," discussion on the documentation of underrepresented stories. Steve Pitti, Yale University and Chair of the National Park System Advisory Board NHL Committee and Stephanie Toothman, NPS Associate Director, Cultural Resources, Partnerships, and Science moderated the event. On day one, the Advisory Board members and the NPS Washington and Regional NHL staff discussed how to reduce the time and complexity of documenting NHLs. Day two, the NPS and Board engaged Latino, African American, Women, LGBTQ, and other preservation groups in a discussion of the NHL documentation criteria and the interpretation of physical integrity with stories whose places were often victims of change over time.

Your NHL program is busy identifying these compelling stories in the Midwest. Our cover piece by Intern Kimberly Herman introduces a seminal NHL of Gay Rights advocate Henry Gerber. Architectural Historian Dena Sanford is working to update the Fort Robinson and Red Cloud Agency NHL, Nebraska, with a Cheyenne Outbreak story and landscape.

Architectural Historian Michele Curran and Landscape Architect Geoff Burt are co-authoring with retired Professor Kim Dayton (William Mitchell Law School) the nomination of Eliza 'Lyda' Burton Conley/Wyandot National Burying Ground, Kansas City, Kansas. Conley, an attorney of Wyandot descent, introduced the argument for American Indian grave protection before the U.S. Supreme Court in 1910.

# FORT UNION: UPDATING A VENERABLE NHL

DENA SANFORD

Among the earliest properties to be officially recognized as a National Historic Landmark (NHL) is Fort Union, the site of the American Fur Company's Upper Missouri Outfit headquarters. It was a fixed fur trading post that operated at the confluence of the Missouri and Yellowstone Rivers - now a site that straddles the North Dakota and Montana state lines - from 1828 to 1867. Fort Union anchored the Upper Missouri fur trade and was one of at least 140 fixed trading posts constructed west of St. Louis between 1807 and 1843. It was described by visiting artist George Catlin in 1832 as "the largest and best built establishment of the kind on the river, being the great or principal head-quarters and depot of the Fur Company's business in this region."

In 1961 the National Park Service (NPS) recognized Fort Union as best representing the American Fur Company's dominance of that trade area, and the most appropriate physical representation of the cultural and commercial changes attendant upon the Upper Missouri fur trade. It also represented cultural interaction and impacts of manifest destiny. Associated with the nationally significant themes of the fur trade and military and Indian affairs, at the time of designation few archeological investigations had taken place and only cellar pits had been confirmed to exist. It was distinguishable as a roughly rectangular raised berm at the edge of a terrace above the Missouri River. Previous landowners had quarried gravel from the terrace, and at one location had undermined the archeological remnants of the southwest bastion of the palisade that had enclosed the fort. The NHL site consisted of approximately eight acres, but the NHL did not define a boundary, nor did it establish a period of national significance. Over the subsequent 50+ years, significance increase in knowledge about the site, its resources, and physical development of the site prompted the need to amend the NHL nomination.

The impetus for the amendment followed the site's establishment as a unit of the National Park System in 1966, and systematic research and archeological investigations that began in 1968. In particular, a period of intensive archeological investigations undertaken from 1986 to 1988 revealed the cultural chronology of the site and the fort's structural history. The focus of most of the study was the Fort Union palisade, which historically had been the location of the most intensive activity, and within which were company residences, workshops and storage buildings. The series of three field seasons of excavations served as mitigation documentation, driven by a 1985 Congressional mandate to reconstruct portions of the fort on the site itself. The investigations informed the subsequent design and partial reconstruction of two buildings and seven structures to the 1851 era, by providing a profile of building techniques and materials employed in construction, and of the physical characteristics of Fort Union at the height of its development. These included the bourgeois (post manager) house, bell tower, palisade, bastion, flagstaff, and Indians' and artisans' house.

The 1980s investigations also yielded a great quantity of information about the American Indian Trading era. It greatly expanded our understanding of the life and characteristics of the American Indians, lower status employees and their families --those not often described in the written accounts of the literate employees (the clerks and bourgeois) and privileged visitors. The fieldwork ultimately resulted in the recovery of millions of specimens. Information collected related to the research domains of subsistence, personal protection, commerce, industry and economy, personal adornment, and entertainment. The size and diversity of the collection make it one of the foremost assemblages of the fur trade era information in the world.

The scientific record from seven field seasons of archeological work ultimately included ten Material Culture Reports and seven reports focusing on specific excavation blocks, as well as numerous theses, dissertations, journal articles, book chapters, and other publications on Fort Union archeology. Among other things, they address functional and formal data regarding nineteenth century fur trade artifacts, activities, and manufacturing technologies utilized during that era, as well as trade networks that existed at that time. Information on occupation and use of the greater terrace area has also emerged, in conjunction with archeological monitoring associated with land management projects undertaken by the NPS. More than half of the fur trade site remains intact, despite the reconstruction effort. The Midwest Archeological Center notes as well that hundreds of fort era features are located considerable distance beyond the palisade. Included within the National Historic Site and updated NHL boundary, these features are associated with three distinct periods of historic occupation between 1828 and the 1880s.



**Fort Union NHL. View north from river.**

Approved in April 2015, the updated Fort Union NHL provides expanded information on the significance of the site, including the impact of white settlement and resource extraction upon native cultures, alliances, and economies, including changes in the relationships between established tribal groups. The fort represents American Indian response to non-Indian incursion; United States political hegemony secured first through commerce and ultimately through force; and the central role of geography and topography - of natural space - to historical process. Fort Union has also provided nationally significant information about a dynamic period of economic expansion in the early nineteenth century in the Trans-Mississippian West and Upper Missouri River. Data derived from the site will contribute significantly to a continuing theoretical debate concerning the frontier experience in North America. The updated document also provides a full description of all contributing resources, including the archeological features, landscape features, and historically accurate, partial reconstructions. The revised NHL boundary incorporates roughly 600 acres, including approximately 300 acres of Federally owned land within the National Historic Site. The period of significance spans from the year of the fort's creation in 1828, to its closure and dismantlement in 1867. As noted in the document, Fort Union occupied a strategic location on the Missouri River, near its confluence with the Yellowstone River. This area served as a gateway to several northern Plains and Rocky Mountain tribes. This "Seat of the Kingdom" location ...continued on page 10

# MIDWEST REGION'S 2015 NATIONAL



Courtesy of Camille Fife, The Westerly Group, Inc.

## Samara

West Lafayette, Indiana

Samara, John E. and Catherine E. Christian House, West Lafayette, Indiana. Samara is a complete and fully intact work of Frank Lloyd Wright and is exceptional for its ability to convey the master architect's philosophy about providing affordable housing for the common man. Completed in 1956, Samara is an example of a Wrightian late period Usonian residence with all related furnishings and accoutrements designed or specified by the architect, a characteristic of the finest examples of Wright's work, and therefore a fully realized design.

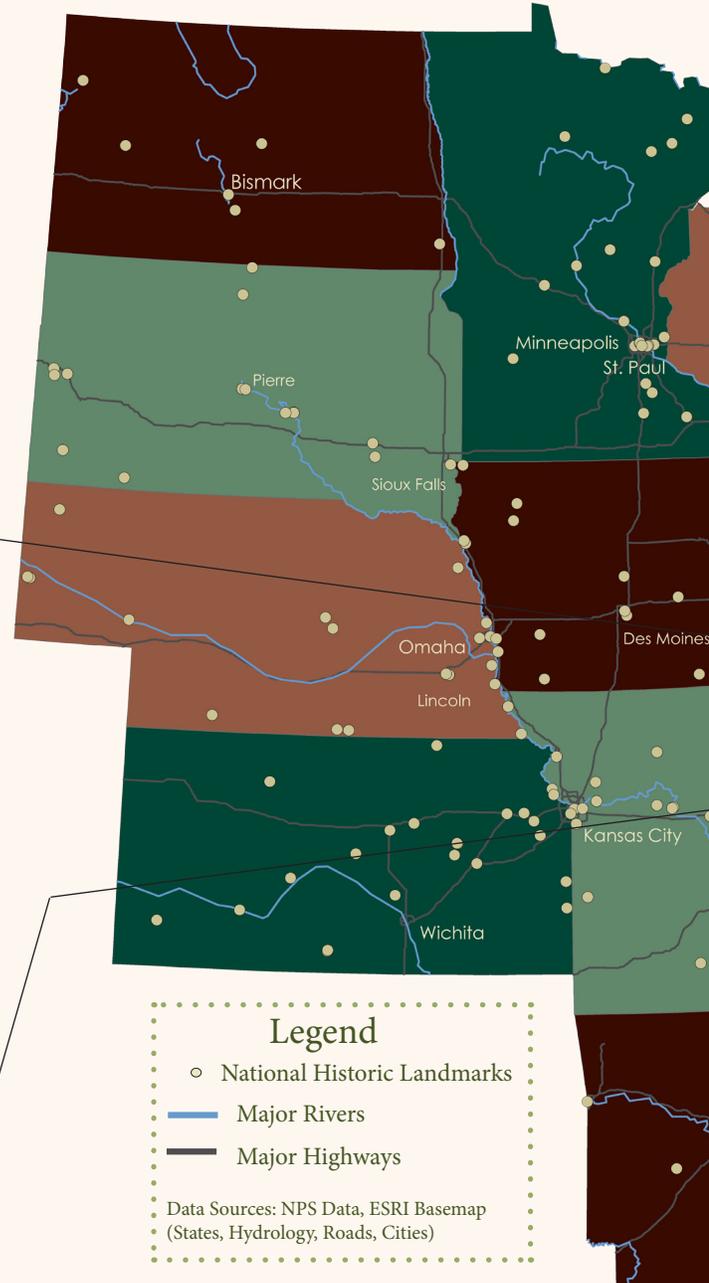


Courtesy of Historic Metamora, Indiana, website.

## Duck Creek Aqueduct

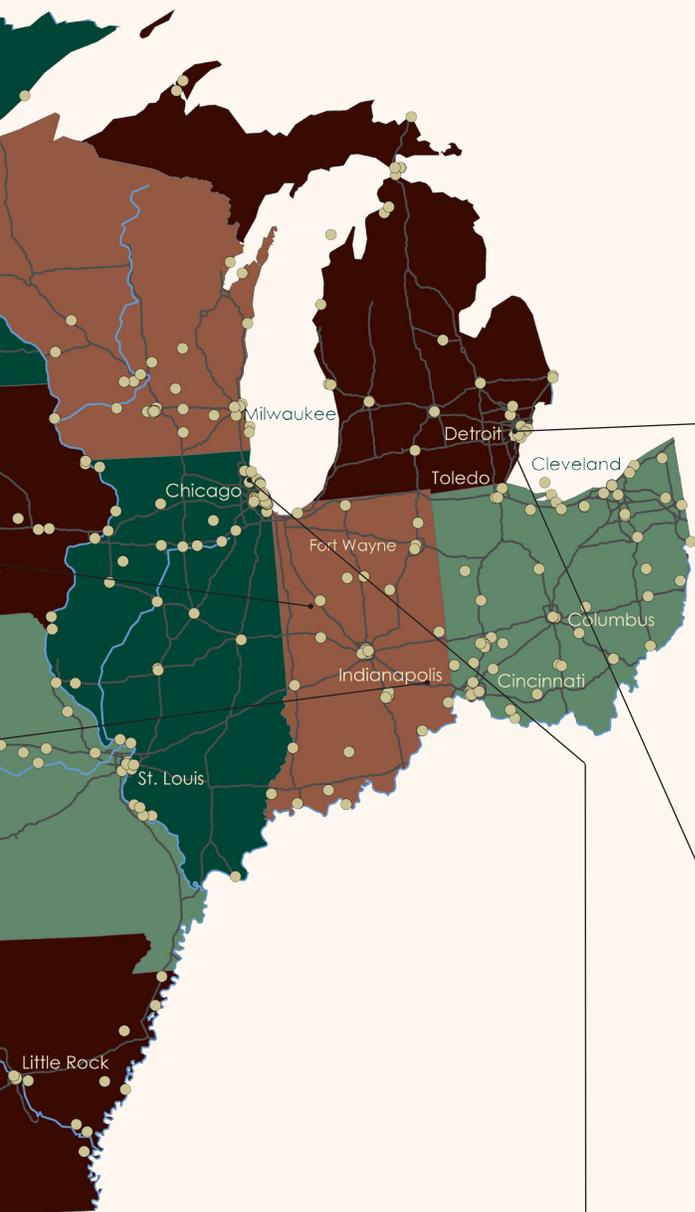
Metamora, Indiana

Duck Creek Aqueduct is the only surviving covered wood aqueduct in the United States. Built to carry the Whitewater Canal, and associated canal traffic, over Duck Creek at Metamora, Indiana, it is a remnant of the vast national internal improvements movement that occurred in the early- to mid-nineteenth century, and it illustrates the widespread application of timber bridge technology to nineteenth-century transportation systems.



Courtesy of Shirley and Norman Baugher.

# HISTORIC LANDMARK DESIGNATIONS



## Henry Gerber House Chicago, Illinois

Henry Gerber founded and operated the Society for Human Rights out of his home at this location in 1924-25. The society was the first chartered organization advocating for the civil rights of gay people in the United States. Because of his involvement with the society Gerber was unjustifiably arrested and had his property confiscated, which makes the house a marker of the pervasive discrimination and persecution of sexual and gender minorities in the twentieth century.



*NPS Photograph*

## McGregor Memorial Conference Center Detroit, Michigan

Built in 1958, the McGregor Memorial Conference Center in Detroit, Michigan, is an exceptionally important work by master architect Minoru Yamasaki. Yamasaki was one of the most significant Modern architects of the twentieth century. The McGregor Memorial Conference Center, located on the campus of Wayne State University, represents a key turning point in Yamasaki's career, as he moved from the International Style into his own distinct vision of the style later called New Formalism.



*By Local hero (Own work) [CC BY-SA 3.0], via Wikimedia Commons.*

## General Motors Technical Center Warren, Michigan

The General Motors Technical Center is one of the most important works of architect Eero Saarinen (1910-1961). The Technical Center was built between 1949-1961 and marks Saarinen's emergence onto the international stage as an important designer independent of his work with his father Eliel, as the final design as executed was the concept of Eero. The Technical Center project was embraced around the world as the embodiment of the spirit of the post-World War II age in America and of the prosperity and modernity of the nation and its people.

# USING THE NATIONAL HISTORIC PRESERVATION ACT OF 1966 TO PROTECT NATIONAL HISTORIC LANDMARKS

GEOFFREY BURT

In last year's newsletter, we left off with a discussion of the historic context that led to the passage of the National Historic Preservation Act (NHPA) in 1966. As the NHPA nears its fiftieth anniversary in 2016, it is important to consider the huge impact this legislation has had on every aspect of historic preservation in the United States. It is widely accepted that the NHPA was the most comprehensive and sweeping historic preservation legislation passed by Congress. No law before or since has been as integral to the protection of the nation's heritage and historic properties.

The NHPA set into place a comprehensive national historic preservation program and clearly defined a broad policy, process and network of partnerships. The Act also tasked the federal government with a range of roles and responsibilities, primarily providing leadership, encouragement, and assistance to other entities. Of all federal agencies assuming these new mandates, the National Park Service (NPS) was tasked with the greatest share of preservation responsibilities defined in the NHPA.

The NHPA also "expanded" a National Register of Historic Places, a list (administered by the NPS) composed of districts, sites, buildings, structures and objects significant in American history, architecture, archeology, engineering and culture. This "expansion" of the National Register now included recognition of historic places of state and local significance as well as those found to possess national significance—previously consisting only of designated National Historic Landmarks (NHLs) and historical park units of the NPS—now embracing a more far-reaching and inclusive list of historic properties across the country.

For those concerned about historic preservation in the years prior to the NHPA, the most common means to ensure identification, recognition and interpretation of America's history and culture occurred by identifying, saving and marking individual buildings and sites (i.e. museums and "historic shrines"); under NHPA, a more holistic perspective arose, where the environmental and cultural context became more important. This led to an increased recognition of areas and resources such as historic districts in cities and communities, designed, rural and tribal landscapes, traditional cultural properties, places of aesthetic and environmental importance, and thousands of local landmarks. This concept of a "New Preservation," as it was coined by the NPS soon after enactment of the NHPA, was intended as a means to recognize the importance of places and areas to be preserved "as a living part of our community life and development" that would foster a "legacy of cultural, educational, aesthetic, inspirational, economic and energy benefits."

## **Section 106, Section 110, and protection of NHLs**

Now that you have a little background on the importance and legacy of the NHPA, what was provided in the Act to assist you with a means to protect historic properties in your community? Moreover, what tools does the

NHPA provide regarding the protection of National Historic Landmarks (NHLs)? There are two sections of the Act that provide direct enforcement of federal agency responsibilities with regard to consideration and protection of historic properties: Sections 106 and 110. You may be familiar with Section 106—a defined *process* that mandates federal agency responsibility for any actions on federal property that could affect historic places, and also projects funded with federal money that have the potential to impact historic places on non-federal property, which includes the majority of NHLs.

Essentially, Section 106 provides for a consideration of historic preservation concerns as agencies go through project planning and decision-making. The language of this section is defined and discussed in regulations issued by the Advisory Council on Historic Preservation (ACHP, or Council), which can be found in **36 CFR Part 800, "Protection of Historic Properties"** (<http://www.achp.gov/work106.html>). The regulations are very thorough and quite honestly, can be a bit perplexing for the uninitiated, so the ACHP has also provided: "**Protecting Historic Properties: A Citizens Guide to Section 106 Review**," found at: <http://www.achp.gov/docs/CitizenGuide.pdf> that are designed more for the lay audience. It's not the intent of this article to go into depth about the 106 process; rather, to provide awareness of its intent and how it, combined with an additional section in the NHPA, can provide a means of involvement, discussion and consideration—what the regulations refer to as "consultation"—as a way to protect NHLs and other historic properties.

Through Section 106, federal agencies that approve, fund, assist, license, or permit any type of projects that may have adverse effects on historic properties, are required to consult with the State Historic Preservation Office (SHPO) and other parties that have an interest in the project's effects. As the regulations by the ACHP

state, "the views of the public are essential to informed Federal decision-making in the Section 106 process. The agency official shall seek and consider the views of the public in a manner that reflects the nature and complexity of the undertaking (project)..." Although Federal agencies are required to consult with SHPOs throughout the 106 process, there are also multiple opportunities for your voice to be heard if you stay aware and gain recognition as a "consulting party"—in other words, getting a seat at the table.

The ACHP regulations define "consulting parties" as those individuals and organizations with a "demonstrated interest" in a particular project—as an owner or steward of an NHL, you certainly would have a legitimate concern about any federal project that could have an impact on the NHL. It's very important that you keep an eye out for agency's announcements of project plans, and if those plans could affect the NHL. (NHLs are automatically listed in the National Register and thus 106 applies to federal projects that could affect them). Keep in touch with your NPS regional contact person, the SHPO, state preservation organizations, ...continued on page 11



Village of Mariemont, Ohio, where section 106 and 110(f) were used to influence a decision by a federal agency to pull out of a project that would have adversely affected the NHL.



-Identifying, retaining, and preserving interior features and finishes that are important in defining the overall historic character of the building. This includes columns, cornices, ... paneling, light fixtures, hardware, and flooring; and [surface] finishes ... that accent interior features and provide color, texture, and patterning to walls, floors, and ceilings.”

Character-defining features found on the interiors of the barracks buildings include original doors and windows in their original configuration, and with original trim; and architectural trim throughout. Architectural features unique to Building #56 include the rounded beam surrounds seen in Figure 2 and coved plaster ceilings found in some rooms of this building. A feature seen in all of the barracks buildings’ longer wings is a distinctive “forest” of columns in a high-ceilinged space (Figure 3).

Character-defining features found on the interiors of the stables buildings include original doors and windows in their original configuration, and with original trim; the volume of space; and the rhythm and configuration of exposed heavy timber framing. Also, in stable building #83 (but not apparent in Figure 5) is the volume of space created at the central portion of the building reaching up to continuous rows of clerestory windows in the east-west roof monitor.

The rehabilitation project at Fort Des Moines is currently in process.<sup>9</sup> The two parts of the application for federal historic preservation tax credits have been completed and are being reviewed by the National Park Service and the Iowa State Historic Preservation Office. For the rehabilitation of the ten buildings at Fort Des Moines, the challenge for the architects will be to maintain, as much as possible, the noted character-defining architectural features

while providing feasible, income-generating housing units – accomplished within the guidelines of the *Secretary’s Standards for Rehabilitation*.



Figure 2 - Fort Des Moines, barracks building 56, looking south, HABS IOWA,77-DESMO,24-F - 9.



Figure 3 - Fort Des Moines, barracks building 58, looking south, HABS IOWA,77-DESMO,24-G - 7.



Figure 4 - Fort Des Moines, stables buildings 83 (L) and 81 (R), looking southwest. HABS IOWA,77-DESMO,24 - 19. These two buildings, plus a third, will be rehabilitated.



Figure 5 - Fort Des Moines, interior stables building 86, looking north. HABS IOWA,77-DESMO,24-U-5.

## Notes:

1. “Rehabilitation” is defined as “the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values.” National Park Service, “The Secretary of the Interior’s Standards for the Treatment of Historic Properties,” <http://www.nps.gov/tps/standards.htm>, “Rehabilitation as a Treatment,” page 1, accessed July 7, 2015.
2. A State or local historic district may also qualify as a registered historic district if the district and the enabling statute are certified by the Secretary of the Interior. National Park Service, Historic Preservation Tax Incentives, <http://www.nps.gov/tps/tax-incentives/taxdocs/about-tax-incentives-2012.pdf>, p. 5, accessed July 7, 2015.
3. “Restoration” has a very specific meaning, and is defined as “the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period.” National Park Service, The Secretary of the Interior’s

Standards for Restoration, <http://www.nps.gov/tps/standards/four-treatments/treatment-restoration.htm>, title page, accessed July 7, 2015.

4. Ibid, title page, accessed July 7, 2015.

5. National Park Service, The Secretary of the Interior’s Standards for Rehabilitation, Introduction to the Standards, title page, accessed July 7, 2015.

6. National Park Service, Preservation Brief #17, Architectural Character - Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving their Character, <http://www.nps.gov/tps/how-to-preserve/briefs/17-architectural-character.htm>, p 1, accessed July 7, 2015.

7. “Fort Des Moines Provisional Army Officer Training School,” [https://en.wikipedia.org/wiki/Fort\\_Des\\_Moines\\_Provisional\\_Army\\_Officer\\_Training\\_School](https://en.wikipedia.org/wiki/Fort_Des_Moines_Provisional_Army_Officer_Training_School), accessed July 7, 2015.

8. Marcia M. Greenlee (updated by Nancy Witherell), “Fort Des Moines Provisional Army Officer Training School,” National Register of Historic Places Nomination, (Washington, DC: U.S. Department of the Interior, National Park Service, 1973, 1984), 2.

9. As of July 2015.

## FORT UNION ...CONTINUED FROM PAGE 5

provided access to, and control of, the beaver pelt trade (and later the bison robe trade) throughout the northern Plains and the northern Rocky Mountains east of the Continental Divide, via the natural water routes. It was an important focal point for tribes, the Metis, and French Canadians who came to trade and enquire about Euro-American activities. The location facilitated communication with the local Assiniboine bands and took advantage of their familial connections with the northern bands and with their close allies the Cree. It was a strategic location for initiating contact with the Crow via the Yellowstone River valley and its tributaries, and with the Blackfeet via the Upper Missouri. The Missouri River also functioned as a transportation route downriver, and Fort Union’s location was selected with the possibility of future steamboat service in mind.

Fort Union operated during, and contributed to, a period of great change in American Indian culture. As with other fur trading posts of the time, Fort Union directly and indirectly affected changes to the economic, religious, social, and domestic structures of Plains bands. Fort Union also represents

the change in Federal policy regarding its relationship with American Indian tribes. At the time of the fort’s establishment, U.S. government priorities emphasized trade relations and gaining a dominant trade position ahead of the British Hudson’s Bay Company. Following the conclusion of Federal treaties (a process begun in 1825) the U.S. government developed contracts with fur trading companies to deliver annuity goods to the tribes. Although the U.S. did not establish a military garrison at the confluence area until the 1860s, it was long recognized as an important site. Proposals to build a fort at the confluence of the Yellowstone and Missouri rivers were included in various reports to Congress in 1816-1819, but the fur trade post of Fort Union satisfied U.S. interests until federal policy changed after the Civil War. The opening of native lands to settlement and the advancement of the frontier meant a new policy of American Indian “control” through subjugation of Upper Missouri tribes. For Fort Union, the change in U.S. policy, along with the depletion of the bison herds, led to a slow decline in profits and operations ultimately leading to the sale of the fort to the Federal government, and its dismantlement.

local sources for dissemination of information, pertinent websites, local meetings, word of mouth, etc.—all means of monitoring potential federal projects. Keep abreast, and get involved early! Write to or call the agency, let them know your concerns and request consulting party status. Your valuable input will not be as useful if it comes too late to influence the agency's decision when it has reached its appropriate and documented resolution. You have a voice and the agency has to take your views seriously.

Section 106 and the ACHP regulations provide the basic process for agencies to follow in the protection of historic properties and the legal basis for your involvement and input; equally important is Section 110(f) of the NHPA, which is similar to Section 106 in intent, but focuses specifically on NHLs. Congress added this section through amendments to the NHPA in 1980 to afford greater acknowledgement of the special nature and importance of NHLs. Section 110(f) established a higher standard of care and protection when considering projects that may directly and adversely affect NHLs. Agencies shall, “to the maximum extent possible, undertake such planning and action as may be necessary to minimize harm” to NHLs. If, through the process of consultation, it is felt that a project directly and adversely affects an NHL, the agency should consider all prudent and feasible alternatives to avoid the adverse effect and seek a preservation outcome.

Generally, Section 110(f) review is accomplished under the Council's procedures implementing Section 106. In practice, the intent is for the ACHP to be involved in consultation when there may be a direct and adverse effect (use of the word “may” indicates there is a fairly broad interpretation of what this could mean). Keep in mind the ACHP has the discretion to decide whether or not it will enter the Section 106 process, but if the project involves an NHL where there's likely going to be an adverse effect, or there's disagreement about that, it is highly probable the ACHP will get involved to some degree and provide comment. Projects having “substantial” impacts on NHLs are listed first in the ACHP's criteria for likely involvement.



Northwestern Branch National Home for Disabled Volunteer Soldiers National Historic Landmark (NHL), Hospital Building (1867), Clement J. Zablocki VA Medical Center, Milwaukee, Wisconsin. As a result of its NHL status, Section 110(f) led to on going Section 106 consultation because this VA is an active medical facility that is part of the oldest historic VA property in the United States. This building represents the beginning of veteran care in the U.S. following the Civil War.

The previously mentioned ACHP regulations, **36 CFR Part 800, “Protection of Historic Properties,”** provide more detail regarding the intent of section 110(f). Section 800.10 of these regulations reiterates the language of section 110(f), directs the agency to seek comments from the ACHP, and—importantly—requires the agency to notify the Secretary of the Interior (in reality, this means your NHL contact with the NPS). Bottom line: participation by the ACHP and the NPS is critical and necessary when an NHL is affected, and their additional involvement augments the gathering of information, consideration of effects and consultation required through the Section 106 process. The views of the NPS are very important in consideration of potential threats to an NHL.

How can the NPS help? In a number of ways: primarily to assist in determining how the agency's project may affect the NHL, and to offer our views to both the agency and the ACHP. Your NPS contact with the NHL Program has access to a wide source of relevant information, including the NHL nomination, background files, sources that include mapping location, established boundaries, significance, integrity, condition, contributing resources, etc. This is the type of information the agency needs to know about in determining if the project could alter any of the characteristics that led to the designation of the NHL. This, combined with your input, the SHPO, and other concerned groups or individuals, is extremely important information for the agency to be aware of. Remember, the agency initiating the project is ultimately responsible for completion of Section 106 review and appropriate consideration of and response to Section 110(f).

Regarding the language “... *any federal undertaking (project) which may directly and adversely affect an NHL...*”—in reality this can come about in any number of potential situations and scenarios. Adverse effects are types of threats which could cause a diminishment of the NHL's integrity. The ACHP provides a range of examples of potential adverse effects (but keep in mind this list is not exhaustive; effective consultation can identify others):

- Physical destruction or damage
- Alterations that are not consistent with *Secretary of the Interior's Standards for the Treatment of Historic Properties*
- Removal or relocation of the property
- Change in the property's use or features within the setting that could change its historic character
- Introduction of visual, atmospheric, or audible elements that diminish the property's historic integrity
- Neglect resulting in deterioration

As mentioned, there are other examples of possible adverse effects, and your NPS contact can assist in determining what those might be. The bottom line is to use the intent behind the 106 process to work together and retain the high integrity of the NHL. Keep in mind: neither Section 106 nor Section 110(f) mandate a preservation outcome; the agency can decide to proceed with the project as long as their responsibilities regarding the 106 process and 110(f) “higher standards of care” requirement are fully met. Section 106 does encourage consideration of preservation values and seeks agreed-upon, compromise solutions; to accommodate and balance historic preservation concerns with project needs of federal agencies. Your knowledge and awareness of the language and intent behind these sections of the NHPA can help influence a positive outcome.

UNITED STATES  
DEPARTMENT OF INTERIOR  
NATIONAL PARK SERVICE  
MIDWEST REGION  
601 RIVERFRONT DRIVE  
OMAHA, NEBRASKA 68102-4226

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OFFICIAL BUSINESS

## READ ALL ABOUT IT: KUDOS TO YOU!

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The **Archaeological Conservancy** (TAC), a national non-profit organization dedicated to acquiring and preserving archaeological sites discovered on private land, has acquired an additional 40 acres of the **Silver Mound Archaeological District**, a National Historic Landmark in Jackson County, Wisconsin. This will increase the size of The Silver Mound Archaeological Preserve to 184 acres, making it TAC's largest preserve east of the Mississippi. The entire landmark district measures approximately 425 acres.

Happy 100th Birthday to the **Fair Lane NHL** in Dearborn, Michigan. Fair Lane was the estate of Henry and Clara Ford from 1915 to 1950. A number of special summer events helped celebrate the property's centennial birthday, including an inaugural folk festival that celebrates the Ford's love of Americana music. Learn more at [www.henryfordestate.org](http://www.henryfordestate.org).

**Glessner House Museum** in Chicago recently completed two major restoration projects. The dining room ceiling was regilded in partnership with the Society of Gilders, who donated over 200 hours of labor during their annual conference in Chicago in early June. In addition, reproduction Morris & Co. wallpaper was installed in the corner guestroom. The wallpaper was printed in England using 22 hand-carved fruitwood blocks discovered in the Morris archives. The same blocks were used to print the original wallpaper installed in the room in 1892.

**Split Rock Lighthouse Historic Site**, Minnesota, has earned one of Lake Superior Magazine's annual "Best of the Lake" awards. Lake Superior Magazine readers and online followers have the

Lighthouse as among the Best Scenic Overlooks for 2015, and it was a 2015 recipient of TripAdvisor's Certificate of Excellence for receiving over a 4.5 online rating from users of the TripAdvisor website.

Congratulations to the **Hollenberg Pony Express Station NHL** near Hanover, Kansas, which is undergoing preservation work consisting of siding and window restoration, repairs to stone steps, exterior doors and interior plaster. This work has been funded by a \$44,000 Transportation Enhancement grant from the Kansas Department of Transportation. An additional \$11,000 was made available through private donations to the Kansas Historical Foundation, the non-profit sister organization of the Kansas Historical Society. The project is expected to be complete in late 2016. The NHL is a state historic site, with information available at [www.kshs.org/hollenberg](http://www.kshs.org/hollenberg).

The Evanston History Center recently received a notable award given by Design Evanston, which encourages practices beneficial to the community and recognizes outstanding projects that contribute positively to the built environment through their Design Excellence Awards. The Center received the award for Significant Contribution: Rehabilitation/Renovation for its modern, sustainable, energy-efficient and cost-effective geothermal installation in the historic **Dawes House** in Evanston, IL. The jury commented: "The owner met a difficult design challenge to incorporate current technology into an existing centuries-old structure with commendable success." We are particularly proud and happy to provide a positive example to others seeking to find similar solutions to integrating modern technology with historic structures.