

# 11593

## Information Related to Responsibilities of the Secretary of the Interior Section 3, Executive Order 11593

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### TAX REFORM ACT STUDY

by Sally G. Oldham  
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The Heritage Conservation and Recreation Service has recently undertaken an assessment of the historic preservation provisions of the Tax Reform Act of 1976 and of the Revenue Act of 1978. HCRS undertook this study because the historic preservation provisions of the 1976 act will expire in the first half of 1981 and because much concern has already been expressed that the provisions should be extended.

The report, to be published this fall, is based on HCRS's experience with the certification process and on an HCRS poll taken nationwide. Questionnaires were sent to individuals and corporations using the tax incentives and preservation officials at state and local levels—the present and potential beneficiaries of the program—and people knowledgeable about tax law and tax treatments

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Photo: William Kumpf for HABS

*Detail of the wide, rounded porch entrance employed by Holabird and Roche on two similar housing types. The wrought-iron railing is original. See HABS Survey for Fort Sheridan on page 10.*

### HISTORIC HOSTELS/ ADAPTIVE USE

by Robert B. Johnson  
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The adaptive use of historic structures as youth hostels is an unusual but potentially significant development in preservation. Hostels provide new life for old buildings because they create people traffic—sightseers, visitors, overnight guests, and resident managers. Often the users are organized groups of scouts, church fellowships, touring clubs, or school classes.

For school children, a historic hostel and its immediate environs may become a special resource for studying natural science, history, or social studies—enlarging the boundaries and scope of the traditional school. This traffic and these sojourns often return to a historic building the same life it once had. For example, the Weatherford Hotel in Flagstaff, Arizona, now partially a youth hostel, provides international travelers with an inexpensive access to the Grand Canyon. Star of the Sea Youth Hostel on Nantucket sleeps hostelers in the first life-saving station constructed there in

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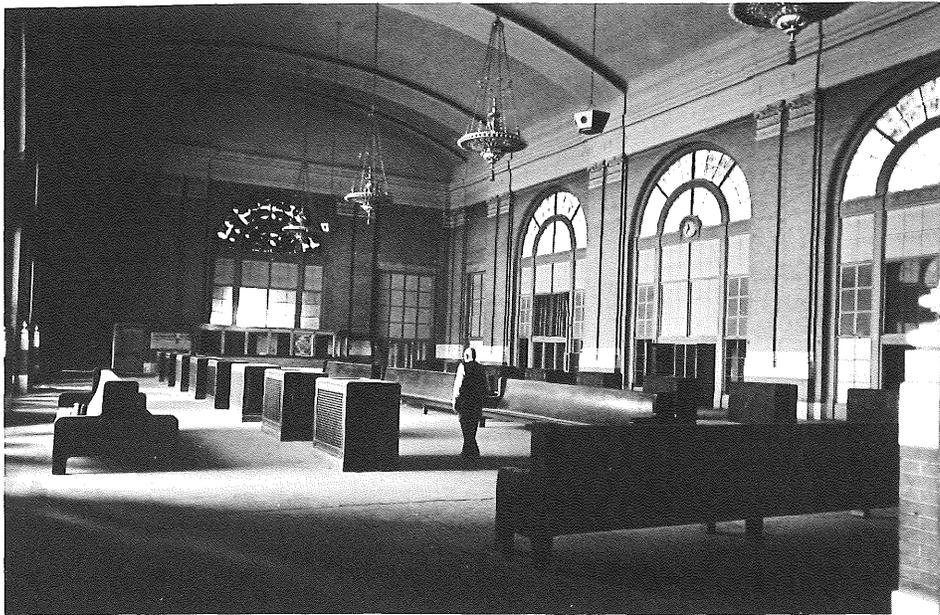


Photo: TPS  
**Union Station, Dallas, TX (c. 1916).** These two interior views of the mezzanine of the Union Station show before and after restoration shots. Restoration was undertaken with the intent of using the incentives provided by the Tax Reform Act of 1976.

Tax Study from page 1

who have come into contact with HCRS. The response was good with 454 questionnaires, or 28% of those sent, returned.

These responses are summarized in the report, which also profiles HCRS certification actions including brief descriptions of a cross-section of rehabilitation projects using tax incentives. The report explains the survey methodology and statistical results and gives current statistics on the certification program.

An overwhelming majority (93%) of those responding to the HCRS questionnaire indicated that the

provisions are bringing about an increased awareness of and interest in the preservation of historic building stock. A dozen or so instances exist in which the incentives are bringing about revitalization of entire neighborhoods or districts; in many other cases the rehabilitation of one or two buildings in a historic district or central business core has had an influential ripple effect on neighboring buildings. The incentives are also playing a key role in revitalizing a number of important landmarks, such as the Bellevue-Stratford Hotel in Philadelphia, the Chrysler Building in New York, and the Hotel Texas in

Fort Worth, none of which might have been renovated without the favorable tax treatments.

Responses from state and local preservation officials, national preservation organizations, taxpayers who have already requested certification, and others contacted by HCRS indicate a strong desire to extend the tax incentives beyond 1981. Of the 454 respondents, all but one endorsed reauthorization of the historic structures tax provisions; 51% urged reauthorization of existing legislation as is, while 49% suggested one or more amendments. Suggestions called for changes in the law that would reduce the recapture treatment, thereby increasing the effectiveness of the incentives, incorporate some type of tax incentive for homeowners, and reconsider the demolition provisions.

Some property owners reported that the tax incentives made the difference between economic uncertainty and financial success in their projects. Although many of the projects certified by the Department of the Interior in early 1977 and 1978 were begun prior to the owners' knowledge of the Tax Reform Act, there has in recent months been an increase in projects specifically taking advantage of the incentives. A sampling of owners of "certified rehabilitations" by HCRS indicated that 50% of the projects would not have been undertaken without these provisions. A number of questionnaire responses noted, however, that this trend may slow as the expiration date of the law nears.

The questionnaire results indicated that the nationwide impact of the law's demolition provisions is still uncertain; responses, including those of SHPOs and local preservation commissions, reflected a consensus that it is too early to assess the ability of the provisions to influence retention of significant structures against their possible tendency to curtail National Register listings and thereby to discourage preservation activity.

HCRS's statistics show the tax incentives are used by owners of large and small projects alike. Figures from 1978 show nearly one-third had budgets under \$100,000. Another third had budgets between \$100,000

and \$500,000. Those applying for certification are not just large-scale developers and limited partnerships but also independent businesses; projects include not only office and shop space but also rental residential units. Most projects are found in urban rather than rural settings; however, moderate-sized towns are represented as frequently as large cities. Current statistics on owners taking advantage of the tax incentives do not support claims that the Tax Reform Act is promoting displacement. In fact, of 4,074 housing units restored to date, 80% were previously vacant or inserted into non-residential buildings.

A significant proportion of questionnaires reflected the need for continued and increased information activities from HCRS, such as the already ongoing distribution of information and the conferences and workshops held in conjunction with other organizations.

The study emphasizes that the Tax Reform Act provisions contain a number of built-in limitations that have in part narrowed their usefulness, even though the provisions have begun to provide new impetus for preservation activity. The most obvious of these are the time limitations. The provisions were enacted with a 5-year sunset time period, which will expire at various dates between January 1, 1981, and June 30, 1981. Technical corrections and clarifications in the Internal Revenue Code were not made until November 1978 (these corrections included extending the incentives to long-term lessees and changing the recapture provisions). While some owners proceeded with rehabilitation projects confident that the changes would be made, many other developers waited to begin projects until the corrections to the IRS Code were made. The study points out that for these developers, and for many other owners of historic buildings just learning about the incentives, only 2 years remain before the provisions are due to expire. This time period is especially short in view of the nature of rehabilitation projects, which often require several years to plan and execute.

Charitable contributions permitted under section 2124(e) of the Tax Reform Act can be a useful



Photo: TPS

*Lower Hays Building, Portland, ME (c. 1848). The rehabilitation of this 4-story commercial building individually listed in the National Register has been certified as meeting the Secretary of the Interior's Standards for Rehabilitation. The owner is now able to take advantage of the tax incentives provided by the Tax Reform Act of 1976.*

tool for recreation, conservation, and land preservation as well as for preservation of historic structures. Several respondents urged reducing the required term for charitable contributions of preservation easements to 50 years or less to increase the provision's usefulness. Owners of "certified rehabilitations" indicated that the amortization provision is the most commonly used rehabilitation incentive, although a number of responses indicated that the accelerated depreciation provision used in conjunction with the newly created Investment Tax Credit will be an attractive alternative for many developers.

The existing certification process was seen by most respondents as fair and responsive. Responses bore out the HCRS experience that the "Secretary of the Interior's Standards for Rehabilitation" are an important and

useful aid to property owners and preservationists alike. Responses also indicated a need to streamline the certification process within HCRS as much as possible.

A variety of preservation organizations, including the National Conference of State Historic Preservation Officers, Preservation Action, and the National Trust for Historic Preservation, have already called for extension of the Tax Reform Act provisions past 1981. The facts and observations contained in the report, summarizing the first 3 years the law has been in effect, are intended to assist these groups, Congress, the Department of the Interior, the Department of the Treasury, preservationists, and the general public in making decisions regarding the effectiveness of the historic structures provisions of the tax code and proposals for future legislation. □

1873, providing the only low-cost access for students and travelers to Nantucket's unique maritime history and popular beaches.

In many instances, historic hostels provide a favorable long-range economic outlook. Often, adaptation costs are small, since almost any structure of suitable size can be used. Old mills, small factories, large dwellings, hotels, ships, and barns have been adapted. Hostels have the shared elements of kitchen, common room, separate dormitories and bathrooms, and quarters for resident houseparents—but no two are alike.

Even in cases where significant renovation is necessary, such as re-roofing, re-plumbing, stabilizing foundation and bearing structures, the one-time capital cost may be no more than the alternate cost of tearing down a structure and clearing the site. Operation and maintenance costs are kept to a minimum because of the work of the resident houseparents and the self-help custom followed by the hostellers, whose motto is: Leave a Place Better Than When It Was Found. Hostels provide income because fees are charged for overnight stays, linen rentals, and dry goods. Hostel operation is compatible with other facilities such as a community



Photo: Courtesy of American Youth Hostels

**Historic view of the Weatherford Hotel, Flagstaff, AZ.**

meeting place, recreation center, or a museum, allowing the economies that can come from multiuse situations.

Even with very favorable economic benefits in a variety of preservation and adaptive use projects, many potential (worthy) projects are not undertaken because of the difficulty in finding a suitable adaptive use that can

support itself financially once the major preservation project is complete. Typically, this is the case when the chief economic benefit of the project is the temporary labor and materials costs incurred by the construction project itself, when no significant return for commercial or housing rents is likely, or when the project is independent of some larger neighborhood or commercial development project.

An interesting solution to this situation may be available in various locations around the country, particularly in suburban or rural locations where the historic structure is likely to be a small project and where a hostel can provide a needed low-cost facility for travelers and students of the area.

#### **Prototype Historic Hostels**

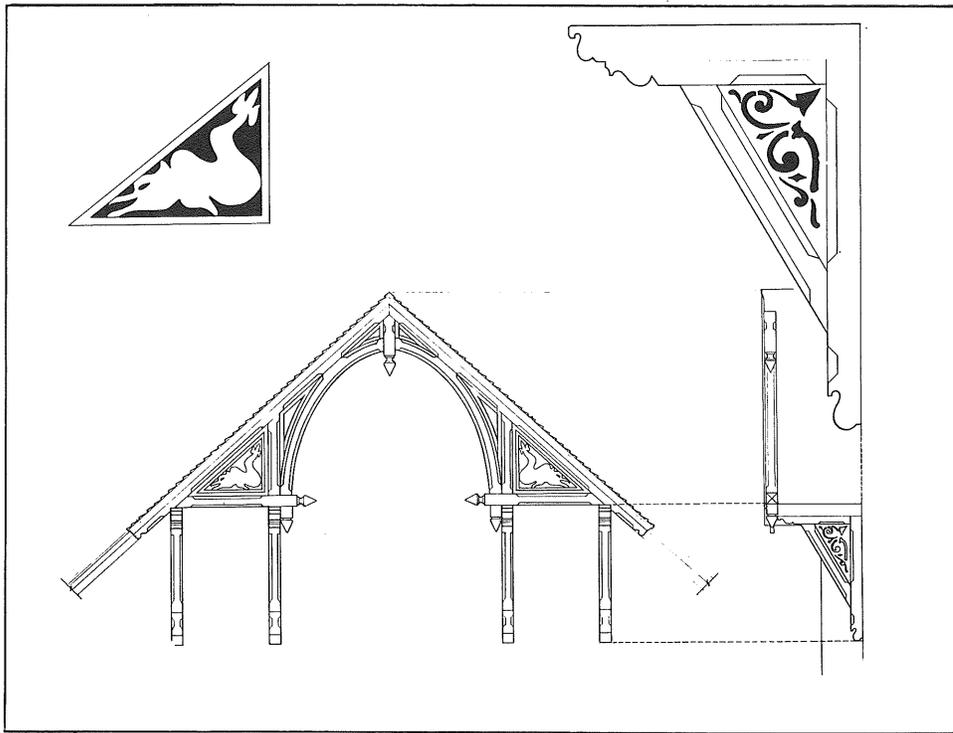
A perfect example of a historic hostel is the facility on Nantucket, which is owned by the American Youth Hostels, Inc. (AYH). Listed on the National Register of Historic Places, this is to be the prototype for the historic restoration/adaptive use design behind the historic hostels idea.

With grants from the National Trust for Historic Preservation, Nantucket Conservation Foundation, the Eva Gebhard-Gourgaud Foundation, and the Preservation



Photo: Courtesy of American Youth Hostels

**Recent view of the Weatherford Hotel, now in use as a youth hostel.**



Delineator: Manarcha Kunzedorf

**Star of the Sea Youth Hostel. Nantucket, MA.**

Institute at Nantucket, AYH has contracted preservation architects to survey the building and prepare preservation and adaptive use plans. A restoration construction project of \$83,000 is scheduled for 1979 with \$30,000 in funding from the Massachusetts Historical Commission committed. AYH is still seeking full funding, but grants have been made by the Eva Gebhard-Gourgaud Foundation and Sherburne Associates, as well as by many friends of the hostel.

AYH studies indicate that in the first year of operation after restoration is completed, the hostel will yield \$7,000—\$10,000 above its operation and maintenance costs. Succeeding years may yield more, creating a reserve fund to maintain the quality of the restoration.

The Star of the Sea Youth Hostel has been in operation for 15 years providing low-cost (\$2.50 to \$3.50 per person, per night) access to Nantucket's life and history. Upwards of 60,000 travelers and students have used the hostel during this time. In recent years, many of the hostel guests have been members of school classes participating in the Environmental Studies Program sponsored by the Nantucket Conservation Foundation. When the restoration/rehabilita-

tion is complete, AYH plans to expand this education function of the hostel to include environmental and maritime themes throughout the year.

The Weatherford Hotel in downtown Flagstaff, Arizona, is a different kind of hostel. Also listed on the National Register of Historic Places, the building has served as host to such notables as William Randolph Hearst, Teddy Roosevelt, Zane Grey, Thomas Moran, and Jimmy Swinnerton; Wyatt Earp is said to have gambled there. The decline of the Weatherford Hotel was part of the demise of downtown Flagstaff, which came as the automobile replaced the train as primary transportation to the town. Most recent visitors have frequented the newer services that grew up along the highways.

But AYH and the hostel's current owners are interested in a rebirth of the Weatherford, one that includes restoration of the building and a balance between past and present in its use. The owners have taken a first step in re-creating interest in downtown Flagstaff by housing shops, rooms to rent, a restaurant, and other attractions in the hotel. AYH has loaned the owners \$15,000 to renovate the basement level to house a 30-bed youth hostel. Approximately 5,000

overnights will be logged in during the first year, generating a gross income of \$20,000. AYH can be sure of these statistics because the Weatherford will replace the old hostel in the Flagstaff United Church of Christ, which can no longer handle the demands of American and international visitors.

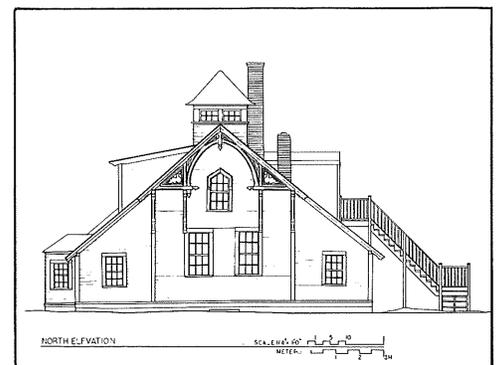
AYH administers the National Hostel Development Loan Fund, a small fund established 3 years ago and fed by 10% apportionment of the organization's membership income. Projects such as the Weatherford Hotel/Hostel receive priority consideration because they combine several of AYH's hostel development objectives: proven demand (Flagstaff is an access point for visitors to the Grand Canyon); location in an area where more hostels would be desirable; and the multiple use concept that guarantees long life for the historic structure.

**Future Developments**

The idea of historic hostels is being advanced and tested by AYH through its Nantucket and Flagstaff projects and through promotion of the approximately 20 other historic hostels that are now a part of the network of over 225 American Youth Hostels. Two important factors bode well for more historic hostels as the American hostel network grows. These are the creation of a National Plan for Hostel Development, and the American Youth Hostel Act of 1979—HR 2409.

**National Plan for Hostel Development**

The National Plan for Hostel Development is designed to be a tool for the use of American Youth



Delineator: Manarcha Kunzedorf

**Star of the Sea Youth Hostel. Nantucket, MA.**

Hostels, Inc., to stimulate effective and orderly long-range development of a national network of youth hostels. Its basic premise supposes the demand and need for youth hostels in the US is increasing. The plan's objective is to coordinate the increase in the number of hostels by 1) establishing location criteria, 2) identifying interconnecting chains that relate to the movements of recreationists and tourists, 3) setting geographic priorities for the order of development, and 4) gaining the cooperation of public and private administrators of potential resources. Such a plan will enable AYH to serve all those wishing to participate in the hosteling movement by:

- providing a realistic basis for appraising potential sites
- providing sound information on sources of funding
- projecting use potential
- assuring that developed hostels will remain in the mainstream of future activity
- providing a "package" or "program" to market to potential financial supporters

The National Plan for Hostel Development has component parts on a state-by-state basis. AYH is trying to make state preservation agencies aware of the potential for hostel development as an as-

pect of the State Historic Preservation Plan. By use of a matrix of hostel location criteria, the priority sites for hostels in each state will be located. Among the criteria are locations having special cultural or historical significance—places such as Williamsburg, Virginia; New Orleans, Louisiana; and Crested Butte, Colorado. Each state will have its own list. Buildings suitable for adaptive use will exist in many locations. Identification of suitable structures in the state component plan will lead to an assessment of their potential for development as hostels. AYH sometimes acquires structures for their program, but also offers technical assistance and loans to private hostel operators who become affiliated as part of the AYH network.

#### **American Youth Hostel Act of 1979**

Another significant aspect for the future is the American Youth Hostel Act of 1979. The bill, HR 2409, has been reviewed by the congressional House Subcommittee on National Parks and Insular Affairs, with expectations that the bill will be approved. If passed, the act would authorize a grant

program within the Department of the Interior to help property owners defray the cost of renovating existing structures for use as youth hostels.

HR 2409 mandates a national plan for hostel development and specifically names "the operation of youth hostels as adaptive uses of structures listed or eligible for listing in the National Register of Historic Places" as part of the plan. An advisory council would be established to help the Secretary of the Interior award the grants and monitor the plan. The council would consist of members from nonprofit organizations such as recreational groups and the National Trust for Historic Preservation and would be chaired by AYH.

The initial development of the plan which is a 3-year development timetable will be funded by \$450,000 (\$150,000 for each of the 3 years). During this development phase, up to 4 individual grants could be made per year with appropriation of \$600,000 for each of the 3 years. Grants will be awarded to such properties recognized by the advisory council as having priority in the long-range development of the hostel system. Between 1983 and 1990, the grant program will be funded in the amount of \$2 million per year. □

## **WHATCOM COUNTY SENIORS**

by **Michael Sullivan**  
**Whatcom County Parks and Recreation**  
**Preservation Office**  
**Roeder Home**

*Editor's Note: Michael Sullivan is a preservation planner for Whatcom County in Washington state. Of Washington's 39 counties, 19 have preservation planners, with salaries paid half by the SHPO and half by the county. This system was set up in an effort to survey and inventory the state as quickly and comprehensively as possible. The following article is an effort to show how one county used a little known resource—the memories of senior citizens—to help survey its cultural resources. The information given herein should not be taken to preclude other survey and inventory methods used by the state of Washington in identifying its historic properties, but rather to point out one*

*method that might prove useful, and one that might otherwise be overlooked.*

Conducting a survey of historic places in a small town or rural area can be a very difficult undertaking. Besides the "new-kid-in-town feeling," there are all the insecurities of geographic unfamiliarity, not recognizing names or knowing local stories, and, perhaps worst of all, not knowing where to begin. Here in Whatcom County, Washington, where an inventory of historic sites is being prepared by the county parks and recreation department, a program that has solved these problems has been developed.

Senior centers throughout the county provide programmed recreational and educational services to senior citizens living in rural communities with populations of

from 300 to 3,500. Each of these centers offers activities dealing with local history; if not a history club, usually a writing or humanities/values course. Some class members are lifelong residents, others are interested newcomers; some are as accurate as "walking history books," others are colorful fabricators; some are storytellers, others just listeners. All are interested in history. I have also spoken to historical societies and graduate students and I have yet to find a more interested, enthusiastic group of people than those at the centers.

Once I recognized how keenly interested senior citizens are in talking about their past, I realized what an important resource they could be in the development of the county inventory. I began putting together a presentation on the definition and scope of a

countywide cultural resource survey/inventory. A clear idea of the kinds of structures I would be working with was essential. Driving around the county, I took a 35mm slide whenever I found a structure that seemed archetypical. As I was only seeking examples, not conducting a formal survey, some of the buildings I photographed did not end up on the inventory.

This windshield survey produced 35-40 slides of barns, farmhouses, fences, bridges, commercial buildings, silos, and even an old steam locomotive, and I arranged them according to chronological and historical order. I prepared a narration that simply discussed the eras of each example. Once the slide show was completed, I approached each of the senior center managers and requested the opportunity to give a presentation to the history class. At one small center I even gave the presentation to a group gathered for their weekly luncheon.

#### Slides Stimulate Memories

I don't remember the slide show ever being presented without a correction from one of the seniors. I think that first impression of my show's imperfection put the seniors at ease and helped to draw information from them.

Following each slide I asked whether any in the audience could think of other structures of this type that I might add to the survey. There were usually a few suggestions. When one was offered, I recorded the location of the structure and the name of the informant. I also jotted down any

additional information about past or present owners.

I ended my presentation by stating that I would like to come back with some slides of the sites the group had brought to my attention. On my way home, or as soon as I could, I stopped by the sites mentioned and took slides of those that looked as if they might have some potential value to the survey. About three-fourths of the buildings and structures the seniors mentioned were of value, including those that I added purely because of historical association rather than architectural significance. I was able to return to the next meeting of most of the groups with the slides I had taken.

In working with the seniors, projecting a picture of a familiar site on a large screen proved to be a valuable technique. Those with vision problems were able to see the image more clearly and everyone could see the same site at once. The most fascinating result, however, was that the image seemed to stimulate their memories about the structures. Individuals who had neither suggested the site nor thought about it in years were able to contribute information.

At first, as each slide was shown, I tried writing down as much as I could of what the people remembered. I soon corrected that mistake and used a tape recorder during the second meeting. I also discovered that a meeting in which more than eight or ten people contributed was unmanageable.

The seniors' remembrances included stories about past owners,

residents, and users, as well as events associated with the sites. In some cases, they remembered the builder, his skill, or even his eye color. As with any group of people, the accuracy and detail of what they remembered varied. But overall, the material collected through the senior centers proved to be an excellent beginning.

Besides the sites added to the survey, my work with the seniors provided me with a list of good living sources of local historical information. I organized that list according to which county they came from and how far back their memories went. Even though we are well beyond the initial stage of our inventory, I still check new additions with the local informants. They would be disappointed if I did not.

The senior citizens have helped me in other ways as well. Because of them, I became familiar with important personalities in the county, both living and dead. From hearing the old stories and legends, I gained a good understanding of past lifestyles and values. I believe that the seniors' input gives the county inventory an element of homegrown logic and common sense and a respected base of support. At its very beginning, I met through the senior centers the kind of people it takes to give a project of this type a sense of importance and need. It is extremely difficult to try to tell a group of people who have lived three-quarters of a century that the past has no meaning and that history is without a place.△

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## LANDSCAPE PRESERVATION GROUP FORMED

A new group called the Alliance for Historic Landscape Preservation was formed as a result of a Symposium on Landscape Preservation held in New Harmony, Indiana, on June 9-12, 1978. The purpose of the New Harmony symposium, which was made possible

in part by a grant from the National Endowment for the Humanities, was to bring together various organizations and professions, all of which were involved in historic landscape preservation.

The Alliance, formed from that meeting, is not an organization in itself, but rather a mechanism whereby support can be given to existing organizations that are sympathetic to landscape preservation.

The second meeting of the Alliance was held last June at The Clearing in Ellison Bay, Wisconsin. Plans are underway for a 2-day course in landscape preservation to be held in June 1980 at Williamsburg, Virginia. *Anyone wishing information about the upcoming course or about the symposium should write to: The Alliance for Historic Landscape Preservation, Box 3243, Station C, Ottawa, ON K1Y 4J5, Canada.*△

## PUBLICATIONS . . . . .

### HISTORIC PRESERVATION BIBLIOGRAPHY

The updated *Historic Preservation Bibliography* is now available from the Heritage Conservation and Recreation Service. Compiled and edited by Robert E. Haynes, this is a revision of the earlier *A Bibliography of Historic Preservation: Selected Publications from the Office of Archeology and Historic Preservation*. The new work lists all preservation related works published by the historic preservation component of HCRS. Also included are brief statements following each entry on content, cost, and ordering information.

Many HCRS publications provide technical assistance and

guidance to states and localities for managing their cultural resources and developing their historic preservation programs, and they assist federal agencies in compliance with historic preservation mandates. Some publications provide the general public with information about American historic, architectural, and archeological resources and increase general awareness and encourage public concern for historic preservation.

*Inquiries and requests for limited copies of the bibliography may be directed to: Information Center, Heritage Conservation and Recreation Service, 440 G Street, NW, Room 221, Washington, DC 20243.△*

### REHABILITATION SAVES ENERGY

According to a recent study published by the Advisory Council on Historic Preservation, it takes less energy to rehabilitate an existing building than it does to construct a new one. The study, entitled *Assessing the Energy Conservation Benefits of Historic Preservation*, uses a new method to measure the "energy investment" in rehabilitation and in new construction. Within the text are formulas to help laymen as well as professionals determine the Btu's of energy needed to do the work, and consequently to determine the energy saving when considering a rehabilitation or new construction project.

Although the study appears to be aimed towards an audience already familiar with the energy saving aspects of rehabilitation, it is decidedly beneficial for anyone who has ever wondered about the correlation between energy conservation and historic preservation.

The report answers this question by citing three case studies. One study, for instance, examines the Grand Central Arcade in Seattle, Washington. In 1972 the original hotel (1899) was restored

for use as an office and commercial complex. Certain formulas (given in the report) were applied to determine that 17 billion Btu's of energy were consumed in the rehabilitation of this huge structure. To construct a comparable new building with modern materials would have required 109 billion Btu's—85 billion to make the materials needed in construction and another 24 billion to put them in place. In this one project, 92 billion Btu's of energy were saved, enough to heat and cool the rehabilitated structure for 15 years.

The Advisory Council on Historic Preservation is an independent federal agency which advises the President and the Congress on historic preservation matters. *Copies of this study can be obtained from the Superintendent of Documents, US Government Printing Office, Washington, DC 20402. The cost is \$2.75, and when ordering refer to GPO Stock No. 024-000-008-56-8.*

A 10-minute slide program summarizing the results of the study is also available on loan. *For more information about the slide program, write to The Advisory Council on Historic Preservation, 1522 K Street NW, Suite 430, Washington, DC 20005.△*

—Bob Haynes

### MUSEUMS IN MOTION

In the US today there are an estimated 5,000 museums, visited by some 600 million people yearly. But what is the role of the museum in society? This is the subject of a new work published by the American Association for State and Local History.

*Museums In Motion: An Introduction to the History and Functions of Museums* is an informative and readable volume. Its author, Dr. Edward P. Alexander, is a recognized authority on the field of museum studies. He defines the functions of modern museums and describes their development from their earliest origins in the palace treasures of ancient civilizations throughout the world to the active and complex roles they perform in today's society.

*The work is available from the American Association for State and Local History, Publications Department, 1400 Eighth Avenue South, Nashville, TN 37203. Price \$12.95 hardbound; \$9.75 paperback (AASLH members: \$7.95 hardbound; \$6 paperback).△*

### NC PUBLIC HISTORY, 1903-1978

The North Carolina Department of Archives and History has published the proceedings of the 75th anniversary celebration of the founding of the North Carolina Historical Commission. Entitled *Public History in North Carolina, 1903-1978*, the volume is an interesting and informative collection of essays, which trace the development of North Carolina's innovative and influential public history programs in archives and records management. Essays also cover the state's activities in advancing historical publications, museums, historic sites, archeology, and historic preservation.

The work is edited by Jeffrey J. Crow, with a Preface by the North Carolina State Historic Preservation Officer, Larry E. Tise. Copies of the volume are available from the publisher. *Anyone interested in a copy should write: North Carolina Department of Cultural Resources, Division of Archives and History, Historical Publications Administrator, 109 East Jones Street, Raleigh, NC 27611. Price: \$3.△*

## PRESERVATION SPURS URBAN REVITALIZATION

The highly successful preservation of four historic districts in urban communities is highlighted in *The Contribution of Historic Preservation to Urban Revitalization*. This report, recently issued by the Advisory Council on Historic Preservation, documents the beneficial economic and social effects of preservation on districts in Savannah, Georgia; Alexandria, Virginia; Galveston, Texas; and Seattle, Washington.

The four case studies, which contain extensive statistics, show that preservation has carried its own economic weight and created spinoff effects that benefited those communities. Old buildings were restored or adapted to new uses, adding to and improving the quality of the total housing supply. In the process, preservation created new job opportunities and service

industries and stimulated business activity. Part of the cycle of renewal is the tourist traffic and business activity generated by the convenience and attractiveness of the restored historic areas.

Improved facilities and increased business added to the value of property and generated badly needed real estate and sales tax revenues. These additional funds, in turn, enabled the communities to invest in the improvement of public facilities. Preservation even seemed to have a deterrent effect on crime. Another effect, less easy to measure or analyze than business revenues or crime rates, is the growth of public pride and civic responsibility that comes with successful preservation efforts.

The study candidly acknowledges that one of the major adverse effects sometimes associated with the preservation of historic districts is the displacement of existing residents, and notes

that the Advisory Council is currently funding research that will explore the extent and ramifications of this socially significant problem.

Prepared under contract with Booz, Allen and Hamilton, the study was directed by John D. McDermott for the Preservation Economics Policy Group of the Advisory Council, a committee chaired by Calvin W. Carter. Architects and others prominent in preservation activity, who are familiar with local conditions in the four cities, served as advisors.

*Copies of the study can be obtained from the Superintendent of Documents, US Government Printing Office, Washington, DC 20402 (\$4.75, Stock No. 024-000-008-57-6). A 20-minute slide program summarizing the results of the study is available on loan from the Advisory Council, 1522 K Street, NW, Suite 430, Washington, DC 20005.△*

—James Charleton

## FIXING UP

From the attractive graphics of the cover to the pull-out color chart in the appendix, *Fixing Up, a Bilingual Handbook for Older Homes*, is a useful, easy-to-read book. It provides good, clear, practical advice on the preservation and maintenance of older houses to an economically diverse audience.

Published by the Rhode Island Historical Preservation Commission, this book is directed toward the citizens of Warren, Rhode Island. It begins with the appropriately demographic premise that all residents of the community are immigrants—the only difference being from where and when. In this way architectural history of the 18th, 19th, and early 20th centuries is traced through Warren's indigenous examples.

One of the first historic preservation primers to be printed in two languages—English and Portuguese—it deals with questions of history and style in a credible manner and presents valuable information in a handsomely illustrated guide akin to an owner-of-old-buildings almanac. The only missing elements are perhaps some historic preservation homilies such as "a brick in time saves

nine" or "mortar analyses prevent repointing fatalities." A historic preservation equivalent to *Poor Richard's Almanac* has long been needed; while the magazine *The Old-House Journal* has partially filled this need, it is good to see pragmatic historic preservation information in a full-length book directed toward a particular community.

While the specific community focus of the book is essential, it would have been very helpful to relate this focus to the broader philosophical bases for preserving and maintaining old and historic buildings—not just in Warren, Rhode Island, but in the nation as a whole. To this end, the inclusion of *The Secretary of the Interior's Standards for Historic Preservation Projects, with Guidelines for Applying the Standards* would have been valuable, added either as an introductory component or as an appendix.

Although the book concentrates on a first-line approach to solving historic preservation problems in order to avoid or limit costly expenditures for home repairs, the often critical need for consultation with competent professionals seems to have been overlooked. A listing of the various resources available through federal, state,

and local governments might have been included.

It is hoped that *Fixing Up* is a prototype, the first of a number of bilingual publications in the historic preservation field that will be readily available to the public. Such publications can help us to realize our objective of making the historic preservation movement something that can truly affect and improve the quality of life for all Americans.

*The publication costs \$3 and is available through the Rhode Island Historical Commission, 150 Benefit Street, Providence, RI 02903, ATTN: Ancelin Lynch.△*

—Gary Hume  
Chief, Preservation Projects, TPS

## Errata

The February 1979 issue of 11593 contained the article, "Contract Archeology: New Source of Support Brings New Problems," which was reprinted from *Science* magazine. The article did not mention that the Federal Highway Administration and its predecessor agency, the Bureau of Public Roads, have used federal funds for archeological and paleontological salvage since passage of the Federal-Aid Highway Act of 1956.△



Photo: William Kumpf for HABS

*View of Logan Loop looking east toward Lake Michigan. The houses have continued in use as officers' quarters.*

## **HABS SURVEY FOR FORT SHERIDAN, ILLINOIS**

by **Sally Kress Tompkins**  
Architectural Historian  
HABS

*Editor's Note: Project Coordinator Sally Tompkins conducted the survey of Fort Sheridan between February and May 1979. Her article describes a survey methodology that can be used for areas characterized by a strong sense of physical and historical continuity. This type of survey results in both a collection of data on historic resources essential for adequate planning and permanent archival documentation for a portion of these resources.*

The US Department of the Army at Fort Sheridan, Lake County, Illinois, has funded a project to identify all cultural resources under its jurisdiction and to nominate potentially eligible resources to the National Register of Historic Places. In order to fulfill its responsibilities under the National Historic Preservation Act of 1966 and Executive Order 11593 of 1971, the Army contacted the Historic American Buildings Survey (HABS) through Interagency Archeological Services in Atlanta and requested that HABS inventory the fort's historical and architectural resources

and draw up a historic district nomination.

In organizing the project, the HABS staff decided to undertake the work in two separate phases—survey and documentation. This approach is feasible for any project that involves a large inventory of related buildings. The body of collected data produced by the survey provides both a framework for evaluation and a basis for selection of buildings meriting fuller documentation.

The first phase, an intensive survey of the fort's historical and architectural resources, would result in an inventory of potentially significant buildings. This inventory would serve as the basis for drawing up a historic district nomination, a task that was given first priority. The data obtained from the first phase would also provide a framework for selecting the buildings to be recorded in more detail by photographs, written documentation, and measured drawings, if required, in the second phase.

Neither the photographs taken with a 35mm camera by field personnel nor the information recorded during the course of a survey provide adequate archival documentation. Thus, the thrust of

phase two was to provide archival quality photographs to form a permanent record of the buildings and to raise the level of the data acquired during the field survey to that required for HABS documentation.

### **Background**

Located on the bluffs above Lake Michigan in the heart of Chicago's affluent North Shore suburbs, Fort Sheridan was constructed on 600 acres donated to the US government by a group of wealthy Chicago citizens disturbed by labor riots at the turn of the century. It is an important fort planned and constructed during a period of transition in national policy marked by the closing of temporary frontier posts and the establishment of permanent garrisons at strategic points throughout the United States.

It is its unique architecture, however, that contributes most to Fort Sheridan's significance. Designed by the nationally known architectural firm of Holabird and Roche, with landscaping by O. C. Simonds, another well-known Chicago firm, the fort took form before it became a policy of the Quartermaster General's office to issue standardized building

## PROPOSED FORT SHERIDAN HISTORIC DISTRICT

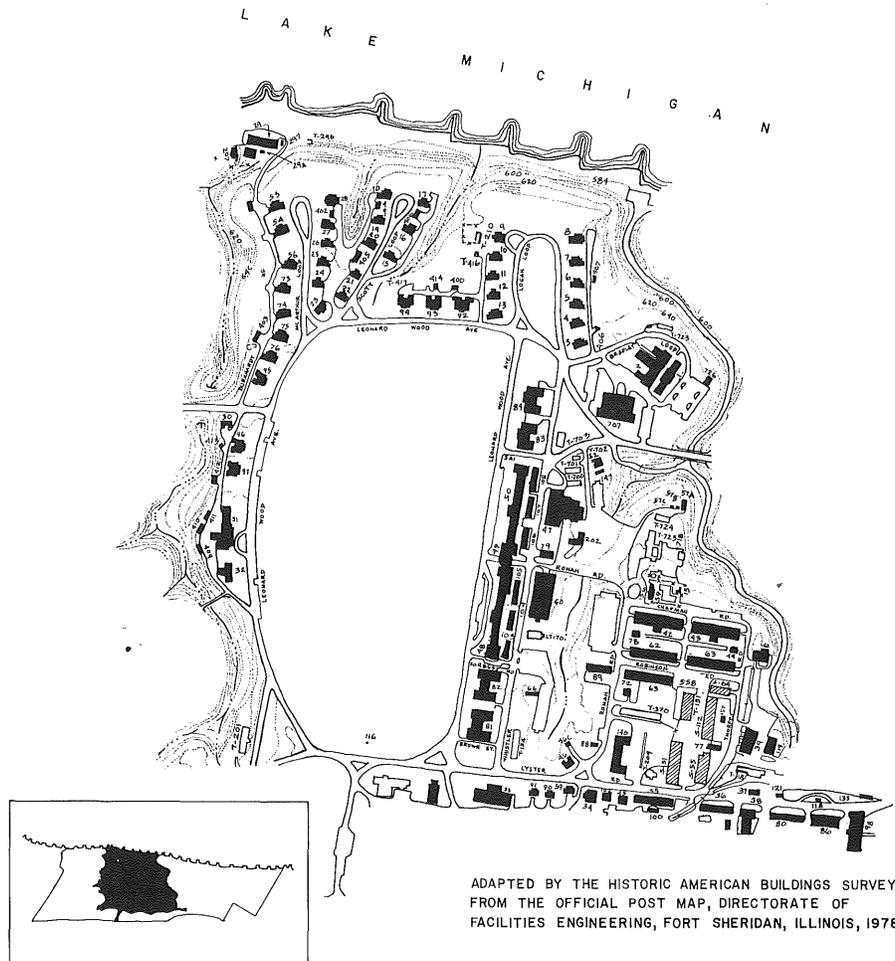
plans. As a result, it is one of the few military posts in the country designed by private architectural and landscaping firms.

Despite the historical and architectural cohesiveness of the fort, a systematic survey had never been attempted. The water tower, which dominates the southern edge of the parade ground and is the central feature of a barracks complex over 1,000' long, was placed in the National Register of Historic Places in 1974. The Army's later efforts to nominate the guardhouse to the National Register and to create a historic district of only a few selected buildings proved unsuccessful because the historic and architectural significance of the other buildings on the post had not been taken into consideration.

### Survey Planning

Phase one began with a search for background information on which to base fieldwork. Preliminary research at the National Archives provided historic maps as well as original drawings and specifications for some of the buildings. The real estate files at Fort Sheridan contained photographs, records of each of the buildings, and numerous measured drawings. Although the original drawings at Holabird and Root (the successor to Holabird and Roche) were water damaged and could not be retrieved, it was possible from available data to establish which buildings were original, their dates of construction, the architects, and types of alterations.

The original plan of Fort Sheridan followed traditional military design. The buildings were grouped around a central parade ground with the barracks for enlisted men on the south and the bachelor officers' quarters on the north. On the east, officers' quarters for men with families were constructed on a series of loops between the parade ground and the lake. On the southernmost of these loops the post hospital was located. South of the barracks were other buildings such as the enlisted men's messhall, infantry drill hall, bakery, fire station, stables, veterinary hospital, warehouses, gunshed, non-commissioned officers' quarters, and



ADAPTED BY THE HISTORIC AMERICAN BUILDINGS SURVEY FROM THE OFFICIAL POST MAP, DIRECTORATE OF FACILITIES ENGINEERING, FORT SHERIDAN, ILLINOIS, 1978.

THE PROPOSED HISTORIC DISTRICT AS LOCATED WITHIN THE PRESENT BOUNDARIES OF FORT SHERIDAN

guardhouse. The area north of the parade ground was left relatively undeveloped. A cemetery was located in the far northwestern corner and a pumping station was constructed on the shore by one of the northern ravines.

The geographical proximity and architectural consistency of the buildings proved advantageous in developing a survey methodology. It was feasible for one person to conduct the survey, and logistical problems such as transportation and locating the structures were easily resolved. A special survey form was designed to take advantage of the fact that the buildings had many shared characteristics and to accelerate the work done in the field. The information recorded would later be transferred to the HCRS inventory forms for data retrieval purposes.

### Field Survey

During the course of the survey, each building was visually evalu-

ated. Effort was concentrated on buildings that predated 1930. A 1912 map showing the location of each building was used as a base map. Each of the 112 buildings noted on this map was visited. Ninety-nine were found to be extant. Survey forms were filled out on the 99 buildings as well as on other structures which, through the visual survey or through data obtained from the real estate records, appeared to predate 1930. All surveyed buildings were photographed by field personnel using a 35mm camera. Access to the buildings was not sought at this time. Whenever possible additions and alterations to the exterior noted during the survey were checked against the findings of the literature search to establish the date and extent of the modifications.

### Analysis

The next step was to analyze the data in order to evaluate the



Photo: William Kumpf for HABS

*The front stairways in the Captain's Quarters designed by Holabird and Roche were constructed of oak. This one is in building No. 12.*

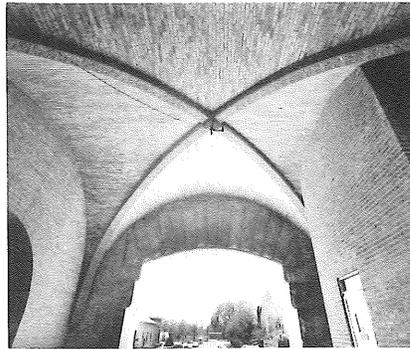


Photo: William Kumpf for HABS

*This view, looking south through the sally port of the Water Tower (Building No. 49), shows the groined vaulting and carved stone ribbing of the ceiling.*

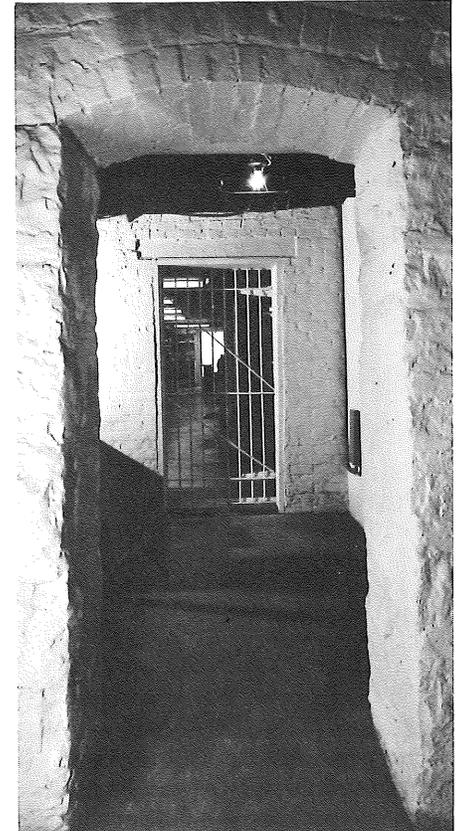


Photo: William Kumpf for HABS

*The bars are still in place on the entrance to the prison ward in the basement of the Post Hospital (Building No. 1).*

## Distinctive Architectural Features at Fort Sheridan

Both interior and exterior decorative details distinguish the Fort Sheridan buildings designed by Holabird and Roche from those based on the standardized US Army plans. Wide Syrian-type entrance arches, rows of banded windows, raked terra cotta gable coping with corbeled brick kneelers, and friezes of alternating recessed and projecting bricks are characteristic of many of the buildings, ranging from the Veterinary Hospital to the Commandant's Quarters. The more elaborate buildings and the Water Tower are embellished with stone trim with carved foliated motifs while the Officers' Quarters are enhanced by notable interior oak woodwork including built-in sideboards and stairways with carved newel posts.

The typical features illustrated here facilitated the surveying task and led to the development of a survey form that took advantage of such similarities. The existence of many of the original interior fixtures also eased the survey process. For example, the cell blocks in the Guardhouse (now the museum) and the prison ward in the basement of the Post Hospital (now the post library) vividly reflect the buildings' initial functions. ◻

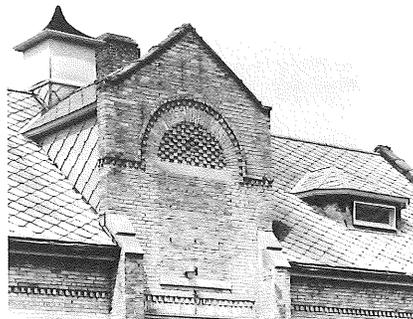


Photo: William Kumpf for HABS

*Brick trim on the front of the Veterinary Hospital (Building No. 38) forms a checkerboard pattern. The area below once held a loft door but has been infilled with brick.*

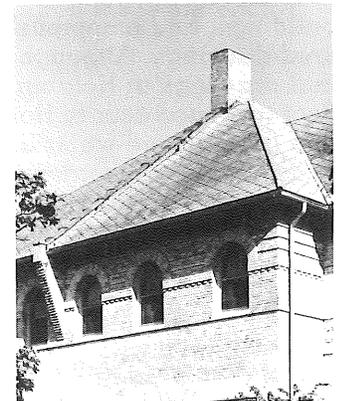


Photo: William Kumpf for HABS

*Raked terra-cotta coping with corbeled brick kneelers mark the firewalls on the Infantry Barracks (Building No. 48).*

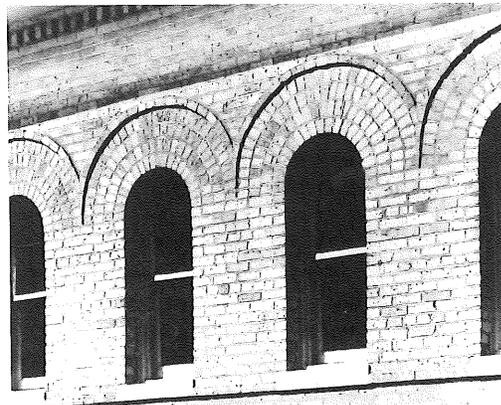


Photo: William Kumpf for HABS

*Banded arched windows, 20 on each side of a central entrance, line the east elevation of one of the Cavalry Stables (Building No. 43).*



Photo: William Kumpf for HABS

**The north elevation of the Water Tower and two connecting buildings constructed as barracks. The Water Tower is still in use, and the barracks are now used as administration buildings.**

fort according to National Register criteria, to determine boundaries for a historic district, and to select the buildings for more extensive documentation. The major areas of significance were the visual cohesiveness of the early buildings, the unique position the fort occupies in the development of the planning of forts at the end of the 19th century, and the embodiment of military traditions as they evolved between the post's establishment in the late 1880s and the onset of World War I.

The buildings within the proposed district share many common characteristics. They are of brick bearing wall construction. The brick, which was manufactured on the construction site, is a buff-cream color. The buildings designed by Holabird and Roche are distinguished by the use of

wide rounded brick arches over entrances and bands of narrow arched windows which are suggestive of the prevalent influence



**Both of the above photographs were taken looking southeast at the Water Tower-Barracks complex (Buildings No. 48, 49, and 50). The photograph on the left, taken c. 1897 by an unknown photographer, shows the tower as it was originally constructed. The photograph on the right shows the tower as it appears today. In 1939, because of structural problems, the upper section of the tower was shortened by 61 feet, and the steeply pitched roof was replaced by a low pitched, octagonal roof. Studying old photographs such as the one on the left proved invaluable in determining alterations to the buildings.**

at that time of H. H. Richardson. Brick trim in the form of dog-tooth and dentil courses, corbeled brick brackets, and raked parapets with terra-cotta trim on the gable ends is commonly employed on warehouses and stables as well as on officers' quarters. The buildings constructed from standardized Quartermaster General plans are plainer without the distinctive features of the architect-designed buildings, but they are constructed of the same buff-cream brick. The result is a visually cohesive group of buildings with strong historic interrelationships.

Historically, the buildings and grounds of the proposed district evoke a strong sense of military tradition. The importance of the horse and mule in the pre-motorized army is aptly illustrated by the attractive, well-designed stables, veterinary hospital, and buildings for saddlers, stable guards, and blacksmiths. The ceremonies of guard mounting, drill and parade, dress balls, and receptions drew an enthusiastic attendance from nearby North Shore communities. It is this period of military history from the 1880s to World War I that the original development at Fort Sheridan vividly recalls and that gives the district its historical significance.

### Survey Results

The historical and architectural inventory at Fort Sheridan is one of unusual size and scope. Over 80% of the buildings constructed before 1912 are still standing. Ninety-four buildings, 66 of which were designed by Holabird and



Roche, were evaluated as contributing to a proposed historic district, 3 were considered as background, and 64 were listed as intrusions. The proposed historic district followed very closely the confines of the original post.

Three groupings of buildings outside the geographically compact and visually cohesive area represented by the original post settlement were considered but excluded from the proposed district. These were buildings constructed between 1912 and 1930; five buildings southwest of the original settlement and located on land purchased by the Army in 1907-1908; and the numerous World War II temporary buildings which remain at Fort Sheridan, most of which were located in the area to the south of the early post. Few buildings constructed between 1912 and 1930 were found to exist on the post and these proved to have neither architectural nor historical merit. The five residences on land purchased by the government in 1907-1908 were estimated to have been built only a short time before that and were architecturally and historically incompatible with the other buildings in the proposed district. After consideration, it was decided that the World War II buildings would not be evaluated at this time. They were less than 50 years old and would require a different set of criteria from that applied during the survey. Although their inclusion in the historic district as defined could not be justified, they are not without historic interest and may represent a resource which is growing increasingly scarce.

The 64 intrusions within the historic district do not represent as large a part of the district as the numbers appear to indicate. Many of these are small and not particularly obtrusive such as concrete storage buildings, garages, powerhouses, and underground storage tanks. Larger intrusions such as a recently constructed health clinic, swimming pool, and bathhouse are not numerous. Those few World War II buildings that are within the proposed district boundaries were also listed as intrusions. Should a survey of World War II structures be undertaken at a later time, those buildings



Photo: William Kumpf for HABS

*This residence with Queen Anne features is the most elaborate of the buildings at Fort Sheridan. It was designed by Holabird and Roche as the Post Commandant's Quarters and sits on a bluff above Lake Michigan.*

would be reclassified based on the results of that survey.

#### Documentation

In the second phase of the project HABS documented 31 buildings. The buildings were selected on the basis of uniqueness or importance such as the water tower and the guardhouse, or because they were representative, such as one of the 16 original Holabird and Roche Lieutenants' Quarters. Because a complete inventory of existing drawings cannot be made until the water damaged drawings at Holabird and Root are examined and the damage assessed, no measured drawings were developed. Recording was concentrated on written architectural descriptions, historical data, and photographs.

The written documentation differed from that collected for inventory purposes in several ways. The survey form had provided enough data to determine significance by National Register criteria and to decide if the building contributed, served as background, or acted as an intrusion to a possible historic district. During phase two, all relevant historical and architectural data was recorded for a limited number of buildings, including interiors that

were not recorded at all during the field survey.

Photographs were taken by a professional photographer, William Kumpf of Chicago, using a large-format camera. A camera of this type is desirable for photographic documentation of historic buildings because it minimizes the perspective distortion associated with 35mm single-lens reflex cameras. The resulting photographs accompanied by a series of old photographs taken c. 1897 will be transmitted with the written documentation to the Library of Congress.

The future of Fort Sheridan is uncertain; although the possibility of closing the fort is being discussed, no decision has yet been made. As a result of the expertise that HABS provided in identifying and evaluating the fort's cultural resources before they were in jeopardy, the Army will have the information it needs to consider these resources in the planning stages of any proposed changes. In addition, because HABS documented the more important buildings as part of the project, should a future threat to any of the buildings necessitate Army action under section 2(c) of Executive Order 11593, the records will already be on file in the HABS collection in the Prints and Photographs Division of the Library of Congress. ◻

## UPSTAIRS AND DOWNSTAIRS IN THE VICTORIAN HOUSE

by Amy Flowerman  
Director of Education  
The Victorian Society in America

In order to handle an increasing number of inquiries about how owners of historic houses might restore them, The Victorian Society in America decided to create a traveling introductory workshop on restoring old houses, called Upstairs and Downstairs in the Victorian House.

Joan Wells, Executive Director of The Victorian Society, along with assistance from Roger Moss, Secretary and Librarian of The Athenaeum of Philadelphia; Samuel Dornsife, a noted interior designer; and Clem Labine, founder of *The Old-House Journal*, initiated the first workshop in Milwaukee, Wisconsin, in April 1978. The response was staggering. Over 350 people attended, with some being turned away because of insufficient space.

At the workshop, people listened to informative lectures, viewed documentary slides, and were given time to ask questions of the speakers and to share information with other participants. Everyone went away with new information, ideas, and resources to use.

Since that first workshop in 1978, there have been successes in Marshall, Michigan; St. Paul, Minnesota; and Indianapolis, Indiana. Each participant at a work-

shop receives an information packet which includes brochures from *The Old-House Journal*, the National Trust for Historic Preservation, the American Association for State and Local History, the Historic House Association, and the American Life Foundation. Also included is pertinent information on books for sale, bibliographies on architecture, interiors, bathrooms, and kitchens of the 19th century, as well as lists of companies that can provide quality reproductions of various items. An expert is called upon to prepare a list of local restoration and preservation resources, and this list is included in the packet.



Some presentations and speakers may vary from time to time so as not to exhaust the talents of any one person. Topics, however, will always span a wide spectrum. For example, the existing repertoire of topics covers: exterior house colors, documentation, lighting fixtures, planning the restoration, stenciling and graining

techniques, window treatments, 19th-century gardens, fabrics, wallpapers, and carpets.

To date, the itinerary for workshops includes:

1979	
September 8	Philadelphia
September 29	New York City
November 17	Little Rock
December 1	San Antonio
1980	
	Tampa
	Louisville
	Worcester, MA
	Denver
	Nashville
1981	
	Salt Lake City
	Saratoga Springs, NY
	New Orleans
	Cincinnati

Although The Victorian Society handles all expenses for the workshops, it could not hope to conduct them without support from its own local chapters and from local historical societies and preservation groups. These associations provide the invaluable services of selecting a site, assisting with publicity and volunteers, and selecting hotels and caterers.

To run a workshop, a site is needed that can seat at least 500 people, that can be darkened to show slides, and that can have food served on the premises. The Society prefers, of course, restored 19th-century buildings.

The Victorian Society welcomes letters from local organizations that would like to bring the workshop to their area. For information, please write to Amy Flowerman, Director of Education, The Victorian Society in America, East Washington Square, Philadelphia, PA 19106. ◻



## VICTORIAN SOCIETY 1980 SUMMER SCHOOLS

The Victorian Society in America has scheduled its 1980 American Summer Seminar in architecture and its 1980 Summer School in England, and is accepting applications for enrollment.

The Third Annual American Summer Seminar will be held in Boston, Massachusetts, from June 14 until July 3, 1980. Applications should be received by the Victo-

rian Society by February 3, 1980. The seminar tuition of \$600 includes accommodations in Boston and the cost of bus transportation and admission fees while touring. (Transportation cost to Boston is not included.)

The American Seminar will concentrate on 19th-century architectural history, with complementary lectures on the decorative arts and the social and cultural history of the period. The format of the seminar will include lectures by prominent scholars and profes-

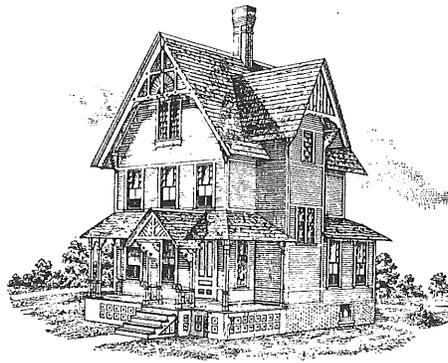
sionals on the various aspects of Victorian architecture and history, as well as tours of relevant areas and buildings in and around Boston. While the scope of the Summer Seminar will be national, the city of Boston will be a constant visual and intellectual resource. The seminar will be led by Richard Guy Wilson, Chairman of the Division of Architectural History and Preservation at the University of Virginia in Charlottesville.

The Sixth Annual Summer School in England will be held

from July 6 until July 26, 1980, and will take place in London, Birmingham, and Liverpool. Applications for the England Summer School should be received by February 13, 1980. The tuition of \$600 includes accommodations and breakfast in London, as well as admission fees and costs of transportation while touring. (Transportation to London is not included.)

The Summer School in England will concentrate on the history of Victorian architecture in Britain, with some consideration also given to Edwardian architecture and to the influences of these arts on American architecture. There will be lectures by leading scholars and experts in architecture and art and social and religious history. These will be complemented by visits to many of the major Victorian buildings and monuments in London, southern England, and the Midlands.

Applicants for either the American Summer Seminar or the Summer School in England should



have an interest and background in the history of architecture, the decorative arts, and culture of the 19th century. Professionals in art and architectural and social history, preservationists, volunteers, and graduate students are encouraged to apply. A few, limited scholarships are available.

*To request an application form, please write to The Victorian Society in America, East Washington Square, Philadelphia, PA 19106 or call (215) 627-4252.△*

—Bob Haynes

# 11593 STAFF

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