



Springfield Race Riot Reconnaissance Survey

Springfield, Illinois | August 2019



Front cover: A burned riot district, August 14, 1908. Photo: Unidentified photographer.
Back cover: East Madison Street, August 14, 1908. Photo: Unidentified photographer.

EXECUTIVE SUMMARY

This reconnaissance survey is a preliminary resource assessment of a site near Madison Street and the 10th Street Rail Corridor in Springfield, Illinois, associated with the 1908 Springfield Race Riot. This survey examines the likelihood that the study area would meet the four established criteria for inclusion in the national park system: national significance, suitability, feasibility, and need for direct National Park Service (NPS) management. Conclusions provided in reconnaissance surveys do not determine whether a study area is eligible for inclusion in the national park system. If a reconnaissance survey finds that a study area is likely to meet the NPS criteria for inclusion, then a special resource study may be recommended. Special resource studies are more detailed reports that provide Congress with critical information used in the process of designating new units of the national park system.

The study area examined in this reconnaissance survey contains the structural remains of five homes that were burned during the 1908 Springfield Race Riot. The resources were identified in 2014 by archeologists during phase II investigations for a Federal Railroad Administration project called the Carpenter Street Underpass Project. Following those investigations, the Federal Railroad Administration, along with the Illinois State Historic Preservation Office determined that the archeological site is eligible for listing in the National Register of Historic Places under both criterion A (associated with events that have made a significant contribution to the broad patterns of our history) and criterion D (yielded or may be likely to yield, information important in history or prehistory). The site was determined eligible under criterion A due to its association with the 1908 Springfield Race Riot; an event that served as the catalyst for the founding of the National Association for the Advancement of Colored People. The site was determined eligible under criterion D in part because it contains archeological deposits with excellent integrity that represent a significant alternative source of information about a community that was often portrayed unfavorably by contemporary sources. Given this determination, the National Park Service believes the site is likely to be found nationally significant if further evaluated against national historic landmark criteria.

A preliminary evaluation of suitability finds that the study area offers a unique opportunity to interpret the founding of the National Association for the Advancement of Colored People as well as expand the narrative about racial violence at the turn of the 20th century and provide a snapshot of a diverse neighborhood as it existed at the time of the 1908 Springfield Race Riot. This reconnaissance survey also concludes that the study area is likely to be found feasible for inclusion in the national park system. There are a range of potential roles the National Park Service could have at the site. The small size of the study area, along with its proximity to civic centers and other national park system units indicate that management needs would likely be minimal.

Since reconnaissance surveys cannot provide a full analysis of resource protection and management possibilities at the site. The National Park Service recommends that a special resource study be conducted to further evaluate the possibility of including the site in the national park system. A special resource study should be authorized to more thoroughly evaluate the criteria for inclusion, to develop management scenarios for the site, and to engage the public on potential NPS management.

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INTRODUCTION

In October 2018, Illinois 13th District Representative Rodney Davis sent a letter to acting National Park Service (NPS) Director P. Daniel Smith requesting that the National Park Service conduct a reconnaissance survey of a site near Madison Street and the 10th Street Rail Corridor in Springfield, Illinois, associated with the 1908 Springfield Race Riot.¹ The Midwest Regional Office of the National Park Service was tasked with preparing this reconnaissance survey to determine whether the study area in Springfield is likely to meet congressionally established criteria for inclusion in the national park system, if further studied.

A study team for the reconnaissance survey was established in January 2019. Team members traveled to Springfield in April to examine the site and meet with archeologists, members of the National Association for the Advancement of Colored People (NAACP), and local officials. The team visited the site and other locations around Springfield where the story of the 1908 Springfield Race Riot is exhibited or memorialized, including the Old State Capitol, Bicentennial Plaza, and Union Square Park.

Objectives and Scope of Study

Whereas special resource studies definitively determine whether a site is eligible for inclusion in the national park system and require specific authorization from Congress, reconnaissance surveys are authorized cursory investigations that gather information on potential study areas and assess the likelihood that they would meet the established criteria for inclusion in the national park system. Conclusions provided in reconnaissance surveys do not determine whether a study area is eligible for inclusion in the national park system. If a reconnaissance survey finds that a study area is likely to meet NPS criteria, then a special resource studied may be recommended.

The objective of this reconnaissance survey is to provide a brief overview and analysis of the study area near Madison Street and the 10th Street Rail Corridor in Springfield, Illinois, associated with the 1908 Springfield Race Riot to determine whether it might qualify for inclusion in the national park system if further examined in a special resource study.

1 Appendix A.

Criteria for Inclusion in the National Park System

There are four criteria, outlined in NPS *Management Policies 2006* section 1.3, that are used to determine whether a site may be eligible for inclusion in the national park system.² This report provides a cursory examination and analysis of the study area in Springfield based on those four criteria:

National Significance. An area is determined nationally significant by NPS professionals in consultation with subject-matter experts and scholars. The National Park Service has established that an area may be considered nationally significant if it meets four criteria:

1. It is an outstanding example of a particular type of resource.
2. It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of American heritage.
3. It offers superlative opportunities for public enjoyment or for scientific study.
4. It retains a high level of integrity as a true, accurate, and unspoiled example of a resource.

National significance for cultural resources is evaluated by applying the national historic landmark (NHL) criteria contained in 36 *Code of Federal Regulations* (CFR) Part 65.4.³

Suitability. A study area may be found suitable if it contains a resource type that is not sufficiently represented in the national park system or adequately represented and protected by other public or private entities. Adequacy of representation is determined on a case-by-case basis by comparing the resource type, quality, and quantity, along with the combination of resources present.

In addition to resource conservation, the fundamental purpose of all parks in the national park system is to provide for public enjoyment. Potential for public enjoyment is therefore factored into the suitability of each study area considered for inclusion in the national park system. The preferred forms of public enjoyment are found at sites that foster an understanding of and appreciation for park resources and values, or sites that promote enjoyment through a direct relation, association, or interaction with park resources.

Feasibility. To be considered feasible, a study area must be of sufficient size and appropriate configuration to ensure sustainable protection of its resources and to accommodate public enjoyment. A study area should also be capable of efficient administration at a reasonable cost.

When determining feasibility, there are additional factors to consider such as land ownership patterns, access, current and potential threats to the resources, and staff or development requirements.

2 Appendix B.

3 Appendix C.

Need for Direct NPS Management. Evaluation of management options for a potential new unit of the national park system must demonstrate that direct NPS management is the superior alternative. Even if a study area meets the criteria for national significance, suitability, and feasibility, it may not be recommended as an addition to the national park system.

There are many excellent examples of important natural and cultural resources that are successfully managed by other entities. There are also opportunities for study areas managed by non-NPS entities to partner with the National Park Service and receive an alternative status such as affiliated area or commemorative site. Affiliated areas are nationally significant sites that do not require direct NPS management but may benefit from cooperative agreements with the National Park Service to protect resources and establish educational and interpretive facilities and programs. Commemorative sites are similar to affiliated areas although they do not require strict adherence to NPS policies.



Remains of a black family's residence at 9th and Madison. Photo: Virgil Davis Collection.



Tree where Burton was hanged by mob. Photo: Unidentified photographer.

HISTORIC CONTEXT

AND DESCRIPTION OF THE STUDY AREA

Historic Context

Background

In an 1838 address, Abraham Lincoln warned that “. . .whenever the vicious portion of population shall be permitted to gather in bands of hundreds and thousands, and burn churches, ravage and rob provision-stores . . .and hang and burn obnoxious persons at pleasure and with impunity, depend on it, this government cannot last.”⁴

Twenty-five years later, the issuing of the Emancipation Proclamation and the end of the Civil War prompted a nationwide effort to improve race relations and rebuild the South. The decade following the war was marked by rapid social and economic change with African Americans holding positions in all levels of government and declaring economic independence. That sudden progress during the Reconstruction period triggered backlash from white Americans and immigrants who reacted with anti-black “Jim Crow” legislation and violence that would persist well into the 1900s and have long-lasting impacts.

Between 1890 and 1910, there were approximately 1,970 recorded lynchings of African Americans in the United States.⁵ Many of those lynchings took place as a result of race riots (large racial terror events where white mobs violently targeted black communities). Race riots were periodic occurrences throughout the nation, which arose before the Civil War but became more common after emancipation.⁶

Acts of racial terror were typically associated with the American South despite being a national phenomenon. At the turn of the 20th century, the State of Illinois appeared to have relatively calm race relations. In 1905, the state passed an act that made both mob violence and lynchings felonies in the state that was home to the Great Emancipator, Abraham Lincoln.⁷ Still, Illinois would become the site of three of the worst race riots in US history: the Springfield Riot of 1908, East St. Louis Riot of 1917, and the Chicago Riot of 1919.

4 Abraham Lincoln, “Address before the Young Men’s Lyceum of Springfield, Illinois” (speech, Springfield, IL, January 27, 1838).

5 Douglas O. Linder, “Lynchings: By Year and Race,” UMKC School of Law, www.famous-trials.com/sheriffship/1084-lynchingsyear.

6 Ann V. Collins, *All Hell Broke Loose: American Race Riots from the Progressive Era through World War II*, ABC-CLIO, 2012, 1–2.

7 “An act to suppress mob violence” (Laws of the State of Illinois, Springfield, IL 1905), 190–192.

Many African Americans migrated to the North at the turn of the 20th century in search of jobs and opportunities, known as the Great Migration. The influx of migrants from both the American South and Europe increased economic competition and disrupted social order in several northern towns, including Springfield, Illinois. White residents in Springfield perceived the growing population as a threat to their economic and political stability and placed most of the blame on African American residents. The *Springfield Press* further strained race relations by printing racially incendiary stories. In August 1908, matters reached a peak when rioting broke out after two African American men were arrested and placed in the Sangamon County Jail.

The two men were 17-year-old Joe James and 36-year-old George Richardson. James was a transient from Alabama who moved to Springfield in search of work. He arrived in June 1908 and was arrested for vagrancy his second day there.⁸ At the county jail, James quickly earned the trust of the guards who let him run errands for them around town. On his first trip, James entered a saloon to play piano and drink and failed to return to the jail. That night, a white mining engineer named Clergy Ballard was killed in an altercation with a man who broke into his home and fell asleep on the floor of his daughter's room. The next morning, James was found sleeping on the side of a street a few blocks away from Ballard's home and was charged for the crime without clear evidence.⁹

George Richardson was a Springfield resident and the grandchild of William Fleurville, a successful barber who had been an acquaintance of Abraham Lincoln. Richardson worked as a brick carrier at construction sites. He was accused of sexually assaulting a white woman named Mabel Hallam on August 13, 1908, at her home. Richardson was working on the remodel of a nearby building at the time of Hallam's alleged attack. When Hallam reported the crime the next day, she reasoned that the only potential suspects would be the men who were working on the building near her house. Police gathered the men for a lineup and Hallam tentatively identified Richardson as her attacker.¹⁰

The Race Riot

News spread quickly of Mabel Hallam's alleged assault and a crowd of mostly young, white men began to form outside the county jail around noon on Friday, August 14, 1908, demanding that Joe James and George Richardson be lynched.¹¹ Fearing that the growing mob would wreak havoc on the jail, County Sheriff Charles Werner decided to move the two inmates to a jail in Bloomington about 60 miles away. By 7:00 p.m., a local restaurant owner named Harry Loper drove the two men to a train in Springfield that safely carried them to Bloomington.

The mob erupted when they learned that the two inmates had been escorted by Harry Loper to Bloomington. Shortly thereafter, someone in the mob shouted, "On to Loper's!" which prompted

8 "Springfield's Police Checked with Authorities in the Cities James Had Lived in and Could Find No Evidence of a Criminal Record for Him," *Illinois State Journal* (Springfield, IL), Jul. 6, 1908.

9 Roberta Senechal de la Roche, *In Lincoln's Shadow: The 1908 Race Riot in Springfield Illinois* (Carbondale, IL: Southern Illinois University Press, 2008), 19.

10 *Ibid.*, 26.

11 E. L. Rogers, "A Review of the Springfield Riot: The Alleged Cause and the Effect," *The Colored American Magazine*, February 1909.

the crowd to head to Harry Loper’s restaurant at the corner of Fifth and Monroe. Around 8:00 p.m., the mob ransacked Loper’s restaurant and set his car on fire. The mob spent nearly an hour looting and setting fire to Loper’s property before heading to the Levee to continue their rampage. The Levee was an area along Washington Street between 7th and 9th Streets lined with African American- and Jewish-owned businesses. By the time the rioters reached the Levee, most African American residents had left town or found shelter elsewhere.¹² The few who remained stayed to defend their property, stationing themselves in second-floor apartments and firing shots into the crowd to ward off rioters. Despite their efforts, rioters returned fire and looted most of their stores. The mob would spend nearly two hours attacking businesses in the Levee.¹³

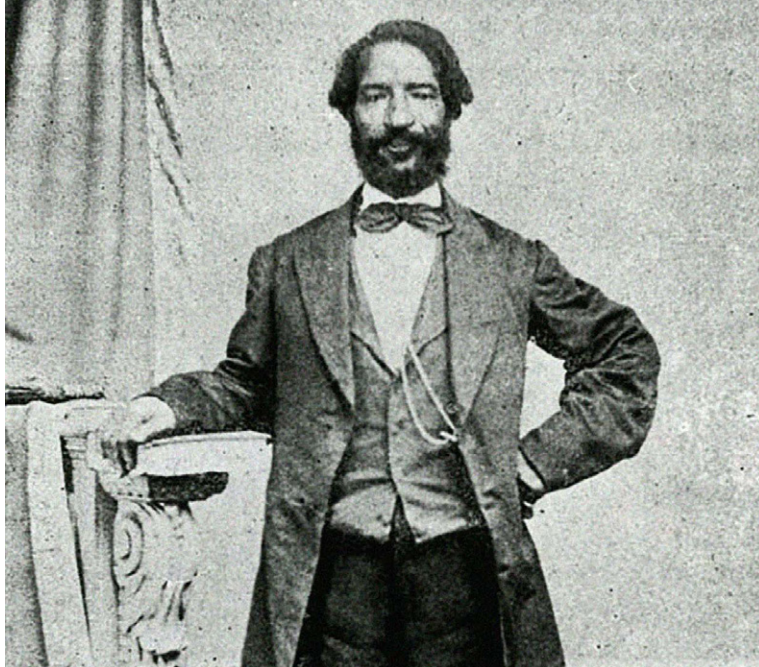


Site of Scott Burton lynching. Photo: National Museum of African American History and Culture.

When rioters reached the east end of the Levee around 11:00 p.m., they decided to head north on 9th Street to the “Badlands,” a black neighborhood just northeast of the Levee. Rioters began burning homes in the neighborhood at 9th and Madison. From there, they fanned out and burned at least two dozen homes and businesses over the course of three hours. At 2:00 a.m., rioters were met by Scott Burton: a 56-year-old African American barber who stayed behind to protect his home. As rioters approached his house, Burton realized that he would not be able to defend his home, so he tried to escape through his backyard. Some rioters spotted Burton trying to escape and began pummeling him mercilessly. They dragged his body into the street and hung him from a dead tree. Rioters mutilated his body until militia reinforcements arrived around 2:30 a.m. and effectively put an end to the first day of violence in Springfield.

¹² Senechal de la Roche, 31.

¹³ *Ibid.*, 30–35.



William Donnegan. Photo: Abraham Lincoln Presidential Library.

The city remained quiet as more state militia arrived the next morning. The governor designated the state arsenal as a temporary refuge for black residents and positioned troops near the State Capitol and in areas that were targeted the night before. Around 7:00 p.m. that day, crowds started to gather again downtown. By 7:30 p.m., two mobs had formed in an African American neighborhood on the southeast side of town. Militia were promptly sent to areas where mobs were forming and dispersed the crowds. That Saturday, the conditions in Springfield were such that mobs would gather wherever there was an opportunity.

At some point, a mob gathered outside the home of William Donnegan. Donnegan was an 80-year-old retired shoemaker who had made shoes for Abraham Lincoln and served as an Underground Railroad operative. Donnegan and his family lived at the corner of Spring and Edwards Streets in a middle-class white neighborhood near the state capitol. William Donnegan, who was black, was married to a white woman, Sarah Rudolph Donnegan, and was quite prosperous, which is believed to be the reasons he was targeted by the mob.¹⁴ Eventually, on that Saturday, men from the crowd that was gathered outside of Donnegan's house escorted him to his front yard, beat him with bricks, and cut his throat with a razor. They then dragged him across the street to a school yard, tied a clothesline around his neck, and attempted to hang him from a maple tree. Militia troops found Donnegan shortly thereafter and carried him to St. John's Hospital where he died the next day.

14 "Lincoln's Springfield: The Underground Railroad Part 2," *For the People: A Newsletter of the Abraham Lincoln Association* 8, no. 2 (Summer 2006): 2.

The Aftermath

The 1908 Springfield Race Riot was covered extensively in both the local and national press. Newspapers recounted the events in great detail and postcards circulated with pictures of the destruction. Then Illinois Governor Charles Deneen became one of the first to respond to the riot, publicly condemning the mob violence and urging the community to restore law and order. The local press simultaneously praised rioters for addressing the “black problem” in Springfield, though they would eventually shift the blame to rowdy, lower-class whites in an attempt to repair the image of upper-class residents.¹⁵

One of the most influential articles to come from the riot was “The Race War in the North” by William English Walling. Walling was a white civil rights activist and journalist from Chicago who traveled to Springfield to report on the riot. While in Springfield, Walling quickly discovered the bias in the local press and began to understand how widespread anti-black sentiments were. Walling realized that a riot like the one in Springfield could break out at any moment, anywhere in the country. Understanding the urgency of the situation, Walling concluded his article on the Springfield riot by asking, “. . .who realizes the seriousness of the situation, and what large and powerful body of citizens is ready to come to [the race’s] aid?”¹⁶

His call to action captured the attention of civil rights leaders across the nation, including Mary White Ovington. Ovington was a white suffragist and journalist in New York who initiated the push to create a unified civil rights organization after reading Walling’s article. She invited Walling and others to New York to help draft a formal call to action and began laying the foundation for what would become the NAACP.

The NAACP was founded on February 12, 1909. That day was purposefully chosen because it was the centennial of Abraham Lincoln’s birth. The riot in Springfield gained national attention in part due to the city’s association with President Lincoln, helping to emphasize how poor race relations were a century after Lincoln’s birth. The creation of the NAACP in 1909 helped define a new century of actively working to improve race relations and preventing events like those in Springfield from happening again.

One of the founding members of the NAACP, Ida B. Wells-Barnett, was particularly moved by the riot in Springfield. Wells-Barnett was the outspoken leader of the anti-lynching campaign and a resident of Illinois at the time of the 1908 Springfield Race Riot. Her home in Chicago is now recognized as a national historic landmark. Wells-Barnett helped establish the NAACP and strengthen advocacy for the anti-lynching campaign in 1909. At the first national conference of the NAACP, Wells-Barnett presented a speech titled “Lynching: Our National Crime,” in which she made reference to the 1908 Springfield Race Riot. She would go on to establish another organization in 1910 in response to the Springfield riot, the Negro Fellowship League, whose mission was to provide community support and employment assistance for black migrants from the South, like Joe James.

15 Roberta Senechal de la Roche, In *Lincoln’s Shadow: The 1908 Race Riot in Springfield Illinois* (Carbondale, IL: Southern Illinois University Press, 2008), 47–48.

16 William English Walling, “The Race War in the North,” *The Independent* (New York, NY), Sep. 3, 1908.

Description of the Study Area

The study area examined in this reconnaissance survey is on the west side of the 10th Street Rail Corridor between Mason and Madison Streets. The study area is approximately a half acre and is generally bounded by Mason Street to the north, the 10th Street Rail Corridor to the east, Madison Street to the south, and surface-level parking for St. John’s Hospital to the west. Most of the devastation associated with the 1908 Springfield Race Riot was concentrated in an area between Mason and Madison, and 9th and 12th Streets in the “Badlands” neighborhood.

The study area is in an urban section approximately five blocks north of the Lincoln Home National Historic Site and two blocks east of the Abraham Lincoln Presidential Library. St. John’s Hospital recently constructed a new health clinic adjacent to the study area that features an exhibit and healing garden, both of which are dedicated to the victims of the 1908 Springfield Race Riot and to those who provided care.

The 1908 Springfield Race Riot took place over the course of a weekend, with most of the physical destruction taking place Friday, August 14, 1908, in the Levee and Badlands neighborhoods. Rioting in the Badlands commenced at the corner of 9th and Madison Streets, on the same block as the study area that is the subject of this reconnaissance survey. Since the study area was one of the first places targeted by rioters in the Badlands, the area experienced a significant amount of devastation.

Within the study area are seven house foundations, and of these, five exhibited evidence of being burned during the 1908 race riot. These five foundations form an archeological site, referred to as “the site” that has been the subject of recent archeological investigation. Backyards, and even some portions of these homes, remain buried under the hospital parking lot.



Partial view of the site during archeological investigations. Photo: NPS.

Archeological resources in the study area are currently exposed as archeologists’ complete phase III data recovery for an ongoing Federal Railroad Administration (FRA) railway expansion project. Interpretive panels have been temporarily installed across the site to engage the public with the resources and the story of the 1908 Springfield Race Riot while the excavations take place. The project will widen the railway next to the site and impact four of the five foundations at the site, though not to a degree that will jeopardize the integrity of the resources.



Archeological site. Photo: Fever River Research.

While this neighborhood that was destroyed as a result of the 1908 Springfield Race Riot was not wealthy, new research from recent archeological investigations shows that it was more socially and economically diverse than was commonly assumed. Buttons found in one of the homes suggest that a resident was a motorman for the city's electric streetcars, a skilled and coveted position. Other fragments discovered include those of a ceramic toilet, indicating the presence of indoor plumbing, and those of a rosary cross, suggesting that those who lived at the site were religious.¹⁷

During the first night of rioting, William Smith, an elderly invalid who lived in the house at the northwest corner of Madison and 10th Streets, was dragged from his home, savagely beaten, and tied to a telegraph pole.¹⁸ The decorative brick walkway at the house William Smith occupied is a landscape detail that suggests attention to appearances and a sense of pride by neighborhood residents. As additional data accumulates, the people impacted by the riot come into focus and it becomes clear that this terrible event uprooted entire, innocent families.

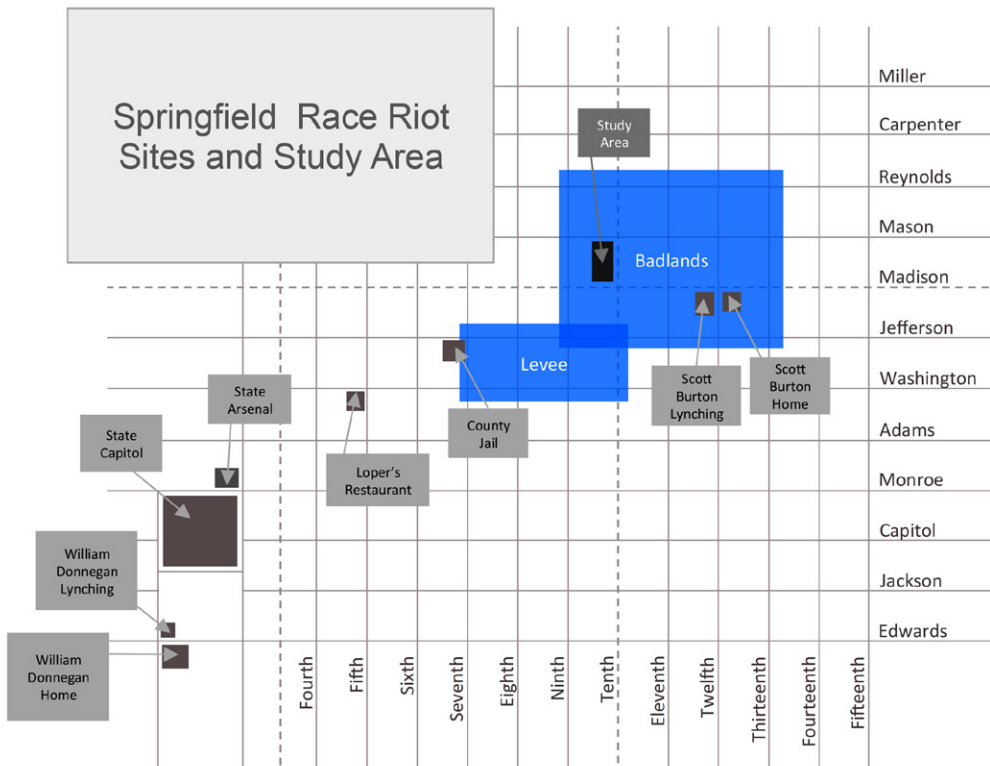
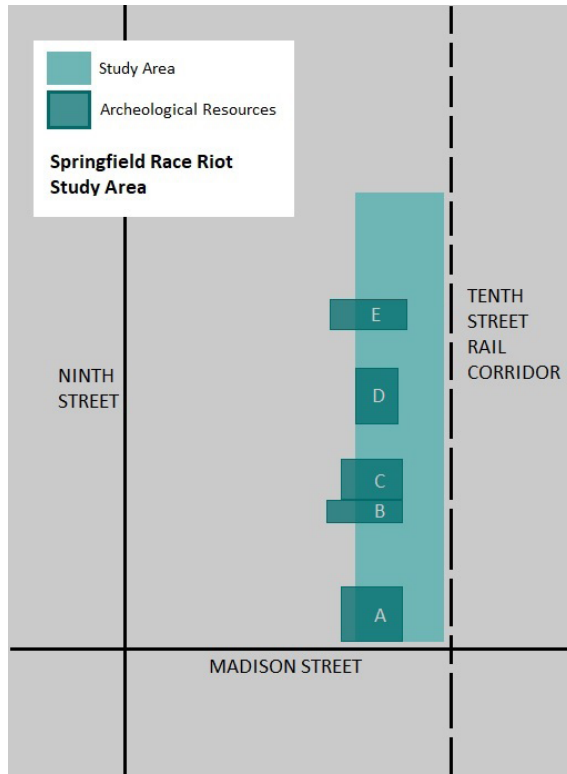
After the riot, the residential fabric of the Badlands neighborhood was never rebuilt in its original context. A portion of the land became commercial space, while the majority of the land was cleared for the creation of the John Hay Homes—a 600-unit public housing complex built in 1940.

Immediately following the riot, the study area remained vacant for several years, serving as an open landfill.¹⁹ The study area was capped during the 1920s and leveled off, likely for the construction of a warehouse for the Barker Lubin Lumber Company. Sometime in the late-20th or early-21st century, St. John's Hospital purchased the study area and converted it into a surface parking lot. The resources in the study area remained buried until 2014 when archeologists with Fever River Research excavated the site as part of compliance for the FRA railway expansion project. During the 2014 excavation, archeologists discovered seven foundations, five of which were burned during the 1908 Springfield Race Riot. Those five foundations and associated artifact assemblages, are the last known physical remains of buildings that were directly impacted by the 1908 Springfield Race Riot.

17 Floyd Mansberger and Christopher Stratton, "Results of Phase II Archeological Investigations of Sites 11SG1432 and 11SG1433 for the Proposed Carpenter Street Underpass, Springfield Rail Improvements Project, Springfield, Illinois," (Springfield, IL: Fever River Research), 2016.

18 *Ibid.*, 275.

19 *Ibid.*, 92.



Maps: NPS.

PRELIMINARY EVALUATION

OF RESOURCE SIGNIFICANCE

Introduction

National significance for cultural resources is evaluated by applying NHL criteria contained in 36 CFR Part 65.²⁰ National historic landmarks are buildings, sites, districts, structures, and objects designated by the Secretary of the Interior as possessing national significance under at least one of six criteria:

1. an association with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad patterns of US history and from which an understanding and appreciation of those patterns may be gained; or
2. an association importantly with the lives of persons nationally significant in the history of the US; or
3. a representation of some great idea or ideal of the American people; or
4. an embodiment of the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or
5. are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or
6. have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the US Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts, and ideas to a major degree.

National historic landmarks must also retain a high degree of integrity in location, design, setting, materials, workmanship, feeling, and association.

Integrity of archeological resources hinges on the research potential of their undisturbed deposits. NHL criterion 6 was developed specifically to recognize archeological resources, all of which must be evaluated under this criterion. Justification of significance under criterion 6 must detail what nationally significant information the site is likely to yield and whether the information already produced is nationally significant.

20 Appendix C.

National Significance Analysis

The significance of the archeological site near Madison Street and the 10th Street Rail Corridor was evaluated against National Register of Historic Places (NRHP) criteria following phase II investigations for the FRA project. The Federal Railroad Administration determined, in concurrence with the Illinois State Historic Preservation Office (SHPO), that the archeological site is eligible for listing in the National Register of Historic Places under NRHP criterion A and criterion D. Criterion A applies to properties that are significant for their association or linkage to events important in the past, and criterion D applies to properties, typically archeological sites, significant for their ability to yield important information about prehistory or history. The site in Springfield was found to be eligible under criterion A at the local and national level for its association with the 1908 Springfield Race Riot, and eligible under criterion D at the local level for containing intact cultural deposits that have the potential to yield information that could substantially contribute to our understanding of past lifeways in Springfield.²¹

To meet NHL criterion 1, the events associated with the property must be outstandingly represented by that property and the events be related to the broad national patterns of US history. Thus, the property's ability to convey and interpret its meaning must be strong and definitive and must relate to national themes.

Properties considered for national significance under NHL criterion 1 can be associated with either a specific event marking an important moment in US history or with a pattern of events or a historic movement that made a significant contribution to the development of the United States. The 1908 Springfield Race Riot was a seminal event in the city's history, which became nationally important for its role in the formation of the NAACP. The riot prompted direct action by many civil rights leaders and drew national attention to acts of racial terror. Racial violence in the North typically did not receive press attention. The 1908 Springfield Race Riot drew a national audience primarily because it occurred in Abraham Lincoln's hometown a few months prior to the centennial of his birth. The association with Lincoln helped activists further illustrate how little race relations had advanced since emancipation, and emphasize the need for a unified civil rights organization. Ida B. Wells-Barnett, leader of the national anti-lynching campaign and a founding member of the NAACP, made several references to the Springfield race riot in her work, including in her well-known speech titled "Lynching Our National Crime."

The race riot was representative of a national pattern of racial terror events that occurred in the late 19th and early 20th centuries. The burned remains of the houses at the site are a rare and evocative survival from a race riot and are representative of the core of the event. There were dozens of race riots in America during the late 19th and early 20th centuries, and even more incidences of lynching. Few examples of buildings and landscapes with integrity to the events of a race riot or lynching have been listed in the National Register of Historic Places or documented as national historic landmarks for their association with racial terror.

Regarding the integrity of the site in relation to NHL criterion 1, the burned remains of homes and other archeological resources that have been excavated retain a high degree of integrity in location, feeling, and association with the 1908 Springfield Race Riot.

21 Appendix E.

NHL criterion 6 was developed specifically to recognize archeological resources, all of which must be evaluated under this criterion. Justification of significance under criterion 6 must detail what nationally significant information the site is likely to yield and whether the information already produced is nationally significant. Integrity of archeological resources hinges on the research potential of their undisturbed deposits.

The resources found at the site also have the potential to answer several research questions, in a national context, if systematically examined. Since the 1908 Springfield Race Riot is emblematic of similar events from the time period, the site may provide a significant alternative source of information about communities that were often targeted by mobs during race riots, which were largely mischaracterized in contemporary written sources. Research questions to be addressed include: “What were the living standards of the occupants at the time of the riot?”; “Do the houses deserve the characterization as ‘shanties’ or ‘huts,’ as so labeled by contemporary sources?”; and “To what degree do the material remains challenge or support contemporary accounts of African American living standards in the Badlands?”²²

Assessment of integrity for properties considered under criterion 6 is based on the property’s professionally demonstrated intactness of archeological deposits and features. Undisturbed deposits adjacent to the site retain the potential to yield valuable information.²³ That the properties were destroyed in the riot and never reoccupied freezes the remains in time. Portions of each property, including rear yards and associated privies, remain undisturbed and are likely to yield new information about the living standards of the occupants. Forthcoming archeological information from the phase III data recovery project may aid in the assessment of the potential for the site to yield information of national importance. The FRA project will widen the railway next to the site and impact four of the five foundations, though not to a degree that will jeopardize the integrity of the resources.

Need for Further Context and Analysis

Sites that are eligible for designation as national historic landmarks are often identified through theme studies. Theme studies are an effective way of identifying and nominating properties because they provide a comparative analysis of similar sites, and comparative analysis is needed in NHL documentation.

The 2008 NPS document *Civil Rights in America: A Framework for Identifying Significant Sites* was created to assist in identifying significant properties that illustrate the national civil rights story. The framework recognizes broad themes in the civil rights story; the individuals, places, and events that represent those themes; and evaluates how related sites are represented and recognized. The NAACP is identified as a nationally significant civil rights organization, and lynching is recognized in the framework under the broad theme of criminal injustice. Of national historic landmarks listed at the time of publication related to the theme of criminal injustice, which includes racially motivated killing and lynching, none were related to racial terror.

The 1908 Springfield Race Riot is widely credited as the impetus for the formation of the NAACP. If the site in Springfield is to be considered potentially nationally significant under criterion 1 for its

22 Floyd Mansberger, “Phase III Data Recovery Plan (DRP) for National Register Eligible Archeological Sites Located Within the Carpenter Street Underpass Project Area, Springfield, Sangamon County, Illinois,” Springfield, IL: Fever River Research.

23 Appendix E.

association with the formation of the NAACP, then further study should assess other sites associated with the formation and work of the NAACP in a comparative analysis. If the site is considered to be nationally significant as a national historic landmark under criterion 1 for outstandingly representing the broad pattern of racial terror in the late 19th and early 20th centuries, then comparable sites should be identified and analyzed. While much important scholarly work has been done on the history and context of documented race riots, little work has focused on the physical remains of those events. An NHL theme study investigating the sites and landscapes that remain from race riots in their wider national context would be critical in identifying nationally significant sites that represent this part of US history, and in verifying that the Springfield site contains resources of exceptional value.

If the site is to be considered to be nationally significant under criterion 6, then a comparative analysis of the physical remains and landscapes associated with race riots from the late 19th and early 20th centuries is needed. As noted above, an NHL theme study of comparative sites should be undertaken. As noted above, information from the phase III archeological investigations may aid in the assessment of the potential for the site to yield information of national importance.

Documentation of the site in a NRHP nomination or NHL documentation is recommended to fully evaluate the resources and the aspects of potential national significance. Further study could also examine other sites in Springfield associated with the 1908 race riot to determine if they could be considered nationally significant.

Conclusion

The archeological site near Madison Street and the 10th Street Rail Corridor in Springfield was determined to be eligible for the NRHP by the FRA in consultation with the Illinois SHPO. The site was determined eligible under criterion A at both the local and national level of significance for its association with the 1908 Springfield Race Riot—an event that served as the catalyst for the formation of the NAACP. The site was also determined eligible under criterion D at the local level of significance for containing resources that have the potential to possess information that could substantially contribute to our understanding of past lifeways in Springfield.

Given the FRA and SHPO determination, the archeological site is likely to be found nationally significant under NHL criterion 1 if fully evaluated for its association with an event that was the impetus for the founding of the NAACP. It may also be considered nationally significant under criterion 1 as an exceptional remnant of a pattern of events in history that has largely been erased from the physical landscape—race riots in America from the late 19th and early 20th centuries. To investigate the physical remains and landscapes associated with race riots in America from the late 19th and early 20th centuries, a comparative analysis is needed.

While the archeological site in Springfield was determined to be eligible for inclusion in the national register, further study in the form of a NHL theme study and special resource study is needed to determine whether the site could be considered nationally significant under criterion 6. Further information about the site from phase III archeological investigation and assessment to determine the boundaries of the unexcavated surrounding resources would be necessary information in determining whether the site could meet NHL criterion 6.

PRELIMINARY EVALUATION OF RESOURCE SUITABILITY

Introduction

To qualify as a potential addition to the national park system, a site that is found to be nationally significant must also meet the criterion for suitability. According to *NPS Management Policies 2006*, a site is considered suitable if it, “represents a natural or cultural resource type that is not already adequately represented in the national park system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector.”²⁴ Adequacy of representation is determined by comparing the potential addition to comparably managed areas that contain the same resource type while considering differences in character, quality, quantity, or combination of resource values, as well as opportunities for public enjoyment. Evaluating comparable sites provides insight into whether the proposed addition would expand, enhance, or duplicate resource protection or visitor use opportunities found in areas that are already managed by the National Park Service.

While a special resource study would provide a comprehensive analysis of comparably managed areas, a reconnaissance survey provides a cursory identification of similar resources in order to determine the likelihood that a proposed addition would be found suitable for inclusion, should a special resource study be undertaken.

Since the study area in Springfield, Illinois, is likely to be found to be nationally significant for its association with an event that served as the catalyst for the creation of the NAACP, sites associated with the founding of the NAACP and other civil rights organizations will be identified in this survey. Given that the study area could be found nationally significant for containing resources that are outstandingly representative of mass racial violence at the turn of the 20th century, sites associated with late 19th and early 20th century race riots will be identified as well.



Photo: Abraham Lincoln Presidential Library.

24 See appendix B for the full text of the criteria for Inclusion.

Comparable Sites

Harpers Ferry National Historical Park

Harpers Ferry, West Virginia

In 1905, W. E. B. Du Bois gathered a group of men in Buffalo, New York, to hold the inaugural meeting of the Niagara Movement—a civil rights organization that preceded the NAACP. The men were refused accommodations in Buffalo so they convened in nearby Fort Erie, Ontario, instead. The organization held its first official meeting in the United States a year later at Storer College in Harpers Ferry, West Virginia. The meeting in Harpers Ferry was a four-day conference that Du Bois would later recall, “one of the greatest meetings that American Negroes ever held.”²⁵ The campus where the meeting took place is in Harpers Ferry National Historical Park in West Virginia and is protected by the National Park Service. The park actively works with the local NAACP branch, community churches, and the Harpers Ferry Historical Association to celebrate the Niagara Movement. Each August, the park commemorates the Niagara Movement with an educational program and pilgrimage to John Brown’s Fort.

United Charities Building

New York, New York

The National Negro Committee was the group of progressives that formed in response to the 1908 Springfield Race Riot. The committee, which would later become the NAACP, held its first annual conference on May 31 and June 1, 1909, at the United Charities Building in New York.²⁶ The meeting, which consisted of several sessions aimed at refuting the belief in black inferiority, was attended by 300 people. Ida B. Wells-Barnett presented her speech that referenced the 1908 Springfield Race Riot, “Lynching Our National Crime,” at this conference. The United Charities Building in New York has since been designated a national historic landmark for its association with the Charity Organization Society, a private charity that promoted progressive social welfare policies. The building was designed exclusively to house charitable organizations, and continues to do so today. The building is not open to the public.

Carter G. Woodson Home National Historic Site

Washington, D.C.

Carter G. Woodson was a journalist and scholar whose work focused on African American history. In 1915, Woodson founded the Association for the Study of African American Life and History, an organization dedicated to the promotion and study of African American history. The association helped establish “Negro History Week” in 1926—an annual celebration that has since been expanded to the entire month of February. Woodson’s home in Washington, D.C., served as the headquarters for the association from 1922 until 1971. Carter G. Woodson Home National Historic Site preserves Woodson’s home and office in Washington, D.C., and interprets the life and history of Woodson as well as the achievements of the association for the Study of African American Life and History.

25 W. E. B. Du Bois and Nathan Irvin Huggins, *Writings* (New York, NY: Viking Press, 1986), 618–619.

26 “Discuss American Negro.” *Evening Star* (Washington, DC), May 31, 1909.



Mary McLeod Bethune Council House NHS. Photo: Library of Congress.

Mary McLeod Bethune Council House National Historic Site

Washington, D.C.

Mary McLeod Bethune was an educator and civil rights activist during the early 20th century. In 1935, Bethune founded the National Council of Negro Women, an organization aimed at improving the lives of African American women. The Council House in Washington, D.C., served as the first national headquarters for the organization from 1943 until 1960, and was Bethune's home from 1943 to 1949. Mary McLeod Bethune Council House National Historic Site preserves this building and interprets the life and legacy of Mary McLeod Bethune as well as the National Council of Negro Women. The park also preserves and manages the National Archives for Black Women's History, a repository for the continued interpretation of the history and influence of African American women. Bethune's home in Florida, located on the campus of Bethune-Cookman University, has been designated a national historic landmark and is open to the public as well.

Ida B. Wells-Barnett House

Chicago, Illinois

Ida B. Wells-Barnett was a journalist, educator, and civil rights leader who led the national anti-lynching campaign. Wells-Barnett was a founding member of the NAACP, Alpha Suffrage Club, and National Association of Colored Women. In response to the 1908 Springfield Race Riot, Wells-Barnett also founded the Negro Fellowship League: a fellowship house and community center in Chicago that provided assistance to migrants from the south. Wells-Barnett's house in Chicago, where she lived from 1919 until 1930, was designated a national historic landmark in 1974. The house is privately owned and is not open to the public.



National Memorial for Peace and Justice. Photo: Sonia Kapadia.

Legacy Museum and the National Memorial for Peace and Justice

Montgomery, Alabama

In April 2018, the Equal Justice Initiative (EJI) opened the Legacy Museum and the National Memorial for Peace and Justice in Montgomery, Alabama. The Legacy Museum dramatizes the history of oppression and racial violence targeted at African Americans from slavery to mass incarceration. The National Memorial for Peace and Justice similarly chronicles the history of racial injustice, though it also features a monumental sculpture that recognizes the victims of racial terror lynchings in the United States. The comprehensive memorial is the first in the nation dedicated to African American victims of racial terror and violence. The museum and memorial are educational and commemorative sites that are not on a historic site known to be associated with racial violence.

The museum and memorial are managed by the Equal Justice Initiative and do not have an affiliation with the National Park Service. Each monolith at the memorial represents a county associated with racial terror lynchings. A duplicate has been made of each one so that every county may eventually claim theirs and erect a monument recognizing their history of racial terror. Many counties are already working with the Equal Justice Initiative to secure their monolith and create their own monument including Douglas County, Nebraska; Phillips County, Arkansas; and Sangamon County, Illinois.



The Elaine Massacre Memorial under construction. Photo: Elaine Massacre Memorial Committee.

Elaine Massacre Memorial

Helena-West Helena, Arkansas

On September 29, 1919, roughly 100 black farmers gathered at Hoop Spur Church near Elaine, Arkansas, to meet with union representatives. A few men were stationed outside the church guarding the meeting when shots were fired and a white man was killed. Many white farmers began to worry that black farmers were staging an uprising. Soon, hundreds of whites gathered in the Elaine area to attack any and every black person they saw. Governor Charles Brough requested federal troops be brought in to restore order, though they only aided the attack against the black community. Though exact numbers remain unknown, an estimated 200 people were killed during the violence in Elaine.

A nonprofit organization is currently creating a memorial to the massacre in a park across from the Phillips County Courthouse in the nearby city of Helena-West Helena. Its location is not known to be associated with the events of the massacre, but the nearby courthouse was where the initial trials of the 12 black men charged with murder as a result of the massacre were held. Many crucial details about the massacre are still unknown and the community remains divided about the story. Sites associated with the Elaine Massacre are currently being studied for potential inclusion in the national park system.

John Hope Franklin Reconciliation Park and Greenwood Cultural Center

Tulsa, Oklahoma

In May 1921, a black man in Tulsa was arrested for allegedly assaulting a white woman. At the time, Tulsa was home to one of the most prosperous black neighborhoods in the nation, the Greenwood District. When news spread of the incident in May 1921, a white mob gathered to destroy the Greenwood District. Though their rage was partially sparked by the purported crime, it was mainly fueled by their resentment toward the prosperity of the entire African American community. Thousands of white rioters gathered in the Greenwood District and destroyed homes and businesses over a period of three days. The magnitude of the attack was unlike anything the nation had ever experienced, many survivors even recall airplanes dropping fire bombs on the neighborhood. Over 2,000 properties were destroyed, 200 people were killed, and 10,000 were left homeless due to the violence.

The devastation was largely ignored by the press and denied by residents of Tulsa for years. The massacre resurfaced in the 1990s when the State of Oklahoma commissioned a full study of the event that revealed its true magnitude. Few resources associated with the riot have been identified, though archeological resources are likely to exist. The John Hope Franklin Reconciliation Park was completed in 2009 to memorialize the Tulsa Race Massacre and shine a light on the role African Americans played in building Oklahoma. The Greenwood Cultural Center is an organization that is currently working to preserve and educate the Tulsa community about the legacy of the Greenwood District. The National Park Service completed a reconnaissance survey for the 1921 Tulsa Race Riot in 2005.

Suitability Analysis

In their report *Lynching in America: Confronting the Legacy of Racial Terror*, the Equal Justice Initiative summarizes their research into existing memorials and monuments:

Very few public commemorations of African Americans' suffering during the post-slavery era exist today. Formal remembrances of national racial history tend to celebrate the civil rights movement's victories, focusing on individual achievements and success stories rather than reflecting on the deeply-rooted, violent resistance that upheld the racial caste system for so long. Honoring civil rights activists and embracing their successes is appropriate and due, but when they are not accompanied by meaningful engagement with the difficult history of systematic violence perpetrated against black Americans for decades after slavery, such celebrations risk painting an incomplete and distorted picture.²⁷

The study area in Springfield contains archeological resources that have the potential to expand resource protection and visitor use opportunities for sites associated with late 19th and early 20th century racial violence. While recognizing the national significance of the site as it relates to prompting the creation of the NAACP is necessary and important, the Equal Justice Initiative and others have emphasized the need to commemorate sites and events that shine a light on the history of systemic violence directed toward African Americans—a part of history that the study area in Springfield has the potential to address.

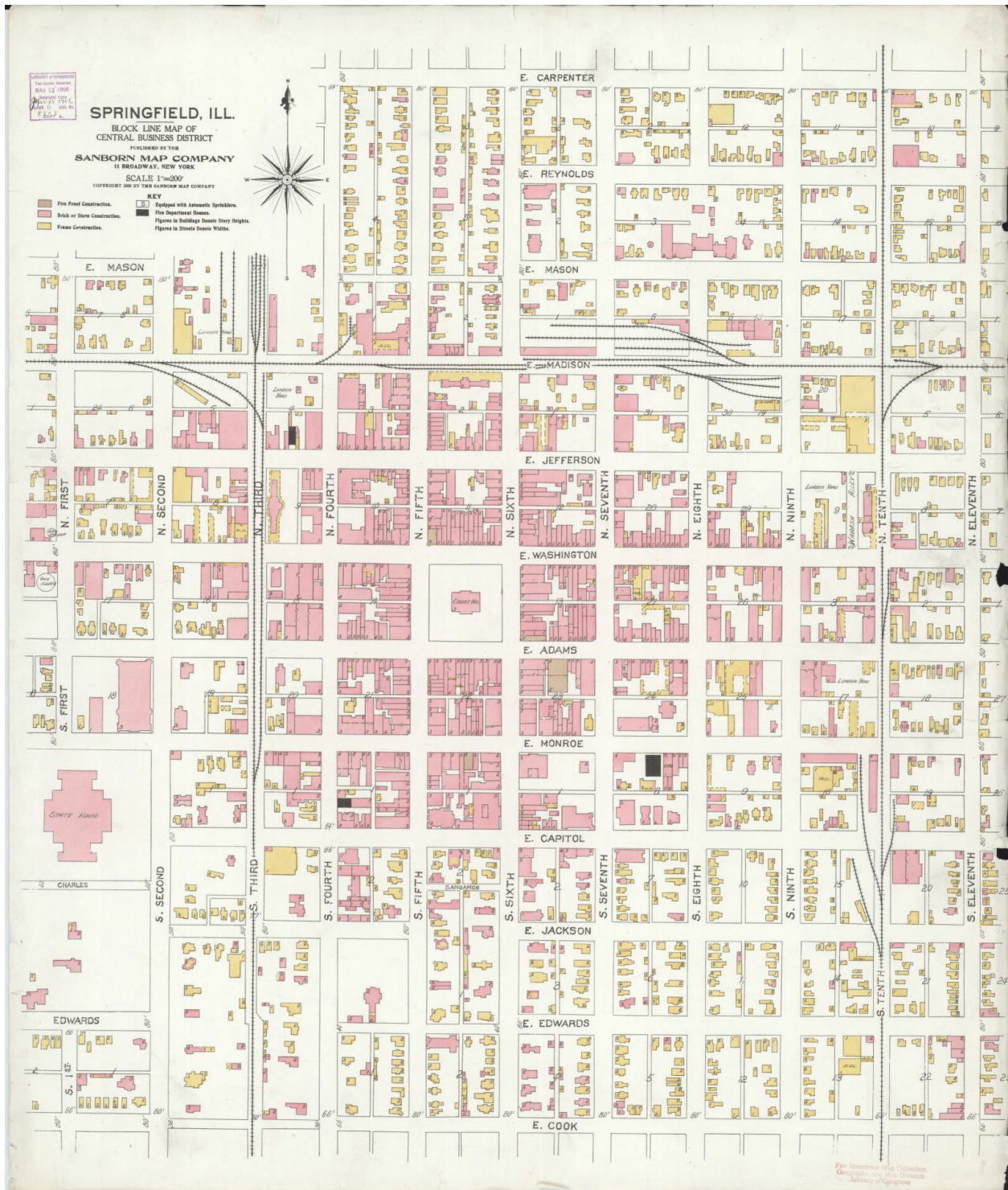
In the 2017 document *The National Park Service System Plan*, the National Park Service identified cultural resources and values that are underrepresented, in need of greater emphasis or redundancy, or missing within the national park system. Of the underrepresented themes in the document, two were identified that are applicable to the study area in Springfield—social organization history and African American history.

Conclusion

While there are sites managed by the National Park Service that protect stories and resources associated with the founding of other civil rights organizations, there are none that commemorate the founding of the NAACP. In regard to sites that contain resources associated with late 19th and early 20th century race riots, there are very few known to exist.

Based on this cursory inventory of sites that preserve similar resources inside and outside the national park system and a preliminary analysis of suitability, the resources and themes associated with the study area in Springfield are likely to be found suitable in a comparative analysis of similar sites managed by the National Park Service and others in a special resources study.

27 Equal Justice Initiative, "Lynching in America: Confronting the Legacy of Racial Terror," Third Edition. Montgomery, Alabama: Equal Justice Initiative, 2017, 53.



Sanborn Fire Insurance Map from Springfield, Sangamon County, Illinois, 1906. Image: Library of Congress.

PRELIMINARY EVALUATION OF RESOURCE FEASIBILITY

Introduction

To be considered a feasible addition to the national park system, a site must be of sufficient size and appropriate configuration to accommodate public use and ensure long-term protection of its resources. A potential new unit must also be capable of efficient administration by the National Park Service at a reasonable cost. These requirements are evaluated by considering a number of factors, including: size; boundary configurations; current and potential uses of the study area and surrounding lands; landownership patterns; public enjoyment potential; costs associated with acquisition, development, restoration, and operation; access; current and potential threats to the resources; existing degradation of resources; staffing requirements; local planning and zoning; the level of local and general public support; and the economic / socioeconomic impacts of designation as a unit of the national park system.²⁸

Reconnaissance surveys are preliminary resource assessments that do not include public comment or provide specific proposals for management. Therefore, some factors used to evaluate feasibility cannot be fully addressed in this report as they exceed the scope of the study.

Feasibility Analysis

Size and Boundary Configurations

The study area is approximately 0.5 acre bounded by Mason Street to the north, the 10th Street Rail Corridor to the east, Madison Street to the south, and surface-level parking to the west.

The study area is of sufficient size and appropriate configuration to adequately protect archeological resources and accommodate public access to and interpretive experiences with the resources. To provide visitor services and further protect archeological resources at the site, adjacent land may need to be acquired.

Current and Potential Uses of the Study Area

The site was undeveloped open space for many years. As a result of the railroad project, some of the site is being disrupted for rail lines, while the remainder is being preserved in place. Resources have been covered to ensure their protection while the City of Springfield and other organizations determine a path forward for preservation and memorialization at the site. Local officials believe that any potential use of the study area will involve constructing a memorial for the 1908 Springfield Race Riot.



Study area during archeological investigations. Photo: Hanson Professional Services.

The site was donated by St. John’s Hospital to the City of Springfield in March 2019. Those actively involved in preserving the site and the story of the 1908 Springfield Race Riot have expressed a strong interest in the National Park Service acquiring the land so that it may become a national monument.²⁹

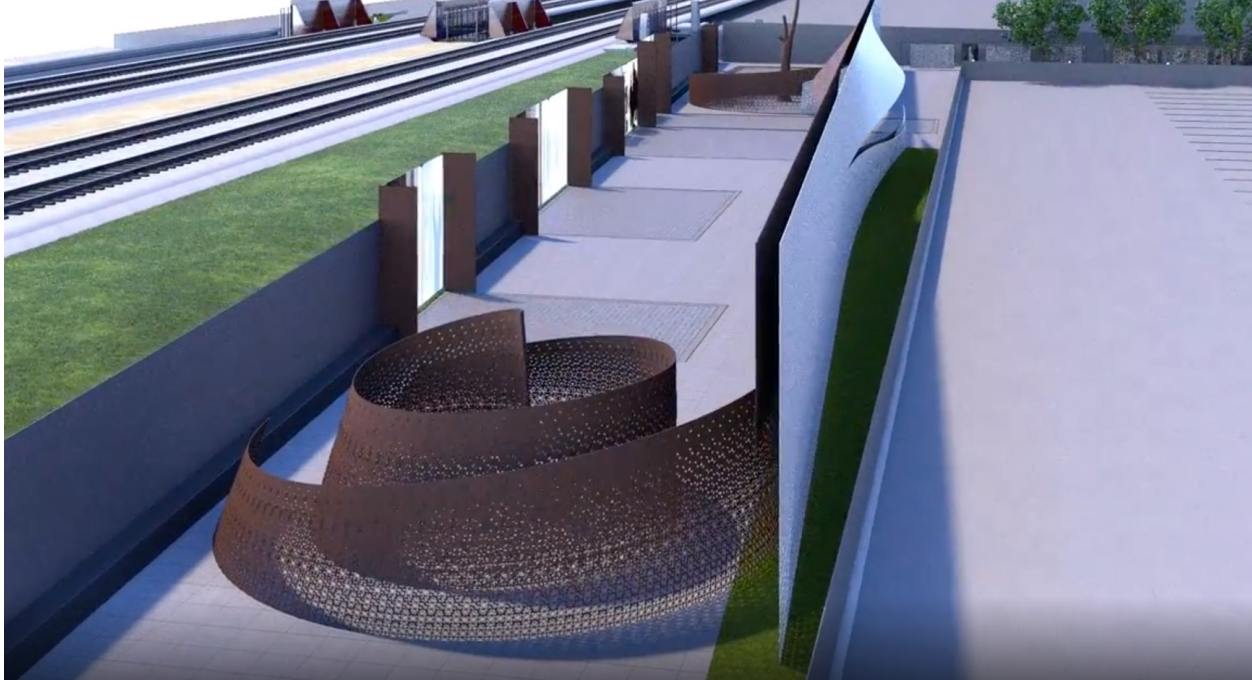
Landownership Patterns

The study area historically consisted of privately owned residential properties until the 1908 Springfield Race Riot. After the riot, the lot remained vacant for several years. In the 1920s, a building materials company purchased the land and later constructed a warehouse on the site, construction that impacted the integrity of archeological resources outside the site boundary. The building materials company retained a presence at the site until the latter half of the 20th century. Since then and until recently, the land has been owned by St. John’s Hospital. The hospital used the land for parking, effectively protecting the resources from degradation and development over the years. Now, the site is owned by the City of Springfield and fenced off as an archeological preserve.

Public Enjoyment Potential

Springfield has tremendous visitation and tourism opportunities. Most tourism in Springfield is focused on President Abraham Lincoln. The site is near the Abraham Lincoln Presidential Library, Lincoln Home National Historic Site, and other major civic centers. The establishment of a new Amtrak station a few blocks away from the site will also draw more visitors to the area. Creating a historic site for the 1908 Springfield Race Riot would help expand tourism potential in, and likely attract a larger audience to, Springfield.

29 Appendixes A, D.



Proposed Springfield Race Riot Memorial. Image: RDG Planning and Design.

The site is small at only a 0.5 acre. There is enough land available to protect archeological resources and provide for visitor experience with the resources, but not enough to adequately provide for additional visitor services like restrooms, collections display, or additional education program space. There are limited opportunities to expand the boundaries of the site. Many of the existing boundaries pose threats to the public enjoyment potential as well, such as the rail corridor with roughly 60 trains passing the area daily.

The NAACP has proposed a designed memorial for the site. While the proposed memorial design does foster an awareness of the 1908 Springfield Race Riot and its impacts, the public may best relate to the story if key resource elements were available for direct observation and interpretation. The intricate brick walkway and burned foundations at the southernmost house on the site, for example, evoke a powerful connection to the event and human tragedy. The logistics of balancing resource preservation with visitor access may be complicated, but future site design should consider this option.

Costs Associated with Acquisition, Development, Restoration, and Operation

Since the site is in an urban area near several civic centers and another national park system unit, there is no need for full visitor services such as restrooms and concession. Depending on the site planning and design, there could be minimal needs for operation and maintenance.

While the site may be able to function as is with no boundary adjustments or extensive maintenance required, there are opportunities to include other sites associated with the riot in the future. A black-owned firehouse, approximately four blocks southeast of the site, that helped put out many residential fires during the 1908 Springfield Race Riot is still standing and could be restored and used to house visitor services for the site in the future.

Operational costs could be minimal, depending on site planning and design. Lincoln Home National Historic Site could provide administrative support, maintenance, and interpretive expertise for a small unit.

Access

Currently, there is no regular public access to the site. Since archeologists are still recovering data, the site is surrounded by a fence that prevents the public from accessing the site itself, but still allows them to view ongoing archeological work. The site itself is easy to access. It is in a highly walkable area with street service, surface parking, and several nearby civic amenities.

Current and Potential Threats to the Resources

The resources in the study area were discovered during a Federal Railroad Administration project in 2014. The project will widen the railway next to the site and impact four of the five foundations at the site, though not to a degree that will jeopardize the integrity of the resources.

Many archeological resources likely remain intact underneath the adjacent medical center parking lot, so they may be threatened if St. John's Hospital decides to build on the site in the future. Continued use as a parking lot would not further degrade the resources underneath. Otherwise, there are limited future threats to the site. Community leaders involved in this study agree that the site should be preserved and interpreted.

Existing Degradation of Resources

Archeological resources at the site have been exceptionally well-preserved and were determined to have a high degree of integrity.

Staffing Requirements

Staffing requirements for the site are likely to be minimal if a unit of the national park system is established, though the need would vary based on the degree of site development and visitor experiences offered. One full-time employee would likely be needed for maintenance and interpretation. Lincoln Home National Historic Site could provide administrative support, maintenance, and interpretive expertise.

Level of Local and General Public Support

Reconnaissance surveys are preliminary evaluations that do not allow for public comment. Nevertheless, there appears to be strong local and general public support for the memorialization of this site. The landowners, the City of Springfield, believe that the creation of a memorial would help the city own its past and work toward creating a better future. Public officials, including Illinois Senators Duckworth and Durbin and US Representative Davis, have publicly expressed their support of a memorial and have drafted legislation to establish the site as the Springfield Race Riot National Memorial.³⁰ The local branch of the NAACP has been involved in preservation and outreach efforts for the site. The local newspaper in Springfield, *The State Journal-Register*, has also expressed their support for the creation of a monument.³¹ There appears to be support for general memorialization and for NPS involvement.

There is currently a city-wide effort to interpret the story: the city administers a walking tour that highlights sites associated with the 1908 Springfield Race Riot, several museums feature exhibits about the race riot, and small monuments have been constructed to commemorate the horrific event.

Economic/Socioeconomic Impacts of Designation

There would likely be minimal economic and socioeconomic impacts of designating the site as a unit of the national park system. The site would provide an additional stop in Springfield for both visitors and residents to learn about a part of the city's history that is often overshadowed by tourism related to Abraham Lincoln. Establishing the site as a national park system unit could also increase the potential for fundraising or partnerships.

Conclusion

Given the small size of the site, limited resources required to manage, lack of need for full visitor services due to the proximity to other NPS facilities, and extensive network of potential partnerships, the site would likely be feasible to manage as a unit of the national park system.

30 Appendix A.

31 Appendix D.

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PRELIMINARY EVALUATION OF NEED FOR DIRECT NPS MANAGEMENT

Introduction

The final criterion for potential new national park system units is the need for direct NPS management. To be recommended as a new unit of the park system, an area must require direct NPS management, and NPS management must be clearly superior to other possible management alternatives.

If a site has the potential to be sufficiently managed by other entities; direct NPS management may not be needed. If that is the case, there are several alternatives that could be considered. If the site requires some special recognition or technical assistance beyond what is available through NPS programs, the National Park Service could partner with the nonfederal management entity and establish the site as an affiliated area and Lincoln Home National Historic Site in Springfield, Illinois, could act as the supporting unit for the site.



Sculpture memorializing the Springfield Race Riot at Union Square Park. Photo: NPS.

Need for Direct NPS Management Analysis

The National Park Service is a federal agency whose mission is to protect natural and historic resources for the enjoyment of the public. The site contains resources that offer the public a rare, direct connection to a critical part of US history. When considering any future development or management at the site, archeological resources should take precedence.

The possibility of the City of Springfield or the State of Illinois managing the site as a city or state park has not been addressed in this reconnaissance survey and could offer alternatives to direct NPS management. The Springfield and Illinois branches of the NAACP are interested in the site, but their future role in management of the site is not clear. Further involvement of regional, state, or national nonprofit organizations could be solicited in the promotion of the site, particularly those with an interest in African American history or historic tourism.

The National Park Service could also potentially undertake a consulting or cooperative role with these agencies. “Affiliated area” is a status given to nationally significant sites that involves an agreement between the National Park Service and management entities at the site and allows the National Park Service to provide technical or financial assistance.³² A “National Commemorative Site” designation is another possibility that would afford an NPS assistance role to a private or public owner of the site, if limited federal ownership was desired. Affiliated area designation is bestowed by an act of Congress or by the Secretary of the Interior. National commemorative site is an honorific bestowed by an act of Congress, and currently there are three sites so designated nationally. Further development and analysis of these options or any others, including impacts and costs, is beyond the scope of this reconnaissance survey.

There are several ongoing management and interpretation efforts for the story of the 1908 Springfield Race Riot across the city, including:

- an exhibit and healing garden at St. John’s Hospital
- city markers and walking tours that highlight sites associated with the riot
- an exhibit and book published by the Abraham Lincoln Presidential Library and Museum
- Bicentennial Plaza: a pedestrian walkway funded by Illinois realtors with panels about the riot
- a sculpture by Preston Jackson that abstractly depicts the riot at Union Square Park

Conclusion

While many parties have expressed interest in becoming involved with memorializing the site, none have a clear preservation mission. Designating the site as a national park system unit would ensure the long-term protection of the archeological resources found in the study area.

NPS management may be superior, but other options exist that could be adequate for the site. The story of the 1908 Springfield Race Riot is told in many places across the city, so a coalition may be best suited for preserving the story. Preserving the resources themselves should be the responsibility of a resource management agency to ensure long-term care and protect against future development or destruction. If another group is willing to assume the role of resource protector, the site could become an affiliated area or national commemorative site, which would increase the site’s profile and allow for technical assistance without the need for direct management.

32 Appendix B.

CONCLUSIONS

Since reconnaissance surveys are preliminary resource assessments, conclusions provided are not considered final or definitive, assessing only the likelihood that the study area would meet the established criteria for inclusion in the national park system if fully analyzed. A special resource study would provide a full analysis of the study area and definitively assess whether it meets all of the criteria for inclusion.

The archeological site near Madison Street and the 10th Street Rail Corridor in Springfield, Illinois, was determined to be eligible for the National Register of Historic Places for its association with an event that served as the catalyst for the creation of the NAACP, at the national level of significance, by the Illinois SHPO. A finding of national significance, if fully evaluated against NHL criteria, is likely, and a full study may also identify other aspects of national significance. A special resource study could also examine other sites in Springfield associated with the 1908 Springfield Race Riot to determine if they could be considered nationally significant and whether they could enhance interpretation and preservation of the story.

The significance of the site and the lack of protection for similar resources by the National Park Service and other entities suggests that the study area is likely to be found suitable for inclusion in the national park system. The study area contains resources that likely offer a rare opportunity to interpret the national story of late 19th and early 20th century mass racial violence.

The study area is likely to meet the criteria for feasibility, though a special resource study is recommended to fully evaluate costs associated with acquisition, development, and maintenance of the site; opportunities for partnerships; and public support for NPS involvement. There are a range of potential roles the National Park Service could adopt at the site. Management scenarios could include NPS ownership and management if the site is designated, or technical assistance for interpretation or preservation if the city retains ownership and the site becomes a national historic landmark, or an affiliated area. In either scenario, Lincoln Home National Historic Site could serve as the supporting unit for the site.

The need for direct NPS management at the site requires further evaluation to determine if it is the clearly superior management option. The National Park Service recommends continued collaboration between the City of Springfield, the Springfield and Illinois branches of the NAACP, St. John's Hospital, and other partners to fund opportunities that tell the story of the 1908 Springfield Race Riot and appropriately protect archeological resources at the site. A memorial or monument could be planned, constructed, and opened to the public regardless of any potential NPS involvement at the site in the future.

A special resource study would provide a full analysis of the study area and assess whether it meets all of the criteria for inclusion. Any further study is likely to provide similar conclusions for national significance and suitability, but a special resource study would provide opportunities for broad public outreach and development of management alternatives that would more deeply explore potential site development and management scenarios, resource protection and interpretation possibilities, partnerships, and costs. A special resource study could also examine other sites in Springfield associated with the 1908 Springfield Race Riot to determine if they could be considered nationally significant and whether they could enhance interpretation and preservation of the story.

This reconnaissance survey recommends that a special resource study be undertaken to further evaluate the possibility of including the archeological site near Madison Street and the 10th Street Rail Corridor in Springfield, Illinois, in the national park system. While this preliminary resource assessment finds that the site is likely to meet the criteria for inclusion, a special resource study would definitively determine whether the study area meets the criteria, and assist in the development of resource protection and management scenarios in relation to NPS involvement at the site.

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This study has been prepared to explore specific resources and advise on whether those resources merit further consideration as a potential addition to the national park system. Publication and transmittal of this report should not be considered an endorsement or a commitment by the National Park Service to seek or support legislative authorization for the project or its implementation. This report was prepared by the United States Department of the Interior, National Park Service, Midwest Region. For more information, please contact:

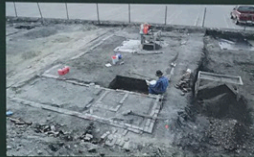
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House E



Top: View of House E, as illustrated on the 1873 *Bird's Eye View of Springfield*. This house, and the adjacent House D, were constructed by the carpenter/builder John Roll sometime shortly after he purchased the two adjoining lots at this location in the spring of 1842. Roll sold the northern lot (on which House E was located) to the Smith family (his sister and brother-in-law) in 1849. Isaac Smith, a native of South Carolina, was a plasterer who may have been working with his brother-in-law, John Roll. By 1850, Isaac and his wife Elizabeth were living in this house with their five children. Isaac died in 1851. The widow Smith raised her family and continued to live at this location through at least 1874.



House E exposed and excavating test units, fall 2014.



House E has a fairly deep crawlpace that represents an expedient addition excavated under the house sometime after its original construction.



Pre-fire artifacts from House E, associated with the Smith family's pre-1865 occupation of the house. The Civil War era military button is similar to fragmentary ones recovered at the site.

By the 1890s, House E appears to have been subdivided into two apartments, both occupied by black families. Surnames associated with the property during the 1890s and early 1900s include Harris, White, Clark, Keeling, Little, and Bailey. At the time of the 1908 riots, the house was owned by an individual named R. McQuire, and apparently occupied by an "M. Stoutmeyer" (of whom nothing is known).




Artifacts recovered from the 1908 fire deposits from House E were small and fragmentary, but included fragmentary remains of a range of everyday items associated with the house occupants. Salve jar fragments marked "Dr. Pray," and lotion bottles marked "Hagan's Magnolia Balm" were both recovered from these contexts. Dr. Pray was well known for his toiletry items, which included face creams and manicurists products. Hagan's Magnolia Balm was a skin care product often used as a "whitener."

Interpretive signage in the study area. Photo: NPS.

APPENDIXES

Appendix A: Representative Davis Reconnaissance Survey Request Letter

<p>RODNEY DAVIS 13TH DISTRICT, ILLINOIS</p> <p>www.rodneydavis.house.gov www.facebook.com/reprodneydavis www.twitter.com/rodneydavis</p> <p>1740 LONGWORTH HOUSE OFFICE BUILDING WASHINGTON, DC 20515 (202) 225-2371</p>	<p>Congress of the United States House of Representatives Washington, DC 20515-1313</p>	<p><i>MPK 10/10/18</i></p> <p>COMMITTEE ON AGRICULTURE SUBCOMMITTEE CHAIRMAN BIOTECHNOLOGY, HORTICULTURE, AND RESEARCH</p> <p>SUBCOMMITTEE ON COMMODITY EXCHANGES, ENERGY, AND CREDIT</p> <p>SUBCOMMITTEE ON NUTRITION</p> <p>COMMITTEE ON HOUSE ADMINISTRATION</p> <p>COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE</p> <p>SUBCOMMITTEE ON AVIATION</p> <p>SUBCOMMITTEE ON HIGHWAYS AND TRANSIT</p> <p>SUBCOMMITTEE ON WATER RESOURCES AND ENVIRONMENT</p>
<p>October 2, 2018</p>		
<p>The Honorable Dan Smith Director National Park Service 1849 C Street NW Washington, DC 20240</p>		
<p>Dear Director Smith:</p>		
<p>I write to request that the National Park Service (NPS) conduct a Reconnaissance Survey of a site near Carpenter Street in Springfield, Illinois associated with the Springfield Race Riot (Riot) of 1908. This site contains foundations of homes destroyed in a fire during the 1908 Riot that subsequently led to the formation of the National Association for the Advancement of Colored People (NAACP). This site is also eligible for the National Register of Historic Places.</p>		
<p>The City of Springfield is currently in the process of completing a \$315 million-dollar rail relocation project to address safety, delays and vehicle congestion. During construction of the first segment of this project near Carpenter Street, portions of the foundations of seven houses were discovered. Archaeological investigations ultimately resulted in the determination that five of these foundations were from mid-nineteenth century houses that had been destroyed by fire during the Riot.</p>		
<p>In order to highlight the national significance of the Riot and this property, leadership from the state and local chapters of the NAACP, elected officials, and other community leaders have taken the unified position that a memorial should be created at the site. As part of this process, the community would like to transfer this property, owned by the City of Springfield, to the NPS as the Springfield Race Riot National Historic Site.</p>		
<p>My staff has begun working with your team on drafting legislation and a legislative map of the site. In order to continue to move this process forward, I respectfully request the NPS begin conducting a Reconnaissance Survey promptly. I would also like to personally invite you to join me in visiting the site.</p>		
<p>Thank you for your time and attention to this important matter. This is an issue of critical importance to the Springfield community and I look forward to working with you on it.</p>		
<p>Sincerely,</p> 		
<p>Rodney Davis Member of Congress</p>		
<p>2004 FOX DRIVE CHAMPAIGN, IL 61820 (217) 403-4690</p>	<p>108 WEST MARKET TAYLORVILLE, IL 62568 (217) 824-5117</p>	<p>15 PROFESSIONAL PARK DRIVE MARYVILLE, IL 62062 (618) 205-8660</p>
<p>2833 SOUTH GRAND AVENUE EAST SPRINGFIELD, IL 62703 (217) 791-6224</p>	<p>104 W NORTH STREET NORMAL, IL 61761 (309) 252-8834</p>	<p>243 S WATER STREET, SUITE 100 DECATUR, IL 62523 (217) 791-6224</p>
<p>PRINTED ON RECYCLED PAPER</p>		

Appendix B: National Park Service Management Policies 2006

§ 1.3: Criteria for Inclusion

Congress declared in the National Park System General Authorities Act of 1970 that areas comprising the national park system are cumulative expressions of a single national heritage. Potential additions to the national park system should therefore contribute in their own special way to a system that fully represents the broad spectrum of natural and cultural resources that characterize our nation. The National Park Service is responsible for conducting professional studies of potential additions to the national park system when specifically authorized by an act of Congress, and for making recommendations to the Secretary of the Interior, the President, and Congress. Several laws outline criteria for units of the national park system and for additions to the National Wild and Scenic Rivers System and the National Trails System.

To receive a favorable recommendation from the Service, a proposed addition to the national park system must (1) possess nationally significant natural or cultural resources, (2) be a suitable addition to the system, (3) be a feasible addition to the system, and (4) require direct NPS management instead of protection by other public agencies or the private sector. These criteria are designed to ensure that the national park system includes only the most outstanding examples of the nation's natural and cultural resources. These criteria also recognize that there are other management alternatives for preserving the nation's outstanding resources.

1.3.1 National Significance

NPS professionals, in consultation with subject-matter experts, scholars, and scientists, will determine if a resource is nationally significant. An area will be considered national significant if it meets all of the following criteria:

- It is an outstanding example of a particular type of resource.
- It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage.
- It offers superlative opportunities for public enjoyment or for scientific study.
- It retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource.

National significance for cultural resources will be evaluated by applying the National Historic Landmarks criteria contained in 36 CFR Part 65 (*Code of Federal Regulations*). (Appendix C)

1.3.2 Suitability

An area is considered suitable for addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the national park system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector.

Adequacy of representation is determined on a case-by-case basis by comparing the potential addition to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, or combination of resource values. The comparative analysis also addresses rarity of the resources, interpretive and educational potential, and similar resources already protected in the national park system or in other public or private ownership. The comparison results in a determination of whether the proposed new area would expand, enhance, or duplicate resource protection or visitor use opportunities found in other comparably managed areas.

1.3.3 Feasibility

To be feasible as a new unit of the national park system, an area must be (1) of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (taking into account current and potential impacts from sources beyond proposed park boundaries), and (2) capable of efficient administration by the Service at a reasonable cost.

In evaluating feasibility, the Service also considers a variety of factors for a study area, such as the following:

- Size
- Boundary configurations
- Current and potential uses of the study area and surrounding lands
- Landownership patterns
- Public enjoyment potential
- Costs associated with acquisition, development, restoration, and operations
- Access
- Current and potential threats to the resources
- Existing degradation of resources
- Staffing requirements
- Local planning and zoning
- The level of local and general public support (including landowners)
- The economic/socioeconomic impacts of designation as a unit of the national park system

The feasibility evaluation also considers the ability of the National Park Service to undertake new management responsibilities in light of current and projected availability of funding and personnel. An overall evaluation of feasibility will be made after taking into account all of the above factors. However, evaluations may sometimes identify concerns or conditions, rather than simply reach a yes or no conclusion. For example, some new areas might be feasible additions to the national park system only if landowners are willing to sell, or the boundary encompasses specific areas necessary for visitor access, or state or local governments will provide appropriate assurances that adjacent land uses will remain compatible with the study area's resources and values.

1.3.4 Direct NPS Management

There are many excellent examples of the successful management of important natural and cultural resources by other public agencies, private conservation organizations, and individuals. The National Park Service applauds these accomplishments and actively encourages the expansion of conservation activities by state, local, and private entities and by other federal agencies. Unless direct NPS management of a studied area is identified as the clearly superior alternative, the Service will recommend that one or more of these other entities assume a lead management role, and that the area not receive national park system status.

Studies will evaluate an appropriate range of management alternatives and will identify which alternative or combination of alternatives would, in the professional judgment of the Director, be most effective and efficient in protecting significant resources and providing opportunities for appropriate public enjoyment. Alternatives for NPS management will not be developed for study areas that fail to meet any one of the four criteria for inclusion listed in section 1.3.

In cases where a study area's resources meet criteria for national significance but do not meet other criteria for inclusion in the national park system, the Service may instead recommend an alternative status, such as "affiliated area." To be eligible for affiliated area status, the area's resources must (1) meet the same standards for significance and suitability that apply to units of the national park system; (2) require some special recognition or technical assistance beyond what is available through existing NPS programs; (3) be managed in accordance with the policies and standards that apply to units of the national park system; and (4) be assured of sustained resource protection, as documented in a formal agreement between the Service and the nonfederal management entity. Designation as a "heritage area" is another option that might be recommended. Heritage areas have a nationally important, distinctive assemblage of resources that is best managed for conservation, recreation, education, and continued use through partnerships among public and private entities at the local or regional level. Either of these two alternatives (and others as well) would recognize an area's importance to the nation without requiring or implying management by the National Park Service.

Appendix C: 36 CFR § 65.4: National Historic Landmark Criteria

The criteria applied to evaluate properties for possible designation as National Historic Landmarks or possible determination of eligibility for National Historic Landmark designation are listed below. These criteria shall be used by NPS in the preparation, review and evaluation of National Historic Landmark studies. They shall be used by the Advisory Board in reviewing National Historic Landmark studies and preparing recommendations to the Secretary. Properties shall be designated National Historic Landmarks only if they are nationally significant. Although assessments of national significance should reflect both public perceptions and professional judgments, the evaluations of properties being considered for landmark designation are undertaken by professionals, including historians, architectural historians, archeologists and anthropologists familiar with the broad range of the nation's resources and historical themes. The criteria applied by these specialists to potential landmarks do not define significance nor set a rigid standard for quality. Rather, the criteria establish the qualitative framework in which a comparative professional analysis of national significance can occur. The final decision on whether a property possesses national significance is made by the Secretary on the basis of documentation including the comments and recommendations of the public who participate in the designation process.

(a) Specific Criteria of National Significance: The quality of national significance is ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture and that possess a high degree of integrity of location, design, settings, materials, workmanship, feeling, and association, and:

1. That are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or
2. That are associated importantly with the lives of persons national significant in the history of the United States; or
3. That represent some great idea or ideal of the American people; or
4. That embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style, or method of construction, or that represent a significant, distinctive, and exceptional entity whose components may lack individual distinction; or

5. That are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or
6. That have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts, and ideas to a major degree.

(b) Ordinarily, cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past 50 years are not eligible for designation. Such properties, however, will qualify if they fall within the following categories:

1. A religious property deriving its primary national significance from architectural or artistic distinction or historical importance; or
2. A building or structure removed from its original location but which is nationally significant primarily for its architectural merit, or for association with persons or events of transcendent importance in the nation's history and the association consequential; or
3. A site of a building or structure no longer standing but the person or event associated with it is of transcendent importance in the nation's history and the association consequential; or
4. A birthplace, grave or burial if it is of a historical figure of transcendent national significance and no other appropriate site, building or structure directly associated with the productive life of that person exists; or
5. A cemetery that derives its primary national significance from graves of persons of transcendent importance, or from an exceptionally distinctive design or from an exceptionally significant event; or
6. A reconstructed building or ensemble of buildings of extraordinary national significance when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other buildings or structures with the same association have survived; or
7. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own national historical significance; or
8. A property achieving national significance within the past 50 years if it is of extraordinary national importance.

Appendix D: State Journal Register Opinion: Keep the progress coming on Race Riot memorial



Opinion

Our View: Keep the progress coming on Race Riot memorial

Posted Mar 13, 2019 at 8:00 PM

Updated Mar 13, 2019 at 10:16 PM

Springfield is about to take another step closer to having a memorial to the August 1908 Race Riots.

A memorial is necessary because to ignore that shameful stain on Springfield is to show we did not learn from it. That sentiment seems to be driving the generous donation by HSHS St. John's Hospital of land at 300 N. Ninth Street to be used for a memorial to commemorate and raise awareness of the incident.

The riots were started by a white mob, who, after being thwarted in an attempt to lynch two black inmates in the Sangamon County Jail, went on a rampage that ended in the death of at least six and the destruction of black lives, homes and businesses.

Some of the physical signs of the riots were unearthed in 2014 during construction on the multimillion dollar project that will consolidate train traffic in Springfield from the Third Street rail corridor to 10th Street. An archaeological team found seven homes — five of which were burned during the riots — as well as other artifacts.

The events of those days, and the traces left behind, deserve to be preserved. The NAACP — which was created because of the 1908 Race Riots in Springfield — and the city have been planning a memorial site to mark where the homes once sat. That memorial could include a garden and structure that allows visitors to learn about the riots and reflect on them, according to a video that debuted in January that outlined the hopes for the site. As presented in that video, the memorial would cost about \$5 million, with most of that amount raised through fundraising and a grant-writing campaign, with the city contributing as well.

It takes more than just a desire for a memorial, though. There are numerous steps on the journey to making it a reality. HSHS St. John's is helping it move along by providing the space to build it.

"On the evening of August 14, 1908, the Hospital Sisters at St. John's Hospital offered refuge from violence and cared for those injured in the 1908 Race Riots, blacks alongside whites," HSHS St. John's said in a statement to the SJ-R.

"Despite the horrific violence of this riot on the streets of Springfield, inside St. John's there was peace. This past fall, we unveiled an outdoor healing garden and a lobby wall exhibit in our new women and children's clinic that both pay tribute to this significant event in our history. Donating this land to the city, is another way that we can be certain that we are helping to commemorate the tragedy and honor the victims of the race riots."

The Springfield City Council can do its part by giving final approval next week of an ordinance that would accept the donation from St. John's. A second ordinance would allow the city to in turn donate that land to the National Park Service if the site is determined to be eligible to be a part of the National Park system.

Of course, the action before the council doesn't mean it will achieve the designation. There is still much to happen, but the wheels are now in motion at various levels of government. Both U.S. Sen. Tammy Duckworth, D-Chicago, and U.S. Rep. Rodney Davis, R-Taylorville, have introduced legislation in their respective chambers that would establish the Springfield 1908 Race Riot Site as a national monument. If approved, the National Park Service would manage the site.

Davis' office added Wednesday that it is in discussions with President Donald Trump's administration about making the change under the Antiquities Act . In January, Davis said the NPS had already started a preliminary resource assessment of the site, which is required before a site can be designated a National Historic Monument.

Seeing officials at various levels of government and from different political parties come together with businesses and organizations in Springfield to ensure the site gets the proper respect has been heartening. This is one project every resident should want to see completed.

Appendix E: Determinations of National Register Eligibility for Badlands I (Site 11SG1432) and Badlands II (Site 11SG1433)

U.S. Department of Transportation
Federal Railroad Administration

April 27, 2016

Rachel Leibowitz, Ph.D.
Deputy State Historic Preservation Officer
Preservation Services Division Manager
Illinois Historic Preservation Agency
1 Old State Capitol Plaza
Springfield, Illinois 62701

Re: Determination of National Register Eligibility for Badlands I (Site 11SG1432) and Badlands II (Site 11SG1433)

Dear Dr. Leibowitz:

The purpose of this letter is to continue the Federal Railroad Administration's (FRA) Section 106 consultation with the Illinois Historic Preservation Agency (IHPA) for the Carpenter Street Underpass Project and to present FRA's National Register of Historic Places (NRHP) eligibility determinations for two archeological sites identified during project construction.

Project Description

As you are aware, the City of Springfield (City) is receiving Federal funding for the Carpenter Street Underpass Project under a Transportation Investment Generating Economic Recovery (TIGER) grant administered by the FRA. The Carpenter Street Underpass Project is part of the larger Springfield Rail Improvements Project, which in turn is part of the Illinois High-Speed Rail Chicago-to-St. Louis Program. The Springfield Rail Improvements Project involves the consolidation of passenger and freight rail service in Springfield along 10th Street, and improving rail crossings throughout the city. The Springfield Rail Improvement Project ultimately will involve the reconstruction of approximately four miles of new rail corridor, eight new underpasses, one new overpass, and reconstruction of four existing underpasses, and ultimately will reduce the number of at-grade rail crossing in the city from 68 to 32.

The Carpenter Street Underpass Project involves the construction of a vehicular underpass along Carpenter Street, between 9th and 11th Streets. This underpass will replace the existing at-grade rail crossing for the Norfolk Southern Corporation's rail line, which runs along 10th Street through Springfield. The project also includes other improvements to accommodate rail consolidation along 10th Street, such as site grading to support placement of a future second track and relocation of utilities.

Areas of Potential Effects

The Carpenter Street Underpass Project's area of potential effects (APE) is the western side of the existing 10th Street right-of-way beginning a half block north of Carpenter Street and proceeding south to Madison Street (see Attachment 1). The new right-of-way for the Carpenter Street Underpass Project is approximately 130 feet wide on the north end of the project area near Carpenter Street and 75 feet wide on the south end of the project area at Madison Street. Additionally, approximately 50 feet of new right-of-way along the north side of Madison Street, from 9th to 10th Street, and 40-45 feet along both the north and south sides of Carpenter Street, from 9th to Tenth Street, are required for development of the underpasses at Carpenter and Madison Streets. The majority of the APE is currently a paved surface parking lot for St. John's Hospital (see Attachment 1). A single late twentieth century commercial building is located on the north end of the APE. The City purchased the new right-of-way from three property owners in spring 2014.

Identification Methods and Results

In early 2014, Fever River Research, on behalf of Hanson Professional Services, Inc., conducted a Phase I archaeological survey for the proposed Carpenter Street Underpass Project. The results of the survey were reported in A Cultural and Historical Resources Study for the Proposed Carpenter Street Underpass, Springfield Rail Improvements Project (Stratton and Mansberger 2014). The report identified multiple areas within the proposed project area that had a relatively high potential for intact archaeological resources. Based on this report, the IHPA determined that areas ranked by this survey with an "A" or "B" rating should be subjected to Phase II archaeological testing prior to the construction of the project (Attachment 2). Subsequently, in June 2014 FRA, IHPA, and the City executed a Section 106 Memorandum of Agreement (MOA), which included a Plan and Schedule for Phase II Archaeological Investigations for the Carpenter Street Underpass Project (March 2014).

In late September and October 2014, Fever River Research, pursuant to the MOA, conducted Phase II archaeological investigations in three of the four areas identified for Phase II testing. These three half-block areas lie to the south end of the Carpenter Street Underpass Project. Two archaeological sites were identified as a result of the Phase II investigations. Badlands Site 1 (Site 11SG1432) is located on the southern two-thirds of the project area, along Tenth Street between Mason and Madison Streets. Badlands Site 2 (Site 11SG1433) is located on the northern third of the project area, north of Madison Street and south of the alley separating Mason and Reynolds Streets.

Badlands Site 1 (Site 11SG1432)

Site 11SG1432 consists of the structural remains and intact cultural deposits of seven 19th century houses in Block 3 of the City of Springfield's Near North Side (Attachment 3). The seven house remains were designated as Houses A through G, from Madison Street proceeding north to Mason Street, and correspond extremely well to both the 1890 and 1896 Sanborn fire insurance maps. The initial backhoe stripping of the asphalt parking lot and modern overburden indicated that the archaeological integrity of Houses A through E was excellent, whereas the integrity of Houses F and G had been previously compromised. The IHPA determined that Houses F and G were not eligible for listing in the NRHP.¹ Because Houses F and G were in an area crucial for the construction of underground boring for electrical service to St. John's Hospital, those two locations were mapped and then additional stripping done in the area to verify that no additional features were present.

The archaeological integrity associated with Houses A through E is excellent. Test units were excavated within the lots containing Houses A through E in order to better assess the depth of the archaeological deposits, the presence or absence of basement cellars, and the complexity of the fill deposits in each house. In most instances, two test unit were excavated in each section of the house (i.e. main dwelling and rear service wing) to determine comparative fill sequences in each section.

The foundations of the five houses remain, and at least four of the five houses (Houses A through D) exhibited physical evidence of having been destroyed by fires associated with the 1908 Springfield Race Riots. Several of the houses were capped with yellow silt loam subsoil shortly after the 1908 fire event. The Phase II investigation suggested that several of the houses (at least Houses A through C) probably sat open for an extended period after the 1908 fire. The low-lying area located between Houses A and B, and the cellar of House B, were subsequently filled with a wide variety of both domestic and structural demolition debris—as if the area functioned as an open landfill for a time during the 1910s and 1920s.

Intact cultural deposits identified within Site 11SG1432 consisted of several distinct artifact assemblages associated with the former residents who occupied Houses A through E. The limited archaeological testing completed during the Phase II testing indicates the presence of several discrete intact middens within the cellars of the structures that date to three separate occupations periods. They include several dating from the middle nineteenth century and associated with the earliest house occupants when the neighborhood was settled in the 1840s. Overlying those deposits are other discrete depositions associated with the later nineteenth and early twentieth century occupants. Within the cellars of Houses A through D the uppermost intact midden deposits consists of domestic material associated with the African American households who occupied the houses in the first years of the twentieth century and whose homes and belonging were destroyed as a result of the 1908 Springfield Race Riot.

Phase II testing also identified several intact features in the side yards of the houses. In the side yard of House A an intact midden was identified that contained a discrete deposit of domestic refuse associated with the earliest occupation of the property from the 1840s. Elsewhere on the site, numerous fence and other structural postholes were identified as well as a cistern, well, and several pit features that may represent former cellars or subfloor pits associated with structures that once stood in the side yards.

Aside from the intact remains of house foundations, fireplaces and other interior structural elements, the lots for Houses A through E also contain numerous other intact structural features in the side and front yards of properties. Those intact structural elements include brick walkways, porches, and stone stoops. Of particular significance was the intact remains of the brick walkway and stone steps extending from the front door at House A. According to the August 15, 1908 account in the Illinois State Register, at the time of the 1908 Springfield Race Riot, House A was occupied by William Smith, an African American invalid who was dragged from the house over the stone steps and brick walkway. He was subsequently beaten and tied to a telegraph pole on Madison Street during the first night of rioting in August 1908.

Badlands Site 2 (Site 11SG1433)

Site 11SG1433 consists of the structural remains and intact cultural deposits of two 19th century houses in Block 14 of the City of Springfield's Near North Side (Attachment 3). The two houses were designated by their lot numbers (Lots 15 and 16) and fronted Mason Street. During the middle 19th century, these two lots were occupied and initially improved by Portuguese families from the Madeira Islands. The Portuguese families in this block represented the southern extension of the middle 19th-century Madeiran Portuguese neighborhood on the Near North Side which represented one of the earliest and largest Portuguese settlements in the Midwest at that time.

A similar testing strategy was employed at Site 11SG1433 as was utilized during the Phase II investigation of Site 11SG1432. A backhoe was used to remove the modern overburden within a wide block, exposing the east half of Lot 15 and the west half of Lot 16. Back dirt was placed along the eastern edge of the project area covering the east half of Lot 16. A swath of ground approximately 12-15 feet wide was left unexcavated along the west side of the project area, which comprised the west half of Lot 15. Following the removal of the overburden, cultural features were mapped and photographed and a sample were excavated.

Unlike Site 11SG1432, there were limited structural remains of the two middle 19th-century homes that once stood on Lots 15 and 16. Modern improvements to the properties severely impacted the southern extent of the lots where the houses once stood. Only remnant foundation segments from the house on Lot 15 were present and the Phase II investigation indicated all structural evidence of the house on Lot 16 has been removed during subsequent construction activity.

While the house foundations on the south quarter of Lots 15 and 16 were severely compromised, the Phase II investigation revealed that the northern three-quarters of the lots possessed excellent archaeological integrity. Numerous intact cultural features were identified in the rear yards of Lots 15 and 16. They included numerous fence and structural postholes, wells, cisterns, brick piers of former outbuildings, middens, and nearly two dozen privy pits. The numerous cultural features span the entire 19th and 20th-century occupation of the lots, with several privy pits and other intact features consisting of discrete cultural deposits associated with the earliest Portuguese residents who first resided here in the 1840s. Given the numerous features with a high level of integrity in those portions of the Lots 15 and 16 sampled during the Phase II investigation, it is highly likely that additional features with similar levels of integrity exist in those portions of the site where the overburden was left in place.

FRA's Eligibility Determinations

Badlands Site 1 (11SG1432)

As a result of the Phase II investigation conducted by Fever River Research and reviewed by FRA, FRA has determined Site 11SG1432 meets the eligibility standards for listing on the NRHP under both Criterion A and Criterion D. The period of significance for Site 11SG1432 is 1842-1908, a timeframe that encompasses the earliest known development in the neighborhood up through the 1908 race riot.

Under Criterion A, Site 11SG1432 is eligible for listing due to its association with the 1908 Race Riot. The Badlands was the scene of widespread destruction and violence during the August 1908 Springfield Race Riot, and Block 3 (Site 11SG1432) was the point where the white assault on the Badlands was initiated. That portion of the site located within the Carpenter Street project area contains physical remains of five houses (Houses A-E) that were destroyed by the mob on August 14, 1908. These five houses (and their associated features) represent a unique “snapshot in time” of a diverse neighborhood, as it existed at the time of the 1908 riot. Not only was the Springfield Race Riot a seminal event in the history of the city, but it also was of national importance due to its role in the formation of the National Association for the Advancement of Colored People (NAACP).

FRA has determined that Site 11SG1432 is eligible for listing under Criterion D because the intact cultural deposits contain potential for possessing information that could substantially contribute to our understanding of the lifeways of multiple ethnic and racial groups who resided in Springfield during the 19th and early 20th centuries. The intact archaeological deposits have excellent integrity and offer multiple data sets from which relevant research questions can be derived. One of the most significant data sets is the structural remains of the houses on Block 3. Though reduced to their foundations, these homes nonetheless provide valuable information in respect to the dimension, interior layout, and change through time of the earlier generation of housing in this neighborhood.

In addition to their structural remains, several distinctive artifact assemblages are associated with these houses. Phase II testing indicated the presence of several discrete middens within and in the yards surrounding these structures. Several of the midden deposits, including the stratified deposits identified in several of the cellar holes date from the middle 19th century and are associated with residents of an ethnically diverse neighborhood containing a mix of native-born Americans, and immigrant families from Germany and Ireland. At that time and into the late 19th century, the neighborhood where Site 11SG1432 is situated served as a gateway neighborhood where newcomers of divergent backgrounds and lower-to-middle income status first laid down roots in Springfield. Other intact cultural deposits identified during the Phase II investigation of Site 11SG1432 are attributed to the late-19th and early 20th-century occupation of the neighborhood and these houses by African American families. By the early 20th century, Site 11SG1432 represented the western extension of the so-called “Badlands,” a segregated African American community.

The Badlands was the scene of widespread destruction and violence during the August 1908 Springfield Race Riot. The houses within Site 11SG1432 represent the location where the Euro-American assault on the Badlands began and multiple residences within it, then occupied by African American families, were destroyed. Numerous intact discrete cultural deposits were identified on the site that are associated with households who resided on the site at the time of the 1908 Springfield Race Riot.

All three components are significant, but the latter is especially so as it has the potential to provide a “snapshot in time” of the contents contained within the homes when the riot occurred. These artifacts have the potential to yield a variety of contextual information regarding the house occupants. In some of the houses, it may be possible to develop a room by room inventory of the artifacts present immediately prior to the riot.

In addition to providing a recommendation for NRHP eligibility, the purpose of the Phase II study is to determine boundaries of the site being evaluated. Given that the Phase II study was confined to the APE of the Carpenter Street Underpass Project, the full boundaries of Site 11SG1432 are not known. As determined by the Phase II study, intact archaeological deposits and features associated with the occupation of Houses A through G on Block 3 were bound by Tenth Street to the east, Madison Street to the south, Mason Street to the north, and the APE boundary to the west (Attachment 4). Given that intact cultural deposits were identified directly up to the APE boundary, FRA has determined that the boundaries of Site 11SG1432 extend west beyond the APE limits to include the entirety of the historic boundaries of Blocks 3 and 17 as illustrated by the 1896 Sanborn Fire Insurance Map. Given the level of preservation observed underneath the parking lot in those areas exposed during the Phase II investigation, it is highly likely a similar level of preservation exists under the remaining untested portion of Blocks 3 and 17 with intact deposits associated with the 19th and early 20th-century occupations documented at Site 11SG1432.

Under Section 106, traditional Phase III data recovery would ordinarily suffice as an appropriate mitigation strategy for sites to be impacted by development. While such a data recovery effort would be a satisfactory mitigation for the site in respect to its eligibility for the NRHP under Criterion D, the site is also significant under Criterion A. The preserved structural remains of this row of houses, particularly those remains (stone steps and walkway) associated with the attempted lynching of William Smith, provide an integrity of feeling and association in respect to this nationally significant event. Such a sense of feeling cannot be preserved and ultimately would be lost through Phase III data recovery. The significance of the intact structural remains associated with the 1908 Springfield Race Riot are inexorably tied to place and the relocation of the remains would qualitatively diminish their significance in respect to NRHP under Criterion A. Given the site’s eligibility for the NRHP under Criterion A as possessing local and national significance with its direct association with the events of the 1908 Springfield Race Riot and its subsequent relevance to the formation of the NAACP, FRA recommends that Site 11SG1432 warrants preservation in place.

Badlands Site 2 (11SG1433)

As a result of the Phase II investigation conducted by Fever River Research and reviewed by FRA, FRA has determined that Site 11SG1433 meets the eligibility standards for listing on the NRHP under Criterion D. The period of significance for Site 11SG1433 is 1853-1920, the period that encompasses the time when these properties developed as part of a large Madeiran Portuguese neighborhood on Springfield's Near North Side. The Madeiran Portuguese community of which Site 11SG1433 was a part is especially noteworthy as it represented one of the earliest and largest Portuguese settlements in the Midwest during the middle-to-late nineteenth century.

The site is eligible for listing under Criterion D because the many recorded intact cultural deposits identified at the site contain potential for possessing information that could substantially contribute to the understanding of the lifeways of a unique Portuguese immigrant community that flourished in Springfield during the nineteenth and early twentieth centuries. Site 11SG1433 offers potential to possess a range of data sets that lend themselves to understanding the lifeways of the early Portuguese residents. Although the structural remains are poorly preserved in this area, the site encompasses two complete lots with over 60 intact features including fence and structural postholes, privy pits, a well, a cistern, and multiple midden deposits. The data sets produced from the investigation of these features could provide important information concerning the evolution of site organization over time, consumer choice and quality of life among an immigrant Portuguese community, and expressions of ethnic identity and that of assimilation as such immigrant families begin to identify culturally with their native-born neighbors. The interpretive value of the study of Site 11SG1433 would be further enriched when compared to data previously yielded from investigations of the nearby Lincoln Home neighborhood and the Abraham Lincoln Presidential Library and Museum.

During the Phase II study, the investigation of Site 11SG1433 consisted of the entirety of Lot 16 and the western half of Lot 15 (Attachment 4). The eastern half of Lot 15 was located outside of the project APE and was not included in this study. For the purpose of defining the boundaries of Site 11SG1433, FRA recommends including all of Block 14 as shown in Attachment 4. Given the level of preservation observed in the investigated portion of Block 14, it is highly likely a similar level of preservation is present under the remaining untested portion of the block. If such preservation does exist, there is a likelihood that additional intact deposits and features are present which could provide further information that could substantially contribute to the understanding of the lifeways among Springfield's early Portuguese immigrant community.

Given the eligibility of Site 11SG1433 for the NRHP under Criterion D, FRA has determined that preservation of the resource and all possible planning should be considered to avoid or minimize harm to the site. If avoidance of the resource is not feasible, FRA recommends that the City develop and implement, in consultation with FRA and IHPA, a responsible Phase III data recovery plan in order to mitigate the adverse effects to Site 11SG1433.

Request for IHPA Review and Concurrence

In accordance with 36 CFR 800.4(c)(2), FRA requests IHPA's review of and concurrence with the enclosed Phase II technical report, NRHP eligibility determinations, site boundaries, and treatment recommendations for Sites 11SG1432 and 11SG1433. FRA also requests IHPA's written concurrence that Houses F and G within Site 11SG1432 are not eligible for listing on the NRHP and the relocation of utilities within this discrete location may proceed.

As FRA and IHPA discussed during a teleconference on April 4, 2016, the Phase II report focuses on Sites 11SG1433 and 18SG1433 and does not contain the necessary analysis of artifacts recovered from those sites by Fever River. Following that teleconference, FRA directed the City to proceed with the required artifact analysis. On April 12, 2016, the City notified FRA that it has authorized Fever River to perform this analysis, which is scheduled to be completed in the fall of this year. Once completed, the artifact analysis will be appended to the Phase II report and FRA will provide a complete report to IHPA. In the meantime, to keep the Section 106 process moving forward, IHPA indicated that it will proceed with review of the enclosed report.

Once FRA receives IHPA's concurrence with its Section 106 findings, FRA will proceed with any necessary evaluation under Section 4(f) of the Department of Transportation Act of 1966. FRA looks forward to continuing Section 106 consultation with IHPA for the Carpenter Street Underpass project. If you have any questions or require additional information, please contact Laura Shick, FRA's Federal Preservation Officer, at (202) 366-0340 or laura.shick@dot.gov.

Sincerely,

David Valenstein
Division Chief, Environmental & Corridor Planning



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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under US administration.

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National Park Service
U.S. Department of the Interior

Springfield Race Riot Reconnaissance Survey

Springfield, Illinois | August 2019

