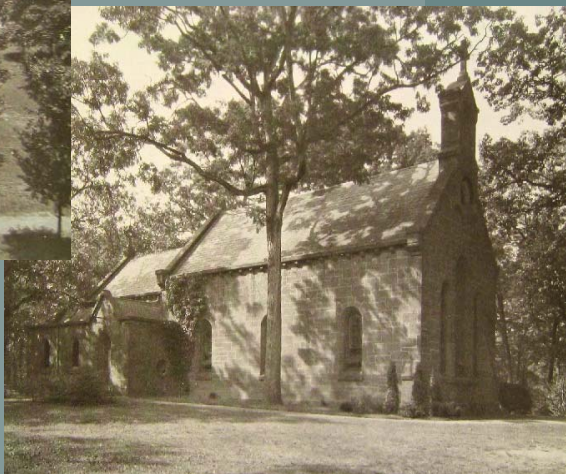
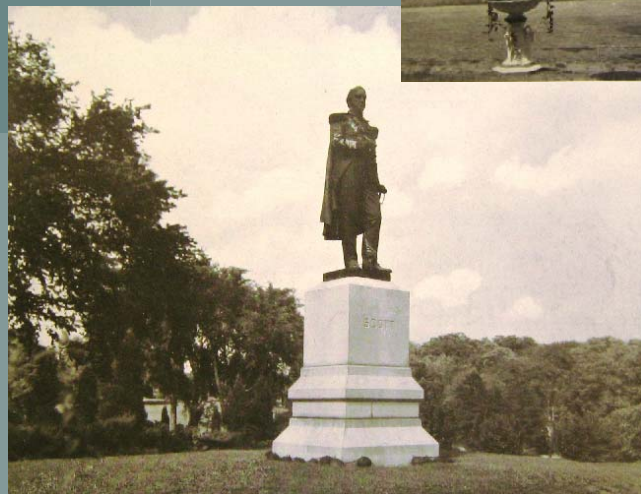
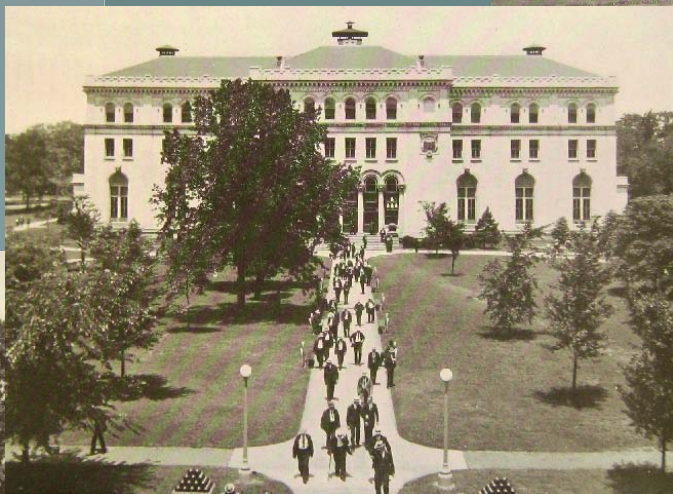
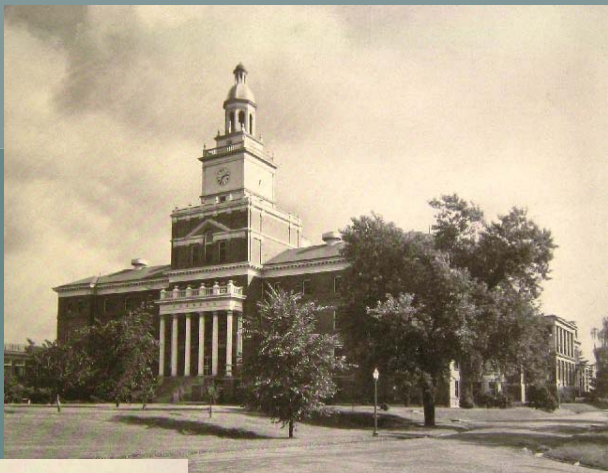


ARMED FORCES RETIREMENT HOME-WASHINGTON

HISTORIC PRESERVATION PLAN: VOLUME 1

2007



ARMED FORCES RETIREMENT HOME-WASHINGTON

HISTORIC PRESERVATION PLAN

2007

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CHAPTER 1: INTRODUCTION



ARMED FORCES RETIREMENT HOME-WASHINGTON HISTORIC PRESERVATION PLAN

CHAPTER 1: INTRODUCTION

The Armed Forces Retirement Home (AFRH) manages the nation’s oldest continuously operating retirement community for enlisted military personnel. The Armed Forces Retirement Home-Washington (Home or AFRH-W), located in Washington, D.C., represents one of the United States’ earliest attempts to provide a safe haven for aging and disabled military veterans. The institution has remained a symbol of the nation’s commitment to its military veterans for generations since its establishment in 1851.¹ This Historic Preservation Plan (HPP), along with the ongoing development of a master plan for the Home will allow the institution to retain the integrity of its mission while preserving its recognized historic significance.

PROJECT PURPOSE, BACKGROUND, AND SCOPE

In 2004, ARFH asked the United States General Services Administration (GSA) to help identify potential alternative uses for parts of its expansive District of Columbia campus as a way to raise funds necessary for AFRH’s operations and services. GSA and a team of consultants began a comprehensive study of the property as part of the development of a master plan. Because AFRH is an independent agency under the jurisdiction of the U.S. Department of Defense, it must comply with Section 110 and Section 106 of the National Historic Preservation Act of 1966 (NHPA), which require federal agencies to take certain actions to protect historic resources under their control. In 1988, the District of Columbia State Historic Preservation Officer (DC SHPO) determined the entire campus eligible for listing as an historic district in the National Register of Historic Places. Therefore, the creation of a master plan by AFRH is considered a federal undertaking and requires compliance with Section 106.

During the Section 106 Review, the DC SHPO requested that this HPP be created in order to ensure compliance with AFRH’s Section 110 responsibilities. Section 110 addresses ongoing compliance with federal preservation regulations and requires the establishment of a preservation program that identifies and evaluates historic resources. It requires that these resources be nominated to the National Register of Historic Places and protected through an ongoing management and treatment plan.² The HPP forms the basis for both Section 106 and Section 110 compliance by identifying and evaluating historic resources and establishing a program for their day-to-day and long-term treatment.³ AFRH will use the HPP as a guide to protect the proposed Armed Forces Retirement Home-Washington National Register Historic District and its associated historic resources.

In June 2006, AFRH commissioned EHT Traceries to prepare the HPP. To ensure a comprehensive approach to the project, Rhodeside and Harwell, Incorporated, joined EHT Traceries as historic landscape consultants. Building upon much of the historical information gathered in the 1985 Preservation Plan (Geier, Brown, and Renfrow) and the 2004 Resource Inventory and Evaluation (EHT Traceries), the 2007 HPP reassesses the Home based on a greater understanding of its history and the impact of changes made to the campus in the past fifty years. The scope of work called for the HPP to follow the basic organization of the 2004 report and broaden it to include primary research into history and features of the property, an updated and expanded resource inventory

based on the identification and evaluation of the designed landscape resources, as well as recommendations for the management and treatment of all historic resources at the Home.

In addition, the HPP incorporates archeological information on identified archeologically sensitive zones and potential prehistoric sites prepared by Greenhorne & O’Mara as part of its property-wide survey in 2004 to meet requirements for the current National Environmental Protection Act (NEPA) compliance.⁴

APPROACH

The approach to the HPP is in accordance with the NHPA and associated regulations, notably the “Guidelines for Federal Agency Responsibilities under Section 110 of the National Historic Preservation Act” (53 FR 4727) and “Protection of Historic Properties” (as amended August 5, 2004; 36 CFR Part 800).

The HPP includes an expanded historic context, an updated inventory identifying and evaluating all resources located within the Home, and recommendations for maintenance and treatment of those resources. The HPP addresses the historic built and designed landscape elements of AFRH using contemporary preservation standards and updated maps and graphics to convey complex information.

HISTORIC CONTEXT

The historic context provided in this document captures the critical events and patterns of development that define AFRH and the Home. This enhanced context corrects some inaccuracies from previous histories and provides the framework for a more thorough understanding of the Home and its history, creating a sound basis for the evaluation of the campus and its individual resources.

Research was conducted at the National Archives and Records Administration, the Library of Congress, Yale University, the Washington Historical Society, the District of Columbia Recorder of Deeds, and the Home itself.⁵ This research identified relevant federal laws affecting the Home, and located published congressional hearings related to its operations, picture books illustrating the campus, internal documents prepared by the Board of Commissioners and Governors, detailed site-specific topographic maps, and several other relevant documents. Among the more important primary documents recovered are various building schedules prepared by AFRH that provide construction, alteration, and demolition dates for buildings within the grounds. Information on George Washington Riggs, his purchase of the land in July 1842, the design and construction of his house, and the condition of the property during his occupancy contributed to a better understanding of the landscape. Information about the sale of the most southern and southeastern parcels of the landholdings and the impact of

the 1953 Master Plan was investigated. Also consulted were recently published histories of the Home dealing with Abraham Lincoln’s stays during his presidency (summers of 1862 to 1864). This research provides the foundation for a comprehensive picture of land use, social, and architectural history at the Home since its creation in 1851.

This research led to a better understanding and/or clarification of the following:

- Identification of the role of Washington, D.C. carpenter and builder William H. Degges, who was responsible for the design and construction of Lincoln Cottage (Building 12);
- Identification of the participation of Philadelphia architect John Skirving who may have played a role in the initial design of the Riggs House (Lincoln Cottage, Building 12);
- Location of the deeds documenting Riggs’ purchase of the property known as Corn Rigs and its sale to the federal government for use as a military asylum;
- Location of records of Washington, D.C. builder Gilbert Cameron’s lawsuit following his termination in December 1855;
- Identification of Gilbert Cameron’s tool shed (Building 2B), used to house tools during the construction of the Military Asylum’s original buildings;
- More accurate dating and original descriptions and images of, as well as design intentions for, built and designed landscape resources;
- Dating of two carriage houses that are now used as garages to the original building campaign, rather than to the 1920s;
- Identification of the first landscape gardener, George McKimmie, hired in 1866;
- Dating of major landscape improvements from 1866 onward, changing the understanding of the chronological development of the campus, particularly during Lincoln’s tenure (1862-1864);
- Information relating to the master plans of 1947 and 1953, and disposal of property in 1950-1953;
- Policies regarding public access, from its initial decision to allow limited access in 1868, intermittent openings and closures, and complete closure to public vehicular traffic in 1953, and the incremental reduction of public access from that time to the present; and
- Information relating to the construction of the fences, the changing western boundaries, and chronology of gate house construction.

RESOURCE INVENTORY AND EVALUATION

A team of historians, landscape historians, and architectural historians, led by EHT Tracerics, Inc. and including Rhodeside & Harwell, Inc., collaborated to create an inventory encompassing historic, cultural, and natural resources at the Home. All resources were inventoried using an electronic database (AFRH-W Resource Inventory Database) that is designed to be used in a Cultural Resource Management (CRM) program by AFRH. The evaluation of the Home as an entity and of its individual resources was based on National Register standards as interpreted by the National Register through its regulations and National Register Bulletin program.

The Area of Potential Effect (APE) was determined in consultation with the DC SHPO and the Advisory Council for Historic Preservation (ACHP) to include the Home’s campus in its entirety, as well as the immediate adjacent areas surrounding the campus.⁶ However, the survey team inventoried and evaluated only resources within the boundaries of the Home.

RECOMMENDATIONS

The recommendations for the day-to-day and long-term care and maintenance of the identified resources are tied directly to the evaluation and the significance of the resources relative to the Home as a whole. The recommendations set goals and objectives for the implementation of the HPP and identify protection and maintenance tasks to preserve the campus and resources that contribute to the historic significance of the Home as an historic district and cultural landscape. As AFRH is limited in funds to care for its resources, a prioritization of treatment, considering both the significance and condition of the resources, is integral to the recommended actions. Key factors to the recommendations include: the protection of the Home through its listing in the National Register; a commitment to the preservation of its landscape resources, particularly open space and trees; the appointment of a qualified Cultural Resource Manager; and the utilization of an AFRH-W Resource Inventory Database to assist in supervising proposals for change and improving decision-making as it relates to the retention of the Home’s historic integrity. In creating the HPP, the AFRH team consulted the DC SHPO and the ACHP to ensure that the recommendations are compatible with all local and federal preservation regulations and expectations.

The recommendations include internal procedures for compliance with relevant federal laws and regulations governing the protection and preservation of all historic resources, while maintaining AFRH’s mission. These procedures address when DC SHPO approvals are necessary for undertaking work on historic resources and provide directions for applying for these approvals. Also included are the project documentation forms and a report outline to expedite any necessary recordation and review processes. Recommendations for the appropriate treatment of Home’s historic resources utilizes the levels of relative significance assigned to each resource in Volume II of the HPP and are based on the Secretary of the Interior’s *Standards for the Treatment of Historic Properties*.

ORGANIZATION

The HPP consists of two separate volumes: (I) the Historic Preservation Plan with appendices; and (II) the Resource Inventory. The following is an outline of the report contents:

VOLUME I:

- CHAPTER 1: INTRODUCTION** presents the purpose, background, scope, approach, and organization of the HPP;
- CHAPTER 2: PROPERTY IDENTIFICATION, LOCATION, AND SETTING** provides basic information on the site and its context within surrounding neighborhoods and the District of Columbia;
- CHAPTER 3: HISTORIC CONTEXT** presents a brief summary of the development of AFRH and the Home, establishing the periods of significance of the property within multiple historical themes;
- CHAPTER 4: EVALUATION OF SIGNIFICANCE** states the property’s current landmark status, presents the methodology and findings for the evaluation of the property as a whole, contains a statement of significance and support for its eligibility for listing in the National Register as an historic district;
- CHAPTER 5: METHODOLOGY AND FINDINGS OF INDIVIDUAL RESOURCE EVALUATIONS** presents and discusses the thirteen divisions of the campus used to assist in the evaluation, background information on the Resource Inventory, and summaries of inventory findings and the quantitative evaluations of the contributing resources. Maps and lists of relevant data supplement this section;
- CHAPTER 6: IMPLEMENTATION OF THE HISTORIC PRESERVATION PLAN** identifies the goals for the preservation and maintenance of the Home. It provides guidance for the management and treatment of the Historic District and its individual contributing resources and outlines Standard Operating Procedures for key activities including general maintenance, rehabilitation, demolition, and new construction; and
- CHAPTER 7: FEDERAL PRESERVATION REQUIREMENTS AND PROCESSES** identifies the laws that guide the Home’s responsibilities for its historic resources.

APPENDICES:

HISTORIC DESIGNATION

- The U.S. Soldiers’ Home National Register Registration Form (NHL)
- Proclamation 7329 – President Lincoln and Soldiers’ Home National Monument

RESEARCH

- Bibliography
- Glossary of Historic Preservation Terms and Acronyms
- National Archives and Records Administration (NARA) Guide to the Records of the Home
 - Inventory of Materials, Entry 8A
 - Inventory of Materials, Entries 2, 8, 9, 10
 - Inventory of Materials, Entry 48

- Chronology of Historic Maps of the Home
- Summary of Archival Resource Collections
- AFRH Acquisitions and Disposals
- The Home’s Governance
 - List of Soldiers’ Home Construction Officers
 - List of Soldiers’ Home Governors
- Excerpts from Park Commission Plan of 1902
- February 3, 1942 Congressional Record, Public Access Petition

PREVIOUS INVESTIGATIONS

- Archeological Investigations
 - Summary of Archeological Investigations
 - Greenhorne & O’Mara Archeology Report, 2004
- List of Trees and Shrubs on U.S. Soldiers’ and Airmen’s Home Property, 1980s-1990s

REGULATIONS, ACTS, AND POLICIES

- National Historic Preservation Act and Regulations
 - Summary of the National Historic Preservation Act (1966)
 - Section 110 of the National Historic Preservation Act (16 U.S.C. 470h-2)
 - Section 106 of the National Historic Preservation Act (16 U.S.C. 470f)
 - 36 CFR § 800 Protection of Historic Properties (As Amended Through 2004)
- Secretary of the Interior’s Standards for the Treatment of Historic and Archeological Properties (36CFR§68.3)
- Executive Order 13287 – Preserve America, March 3, 2003
- Executive Order 13327 –Federal Real Property Asset Management, February 6, 2004
- The Antiquities Act of 1906: Uniform Rules and Regulations
- Environmental and Historic Preservation Policies and Procedures, adopted by the National Capital Planning Commission, April 2004
- National Trust for Historic Preservation Agreements
 - Cooperative Agreement for the National Trust for Historic Preservation and AFRH
 - First Modification to the Cooperative Agreement for the National Trust for Historic Preservation and AFRH
 - Programmatic Agreement between the National Trust for Historic Preservation and AFRH

PROCEDURAL DOCUMENTS

- Preservation Documentation Form
- National Park Service Preservation Brief 43: The Preparation and Use of Historic Structure Reports
- National Park Service Preservation Brief 31: Mothballing Historic Buildings

VOLUME II:

Volume II consists of the Resource Inventory, including the Summary Inventory Methodology, Descriptions of the Character Areas and Boundaries, Individual Resource Data Sheets produced by the CRM database, and the Quantitative Evaluation for each of the Home’s contributing resources.

(Endnotes)

- 1 The Military Asylum was established in 1851 and later renamed the United States Soldiers’ Home (1859), the United States Soldiers’ and Airmen’s Home (1972) and the Armed Forces Retirement Home-Washington (2002).
- 2 As a federal agency, AFRH is expected to refer to the federal publication “Section 110 Guidelines: The Secretary of the Interior’s Standards and Guidelines for Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act” for guidance in fulfilling its day-to-day preservation responsibilities.
- 3 Chapter 7 of the HPP addresses the federal preservation requirements and procedures, including Section 106 and Section 110 compliance.
- 4 The information is available to assist in the evaluation of property’s archeological potential from four archeological investigations conducted on the campus: an archeological survey of the LaGarde Building vicinity (1989); a survey of property sold to Catholic University (2000); a survey of the grounds within the President Lincoln and Soldiers’ Home National Monument conducted by the consulting firm The Louis Berger Group, Inc. under contract to the National Trust for Historic Preservation (2004), and the Phase IA survey by Greenhorne & O’Mara (2004). See: William M. Gardner and Laura Henley, “Report of the Phase I Archeological Survey of the ICF Building Project Area, United States Soldiers’ and Airmen’s Home, Washington, D.C.” (report prepared for the U.S. Soldiers’ and Airmen’s Home and the Department of the Army Baltimore District Corps of Engineers by the Catholic University of America, Department of Anthropology, Washington, D.C., August 1989); John Bedell and Charles LeeDecker, “Archaeological Investigations of the President Lincoln and Soldiers’ Home National Monument at the Armed Forces Retirement Home, Washington, D.C.” (report prepared for the National Trust for Historic Preservation by the Louis Berger Group, Washington, D.C., July 2004); Stuart J. Fiedel, “Phase IB Archeological Investigation: United States Soldiers’ and Airmen’s Home, Washington, D.C.” (report prepared for Law Engineering and Environmental Services by John Milner and Associates, Alexandria, VA, 2000); Greenhorne & O’Mara Inc., “Phase IA Archeological Assessment of the Armed Forces Retirement Home, 3700 N. Capitol Street, Washington, D.C. 20011” (report prepared for the Armed Forces Retirement Home by Greenhorne and O’Mara Inc., Greenbelt, MD, 2004)
- 5 A comprehensive bibliography is found in the Appendices.
- 6 For purposes of Section 106 Review, the APE would extend beyond the campus boundaries.

CHAPTER 2: PROPERTY IDENTIFICATION, LOCATION, AND SETTING



ARMED FORCES RETIREMENT HOME-WASHINGTON HISTORIC PRESERVATION PLAN

CHAPTER 2: PROPERTY IDENTIFICATION, LOCATION, AND SETTING

IDENTIFICATION

The property known today as the Armed Forces Retirement Home-Washington (Home or AFRH-W) was established in 1851 as the northern branch of a new congressionally organized U.S. Military Asylum, an institution created to provide care for old and disabled veterans of the regular Army.¹ A Board of Commissioners, composed of officials from the U.S. Army, administered the institution, while military governors headed each geographic branch. The Home is the only survivor of the three original branches. Today, it is one of two facilities administered by the Armed Forces Retirement Home (AFRH), a successor to the U.S. Military Asylum. The Home consists today of 272 acres within Washington, D.C. with a second campus in Gulfport, Mississippi.

By 1859, when the institution was renamed the U.S. Soldiers' Home, the northern branch remained one of three branches; however, the name of the institution was becoming synonymous with the Washington branch.² With the sale of the land associated with the other branches (Harrodsburg, Kentucky, in 1887 and East Pascagoula, Mississippi, in 1907), Washington became the sole landholding of the U.S. Soldiers' Home. The name was changed again in 1972 to the U.S. Soldiers' and Airmen's Home.³

In 1991, Congress incorporated the U.S. Soldiers' and Airmen's Home and U. S. Naval Home in Gulfport, Mississippi, into a single independent establishment in the Executive Branch of the federal government called the Armed Forces Retirement Home.⁴ At first, AFRH administered each facility as a separate branch of the institution, similar to the original conception of the original Military Asylum in 1851. In 2001, Congress reorganized the administration of AFRH, replacing the military Board of Commissioners and governor system with a civilian model headed by a chief operating officer, and named a director for each of the two facilities. The Naval Home was designated as the Armed Forces Retirement Home-Gulfport and the Washington, D.C. facility was designated as the Armed Forces Retirement Home-Washington — distinguishing them from AFRH as the institution.⁵

TABLE 2.1: NAME CHANGES	
Period	Name
1851-1859	United States Military Asylum
1859-1972	United States Soldiers' Home
1972-2001	United States Soldiers' and Airmen's Home
2001-present	Armed Forces Retirement Home-Washington (AFRH-W)

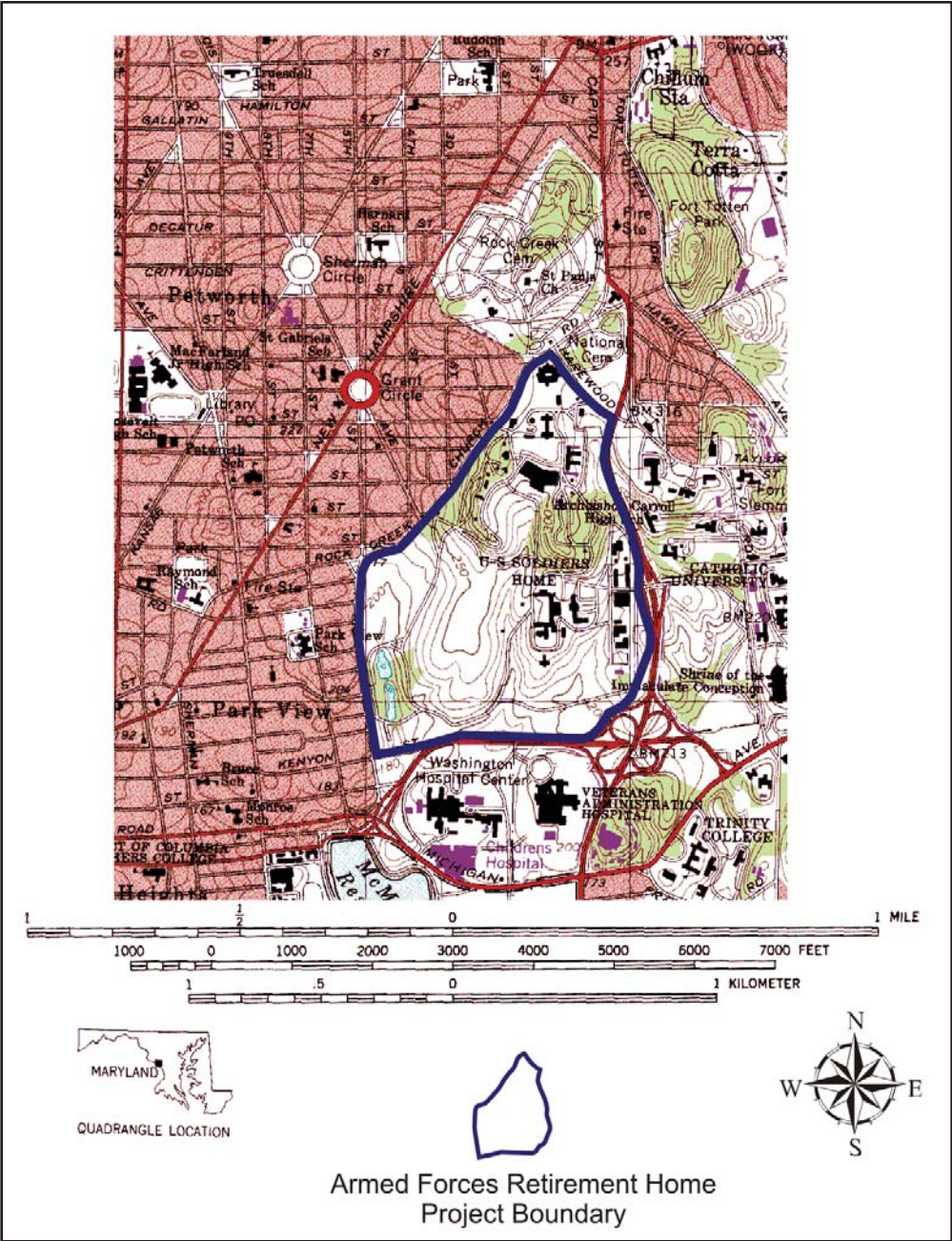


Figure 2.1: Project location map, 2006
(adapted from the U.S. Geological Survey, Washington West, D.C.-MD-VA, Photo revised 1983)



Figure 2.2:
Aerial photograph, 2002
(adapted from the United States
Geological Survey digital
orthophotoquad, 2002)

Since the establishment of the Military Asylum in 1851, operational funding has come directly from the soldiers and, later, airmen themselves, making AFRH a unique institution within the federal government and an enduring example of the military taking care of its own. Congress established a permanent trust fund to be financed by monthly, active duty payroll deductions of 25 cents, when the average pay of a soldier was \$7 a month. The monthly withholding from the soldiers of the U.S. Army, and later all branches of the military, as well as military fines and forfeitures, have provided the principal support for AFRH throughout its history. With the incorporation of AFRH in 1991, the trust fund that supported the operations of the Home was redefined as the Armed Forces Retirement Home Trust Fund and continues to be sustained by members of the armed forces. AFRH, like its predecessor organization, rarely receives federal appropriations.

LOCATION

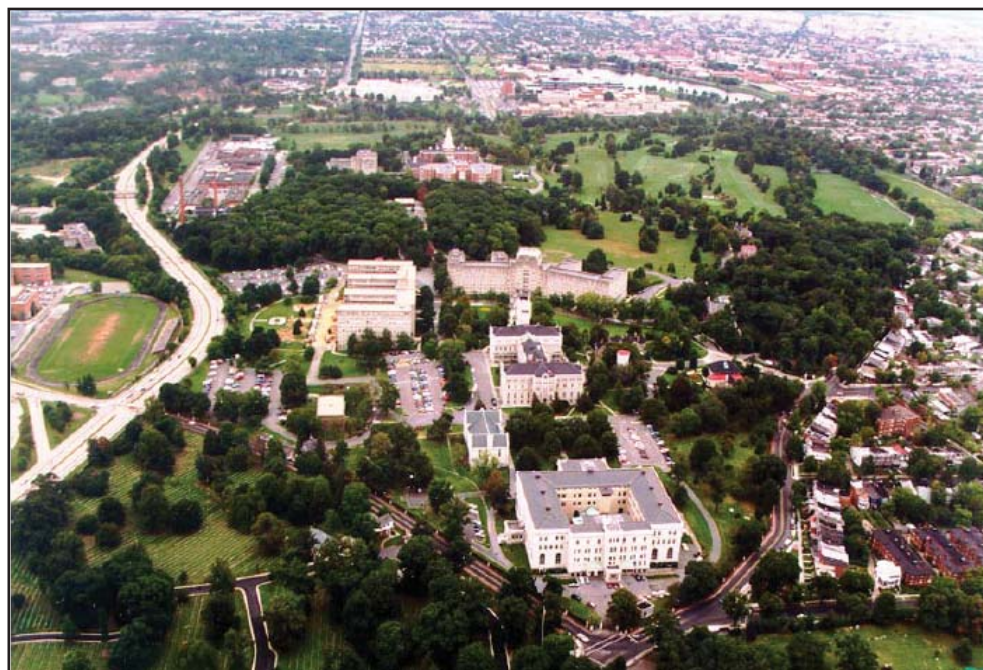
The 272-acre Home is located approximately three miles north of the U.S. Capitol at 3700 North Capitol Street, N.W. in Washington, D.C. It is bounded by North Capitol Street on the east, Harwood Road to the northeast, Rock Creek Church Road on the northwest, Park Place to the west, and Irving Street on the south. The Eagle Gate at the intersection of Rock Creek Church Road and Upshur Street is presently the only entrance into the campus. This entry provides direct access to the northern portion of the campus known as “Central Grounds.” It includes the oldest built resources associated with the northern branch of the Military Asylum established in 1851 as well as the original 1842 farmhouse of George W. Riggs.

The property is located in the upper portion of the Coastal Plain Physiographic Province, fewer than two miles from the Fall Line and the start of the Piedmont Province.⁶ Elevations above sea level within the property range from 175 feet at the southern portion to approximately 325 feet above sea at its highest point. The property occupies the second-highest elevation in the District of Columbia. (Tenleytown’s Fort Reno Park is the highest at 415 feet). A 1969 planning document prepared by the U.S. Army Corps of Engineers describes the Home’s geological setting: “A high flat plateau is located within the northern apex of the triangular shaped portion of the property. Two main ridge lines run generally south from this plateau creating three major drainage valleys.”⁷

SETTING

The property is bounded by two nineteenth-century roads: Rock Creek Church Road to the west and Harewood Road to the northeast. In the 1950s, the District of Columbia extended Irving Street through property then within the boundaries of the Home, and its right-of-way became the new southern boundary. At the same time, the city extended North Capitol Street northward, and its right-of-way became the eastern boundary. The Home is situated between the campus of The Catholic University of America to the east of North Capitol Street and the urban neighborhoods of Park View, Petworth, and Pleasant Plains to the west. The Washington Hospital Center and Veterans Affairs Medical Center border the property to the south. The U.S. Soldiers’ and Airmen’s Home National Cemetery and Rock Creek Church Yard and Cemetery/Saint Paul’s Episcopal Church are located immediately north of the property.

Figure 2.3:
Aerial photograph,
looking south,
circa 2005
(courtesy of AFRH-W)



THE CATHOLIC UNIVERSITY OF AMERICA

The Catholic University of America is located to the east of the Home at 620 Michigan Avenue, N.E. in the residential community of Brookland. The campus, consisting today of 193 acres, is bounded by Monroe Avenue to the south, North Capitol Street to the west, Hawaii Avenue to the north, and John McCormick Road to the east. In April of 2004, the university purchased 49 acres of land associated with the Home from AFRH.

Catholic University is unique as the national university of the Roman Catholic Church and as the only higher education institution founded by the U.S. Roman Catholic bishops. The university was established in 1887 with the approval of Pope Leo VIII (1810-1903) as a graduate and research center and began to offer undergraduate education in 1904. The university's 55 major buildings reflect the Romanesque Revival style and the influences of the mid-twentieth-century Modern Movement. The most prominent of these buildings is the Basilica of the National Shrine of the Immaculate Conception, which is the largest Roman Catholic church in the Western Hemisphere and the seventh-largest religious structure in the world. Construction of the sanctuary began in 1920, and after considerable delay, the tower was completed and the church opened in 1959.⁸ The church is listed in the National Register of Historic Places and designated as a National Historic Landmark.

PARK VIEW, PETWORTH, AND PLEASANT PLAINS

The land making up the neighborhoods of Park View, Petworth, and Pleasant Plains was originally part of several large country estates. Petworth, for example, includes the land from two separate estates: the 204-acre estate of Colonel John Tayloe known as Petworth and the 183-acre Marshall Brown estate, which eventually became the property of the Tayloe family. The subdivisions of Pleasant Plains and Park View, along with the nearby subdivisions of Columbia Heights and Mount Pleasant, were developed from the eighteenth-century estate of Anthony Holmead. Holmead occupied the estate, which he named Pleasant Plains, from 1750 to 1802. In the latter part of the nineteenth century, development groups specifically engaged in the acquisition and subdivision of sites for the creation of new suburbs purchased former country estates such as Tayloe's Petworth and Holmead's Pleasant Plains. The planned suburbs were expected to profit from their location along Seventh Street Extended (now Georgia Avenue), where the streetcar line was to be extended.

PARK VIEW is an urban neighborhood bordered by Park Place and the Home to the east, Harvard Street to the south, Sherman Avenue to the west, and New Hampshire Avenue and Rock Creek Church Road to the north. The name Park View is understood to come from the neighborhood's view eastward into the Home. The greatest period of development in Park View began in 1906 after the subdivision of numerous lots, although portions of the neighborhood had been platted as early as the late nineteenth century.⁹ Park View Elementary School was established in 1916 and continues to provide elementary education for residents of the neighborhood.

Today, the planned residential subdivision of Park View has two- and three-story row houses designed in Victorian-era and early-twentieth-century architectural styles such as the Queen Anne, Italianate, Romanesque Revival, and Colonial Revival. Park View was identified in 1991 in the District of Columbia Comprehensive Plan for Historic Preservation's "Historic Context Outline" as a platted early-twentieth-century (ca. 1900-1915) "residential neighborhood outside Georgetown and the L'Enfant city."¹⁰

PETWORTH¹¹ is a residential neighborhood bounded by Georgia Avenue to the west, North Capitol Street to the east, Rock Creek Church Road to the south, and Kennedy Street N.W. to the north. It is located to the northwest of the Home. The official subdivision plat was filed on January 16, 1889 by the Petworth Syndicate, which included such prominent local residents as Brainard H. Warner, Myron M. Parker, A.A. Thomas, and E.A. Paul. It was estimated in the 1890s that \$200,000 needed to be spent to prepare the infrastructure for the entire 387-acre neighborhood for resale to prospective home owners. The streets of Petworth were intentionally laid as an extension of L'Enfant's plan for the city of Washington, arranging a grid plan transversed by diagonal avenues with circles at the major intersections.

Today, the planned urban subdivision of Petworth, one of the largest in the District of Columbia, is known primarily for its two- and three-story row houses illustrating the eclectic architectural styles fashionable in the early-twentieth century. Petworth was recognized in 1991 in the District of Columbia Comprehensive Plan for Historic Preservation's "Historic Context Outline" as a platted interwar (ca. 1915-1930) "residential neighborhood outside Georgetown and the L'Enfant city."¹²

PLEASANT PLAINS is bordered by Second Street, Park Place, and the McMillan Reservoir to the east; Florida Avenue and Barry Place to the south; Sherman Avenue to the west; and Harvard Street to the north. It is flanked on the eastern side by the Washington Veteran Affairs Medical Center and Washington Hospital Center, and by the Columbia Heights and Park View neighborhoods on the west and north sides. The Home is located to the northeast.

Howard University occupies the largest portion of the community. The residential enclave that has developed around the college dates from the late nineteenth century through to the second quarter of the twentieth century. The attached rows of two- and three-story dwellings reflect the architectural styles popular during this period. The highly traveled commercial corridor of Georgia Avenue, lined with buildings dating from circa 1869 to the late twentieth century, bisects the neighborhood. By the second quarter of the twentieth century the area that once made up Anthony Holmead's country estate was renamed Pleasant Plains; the name, however, has come to refer more to a general area in northwest Washington, D.C., rather than a defined neighborhood.¹³

THE UNITED STATES SOLDIERS' AND AIRMEN'S HOME NATIONAL CEMETERY

The U.S. Soldiers' and Airmen's Home National Cemetery is situated to the northeast of the Home. Located at 21 Harewood Road, N.W., the triangular-shaped cemetery is bounded by North Capitol Street to the east, Harewood Road to the south, and Rock Creek Church Road to the west. At the time of its establishment in 1862 when the first interments were made, the cemetery was located within the Home. The Board of Commissioners transferred ownership of the fifteen-acre site to the War Department (now Department of the Army) in April 1883.¹⁴ The first portion of the United States Soldiers' and Airmen's Home National Cemetery to be laid out for burials was the southeast corner at the intersection of Harewood Road and North Capitol Street. The northwestern section of the cemetery remained largely wooded up to the 1970s.¹⁵

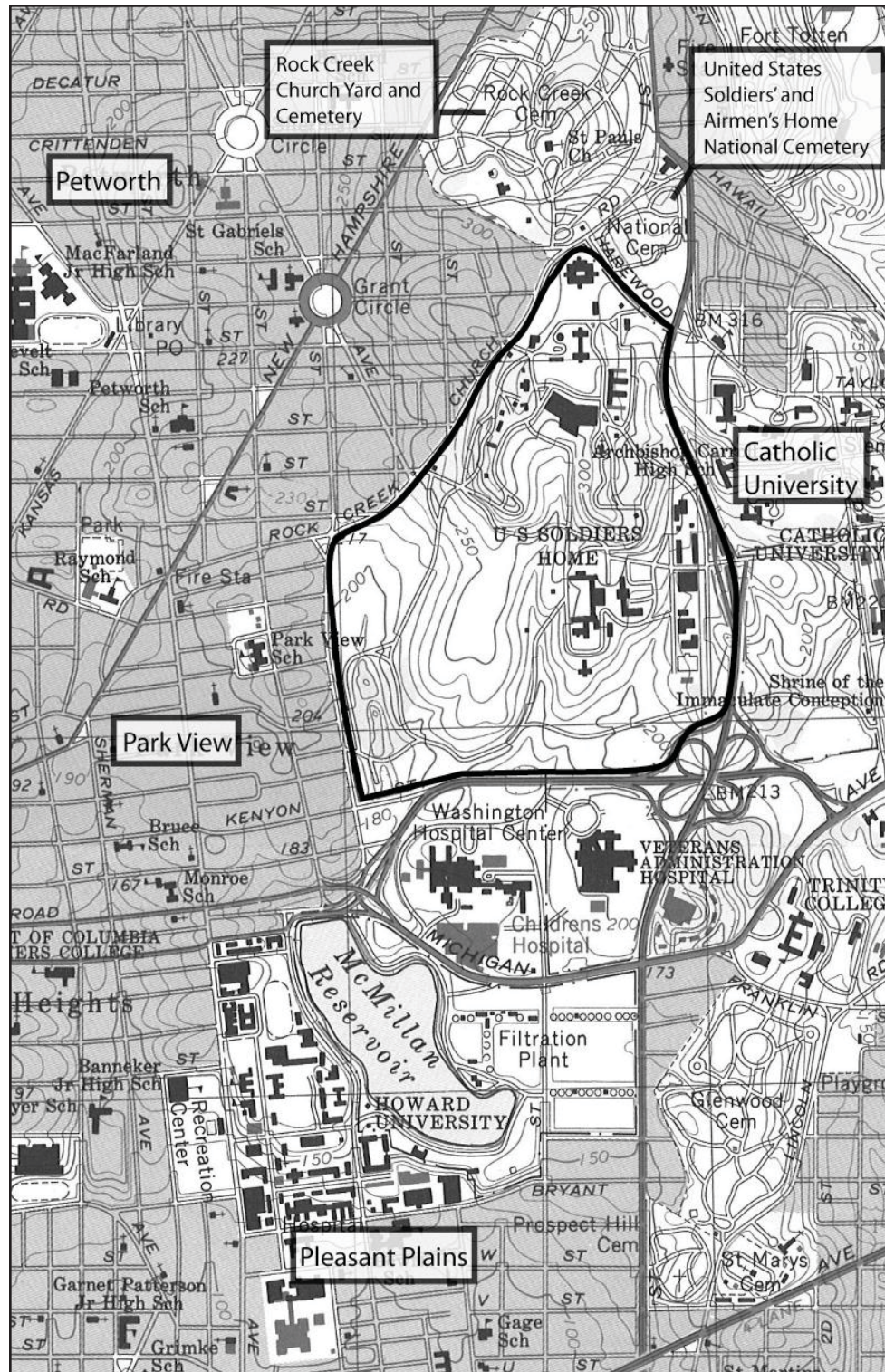


Figure 2.4: Neighborhoods adjacent to the AFRH-W, 2007
(adapted from the U.S. Geological Survey, Washington West, D.C.-MD-VA, revised 1983)

*ROCK CREEK CHURCH YARD AND CEMETERY/SAINT PAUL'S
EPISCOPAL CHURCH*

The 86-acre property known as Rock Creek Church Yard and Cemetery is roughly bounded by Gallatin Street on the north, North Capitol Street on the east, Rock Creek Church Road on the southeast, Webster Street on the south, and New Hampshire Avenue on the west. The Home is located to the south of the cemetery, to the south of Webster Street where it intersects with Rock Creek Church Road and Harewood Road.

The Rock Creek Parish was formed in May 1712 to serve the Rock Creek Hundred. In September 1719, Colonel John Bradford, a prominent Maryland planter, pledged 100 acres of land to the Vestry to serve as a glebe for the parish. The glebe, the site of the present church yard, was described as having “timber for building...and necessary houses for a glebe for the use of present and future ministers...forever.”¹⁶ Farmed for many years with trees felled for sale as firewood, the glebe was entitled “Generosity.” Other members of the Vestry pledged 4,350 pounds of tobacco and 45 pounds of sterling for the support of the church. Construction of a temporary wood-frame edifice began immediately after the establishment of the church in 1719, followed by the erection in 1721 of a brick church. By that time, the first of the parishioners was interred to the north/northwest of the church.

The new church was known as Prince George's Church, and later Christ Church, Rockville. The title Rock Creek Church was not officially used until 1856.

Saint Paul's Episcopal Church (Rock Creek Church) and the Adams Memorial were individually listed in the National Register of Historic Places in 1972. The Rock Creek Church Yard and Cemetery was listed in the National Register of Historic Places in 1977.

WASHINGTON HOSPITAL CENTER

Washington Hospital Center is located at 110 Irving Street, N.W., bounded by Irving Street to the north and northwest, First Street to the east, and Michigan Avenue to the south and southwest. AFRH owned the property now making up the Washington Hospital Center, purchasing it in 1872 from William W. Corcoran. The Home utilized the former Corcoran estate, which was known as Harewood, as the site of its award-winning dairy. In 1950, AFRH sold 47 acres of land in the southwestern portion of the Home, the majority of which was formerly associated with Harewood, to the privately owned Washington Hospital Center as the site for a new facility. Construction of the first of many buildings began in 1956 and included Children's Hospital in 1972.

WASHINGTON VETERANS AFFAIRS MEDICAL CENTER

The Veterans Affairs Medical Center, also known as the Veterans Administration Hospital, is located at 50 Irving Street, N.W. The Modern-style building was constructed circa 1960 on 42 acres purchased from AFRH in 1950. First Street is located to the west, Irving Street is to the north, North Capitol Street is to the east, and Michigan Avenue is located to the south of the federally-owned hospital.

(Endnotes)

- 1 A Bill to Found a Military Asylum for the Relief and Support of Invalid and Disabled Soldiers of the Army of the United States, S 392, 31st Cong., 2d sess., (3 March 1851).
- 2 An Act Making Appropriations for the Support of the Army for the Year Ending the Thirtieth of June, Eighteen Hundred and Sixty. 35th Cong., 2nd sess. (3 March 1859), ch. 83, 11 Stats at Large of USA 434.
- 3 MB, August 1972,
- 4 National Defense Authorization Act for FY2002, Public Law 107-107, United States Statutes at Large 115 (28 December 2001): 1012. See also 24 U.S.C. §411. AFRH is referred to as an “establishment” in the Public Law.
- 5 The Naval Home was renamed the Armed Forces Retirement Home-Gulfport as part of Public Law 101-510.
- 6 U.S. Army Engineering District, Baltimore Corps of Engineers, Master Plan Basic Information Maps Analysis of Existing Facilities, United States Soldiers’ Home, Washington, D.C., (Baltimore, Maryland: U.S. Army Corps of Engineers, September 1969), 5; Armed Forces Retirement Home, Armed Forces Retirement Home-Washington Master Plan: Draft Environmental Impact Statement, (Washington, D.C.: Armed Forces Retirement Home, May 2005), 3-1; EIS Report Available at the Armed Forces Retirement Home Development Project Web Site, www.afrhdevelopment.com/project_info/nepa.php.
- 7 U.S. Army Engineering District, Baltimore Corps of Engineers, Master Plan Basic Information Maps: Analysis of Existing Facilities, United States Soldiers’ Home, Washington, D.C., 5.
- 8 Historical information derived from web page of the Basilica of the National Shrine of the Immaculate Conception at www.nationalshrine.com.
- 9 “Increase in Volume of Surveyor’s Work,” The Washington Post, 31 August 1906, 10.
- 10 Historic Preservation Division, “Historic Contexts for the District of Columbia: An Outline of Thematic Units for the Study of Historic Resources in the District of Columbia,” September 1991, 79.
- 11 Historical information derived from neighborhood web page at www.petworthdc.net.
- 12 Historic Preservation Division, “Historic Contexts for the District of Columbia: An Outline of Thematic Units for the Study of Historic Resources in the District of Columbia,” September 1991, 79.
- 13 Baist Real Estate Atlas of Washington, D.C. (Washington, D.C.: G.W. Baist, 1919 and 1924).
- 14 U.S. Department of War, Annual Report of the War Department for the fiscal year ended June 30, 1884 (Washington, D.C.: Government Printing Office, 1884), 686.
- 15 The Department of the Army presently owns the cemetery.
- 16 History derived from Saint Paul’s Episcopal Church web site at www.rockcreekparish.org.

CHAPTER 3: HISTORIC CONTEXT



ARMED FORCES RETIREMENT HOME-WASHINGTON HISTORIC PRESERVATION PLAN

CHAPTER 3: HISTORIC CONTEXT

This chapter discusses the establishment of the U.S. Military Asylum, which is now Armed Forces Retirement Home (AFRH), and the historical and physical development of the Armed Forces Retirement Home-Washington (Home or AFRH-W). The historic context is divided into chronological periods based on changes in the landscape, economy, governance, and social goals. Much of this historic context is weighted towards the first few decades, and in particular, changes to the northern portion of the property – the portion that remains intact and in use at the Home today.

TABLE 3.1: CHRONOLOGICAL PERIODS	
<i>Name</i>	<i>Date Range</i>
“Corn Rigs”: George W. Riggs Farm	1842-1851
The Military Asylum	1851-1858
The Soldiers’ Home	1859-1865
Building a Park	1866-1883
Establishing a New Balance	1884-1900
Planning for the New Century	1901-1918
The Granger Master Plan and Beyond	1919-1940
World War II and Cold War Planning	1941-1951
Modified Master Plans	1952-1968
Reassessing for the Future	1969-present

ESTABLISHMENT OF THE U.S. MILITARY ASYLUM

Congressional efforts to create an “Army Asylum” or “Soldier’s Retreat” began in the 1820s. In November 1827, Secretary of War James Barbour reported to the Senate Committee on Military Affairs that he believed the time had arrived for the United States to establish an “army asylum.” He proposed founding an institution comparable to ones in Europe with funding from a “small monthly deduction from the pay of the officers and privates.”¹ The proposal and subsequent entreaties failed to gain congressional approval. In 1834, Congressman Richard Mentor Johnson of Kentucky, introduced a bill to establish “a retreat for such officers and soldiers of

the military.”² Johnson’s bill also failed to pass and the campaign languished until the end of the decade. The effort to establish an asylum resumed in the 1840s with then-Captain Robert Anderson’s “Plan to Provide for Old Soldiers.”³ In February 1840, Anderson wrote:

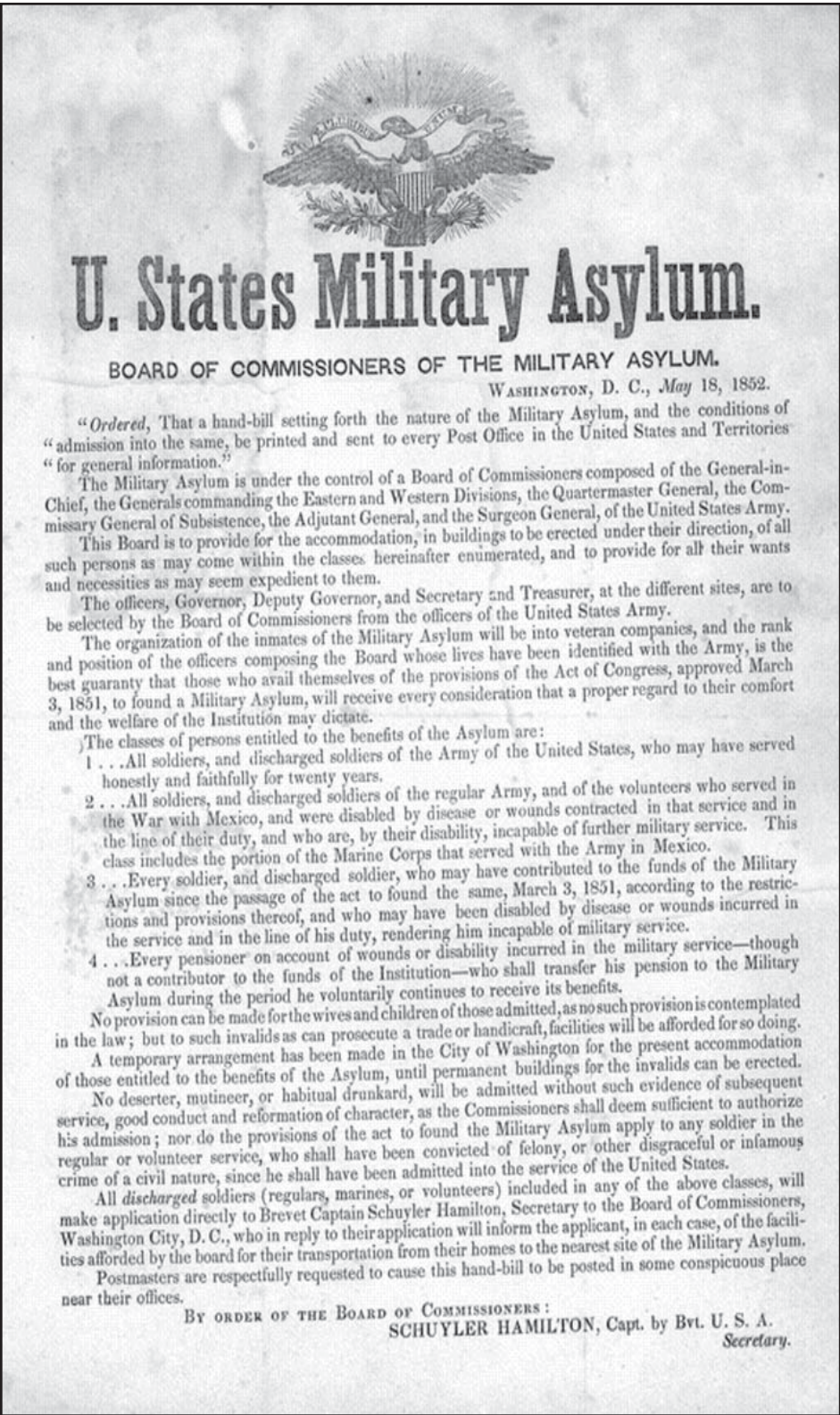
...Let the soldier know that a home is prepared for him, where he will be kindly welcomed and well taken care of, and he will be more active and zealous in the discharge of his duties; more willing to incur fatigue and danger, than can now be the case, when he knows that the greater the sufferings he endures, the sooner is his constitution destroyed, and he, by discharge, deprived of the means of obtaining his daily bread.⁴

Anderson’s lobbying intensified in the aftermath of the Mexican-American War (1846-1848) and he was joined by Major General Winfield Scott, who in 1849, proposed in a letter to Congress to “venture once more, respectfully to invite attention to a retreat or asylum for the worn-out or decayed rank and file of the army” (italics in the original).⁵

Scott and Anderson’s lobbying paid off in January 1851 when Senator Jefferson Davis (1808-1889) of Mississippi introduced a bill to establish the institution, complemented by a report documenting the nation’s need for such an asylum.⁶ On March 3, 1851, Congress approved Davis’s bill, “An Act to Found a Military Asylum for the Relief and Support of Invalid and Disabled Soldiers of the Army of the United States.”⁷ SB 392 was “passed by a remarkably one-sided vote considering the legislation’s contested history (Senate, 40 to 5; House, 122 to 33).”⁸ In addition to creating the new institution and signifying that it might operate in more than one site, the organic act established the criteria for membership into the new asylum and set its governance with the establishment of a Board of Commissioners for the Asylum as a whole, and a governor, deputy governor, and secretary-treasurer for each site. The Military Asylum was open to:

...every soldier of the army of the United States who shall have served, or may serve, honestly and faithfully twenty years in the same, and every soldier, and every discharged soldier, whether regular or volunteer, who shall have suffered by reason of disease or wounds incurred in the service and in the line of his duty, rendering him incapable of further military service, if such disability has not been occasioned by his own misconduct. *Provided*, That no deserter, mutineer, or habitual drunkard, shall be received without such evidence of subsequent service, good conduct and reformation of character as the commissioners shall deem sufficient to authorize his admission.⁹

The soldiers were initially referred to as inmates, although “member” and “resident” were more commonly accepted terms by the turn of the twentieth century.



The Act specified that the Board of Commissioners be composed of the “general-in-chief commanding the army, the generals commanding the eastern and the western geographical military divisions, the quartermaster general, the commissary-general of subsistence, the paymaster-general, the surgeon-general, and the adjutant-general.”¹⁰ Appropriations for the establishment of the asylum, amounting to \$118,791.19, were largely derived from monies in the United States Treasury “levied by the commanding general of the army of the United States [Winfield Scott] in Mexico, during the war with that republic,” in lieu of pillage to that city.¹¹ To supplement Scott’s contribution, Congress established a revenue stream based on a twenty-five cent deduction drawn from “the pay of every non-commissioned officer, musician, artificer, and private of regiments of volunteers, or other corps or regiments” and from forfeitures of funds by deserters and others.¹² The law also contained provisions for selecting a “site or sites for the asylum.”¹³

The newly designated Board of Commissioners, led by General Winfield Scott, selected sites for the establishment of the northern, southern, and western branches of the asylum. The Board established the first branch in New Orleans, Louisiana, in April 1851; the southern branch in East Pascagoula, Mississippi, in May 1851, the northern branch in District of Columbia in November 1851; and the western branch in Harrodsburg, Kentucky, in May 1852.¹⁴

Figure 3.1:
Order of the Board of Commissioners of the U. S. Military Asylum, setting forth for the nature of the military asylum and the conditions of admission, May 18, 1852

(U.S. Military Asylum, Board of Commissioners, Order of the Board of Commissioners, Washington, D.C., 1852; image courtesy of the Library of Congress, Rare Books and Special Collections Division)

The Board evaluated more than sixty properties within five miles of the nation’s capital as a possible site for the northern branch. Leading contenders in the selection process included George Washington’s Mount Vernon, and two tracts of land north of the federal city: the farm owned by John A. Smith (east of Seventh Street) and the land of Lieutenant Colonel L. Thomas (Georgetown Heights).¹⁵ Failing to reach a consensus on more favored properties, the Board entered into negotiations with George W. Riggs. Upon reaching an agreement with the banker, the Board voted on November 4, 1851, to buy the 197-acre Riggs property; the vote was contingent upon Riggs securing the title to the 58-acre parcel directly to the west owned by Charles Scrivener. The agreement resulted in the acquisition the following month of 255 acres at approximately \$225 per acre.¹⁶ President Millard Fillmore (1800-1874, in office 1850-1853) reported the purchase of the property in his annual report to Congress, and the United States Senate *Journal* stated that the new institution’s Board of Commissioners had “selected a site for the establishment of an asylum in the vicinity of this city, which has been approved by me, subject to the production of a satisfactory title.”¹⁷

“CORN RIGS”: GEORGE W. RIGGS FARM, 1842-1851

The farm of George Washington Riggs, on the outskirts of the federal city, became the site of the Washington branch of the newly established U.S. Military Asylum in 1851. Upon sale to the U.S. government, the banker’s land and improvements became the core of a bold government experiment combining gerontology and landscape architecture.

George Washington Riggs (1813-1881), founder of Riggs Bank, the foundation of Washington banking, was the son of a wealthy Georgetown dry goods merchant. Elisha Riggs sent his young son to Baltimore to study under his business partner George Peabody, but the younger Riggs chose to return to Washington to follow his own career. Then in his early twenties, young Riggs joined banker William W. Corcoran in Corcoran & Riggs, a nascent banking operation. At the time, it was customary to do business with those who shared family ties and socioeconomic background.¹⁸ Riggs retired to private life in 1848 after his firm’s great success as bankers to the United States during the Mexican-American War. Following Corcoran’s retirement in 1854, Riggs re-entered the business world, establishing Riggs & Company.¹⁹

In 1842, at the age of 29, Riggs purchased a working farm outside the boundaries of the federal city in Washington County, as a home for his young family.²⁰ Riggs named the 197-acre estate “Corn Rigs,” with a newly constructed cottage (Lincoln Cottage, Building 12) as the focal point.²¹ The prior owner, John Agg, was bankrupt, and his in-laws, the Blackfords, held two mortgages on the property, which was then known as Pleasant Hills. Riggs acquired the farm at auction on June 28, 1842, gaining possession on the following month. Riggs’ plans for his new possession are clear as, on July 23, two days before settlement, Washington carpenter and builder William H. Degges submitted detailed specifications for a new house to his client, Riggs. The July 1842 specifications were based, in part, on drawings by Philadelphia architect John Skirving and on a house owned by a “Mr. McClelland.”²² Skirving was an accomplished designer who worked in the 1830s on Girard College in Philadelphia with the acclaimed architect Thomas U. Walter.²³ Skirving specialized in building ventilation and worked on various public and private projects in the District of Columbia during the mid-nineteenth century. His work included plans to transform the District of Columbia jail into an insane asylum (1842-1843), drawings for brackets and burners in the United States Capitol rotunda (1851-1852), work on the Treasury Building (1851), measurement of the White House for the installation of lighting fixtures, ventilation work for the United States Senate chamber, and the design of a house for outgoing President John Tyler. Among his most notable achievements was Philadelphia’s Musical Fund Society Hall interior (c. 1843). Various 1844 newspaper articles on Skirving’s design for Tyler included a description of Skirving’s own Capitol Hill home: “Mr. Skirving’s English cottage on Capitol Hill is one of the neatest specimens of rustic architecture I have ever seen.”²⁴ The article’s author described Skirving as a “very tasteful and ingenious architect.”²⁵ George Riggs and John Skirving are known to have conversed directly in the late 1840s.²⁶

Degges, the builder, also had a broad portfolio of public and private clients in the District of Columbia. Mid-nineteenth-century Washington city directories identify Degges as a carpenter but documents filed in various congressional proceedings indicate Degges also was known as a master builder who worked in partnerships with other District of Columbia craftsmen.²⁷ Degges’ accomplishments include work on the Washington Aqueduct and the invention of three patented improvements for boats: a wood propeller, rudder, and “an improvement in ship building.”²⁸



Figure 3.2: Historic view to U.S. Capitol Building from the Home
(2006 photograph by Rhodeside and Harwell, Inc.)



Figure 3.3: Lincoln Cottage (Building 12), built in 1842
(c. 1862-1864 photograph; “Soldiers’ Home Cottage,” from Mary Lincoln’s family album, photographer unknown; image courtesy of the Lincoln Museum, Fort Wayne, Indiana, #3993)



Figure 3.4: Mrs. George Washington Riggs showing “Corn Rigs” in background. Earliest image of the Lincoln Cottage known.
(ca. 1850 portrait; image courtesy of the James M. Goode Collection #G2296, Library of Congress)

Corn Rigs was designed in the Gothic Revival style, an architectural expression that was short lived but highly influential on a limited segment of society. The style lent itself well not only to buildings but also to landscape design by incorporating unexpected vistas, winding paths, and greenery in a natural setting. Architects Alexander Jackson Davis (1803-1892) and Gervase Wheeler (c. 1815-1870), and landscape designer Andrew Jackson Downing (1815-1852) were chief promoters of the style’s use, especially for residential buildings that they termed “rural cottages.”²⁹

Riggs’ new cottage reflected an early expression of these picturesque design philosophies in its form, massing, style, and landscape design. The influential Downing said all those factors “must be considered conjointly.”³⁰ Downing stated “the Rural Gothic, the lines of which point upwards, in the pyramidal gables, tall clusters of chimneys, finials, and the several other portions of its varied outline, harmonizes easily with the tall trees, the tapering masses of foliage, or the surrounding hills; and while it is seldom or never misplaced in spirited rural scenery, it gives character and picturesque expression to many landscapes entirely devoid of that quality.”³¹

The land Riggs purchased was described in the June 1842 auction announcement as lying “on a commanding height overlooking the city of Washington...it is distinguished by its beauty of site [and] has been enriched by high cultivation and contains thriving orchards of well selected fruit.”³²

The specifications of materials and workmanship prepared by William Degges on July 23, 1842, for George Riggs were very detailed:

The house to be two stories high, with basement 38 feet front, by 32 feet deep. Basement story 7 feet high in the clear, principal story 11 feet 6 inches high in clear. Second story 10 feet high in the clear, gable ends 10 feet high. All the walls to start from a footing four courses, falling back, each way, two inches each course to the proper thickness of the wall...Neat jack arches to all outside openings, and bricks on edge over all the lintels. All of the above brick work to be done in the best manner, of the best merchantable brick, – best Washington lime, and of the best sand that can be procured in the vicinity of the building...³³

A plat map, labeled George W. Rigge’s [sic] Farm, prepared around the time that the United States purchased the property in 1851 shows an irregular-shaped tract east of the Seventh Street Turnpike and south of present-day Rock Creek Church and Harewood roads approximately two miles north of the District of Columbia’s mid-nineteenth-century corporate limits. The “G.W. Riggs” house was located in the northern portion of the farm in a cluster of buildings that also included a manager’s house, a barn, and a stable. Immediately south of this cluster was an “ice pond” and “Wood Land.” The southern portion of the farm had another building cluster that included the “Carlise Cottage” (seen elsewhere as Carlisle, Corlisle, and Corlise), an overseer’s house, and a barn.³⁴ A row of four small square buildings to the immediate east of the overseer’s house, noted in more detail on the 1867 *Topographical Sketch of the Environs of Washington, D.C.* by N. Michler, presumably were slaves’ quarters based on their proximity to the overseer’s house and barn as well as the siting of the buildings in a straight row.³⁵ The Carlise Cottage predates Corn Rigs, and thus was possibly occupied by the Riggs family while their new house was under construction.

The detailed circa 1851 plat map depicts streams dissecting the property from north to south and two wells situated in the northern part and one in the southern. There are no known photographs documenting the Riggs farm during the banker's ownership, nor do historic maps depict the scenic roads or picturesque landscape features that were popularized by Andrew Jackson Downing in the 1840s. These designed landscape elements for which the Home would become known have been positively documented by maps and written accounts during the 1850s, when the United States government owned the property.

George Riggs found solace at his rural retreat, explaining that he was devoted “to my family and my little farm.”³⁶ In 1850, he wrote to a friend that he was “living quietly in the country, out of business entirely, excepting the charge of the books of the old firm of Corcoran & Riggs.”³⁷ Yet, a year and a half later, Riggs announced that:

This last winter, I sold my country place to the Government for a site for a military asylum. I did it at the earnest request and advice of my father & brother...both of whom are desirous to have me remove to New York or the vicinity.³⁸

Numerous books recounting President Abraham Lincoln's short residency in the former Riggs Cottage suggest the death of the daughter of George Riggs at the farm in 1849 may have also contributed to his disposal of the property in 1851.³⁹

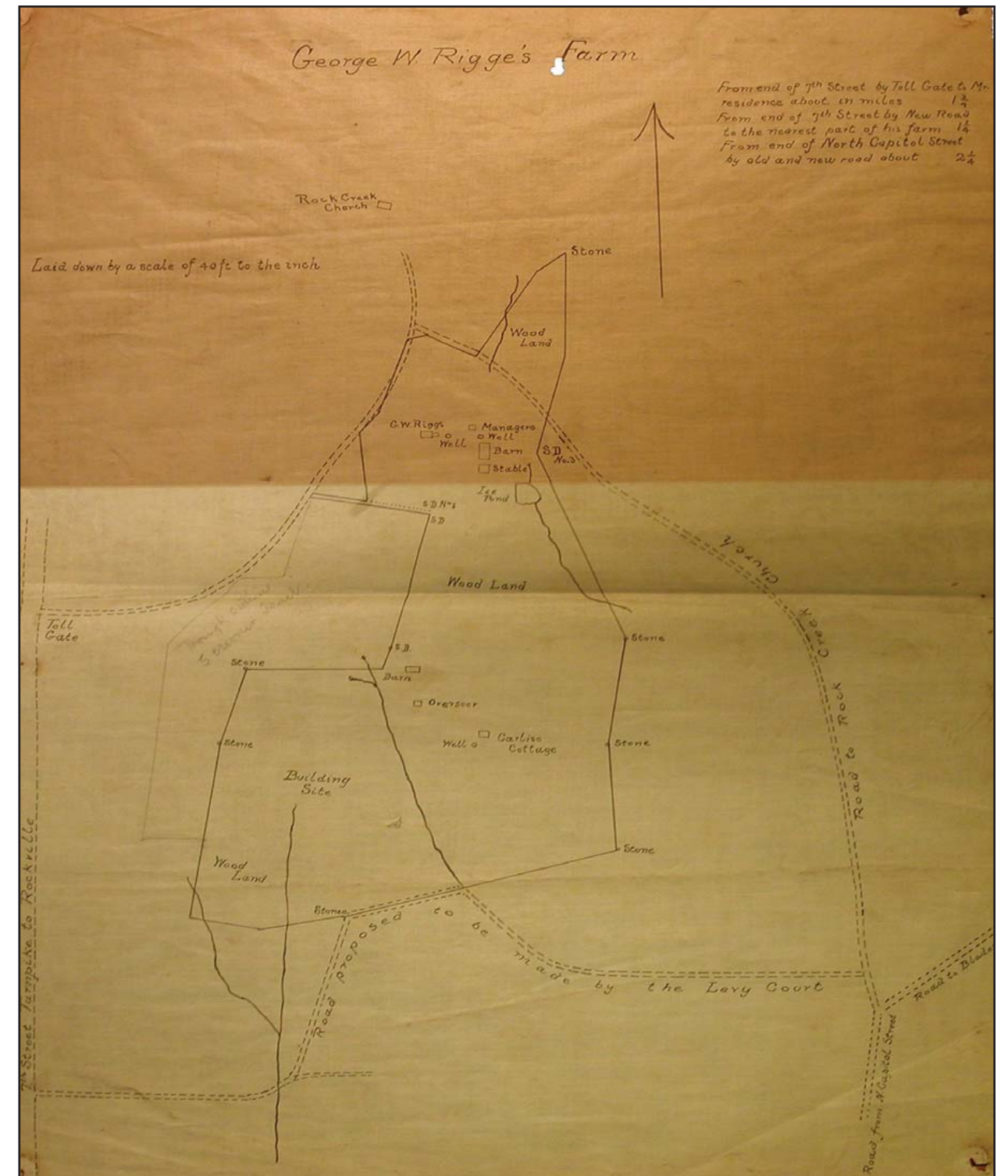
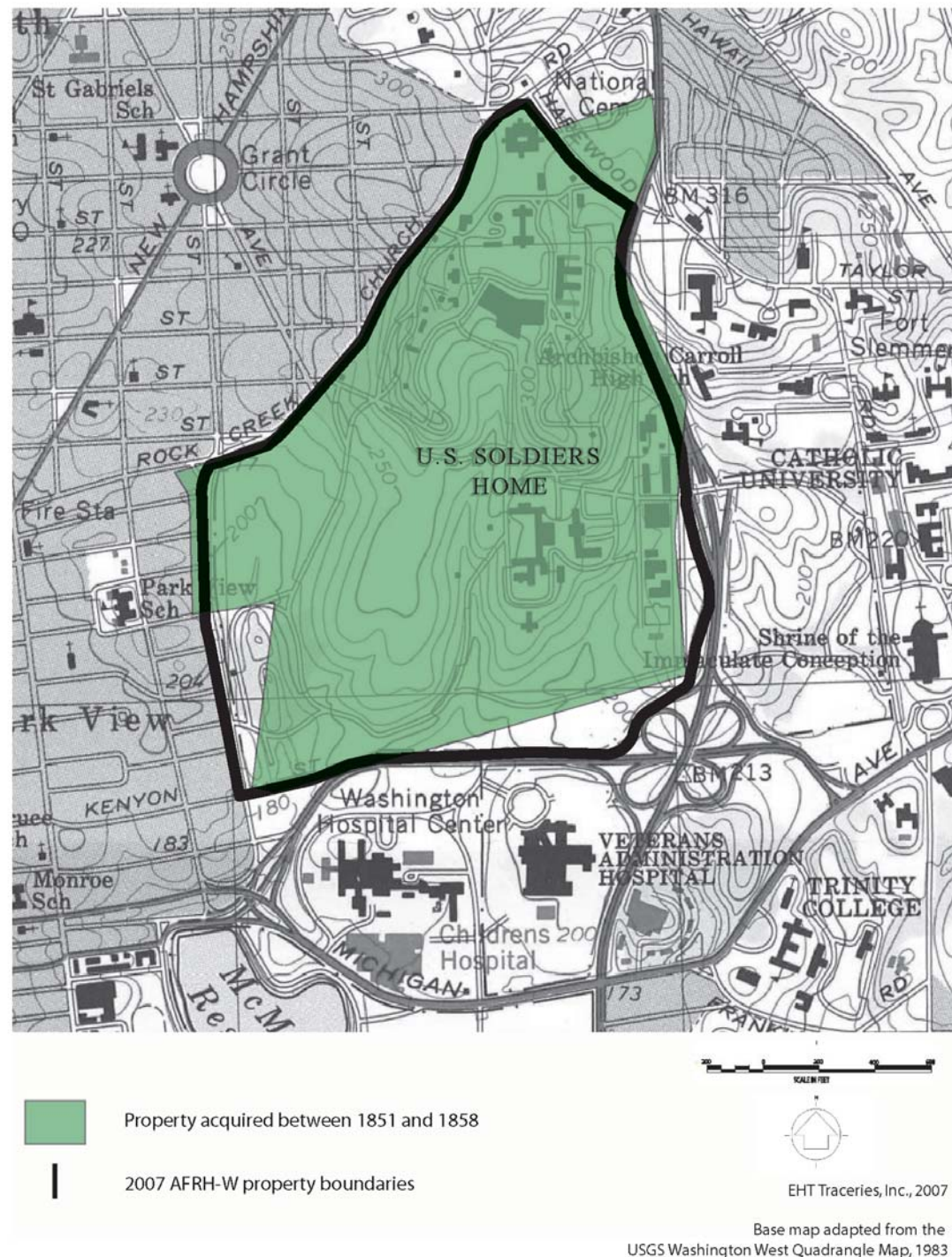


Figure 3.5: Plat map of George W. Riggs's [sic] property
(c. 1851 map; image courtesy of the National Archives, Washington, D.C.)

The Military Asylum, 1851-1858



THE MILITARY ASYLUM, 1851-1858

The U.S. Army moved quickly to transform the property into the Washington branch of the Military Asylum. On December 18, 1851, the Asylum's first governor, General Ichabod R. Crane, wrote to the Board's secretary:

Mr. Riggs' farm having been purchased for the site of the Army Asylum, and I presume that in a few days it will be turned over by the late proprietor. It therefore becomes necessary that measures should be adopted to carry on the work of the farm and I have informed the farmer and two men now employed on the same, and who are highly recommended by Mr. Riggs, that they will be continued on the farm.⁴⁰

In addition to retaining the farmer and employees, the army also purchased Riggs' farm equipment (harnesses, wagons, carts, and the like), feed crops (hay, corn, oats, and straw), and livestock, including four horses, three cows, and one heifer.⁴¹

On December 24, 1851, following the November purchase of Riggs farm, the temporary Washington branch of the Military Asylum established operations in a house on Seventeenth Street (Square 169). On May 18, 1852, in anticipation of the Asylum's commencement of operations at the farm, the Board of Commissioners published a broadside advertising the terms of admission to the new facility. To assure coverage across the nation, the Board distributed the announcement to "every Post Office in the United States and the Territories 'for general information.'"⁴²

In the spring of 1852, the bids to construct new buildings on the former Riggs farm were received and the Board ordered Governor Crane to begin preparing the property "to accommodate the inmates of the Asylum."⁴³ In its orders, the Board directed "that a Flag Staff, with a United States flag be prepared for a position near the temporary Asylum."⁴⁴ This act marked the first construction effort at the new property and its ceremonial establishment as part of the United States Army. The U.S. Army initially used the former Riggs Cottage as both an administrative and dormitory facility and moved the first three inmates to the newly acquired property.⁴⁵ The new mixed use of the former single-family residence and the needs of the army resulted in the expansion of the Riggs house to the west. Although not outlined in detail within the minutes of the Board of Commissioners, great care was taken to conceal the alteration. By the summer of 1852, the Military Asylum was home to 46 veterans, who occupied the Riggs house as well as surrounding temporary cottages and tents.

In its efforts to select a qualified contractor to construct the new asylum buildings, the Board evaluated seventeen proposals. Each bidder submitted proposals for construction in brownstone, granite, and marble. The Board awarded New York builder Gilbert Cameron the contract to construct three buildings, executing the agreement on July 12, 1852. According to the terms of Cameron's contract, "[T]he construction of said buildings and of their appurtenances shall be in every respect in accordance with the plans, specifications, and directions of Lieutenant B.S. Alexander, of the corps of engineers, the architect."⁴⁶ Cameron was to receive \$135,000 for his effort.

Figure 3.6: Property Acquisitions and Disposals between 1851 and 1858
(EHT Tracerics, Inc., 2006; adapted from USGS Washington West Quadrangle Map, 1983)

Barton S. Alexander (1819-1878) designed Officer’s Quarters One and Two (Buildings 1 and 2), used as the residences of the governor and the secretary-treasurer of the Board (later for the deputy governor), and the original portion of the Sherman Building (Building 14), then called the “Barracks.” Alexander graduated from the United States Military Academy in 1842 and entered the engineering corps. He distinguished himself in designing fortifications and other structures. Among the notable projects he supervised or collaborated on were the Smithsonian Institution (1849), the Minot’s Ledge Lighthouse (1847-1850, Scituate, Massachusetts), and buildings at the United States Military Academy at West Point (South Barracks and Cadet Mess Hall, 1850).⁴⁷ Gilbert Cameron (c. 1812-1866) was a Scottish stonemason who worked on the Smithsonian Institution in 1849. Cameron and Alexander first met in February 1852 – one month after Alexander was “called to duty by the Board of Commissioners of the Military Asylum.”⁴⁸ In 1857, Alexander recounted his role in designing the Asylum buildings:

The contract was drawn by myself, and I also prepared the plans and specifications; I received no particular instructions from the commissioners, except to prepare plans and such other details as might be necessary prior to issuing proposals for building materials; I had no further instructions, except that my attention was verbally called to the law founding the asylum requiring the board to have due regard to economy in their consideration; I was not told what buildings would be required; I had the whole duty of preparing the plans for the buildings.⁴⁹

While Alexander claimed authorship of the institution’s original design, it is clear that the 1849 Smithsonian Institution guided his vision. Cameron’s 1852 contract stated:

The character of the stone cutting will be in all respects similar to that of the Smithsonian Institution in this city – the face of the stone will be dressed in the same manner, the arises and corners the same, the window and door-sills and lintels and the splays of the jambs, the water-table, all plinths, columns and caps, brackets, corbels, battlements, arches, labels, mouldings, coping, chimneys and chimney caps, and in general all of the ornamental parts of the building will be of the dimensions shown on the drawings, or of such patterns as may be prescribed by the architect, and cut in a similar manner to the cutting on the corresponding parts of the Smithsonian Institution.⁵⁰

The pattern books of A.J. Downing, specifically *A Treatise on the Theory and Practice of Landscape Gardening* (1841) and *Cottage Residences* (1842) must also have played a role in the design of the first Asylum buildings as their form, massing, style, and landscape design are illustrative of the designer’s rural architecture. Preliminary sketches for buildings had been prepared as early as July 1851 by the Chief Engineer of the Army (Colonel John J. Abert). Although these initial plans were produced prior to the selection of the Riggs farm as the Washington branch of the Military Asylum, and did not lend themselves well to the specific site, they did provide “some assistance in the final design.”⁵¹

Between 1851, when the federal government bought the combined Riggs and Scrivener tracts, and the outbreak of the Civil War (1861-1865), the institution’s boundaries remained relatively unchanged. In 1853, the Asylum bought three acres from Benjamin Ogle Tayloe and two years later another three acres from James Stone.



Figure 3.7: Lincoln Cottage (Building 12)
(c. 1860 photograph; image courtesy of the Armed Forces Retirement Home-Washington Museum)

Figure 3.8:
Current View of Gilbert
Cameron’s Tool House
(Building 2B)
(2006 photograph by EHT
Traceries, Inc.)



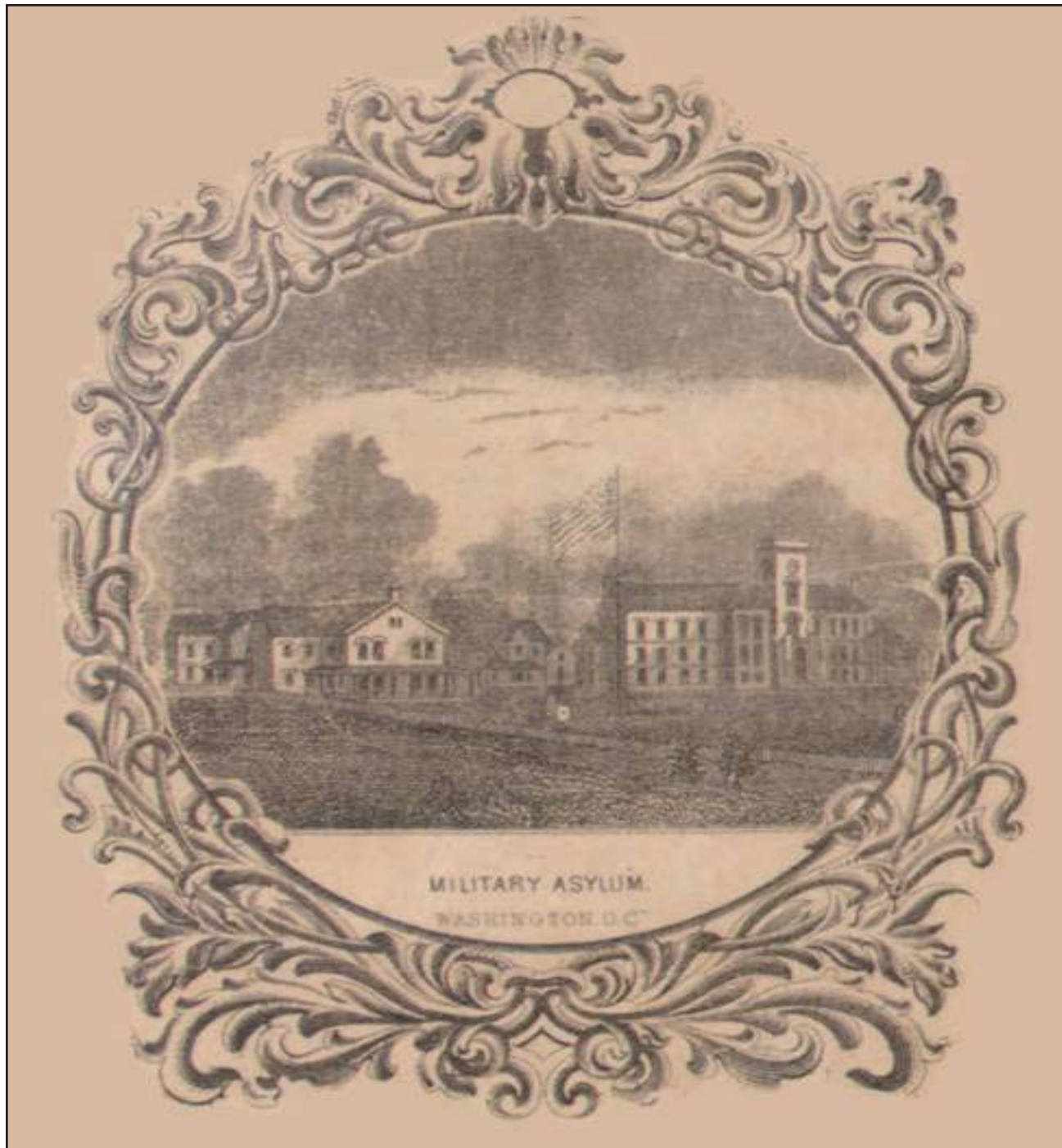


Figure 3.9: This image from an 1861 Boschke maps is one of the Earliest Surviving Illustrations of the Military Asylum. The lithograph shows the buildings from the south: Quarters 1 and Quarters 2 (Buildings 1 and 2, left, Anderson Cottage (Building 12, center) Main Building (Sherman Building, Building 14, right). (image from the 1861 map by A. Boschke, *Topographical Map of the District of Columbia*, Surveyed in 1857, published by D. McClelland, Blanchard and Mohun, 1861; image courtesy of the Library of Congress)

“These purchases were made,” General Joseph K. Barnes, who was president of the Board of Commissioners, told Congress in 1881, “to control the west boundary line unbroken, along the highway.”⁵² Fencing was typically constructed along a boundary once it was set and no further acquisitions expected. Accordingly, the executive committee of the Board of Commissioners ordered in July 1855, “a good and substantial board [wooden] fence be made along the road from Carmack’s garden to the lower entrance gate of the Military Asylum.”⁵³ The approximate location of this board fence is from the intersection of what is now Park View Road and Rock Creek Church Road to Ivy Gate. This fence was repaired in 1870.

The two Officers Quarters were completed in October 1854, with some interior work finished during the summer of 1855. Construction of the main building continued into 1855, with Alexander altering his original plans to include the addition of another story to the main building’s central tower.⁵⁴ Before construction was completed, the Corps of Engineers reassigned Alexander to take control of the construction of the Minot’s Ledge Lighthouse in Massachusetts, and he left Washington in June 1855; Joel Downer, an architect who served as assistant to Alexander, assumed day-to-day control as the Asylum’s superintendent of construction.

In December 1855, the Board of Commissioners terminated its contract with Gilbert Cameron because it believed the work had fallen behind schedule. According to the Board’s proceedings reproduced in the Congressional Record of Cameron’s subsequent lawsuit:

Whereas it has been reported to the board of commissioners by the assistant architect, under date of the 3d instant, that the contract of the erection of the main building of the asylum in the District of Columbia has not been completed within all its terms, and particularly in regard to the time specified for its completion, it is hereby resolved that the said contract is hereby declared terminated and forfeited, and the secretary of the board is directed to give due notice of the same to the contractor.⁵⁵

Cameron and his workmen were forcibly removed from the property and the construction was completed “by day’s work.”⁵⁶ Cameron claimed breach of contract and sought compensation for lost tools, materials, extra work, among other items. The details of the lawsuit – testimony, construction schedules, contracts, account records – were published in full by the House of Representatives after the Court of Claims ruled in 1860 that Cameron, “up to the time of his dismissal, did on his part, in all respects substantially perform the contract, and that his dismissal was a breach thereof on the part of the United States.”⁵⁷ The court awarded Cameron \$27,385.13 in damages.

The court record provides an unparalleled narrative regarding the Asylum’s design by master architect Alexander and discussion of the routine work towards completing construction of the institution’s first three buildings. The documents also answer some interesting questions regarding the survival of several wood-frame buildings on the grounds that are contemporaneous with the construction of the first three buildings. Among the damages Cameron alleged in his suit was the claim that his “tools, scaffolding, and office, &c” were “unlawfully retained” by the Asylum’s Board when it terminated his contract and forced him and his men from the property.⁵⁸ The court examined this claim in detail.

John Cameron, a witness for Gilbert Cameron, testified to the loss of various work items as well as construction activities. His deposition includes a description of the work camp established by the builder. It included various tools and materials, scaffolding, machinery, a pair of brick kilns, and “the office used by Mr. Cameron.”⁵⁹ On Tuesday February 15, 1858, John Cameron and examiner Edmund F. Brown had this exchange:

12th cross-interrogatory (Brown). Were you at work on the building in December, 1855, when the work was stopped?

Answer (John Cameron). I was.

13th cross-interrogatory. Have you been there since more than once? If so, for what purpose?

Answer. I have been there since, several times, for the purpose of taking down a small house I had there.

17th cross-interrogatory. What was the size of the office which the claimant left there?

Answer. I think it was in the neighborhood of eighteen feet long and twelve feet wide, but cannot say exactly.

18th cross-interrogatory. Was this office lathed and plastered, and painted; and had it a brick chimney?

Answer: It was lathed and plastered. I do not recollect whether it was painted, but know there was no brick chimney. It had but one room.⁶⁰

Edmund Brown also questioned Barton Alexander about the tools and office. “I have seen his office standing near the building on several occasions since. I suppose this office to be worth from two to three hundred dollars,” Alexander told the examiner.⁶¹ Captain M.M. Payne, a former Asylum governor, told the court that “a small building, called his office, said to contain tools, has remained there in the way ever since; I should have had it removed out of the way but have been prevented by ill health.”⁶²

It is clear from the various depositions that Cameron and the other workers and contractors engaged in the first government construction activities built a small work camp with houses and an office to support them as they built the Asylum. Another mention of Cameron’s work buildings outside of the court proceedings is found in the Board of Governor’s minutes from November 1858: “That the small house known as the Tool House of Mr. Gilbert Cameron, at the Asylum, be removed to some other location on the ground as may be found best and there preserved.”⁶³ Cameron’s office/tool house (Building 2B) is an extant feature of the Home.

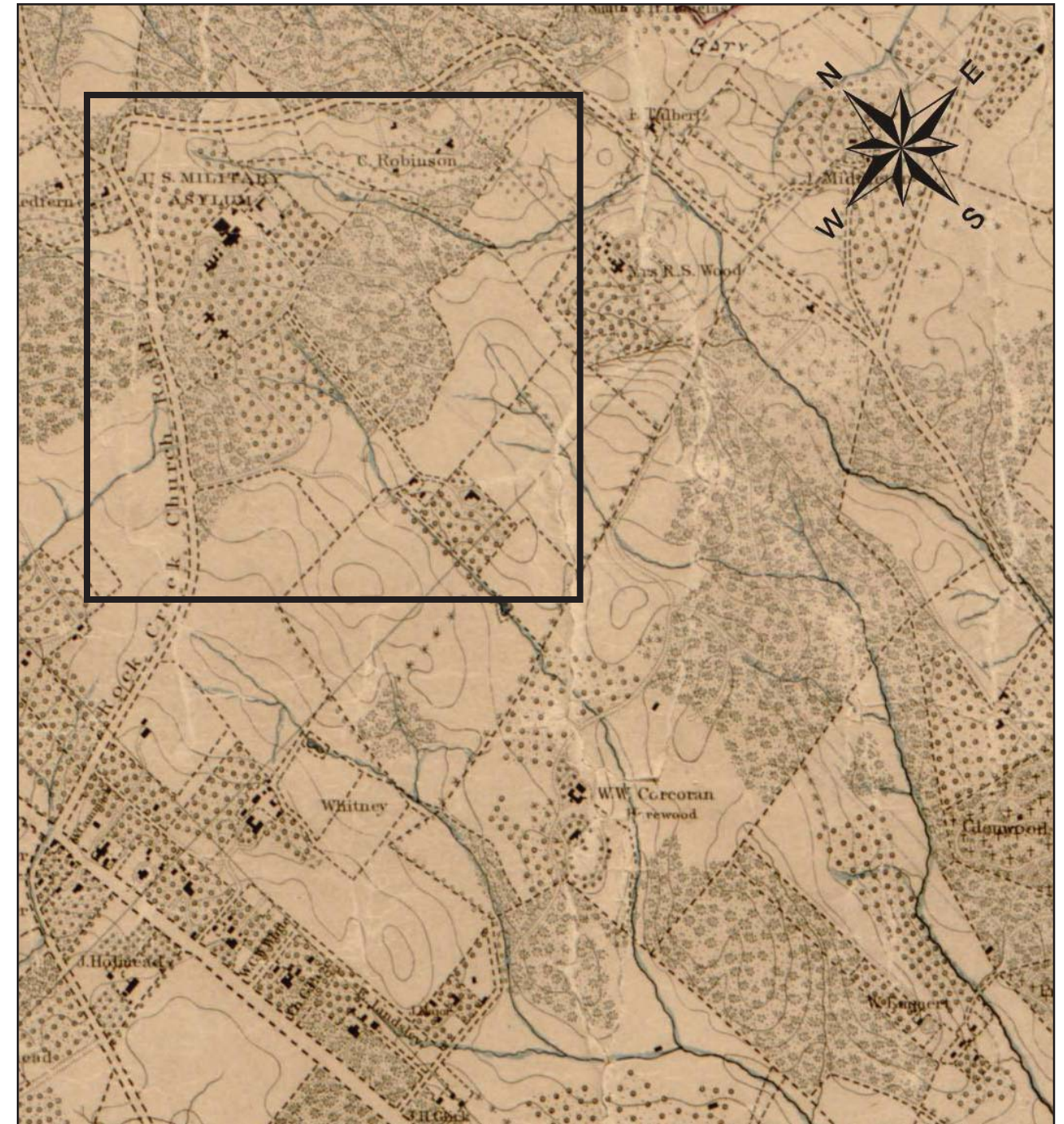


Figure 3.10: 1861 Map by A. Boschke. The outlined area indicates the general location of the Home, noted on map as “U.S. Military Asylum.”
(adapted from the 1861 map by A. Boschke; *Topographical Map of the District of Columbia*, Surveyed in 1857, published by D. McClelland, Blanchard and Mohun, 1861; image courtesy of the Library of Congress)



Figure 3.11:
Officers' Quarters 1 and 2 (Buildings 1 and 2), constructed c. 1852
(c. 1931 photograph by William Groat; *The United States Soldiers' Home, Washington, D.C.*, 1931; image courtesy of the Library of Congress)

Court records from Cameron claim show that the final labor to construct the main building (Sherman Building, Building 14) was paid on May 2, 1857.⁶⁴ The building was completed during Cameron's absence under the supervision of Joel Downer, and opened in June 1857.

According to General Joseph K. Barnes, whose post as army surgeon general from August 1864 through June 1882 included responsibilities as a Board Commissioner of the Home, "The custom of inviting the President out to the Home was originated in President Buchanan's time, and it has since become almost obligatory to invite each President to occupy the house during the summer, on account of the precedent which had been established."⁶⁵ The first invitations were issued by General Winfield Scott to President James Buchanan (1791-1868, in office 1857-1861) and his first Secretary of War, John B. Floyd (1801-1863). The President and his family initially arrived on July 15, 1857, spending the summer of that year in the newly completed Quarters One because it "was better appointed" than the former Riggs Cottage.⁶⁶ Secretary Floyd resided in the Carlisle Cottage, formerly the deputy governor's quarters.

The President was invited back by the secretary of the Board, who "in the name of the Board, express[ed] their unanimous desire that he should consider the vacant House and grounds at the Home, occupied by him last summer, at his disposal, whenever he shall see fit to reoccupy them."⁶⁷ This invitation, dated May 30, 1859, along with an *Evening Star* article from July 1857 suggests President Buchanan spent at least two summers at the Military Asylum.⁶⁸ The Secretary of War was also annually invited to summer at the Home.

President Buchanan was the first of four sitting presidents, including Abraham Lincoln, who retreated to the hills above Washington to escape the city's summer miasmas, the nineteenth-century vernacular term used for malaria. The *Evening Star*, which announced Buchanan's relocation to the Home in 1857, "...sincerely hoped that no one w[ould] intrude business upon him at his retreat. The place he has selected is well calculated from his temporary occupancy and that of his family and will insure him and them against the effects of the malaria which always renders the Executive Mansion so much to be dreaded as a residence in summer and early in the fall."⁶⁹ *The National Era* echoed Buchanan's move as a means "to save himself and family from the effects of the malaria, always felt in the region of the Presidential mansion in the summer and early fall."⁷⁰ The President recounted to his niece Harriet Lane that he "slept much better at the Asylum than at the White House."⁷¹

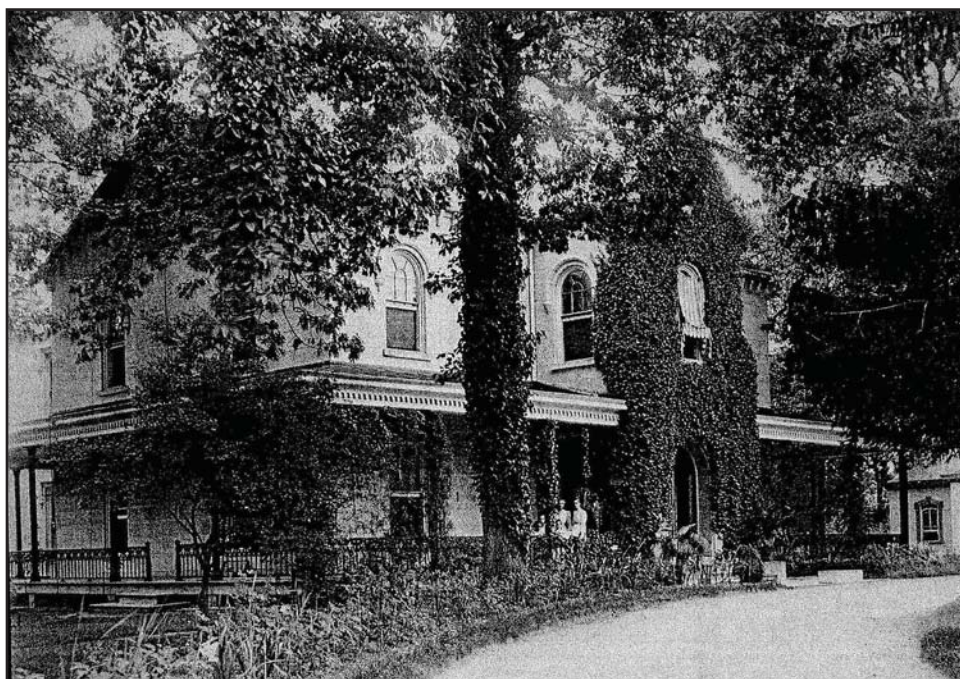


Figure 3.12:
Officers' Quarters 1 (Building 1), constructed c. 1852
(c. 1910 photograph; image courtesy of the District of Columbia Historical Society, image no. CHS-04400)

THE SOLDIERS' HOME, 1859-1865

In 1859, Congress amended the Asylum's 1851 organic act after hostile and unsuccessful efforts by some congressional critics to relocate the Home outside of the District of Columbia or abolish the institution completely. In April 1858, the Senate initiated an investigation of the Asylum in response to complaints from inmates. The Senate relied on evidence presented by "old soldiers" who recounted a severe system of administration. While no "great abuses on the part of the Superintendent" were described, a select committee was created "to inquire into the manner in which this institution has been conducted, and into the condition and treatment of its inmates."⁷² With Senator Jefferson Davis's support, Congress took a different turn, changing the institution's governance, reducing the Board of Commissioners to three members, lowering the monthly deduction from soldiers' pay to 12½ cents per month, extending benefits to include volunteers and regular soldiers who had served in the War of 1812, requiring all members to surrender their pensions while residing at the Asylum, and placing the members under the stipulations of the Article of War. The new law also changed the name of the institution to the "United States Soldiers' Home."⁷³

Colonel Paul K. Goode, in his history of the Military Asylum, argues that the reduction of the number of commissioners hurt the institution. The change was in part a response to a reorganization of the army in 1854 as well as the lack of attendance by General Scott, then general-in-charge of the army. The new three-member commission was made up of the commissary general of subsistence, the surgeon general, and the adjutant general. Goode described them as "heads of staff departments [who] served for many years, seldom leaving Washington," and who lacked that combat training necessary to "sympathize with" the difficulties of the residents of the Home.⁷⁴

In 1861, A. Boschke published a map that included a depiction of the Home. Compiled from surveys done between 1856 and 1859, this detailed topographic map shows property lines, natural and cultural features, and identifies property owners. The "U.S. Military Asylum" is clearly illustrated.⁷⁵ It shows building footprints along with the start of an internal circulation system and enclosed spaces with planted trees and forest, as well as hills dissected by unnamed streams. By this time, the Board of Commissions had overseen the completion of its three initial buildings and enlarged the Riggs Cottage.

During this period, farming was critical to the Home's operations. Robert Anderson, in his initial proposal for a military asylum, conceived it to be a working farm. This agricultural vision made the Riggs property an attractive match as a site. "The use of the lands for agricultural purposes, the sale (if near a good market) of surplus vegetables, &c., the raising of cattle, hogs, poultry, &c., will render the purchase of commissary stores nearly or entirely unnecessary."⁷⁶ Although it never achieved self-sufficiency, the Home did maintain three viable agricultural and horticultural sectors. In November 1858, then-Major Thomas L. Alexander, who was acting governor at the time, requested the Board's approval to improve the Asylum grounds in conformity with a plat that he submitted for its review.⁷⁷ The Board authorized Alexander "to proceed to improve the grounds at the Asylum in conformity with the plat by him submitted to the Committee; the order included his verbal suggestion to employ the inmates on that work at the present prescribed rates of twenty cents per day" and ordered "that fruit trees, at an expense not exceeding two hundred dollars, properly and carefully selected, be procured and set out in the orchards & grounds of the Asylum."⁷⁸ The pear trees, planted as an orchard in the northern reaches of the property near the Riggs farmhouse, served the dual purpose of providing fresh fruits to the inmates and enhancing the landscape.

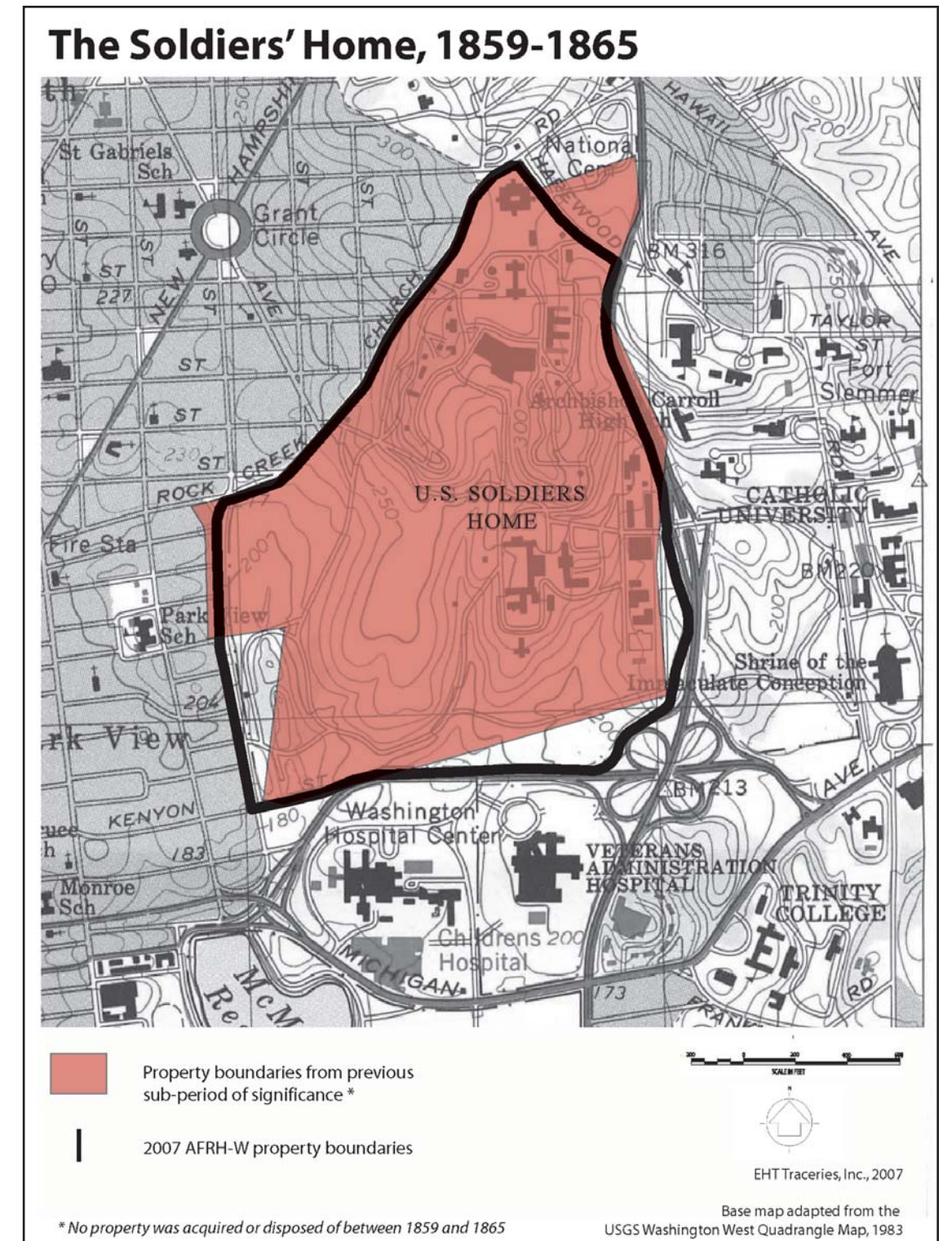


Figure 3.13: Property Acquisitions and Disposals between 1859 and 1865
(EHT Tracerics, Inc., 2006; base map from USGS Washington West Quadrangle Map, 1983)

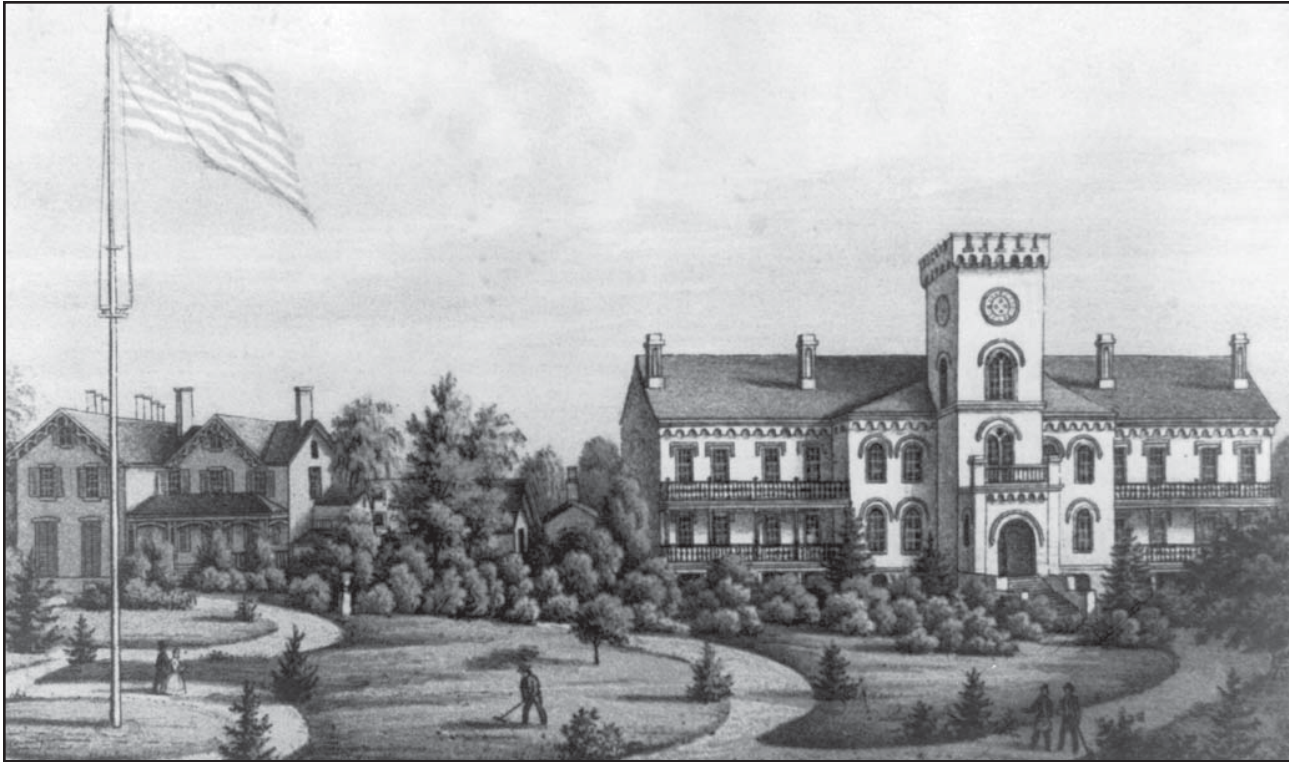


Figure 3.14: Image of the Grounds fronting the Lincoln Cottage (Building 12) and the Main Building (Sherman Building, Building 14)
(c. 1861 lithograph by E. Sachse & Co.; *Illustrated Album of Washington City and Vicinity*, 1861-1865, published by E. Sachse & Co., Baltimore, M.D.; image courtesy of the Library of Congress)

To date, the actual plat submitted in 1858 by Alexander and used as the guide for the landscape work has not been located, but the Boschke map published in 1861 indicates circular pathways in front of the Riggs Cottage, as well as other roads set between the main building and the entrance (near today's Ivy Gate). Photographs of the Riggs Cottage from this period confirm the landscape design circa 1860.

Although records show that the Board employed a civilian farmer by 1862, few records chronicle his contributions to the Home's economy and grounds. The 1862 report to Congress on the Home's conditions included a brief statement about the farm and gardens: "A farmer and some work hands are employed to till the grounds," explained Adjutant General William S. Hammond and Surgeon General J.P. Taylor to Secretary of War Edwin M. Stanton. "[A]nd in this way ample provender is provided for the necessary horses and cows, and an abundance of vegetables for the inmates."⁷⁹ The gardener that year was a 47-year-old Irish immigrant named John McNally who had worked at the Home since at least 1860.⁸⁰ He was paid \$25 per month and given a "house rent free and the privilege of keeping one cow – without fuel from the farm or any other allowance whatever."⁸¹ It appears from the available documentation that the Commissioners were not pleased with McNally's efforts toward improving the grounds. An 1862 entry from the Board of Commissioners' minutes captures its opinion of McNally: "it is the wish of the Board that the services of the present Farmer and Gardener of the Home be dispensed with as soon as another suitable one can be obtained to supply this place."⁸² General Barnes recalled the condition of the property in 1864, "When I first went to the Home I found one road leading up to it. There were no flowers and no ornamentation whatever. It was more like a penitentiary than a pleasant home."⁸³ They did not find an appropriate replacement for John McNally until after the end of the Civil War.

The April 1861 minutes of the Board document its desire to have a designed landscape. It ordered that the "Deputy Governor of the Home be authorized to employ a competent Landscape Gardener to arrange and lay out the grounds, plant and transplant such trees and shrubbery therein as may be found desirable."⁸⁴ The private diary of Elizabeth Lindsay Lomax documents the use of the property by residents of Washington, "...This afternoon Virginia Tayloe came to take me for a drive. We drove out to the Soldiers' Home..."⁸⁵

Although the first building campaign ended in 1857 with the completion of the main building (Sherman Building, Building 14), small-scale construction and site-improvement activities continued. In his 1858 "Statement of Receipts and Expenditures," treasurer Benjamin King reported on the completion of heating and water carriage infrastructure and on the construction of "an iron railing around the piazzas and area walls of main building," privies and wells, and on "building coal vaults."⁸⁶ Additionally, a new gate, lodge, and guardhouse at the Home's main entrance were added. Authorized in May 1859, the new construction was completed in 1860.⁸⁷ The structures, now recognized as Ivy Gate Lodge (Building 90, Randolph Street Gate House), were designed in the Gothic Revival style and constructed by local carpenters Entwistle and Barron. Iron railings were also placed around Quarters One in 1859. In 1869, the Board gave the acting governor the authority to construct another fence and "suitable gate-way with posts and double gates, proper fastenings, etc." at the terminus of the new road (Park Road Gate) from Seventh Street.⁸⁸ The construction of the fence and gate corresponds with the construction of the Park Road Gate House (Building 89). In May 1873, the Board ordered "a substantial handsome and durable fence" to be constructed along the eastern boundary of the Home after having unanimously resolved not to acquire additional land in this area.⁸⁹ Because of the inadequate grading of Rock Creek Road, the existing fencing along the northwestern boundary of the Home was continuously "washing away." Thus, a stone foundation and iron fence was placed along this border in 1876 after the District government re-graded Rock

Creek Road.⁹⁰ Then, in 1899, “a substantial and ornamental wire fence” was erected on the eastern and western boundaries of the grounds, extending along the southern border on Michigan Avenue. The entire length of this fence was to be nearly three miles, with an arbor vitae hedge planted along the inside of the enclosure.⁹¹

Because no formal governor had been named following the 1858 departure of Colonel Mathew M. Payne, Deputy Governor Thomas L. Alexander was the acting chief. During this period, “there was a total of about two hundred retired military personnel either admitted or already in residence at the institution.”⁹² In *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, Matthew Pinsker reports that over 65 percent of the wartime residents at the Home were born outside the United States. Fully one-third of the residents were Irish immigrants, with one out of every six members of German descent. “The average age at the time of admittance was only forty-one years. At least 10 percent of the residents living in the Soldiers’ Home during the Civil War era were still under thirty.”⁹³ The members were given virtually no organized form of recreation, often resulting in the residents leaving the property in search of activity. Alexander asked the Board of Commissioners to undertake various changes aimed at improving morale, “including the installation of a small bowling alley and a smoking lounge.” The Board did not approve the requests, but did begin several newspaper subscriptions and authorized the purchase of books.⁹⁴

Possibly at the suggestion of outgoing President Buchanan, Abraham Lincoln (1809-1865, in office 1861-1865) and his family used the Soldiers’ Home as a seasonal retreat. The Lincoln family first viewed the Home in 1861 shortly after the sixteenth president’s inauguration on March 4, 1861. Mary Lincoln returned for a visit in July 1861, and had hoped the family would soon escape the heat of the city and retreat to the Home. She described the Home as “a very beautiful place,” predicting “we will ride into the city every day, & can be as secluded as we please.”⁹⁵ However, the first major engagement of the Civil War at Manassas on July 21, 1861 resulted in a devastating Union setback, forcing the President to remain at the White House. The family was motivated by the death of twelve-year-old Willie Lincoln in February 1862 and the continued onslaught of visitors, particularly office seekers, to the White House, to retreat to the Home in the summer of 1862. The Lincolns were in residence from June 13 until early November. The following year, they stayed four-and-a-half months. In 1864, the family’s retreat to the Home extended from early June until sometime after mid-October.⁹⁶

The Lincolns found the Home a welcome and peaceful respite from the White House. The family is believed to have occupied the Riggs Cottage, where Acting Governor Thomas L. Alexander lived in 1861. However, the long-held belief that the Lincolns occupied the same cottage each summer has recently been questioned. Matthew Pinsker states in *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home* that in Benjamin French’s request to the chairman of the House Appropriations Committee for funding he indicated that “The house heretofore occupied by President Lincoln has, since last summer, been taken by some other person, & [the president] has been put to the expense of preparing another house for his own private residence there.”⁹⁷ The allocated funding was used to hire John Alexander, a local upholsterer, who provided “repairs and refitting & furnishing” to the Riggs Cottage.⁹⁸

President James Buchanan had occupied Quarters One during his stay at the Home, and newspaper accounts in 1861 reported that the Lincolns had planned to stay in the same quarters before the First Battle of Manassas disrupted their summer plans.⁹⁹ Accounts from visitors and reporters in 1862 and 1863 also describe the physical details of Lincoln’s residence, descriptions that do not fit the photographic evidence from this period or the architectural and material composition of the Riggs Cottage as recently documented by the National Trust

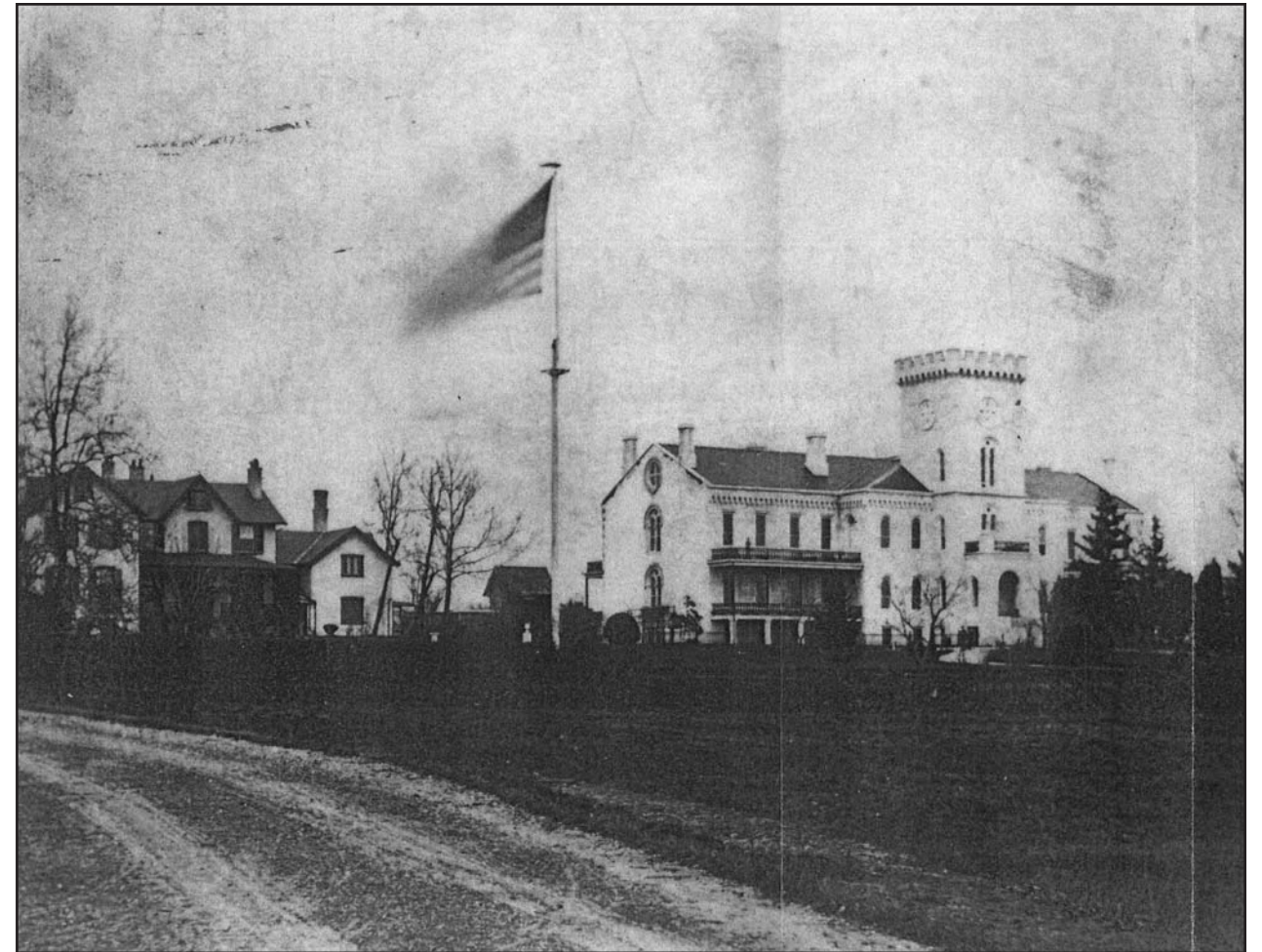


Figure 3.15: The earliest known photograph of the Military Asylum, showing the Lincoln Cottage (Building 12) on the right and the Main Building (Sherman Building, Building 14) on the left
(c. 1860 stereopticon view of Soldiers’ Home by Edward Steer, Jr.; image courtesy of the Armed Forces Retirement Home-Washington Museum)



Figure 3.16: View from the Military Asylum, by E. Sachse & Co. Quarters 1 (Building 1) is seen on the right.
(c. 1861; image courtesy of the Library of Congress)



Figure 3.17: The Randolph Street Gate House (Building 90), built c. 1860, is the oldest surviving gate house at the Home.
(2004 photograph by EHT Traceries, Inc.)

for Historic Preservation. One such source is the July 4, 1863 dispatch of *Sacramento Daily Union* reporter, Noah Brooks, who was a family friend of the Lincolns, and was to serve as personal secretary of the President during his second term. Brooks wrote “...Near the central building are several two-story cottages, built of stone, in the Gothic style, and occupied by the Surgeon in charge, the Adjutant General and other functionaries, and one is occupied during the Summer by the President and family.”¹⁰⁰ Pinsker points to another significant source – the Charles Magnus lithograph, published in 1868. The caption at the bottom of the print identifies Quarters One as the “President’s Villa” and the Riggs Cottage as the “Governors House.”¹⁰¹ However, the only photographic image of the Home in the possession of Mary Lincoln was that of the Riggs Cottage, and other photographs from the nineteenth century archived at the Library of Congress describe the Riggs Cottage as Lincoln’s residence.¹⁰²

Although research into the occupancy of Quarters One and the Riggs Cottage continues, it has been determined that President James Buchanan occupied Quarters One during his visit and the Lincoln family is known to have lived in the Riggs Cottage in the summer of 1864. President Ulysses S. Grant (1822-1885, in office 1869-1877) was initially offered “one of the buildings occupied as officers quarters,” although subsequent invitations offer “during the present summer, the building at the Home, known as the ‘Riggs House.’”¹⁰³ In the 1880s, the house offered to the president and his family was noted in the minutes simply as “the mansion” and “the Presidents Cottage,” both presumably refer to the Riggs Cottage.¹⁰⁴

Simon Cameron, Lincoln’s first Secretary of War from 1861 to 1862, is known to have occupied the Carlisle Cottage in the summer of 1861 at the invitation of the Board of Commissioners. Secretary of War Edwin M. Stanton, serving from 1862 until 1865, also summered at the Home, occupying the Carlisle Cottage.¹⁰⁵

Mary Lincoln described the family’s first summer visit to the Home in a letter to her friend, Fanny Eames, on July 23, 1862, “We are truly delighted, with this retreat ...the drives & walks around here are delightful, & each day brings its visitors. Then too, our boy Robert is with us...”¹⁰⁶ Doris Kearns Goodwin, in *Team of Rivals: the Political Genius of Abraham Lincoln*, tells how one “visitor in the summer of 1862 claimed he had seen nothing in the capital more charming than ‘this quiet and beautiful retreat,’ from which ‘we look down upon the city and see the whole at a glance’ – the Capitol dome, ‘huge, grand, gloomy, ragged and unfinished, like the war now waging for its preservation,’ the Potomac River, ‘stretching away plainly visible for twelve miles, Alexandria, Arlington, Georgetown, and the long line of forts that bristle along the hills.’”¹⁰⁷

Lincoln’s secretaries noted his reduced workload while at the Home. Senior Aide John G. Nicolay reported that the president was “not arriving in the mornings until about ten and was leaving by four o’clock in the afternoon.”¹⁰⁸ However, most recollections of Lincoln’s commute to the White House from the Home record that “when he lived in the country..., he would be up and dressed, eat his breakfast...and ride into Washington all before 8 o’clock.”¹⁰⁹ During his first summer at the Home, the President traveled without any escort, but by the autumn of 1862, members of a New York cavalry unit (Company A of the 11th New York) began to accompany Lincoln on his daily trips. From December 1863 until the end of the Civil War on April 9, 1865, a specially recruited unit from Ohio (Union Light Guard/7th Independent Company of Ohio Voluntary Cavalry) served as the official escort for the President.

Upon its arrival in Washington in May 1862, Company A formed part of an encampment at Meridian Hill, to the west of the Home. Within months, about half of the company relocated to the Home, “on the slope near the national cemetery,” which was established following the First Battle of Manassas in July 1861.¹¹⁰ The cottage where Lincoln and his family were residing in the summer of 1862 was being guarded by two companies from a Pennsylvania regiment (Companies D and K of the 150th Pennsylvania) that were dispatched at the insistence of General James Wadsworth, the military governor of the District of Columbia.¹¹¹ The posting of the infantry was a direct result of the Union’s loss at the Second Battle of Manassas on August 28-30 and the Confederates’ march into Maryland. Although Lincoln believed the security measures were not necessary, the immediate proximity of the Union soldiers allowed the President to gather real data through conversations with the men, taking note of their first-hand knowledge of the military conflict.

Union troops also occupied Harewood, the neighboring property of William W. Corcoran. Temporary wood-frame structures and tents served as operating rooms, infirmaries/wards, and mess halls. President and Mrs. Lincoln frequently visited Harewood Hospital to offer comfort to the soldiers because of its close proximity to the Home. The Board of Commissioners purchased the Harewood property in 1872.

The Home proved to be a quiet reprieve from the activities of the White House and afforded Lincoln the opportunity to focus uninterrupted on state matters. He is known to have held important meetings while residing at the Home, conferring privately with military leaders, members of Congress and his Cabinet, foreign diplomats, and trusted advisors and friends such as Frederick Douglass, Noah Brooks, and Orville Browning. The President was also known to speak privately with political opponents, who would not normally have been invited to the White House. Lincoln often worked late into the night refining speeches and doctrines, and directed the political route for his second presidential campaign of 1864 from the summer retreat. Popular histories and Lincoln biographers note that the President further developed his emancipation policy and worked on the final draft of the Emancipation Proclamation while at the Home in the summer of 1862.¹¹² This was the final draft memorialized on September 22, 1862, and distributed the following day to the public.

The Home’s location in the hills above Washington – the site is the second-highest elevation in the District of Columbia – made the property a key defensive point during the Civil War.¹¹³ The tower of the main asylum building (Sherman Building, Building 14), completed in 1857, afforded views and thus communication with all of the forts north of the Potomac River, and allowed President Lincoln to personally watch critical events unfolding. One such occasion was a “random skirmish between the tail ends of the Union and Confederate lines” maneuvering toward what was to be a major battle at Antietam (September 17, 1862). Matthew Pinsker reports Private Willard Cutter’s observations on September 14:

Private Cutter was on guard duty at the cottage on Sunday night. He wrote to his brother that he heard cannon fire at daybreak – a sound that also woke up the president, who soon appeared at the doorway, asking the surprised sentry where he could find “Captain D.” [Charles M. Derickson]. Cutter saluted and watched as Lincoln walked over to the principal Soldiers’ Home building and ascended the tower, apparently hoping to catch a glimpse of the action. The president soon returned, however, disappointed, commenting that this skirmish was not yet the “general engagement” they all anticipated.¹¹⁴

The Home was a primary objective during the July 1864 advance on the city of Washington by Confederate general Jubal A. Early’s Corps of the Army of Northern Virginia. The Confederate troops moved south from Frederick towards the nation’s capital, only temporarily impeded on July 9 by a Union line composed of state militia volunteers and partially disabled veterans under General Lew Wallace. The resulting Battle of Monocacy (July 9, 1864), a Confederate victory, allowed the Union military leadership sufficient time to reinforce the defenses of Washington. Yet, Early’s clear target was the weakest link in the ring of defenses – Fort Stevens on the Seventh Street Turnpike (now Georgia Avenue). Once inside the city the troops planned on advancing onward to the Home to kidnap the President. Fearful of such attempts, Secretary of War Edwin Stanton insisted that the Lincolns return immediately (July 10, 1864) to the White House, where they could be better protected.

With the first family now protected, activities at the Home could be focused on the defense of the city of Washington. Lieutenant P.H. Niles of the United States Army Signal Corps was ordered by Captain W.B. Roe, Chief Signal Officer, “to establish a post atop the main hall of the Soldiers’ Home just across from the presidential cottage.”¹¹⁵ J. Willard Brown, in *The Signal Corps, U.S.A. in the War of the Rebellion*, explains that “this station proved to be of much importance, as communication could be held through it direct from the provost-marshal’s building in the city to any of the forts in the department.”¹¹⁶

Pinsker recounts General Jubal Early’s conclusion that the weather and the signal station at the Home had prevented his advance. Early wrote “We could not move to the right or left without its being discovered from a signal station on the top of the Soldiers’ Home.”¹¹⁷ The continuous relay of furiously waving flags forced the Army of Northern Virginia to head back towards the Shenandoah Valley in western Virginia on July 12 and saved Washington from capture.

The events of the Civil War brought increased pressure on the Board of Commissioners to expand the capacity of the Home, which could then accommodate 250 men. The surgeon and adjutant generals in May 1862 signaled a growing need to enlarge the facilities, “as the army has been largely increased and the casualties of war will cause many discharges of soldiers who can claim the benefits of the asylum.”¹¹⁸ However, the devastating activities of the Civil War, which would continue for another three years, stalled the Board’s plans of internal improvements and expansion at the Home.

Building a Park, 1866-1883

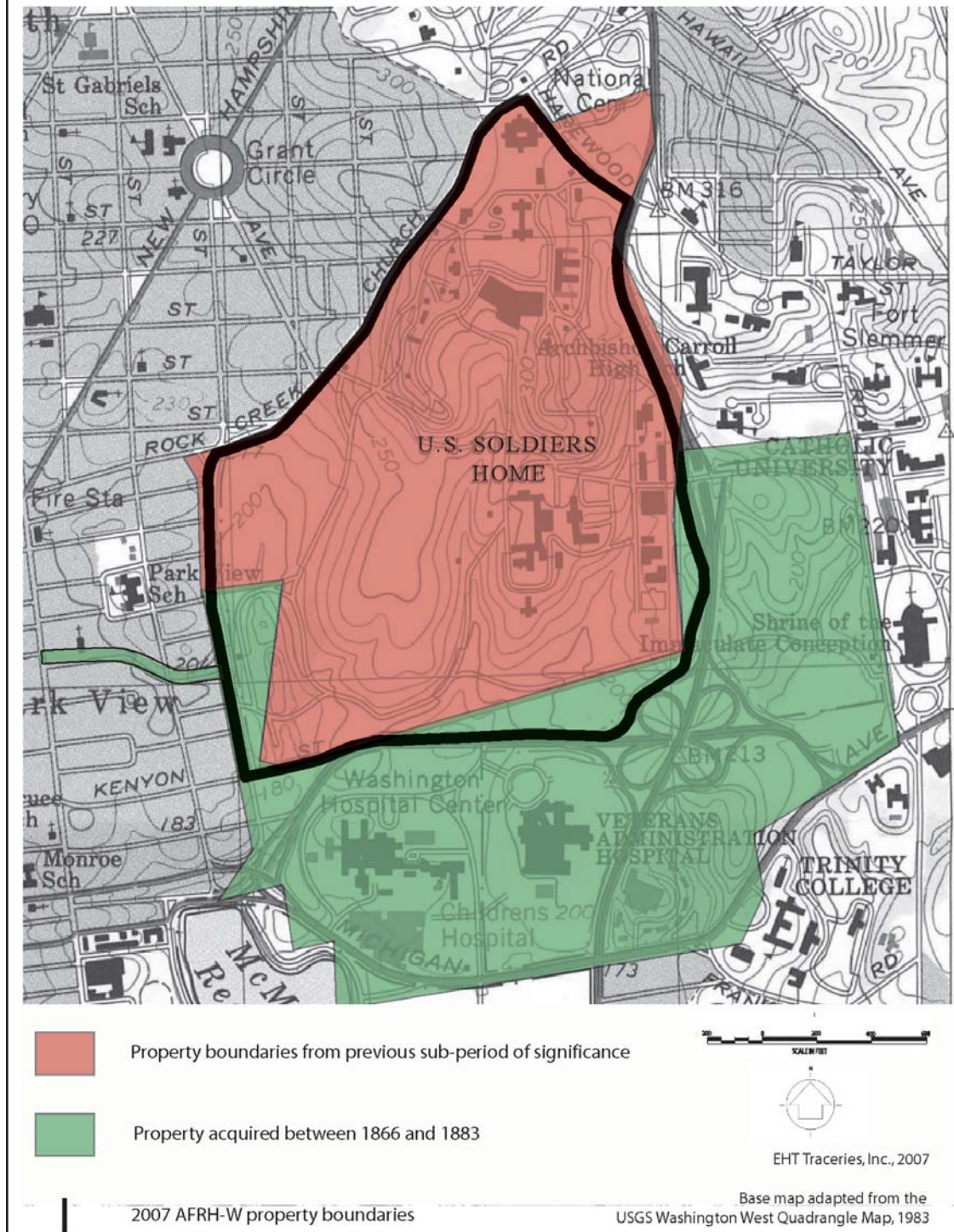


Figure 3.18: Property Acquisitions and Disposals between 1866 and 1883
(EHT Tracerics, Inc., 2006; base map from USGS Washington West Quadrangle Map, 1983)

BUILDING A PARK, 1866-1883

In 1866, just after the Civil War, Major Nathaniel Michler of the Corps of Engineers prepared a detailed map of the Home as part of an effort to survey possible locations for a new presidential mansion. He described the Home in his report to the Congressional committee:

The lands of [the Asylum] do not belong to the government, but are in trust for the old soldiers, and contain some two hundred and fifty-eight acres. A reference to the map will show the honorable committee the peculiarly attractive feature, both of position and general convenience of access, offered by the locality described above, containing in all about one hundred and fourteen acres, sufficient for the necessary purposes of embellishment and utility; and lying contiguous to the already ornamented grounds of Harewood and the Military Asylum, enjoying all the charms and advantages of those delightful places, it would be difficult indeed to find a spot more admirably adapted as a retired, pleasant home for the President of the United States.¹¹⁹

Although the Home was not selected as the site for a relocated “Presidential Mansion and Park,” the map provides a significant opportunity to view the property just prior to the development of its landscape. As the country initiated an era of reconstruction by resuming activities stopped by the war, the post-Civil War Board of Commissioners entered a new era with a program of internal improvements designed to transform the rolling topography, streams, and woodlands into a picturesque park. The Board’s decision to create a designed landscape was contemporaneous with the idea of public parks, a concept that began with Central Park in Manhattan. Frederick Law Olmsted and Calvert Vaux’ masterpiece of landscape architecture began in the 1850s and blossomed in 1863. Drawing upon English antecedents, Olmsted and Vaux conceived Central Park as an urban oasis fully in the public domain, i.e., the general public was afforded property rights in the new park by virtue of its openness and accessibility.¹²⁰ It is unclear from the available evidence what specific influence Olmsted and Vaux’ well-known work might have had on developments at the Home; however, landscape refinement undertaken at the Home beginning in 1868 conform to the newly espoused aesthetic and social principles associated with landscapes of the period.

Unlike other urban parks acquired and maintained by municipal governments using taxpayers’ dollars, the grounds were purchased for the use of the resident veterans, and were developed and maintained with funds obtained from the soldiers’ pensions of the regular army. As a result, improvements to the institution’s sprawling reservation rapidly garnered fans and critics among the public, government, and military.

In 1866, the three-member Board, comprising the Commissary General of Subsistence, the Surgeon General, and the Adjutant General, finally acted on the 1861 call to hire a “competent landscape gardener.” In August of that year, George A. McKimmie was hired as a “florist and gardener.” McKimmie (1823-1899) immigrated to the United States from Scotland. In the 1850s, he worked as a gardener in the “town garden” (estate) of Baltimore industrialist Thomas Winans.¹²¹ A popular Baltimore figure, McKimmie was described as an “intelligent gardener” in an 1857 article published in the *Horticulturist and Journal of Rural Art and Rural Taste*. At some point in his career, possibly before being hired by the Board of Commissioners, McKimmie worked on the neighboring estate of Harewood belonging to William W. Corcoran. When McKimmie moved to the Home, he brought his wife, Jessie, and son, George.¹²²

In June 1867, with a landscape gardener on board, the Commissioners ordered the preparation of a map of the grounds “to be placed in the library.”¹²³ They followed this in September with orders to “remove unsightly trees,” and then in November the Board increased McKimmie’s annual allowance to \$1,200.¹²⁴ These actions signify the beginning of the Board’s ambitious efforts to beautify the grounds in keeping with the growing interest in designed landscapes.

Surgeon General Joseph K. Barnes, as president of the three-member Board, directed the development of the design. At a time when the position of governor was held by six different men over a period of six years, records show that General Barnes took responsibility for the Home’s operation. General Thomas G. Pitcher and Joseph H. Potter as governors of the Home from 1871 to 1877 and 1877 to 1881, respectively, greatly aided Barnes in the implementation of a major program to transform the character of the Home from a pastoral setting to a designed landscape open to the public.

In February 1868, the Board issued the “Explanatory Regulations” granting authority to the secretary-treasurer of the Board equal to that of the governor of the Home. As Goode points out, “the farm, garden, dairy, orchard, greenhouse and the personnel to run them were removed from the control of the Governor and placed under the Secretary-Treasurer.”¹²⁵ Unwilling to accept the new regulations, then-Governor General John B. McIntosh resigned and was replaced by General Albemarle Cady. Although several members of the Board did not agree in full with the regulations, they were not rescinded until General Thomas G. Pitcher was appointed governor in 1871.

In the spring of 1868, a major road construction project began as well as construction of a second gatehouse, near today’s Eagle Gate.¹²⁶ On May 2, the Board ordered:

[T]he Governor shall cause a road to be opened and properly constructed of suitable width to permit two vehicles to pass each other conveniently – from the entrance to, and along the single-track road leading to the right near the entrance to the grounds at the principal gate, to a point at, or near the first spring; thence by the most practicable and easy route and grade west of the barn, to and across the road-way from the Home to the Cottage near the gateway opening into the wood; said road to be constructed as shall be required by the varying nature of the ground in the different parts – a sufficient and safe wooden bridge to be made over the stream or low ground near the spring – gates wherever necessary – trees removed when necessary to give the road the proper width and locality. The road will be at once laid out by stakes as designated by the Commissioners, with the view of proceeding with the work as rapidly as possible.

The Governor will also cause to be constructed and placed at the upper entrance gate of the Home grounds, a small house or sentry-box of suitable size for the protection of a man as gate-guard, and will when constructed, place a suitable man thereat, who will have instructions to keep the gate open during such parts of the day as may be deemed proper.¹²⁷

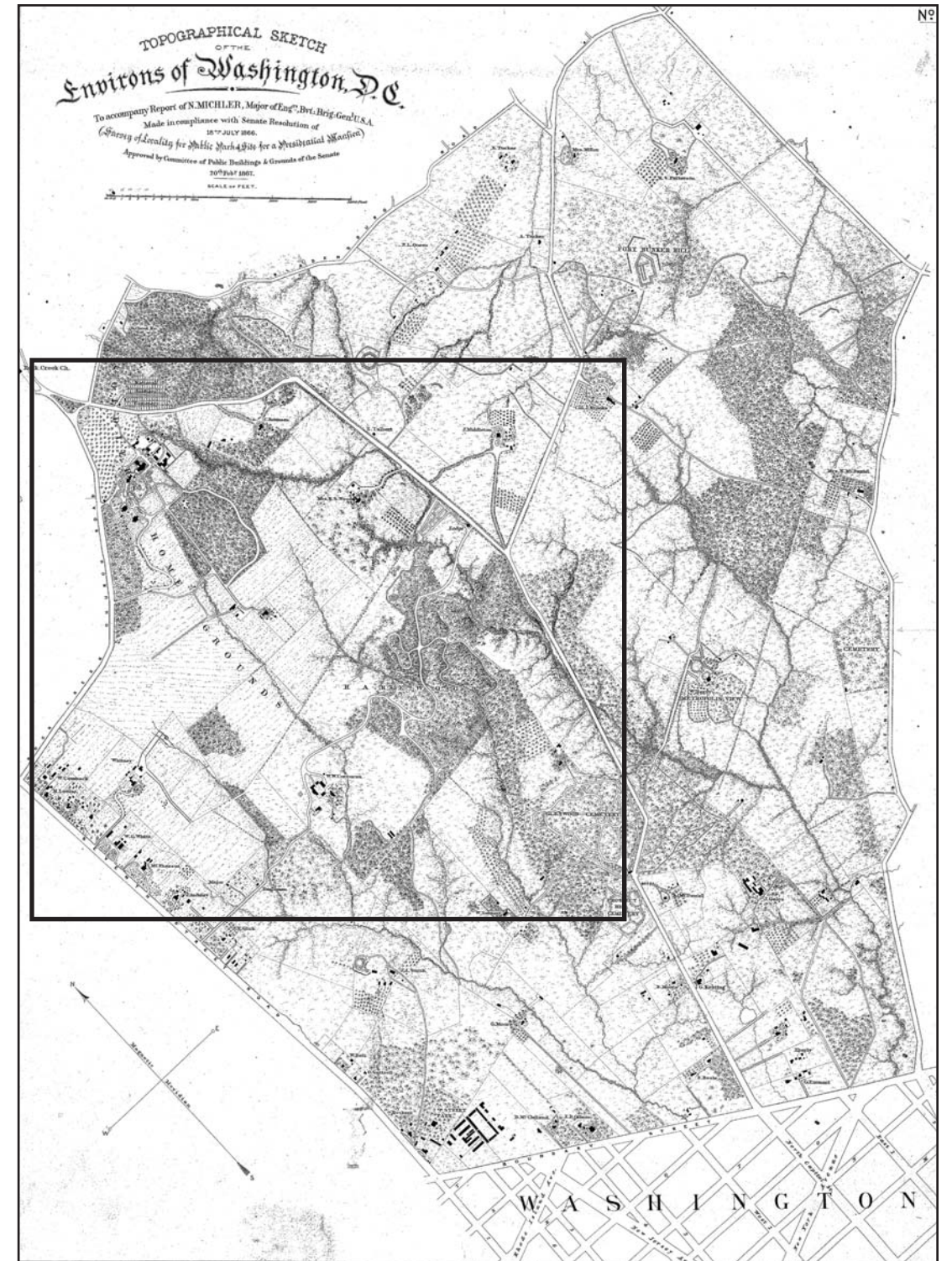


Figure 3.19: Map of the Home, c. 1866. The outlined area shows the general location of the campus.
(map by Nathaniel Michler, Topographical Engineer, Federal Army; *Topographical Sketch of the Environs of Washington, D.C.*, published 1867; image courtesy of the Library of Congress)



Figure 3.20: Picturesque carriage roads at the Home
(no date; Stereograph by H.W. Weaver; from the John Richter Private Collection, Lincoln Cottage Research Collection; image courtesy of the Armed Forces Retirement Home-Washington Museum)

This construction program established the infrastructure needed to open the gates of the Home to the public. The order providing public access to the grounds was given October 28, 1868:

Ordered by the Board of Commissioners of the Soldiers' Home. – That in order to facilitate access to all parts of the Home grounds for farming purposes as well as to open the grounds to the public, the Governor of the Home is authorized and directed to cause new roads to be constructed of like character and material to those made during the last year, and on the general plan of encircling or passing through the entire grounds of the Home; such roads to be located as nearly coincident with the course represented by the tape lines placed on the Map of the grounds in the Soldiers' Home Library, as may be found to be practicable, vying therefrom, in the progress of the work and under the approval of the Board of Commissioners, as may be found to be advisable in order to meet the requirements of farm culture, economy of construction and the formation of desirable drives for public access and use.

The road 1-2 indicated by the wide tape, to be straight from end to end, to pass along or near the dividing line 3-4, between the present corn and wheat fields and to be as nearly due North and South as practicable. – This road to form a wide well constructed drive, with Elm or other suitable trees set out, so ultimately to form an avenue. The other roads to be constructed of sufficient width for the safe and ready passage of two carriages between the inner slopes of the side ditches.¹²⁸

The October 1868 order called for the construction of 2.75 miles of new roads. It also contained specific instructions to protect the pastoral character of the property:

Special care will be taken to preserve and utilize all the water of the streams on the Home grounds, protecting the small streams by leaving standing all trees, bushes, etc., growing near them; by planting along their borders Ozier or other willows; by creating small ponds or set-backs by means of dams at suitable points. The trees and wild shrubbery along the stream from 23 to 24 [feet] on towards, should be as little disturbed as possible, and this little valley left in its natural condition, with the addition of making as much of the small stream of water as possible. If to be crossed by the road, dams and rustic bridges may be constructed at such points.¹²⁹

These improvements were accomplished by a sometimes-uneasy partnership between the Home's gardener, McKimmie, and chief farmer at the time, Gustavus W. Ward. Before the Civil War, one person managed the garden and the farm; after 1866, the responsibilities were split. Ward explained how he was involved in the creation of a park:

The Home Lands ha[d] not been farmed properly for the last ten or twelve years. I received orders from General Potter, when he was governor of the Home, to convert the place into a park as quick as possible. At the time the

ground was very poor, being an old worn out Maryland farm, and I had to take that and convert it into a park. Consequently, it was a very expensive job. A great many men were employed. It was put into grass. They opened a great many roads, and wanted the place beautified.¹³⁰

Ward complained that the park enterprise drained resources from the farming operation. For example, he noted that the Board had a contract for hauling manure at the Home and that most of the manure had been diverted to the development of the park.

Improvements to an unnamed stream dissecting the property were among the “attractions” planned in the southwestern portion of the grounds. In 1868, the Board authorized the construction of a pond along one of the Home’s unnamed streams in the western portion of the property.¹³¹ The final order and specifications were issued in July 1869, following the purchase of the Whitney property. The governor was to, “construct as large a pond as the circle of willows down to the cedars will admit, the earth thus removed to be spread upon the surface around in a suitable manner to facilitate drainage into the stream below.”¹³² This pond was named Lake Mary Barnes in honor of Surgeon General Barnes’s wife, Mary Fauntleroy Barnes.¹³³ By the early twentieth century, the artificial pond was known as “Lake Mary.”

As the Board implemented its landscape program, it became watchful of potential developments on its perimeter. In 1869, the Board began acquiring rights-of-way and property to ensure control over its boundaries and continued access to public transportation corridors. That year, the Board acquired 9¼ acres from its southwestern neighbor, A.C. Whitney. According to General Barnes, the Board acquired the parcel because of it being, “the only means for completing the attractions to that part of the Grounds, as well as controlling a right-of-way necessary to be in the possession of the Home.”¹³⁴

The Board also turned its attention to expanding the facilities for the residents. In 1869, the Board authorized the construction of additions to the main building (Sherman Building, Building 14) and ordered that Edward Clark be retained as the supervising architect. Clark, who served as Architect of the Capitol during the period when he was consulting with the Board, designed a number of buildings that reinforced the picturesque quality of the Home’s initial buildings.¹³⁵ He is associated with a number of small and large buildings executed in the popular Gothic Revival and the Second Empire styles. He added the Sherman Annex (Building 15) to the Sherman Building (Building 14); the Secretary to the Treasurer’s Quarters (Building 40); Rose Chapel (Building 42); Officer’s Quarters 4 and 5 (Buildings 4 and 5); Board of Commissioners Building (Building 8 [Members Services and Admissions Building]); and, Barnes Hospital (demolished).¹³⁶

Plans for enlarging the main building included adding a full story and replacing the original roof with a mansard roof, a dramatic stylistic change adopting popular French Second Empire motifs.¹³⁷ One year later Clark’s mission was expanded to design and supervise the construction of two additional quarters buildings (Quarters 4 and 5), both executed in the Second Empire style and completed in 1871; the main building addition was completed in 1872.

The building campaign allowed for the Board to build its first dedicated religious building. The Rose Chapel (Building 42), completed in 1870, served that purpose well and its forested buffer provided the governors with an area to reserve as woodland for recreational rather than economic purposes (the wood was used for fuel and building materials).



Figure 3.21: Street trees were an important element of the landscape design at the Home in the 1860s. These trees line Pershing Drive.
(2006 photograph by Rhodeside and Harwell, Inc.)

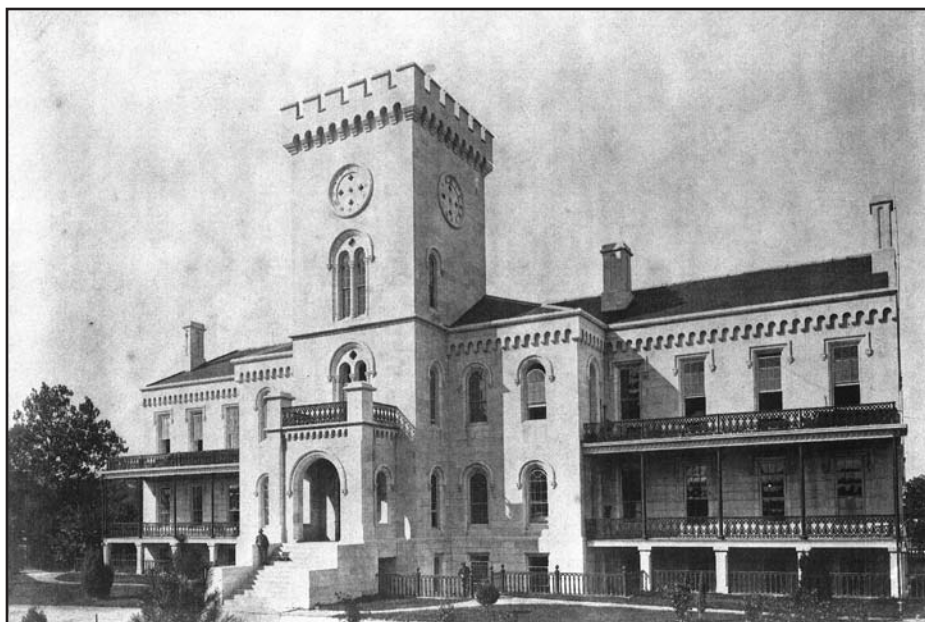


Figure 3.22:
Main Building (Sherman Building, Building 14) prior to the 1869 renovations (1860s photograph; image courtesy of the National Archives, College Park, Maryland)



Figure 3.23:
Main Building (Sherman Building, Building 14) after the 1869 renovations (1870s photo; image courtesy of the National Archives, College Park, Maryland)

Clark’s tenure also coincided with construction of a majority of the gate lodges, including the Park Road Gate Lodge (Building 89 [Whitney Avenue Gate Lodge]), Cemetery Gate Lodge designed by John Smithmeyer (Building 21 [Northeast Gate Lodge] [Sherman Gate Lodge]) and the Main Gate Lodge, which Clark is believed to have designed (Building 9 [Eagle Gate Lodge]).

The Board’s enthusiasm for the picturesque extended beyond the architecture. It is also likely that Clark was responsible for the “rustic summer house” that the Board approved in April 1872 to be placed near the new Rose Chapel (Building 42). Other romantic features that date to this period are the greenhouse and conservatories, rambling brick walks, decorative gazebos, and rustic benches designed to allow for an increased enjoyment of the pastoral scenery.

By 1870, as a result of the landscape and infrastructural improvements, the Home was being called “the most fashionable resort.”¹³⁸ A first-hand description of the Home was published in *The New York Times* in June that year:

It is situated on the highest ground in the District, near enough to the city to enjoy its advantages, and overlooks Washington and the Potomac River, commanding a fine view of Arlington and other heights in Virginia, the most extensive obtained from any point excepting the dome of the Capitol. The grounds are beautifully wooded, partly by Nature and partly by the taste and ingenuity of the landscape gardener who made the original plan for their arrangement. They are laid out in pleasant drives over well-graveled roads, shaded avenues, with now and then a small fish pond, and every other possible attraction for either the sentimental or the practical visitor. To the latter, the vegetable garden and fine fields of grain are objects of unfailing admiration.¹³⁹

The romantic imagery of the grounds was complemented by equally romantic descriptions of the Home’s resident members. The veterans “have a most contented, happy appearance as if they had at last reached the soldier’s paradise on earth – that place where all his wants are provided for without labor or trouble.”¹⁴⁰ The members themselves were presented almost as garden ornaments:

As one drives through the grounds one meets them in groups, or solitary, smoking their pipes, fighting over their old battles, as they lie stretched on the green grass, in the sunshine, spinning their yarns they have enjoyed around their camp-fires; or perhaps singing a patriotic song or a psalm tune or vigorously blowing a bugle.¹⁴¹

Early views of the Home and its buildings were captured not only in prose, but in lithographs and photographs. A widely-published lithograph shows the former Riggs house, the main building, and the flagpole from the south elegantly connected by a wide path in a park-like setting. The earliest surviving photograph of the main building appears to have been taken in the late 1860s, prior to the construction of a short-lived mansard roof.

The Board required architect Edward Clark to focus some of his attention on the grounds. In April 1872, the Board ordered:

The communication of the Governor of the 6th instant in relation to the improvement of the grounds east of the main building the road and outlet by North Capitol Street, the necessity for a culvert at the head of the ravine near the Gas House, the continuance of the culvert down the south west corner of the first garden, for the purpose of draining that portion of the grounds and suggesting that Mr. Clark, architect, be requested to give the subject his attention and give a plan for it, together with the grading suggested, a new lodge house, the building in the Gas establishment and removal of some of the present unsightly outhouses, so that the approach from the East may be made as attractive as any of the other entrances.¹⁴²

Landscape gardener McKimmie continued to pursue new landscaping for the grounds. In 1870, the Board instructed the construction of a “carriage-road” from the south gate (now Park Road Gate) and the creation of a second pond:

Eastward for about 80 yard, then north across the branch leading from the pond to meet the road running parallel to Harewood in the brow of the hill; also to stake a line widening the course of the branch, and making a second pond, north of the proposed road, and south of first pond, but of less width and depth, the highest water level of which shall not exceed the height of the crowns of the trees on the east bank, and the road to be at once opened for use, and not wait for the construction of the pond, which, when completed, will have a dam and stone bridge combined.¹⁴³

In March 1871, McKimmie received permission from the Board to purchase 314 evergreens in Baltimore. In 1873, the Board reimbursed him and the Home’s governor, General Thomas G. Pitcher, for visiting “nurseries in the vicinity of Baltimore.”¹⁴⁴ Pitcher may have been one of the leading voices behind the Board’s drive to develop a park-like environment. The minutes preserve several of his beautification efforts. In November 1871, for instance, he petitioned for improvements, including trees and drives:

The communication of Bvt. Brig. Genl. T.G. Pitcher, U.S. Army, Governor of the Home, of this date, enclosing a list of deciduous and evergreen trees, with a request that authority be given for their purchase, also admitting a plan for the improvement of the grounds North and North East of the Home, that, will involve some expenditure for the hire of carts – if adopted asks authority for the expenditure – also, calls the attention of the Board to the condition of the “Upper Gate” and asks authority to erect a new one which was considered, when it was Ordered. That the list of deciduous and evergreen trees submitted by the Governor in his letter of this date, is approved, as is also the plan submitted for the improvement of the grounds, North and North East of the Home.¹⁴⁵

The year 1871 also found the Board ordering modifications to Lake Mary when it authorized the governor to cut down the coping wall of the upper lake, using the same outlet, to widen the fall of the water and cause it to flow over the dam “like a cascade in a natural way.”¹⁴⁶ In 1876, a permanent stone bridge replaced the earlier work at the lakes.

Figure 3.24:
Rose Chapel (Building 42),
designed by Edward C.
Clark, built in 1870
(c. 1901 photograph; U.S. Department of War, *1900-1901 Annual Reports of the War Department*, Washington, D.C.: Government Printing Office, 1901; image courtesy of the National Archives, Washington, D.C.)

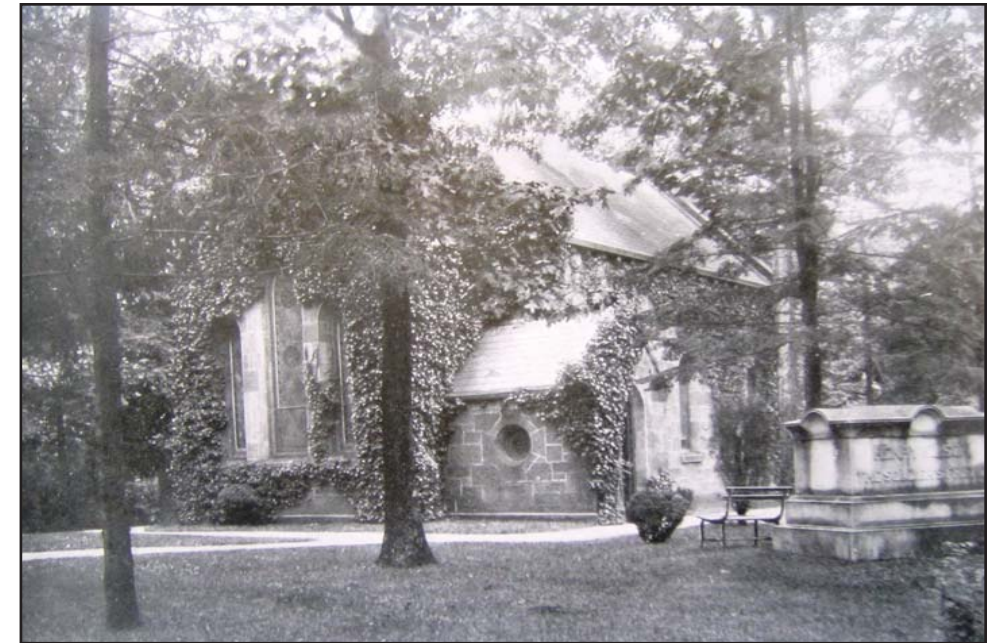


Figure 3.25:
Quarters 4 and 5
(Buildings 4 and 5),
designed by Edward C.
Clark, built in 1870
(undated photograph; image courtesy of the Library of Congress)





Figure 3.26: Scott Statue (Building 60), placed on the grounds in 1873.
(c. 1931 photograph by William Groat; *The United States Soldiers' Home*, Washington, D.C.; image courtesy of the Library of Congress)



Figure 3.27:
Eagle Gate, part of the 1876 construction project to erect a stone and iron perimeter fence at the Home.
(c. 1931 photograph by William Groat; *The United States Soldiers' Home*, Washington, D.C.; image courtesy of the Library of Congress)

In 1871, the Board commissioned the creation and authorized the placement of a full-sized model of a “portrait statue” to honor the Military Asylum’s first benefactor, Lieutenant General Winfield B. Scott. For a fee of \$18,000, the Board directed sculptor Launt Thompson to execute the figure in bronze derived from captured cannons, melted down for the commissioned work. Thompson completed the statue and the base and the final work was approved and placed in 1873. The 10-foot-high statue remains today as sited at that time, although the landscape encompassing the sculpture has been altered.¹⁴⁷

The most significant real estate acquisition the Board made during this period was the purchase in 1872 of the neighboring 190 acres to the south that comprised William W. Corcoran’s “Harewood” estate. This acquisition, criticized at the time by some in Congress and the U.S. Army as extravagant, was an investment to maintain control of its visual amenities. The formal objective in purchasing Harewood was to prevent the construction of a cemetery on the property. In his 1881 testimony before the Senate, General Barnes recounted the events leading up to the December 1872 purchase. He makes it clear in his testimony that having the Home surrounded by cemeteries – National Cemetery and Rock Creek Parish Cemetery to the north and the proposed cemetery at Harewood to the south – was not a desirable environment in which to place infirm and elderly veterans. Harewood, described in 1870 as a neat, well-cultivated farm, was purchased by Corcoran in 1851, just when the Military Asylum obtained Corn Rigs from George Riggs. Landscaped in a manner that was consistent with the Home’s aesthetic, Harewood was considered to “add greatly to the beauty and interest” of the Home.¹⁴⁸

At the time of the purchase the Harewood property was reported in the *Harper’s Weekly*:

The comfort and happiness of the veteran soldiers connected with the Soldiers’ Home situated in the outskirts of Washington are to be increased by the purchase and addition of grounds in direct proximity to the Home. These grounds comprised the country-seat of Mr. Corcoran, and are already beautifully laid out and when added to the park already attached to the Home will be a source of great delight not only to the soldier wards of the government, but to the public generally.¹⁴⁹

By the 1880s, the Harewood grounds were the sites of “the principal farm and dairy buildings” of the Home. In 1881, Alex Ramsey, Secretary of War under President Rutherford B. Hayes, requested an invitation from the Board of Commissioners to occupy the Harewood cottage for the season. The Board authorized the cottage be “properly refitted and furnished for occupancy.”¹⁵⁰ The cottage was occupied in 1884 “by the farmer.”¹⁵¹

As part of the improvement program, the Board also expanded its landholdings by purchasing additional tracts adjacent to its southeastern boundary. The Board’s last substantial land acquisition occurred in 1876 when it bought 38 acres from Mrs. Emily Woods, thereby expanding the property to its maximum acreage with 514.78 acres. This purchase, too, was a strategic move by the institution to control its eastern perimeter. “In September, 1876, the attention of the Commissioners was called to advantages [benefits] which would follow a purchase of the tract of land lying on the east side of the Home grounds and belonging to Mrs. Emily Woods,” explained General Barnes in 1881. He added:

Through its extent north and south this purchase would give the Home control of the boundary on the east to the highway. It would end the complaints lodged against the Home for creating a nuisance upon the place by the surface drainage which naturally flowed from the buildings to that side of the grounds, and it would afford a place for carrying on the farming operations upon appropriate ground instead of in the middle of the park and under the windows of the hospital where the old farm buildings stood.¹⁵²

With its perimeter more or less fully established by the mid-1870s, the Board undertook a large-scale project to construct a substantial iron fence set on a stone foundation. In 1876, the Board authorized the construction of a “permanent stone and iron fence” extending northeast from the property’s southwestern corner at the intersection of Rock Creek Church Road and Park Place, along the Home’s northwestern boundary to the intersection of Harewood and Rock Creek Church roads, and then southward along the property’s eastern boundary to its intersection with what is now North Capitol Street. The fence originally contained nearly 3,000 perches of stone wall, 121 brick piers, 4,600 feet of stone coping, 127 stone caps for the piers (including six bluestone caps for lodge piers), 96 feet of circular coping, and two bronze eagles.¹⁵³ This permanent fence replaced a board fence that was placed along Rock Creek Church Road in 1855. Repairs to the stone portion of the wall were made in 1883.¹⁵⁴

Like Buchanan and Lincoln, President Rutherford B. Hayes (1822-1893, in office 1877-1881) accepted the invitation of the Board of Commissioners to summer at the Home. The invitation specifically noted the first family was to occupy Riggs Cottage. In April 1881, the Board extended a request to President James A. Garfield (1831-1881, in office March to September 1881) to visit the Home. The invitation for the summer was granted only after the matter had been “referred to the Governor of the Home to ascertain the views of the inmates upon extending such [an] invitation.”¹⁵⁵ On July 2, just four months after taking the oath of office, Garfield was shot by a disappointed office seeker while walking through the Sixth Street Station of the Baltimore and Potomac Railroad in Washington, and therefore was unable to spend his only summer in office at the Home. Chester A. Arthur (1829-1886, in office 1881 to 1885), who assumed the presidency upon the death of Garfield in September 1881, moved his family to the Home in the Fall of 1882, while the White House was being renovated. In preparation for the stay, the Board of Commissioners ordered the governor “to take measures to have the changes in the fire-places, the removal of the closets, and the painting and graining promptly done, and to keep a special account of the cost...”¹⁵⁶ The governor was also requested to make sure the necessary firewood for heating the house was supplied “from the timber upon the Home ground, so far as can be done without detriment to the property.”¹⁵⁷ Accordingly George W. Williamson of Washington was employed to serve as carpenter and prepare the Riggs Cottage for the first family. Williamson was to receive \$75 per month.¹⁵⁸ The minutes from October 11, 1882, discuss furnishing the “mansion” for the President with a new Baltimore sideboard and andirons for the fireplaces.¹⁵⁹

One of the most controversial building projects undertaken at the Home began in 1868 with a proposal to build a bowling alley, a leisure the Board of Commissioners actively resisted constructing for several years. A site was ultimately selected and Washington architect John Smithmeyer drafted plans to build what was to be a small but highly ornate building in the Gothic Revival style. Construction began in March 1877. By August 1877, questions arose about the building’s scale and mounting costs. The investigating officers reported that construction had proceeded too far and the Board of Commissioners was committed to various contracts; to



Figure 3.28: Second Lake (South Lake), constructed between 1870 and 1871
(undated early-twentieth-century photograph; Albertype Co., *The U.S. Soldiers' Home, Washington, D.C.*, published by J.W. McKittrick; image courtesy of the National Archives, Washington, D.C.)

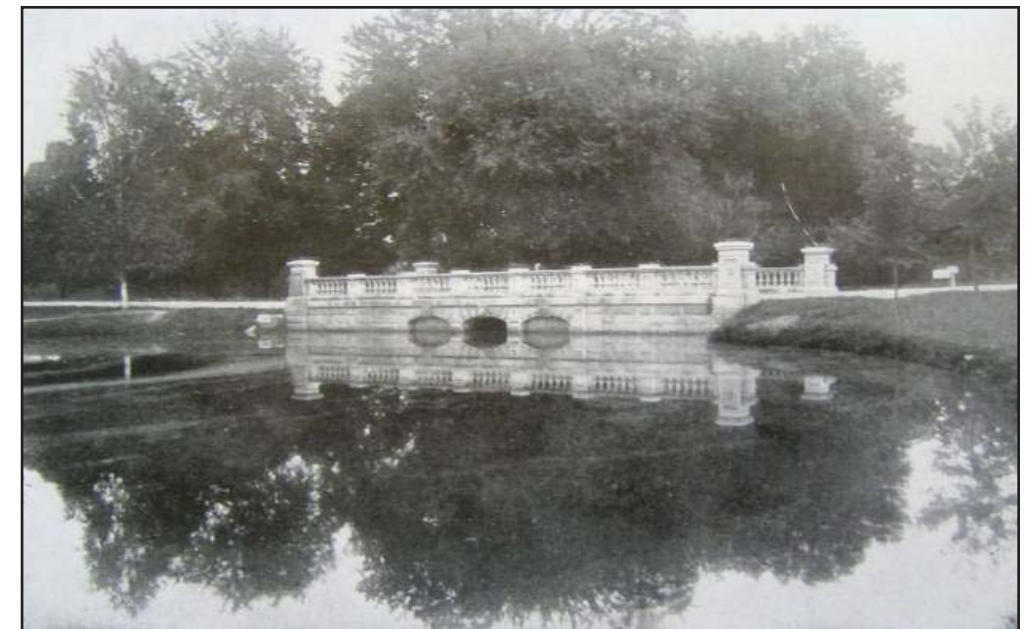


Figure 3.29: Granite Bridge, south of Second Lake, constructed between 1870 and 1871
(c. 1901 photograph; U.S. Department of War, *1900-1901 Annual Reports of the War Department*, Washington, D.C.: Government Printing Office, 1901; image courtesy of the National Archives, Washington, D.C.)

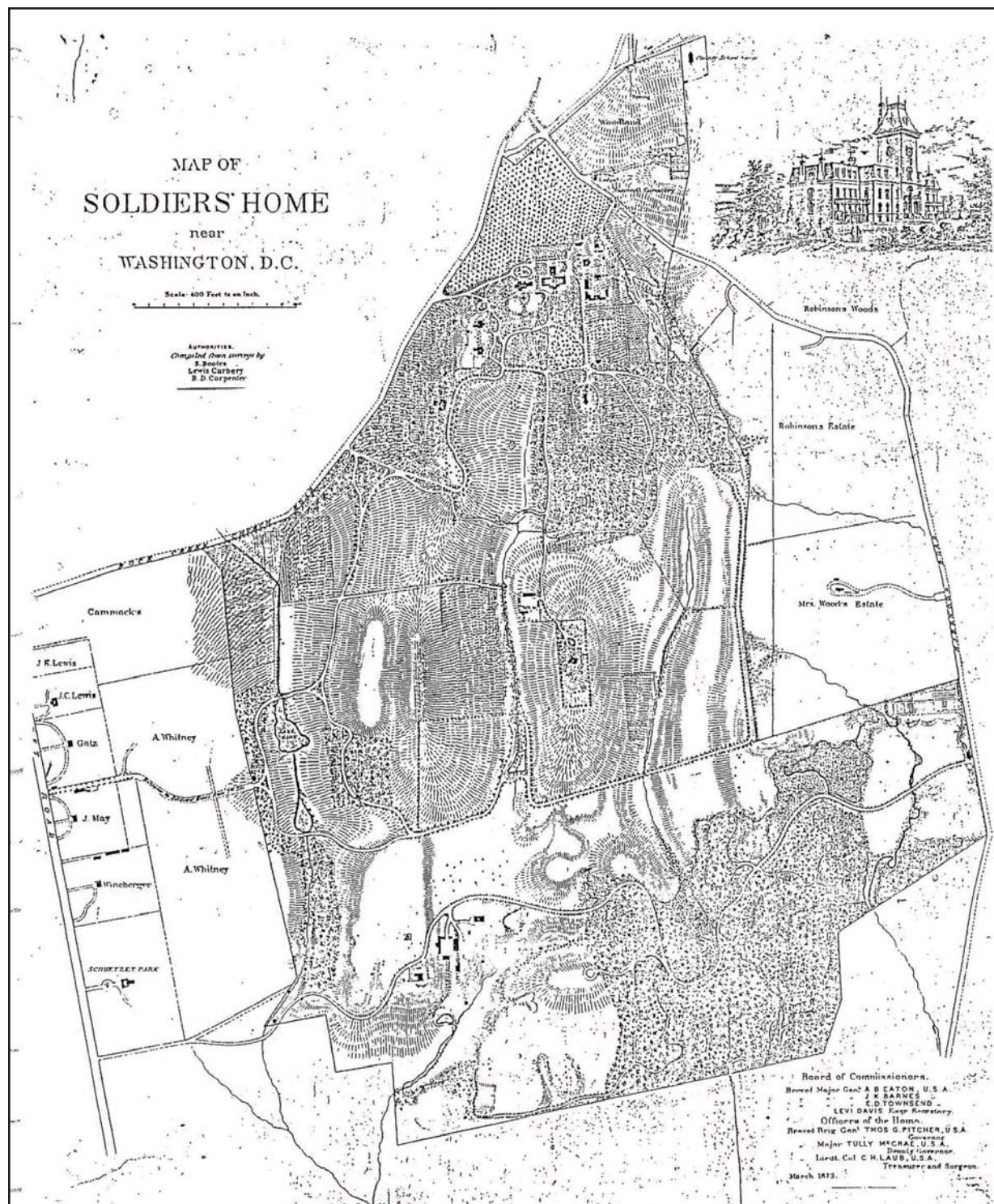


Figure 3.30: Map of the Home, 1873
(compilation of surveys by S. Bootes, Lewis Carbery, and B.D. Carpenter; American Photo-Lithograph Company, New York, 1873; image courtesy of the Library of Congress)

abandon the project would have been too costly and impractical. The Board subsequently ordered, “the building be completed for the purposes of a library and reading-room, and it was so completed in 1878.”¹⁶⁰

The extended debates over the completion of the new building drew attention to the overall spending necessary to create such architectural and landscape amenities that the property now offered. Concern over these costs and the added burden of offering the public access, albeit limited, to the grounds emerged first in a set of rules for visitors to the Home. These rules included not walking on the grass, keeping horses on appropriate paths, and forbidding “pic nics” [*sic*] and public assembly. There was a real cost to the upkeep of the grounds and the extra cost of handling numerous visitors and the repair and maintenance caused by their regular presence became a point of contention. Soon criticism of the expenditures led to a rift between the Board and the governor. In September 1879, in a complete reversal of more than ten years of attention to the beautification of the grounds and new buildings, the Board ordered the suspension of all work on the drives and grounds and directed that no further expenses were to be incurred.¹⁶¹ This move was, unfortunately for the Home, too little, too late.

By 1880, the Home had nearly a dozen miles of roads and drives. The earliest roads were not surfaced or were gravel-surfaced. General Samuel D. Sturgis, the Home’s governor, described how they were maintained:

The roads are in charge of Sergeant Townsend, who is furnished with a working party, by detail, from the Home, the work being superintended personally by the governor. For some years past many of the roads, and particularly those on the Harewood farm, have been receiving gravel from a pit on the Harewood farm. This gravel is of inferior quality, containing too much clay, rendering the roads very dusty in summer and very muddy in winter. I have directed the prospecting for better gravel, but thus far without success, and if a further effort demonstrates the absence of good gravel on the Home I will ask authority of the Board for the purchase of such a quantity from time to time as may be required for keeping the roads in proper condition. There is plenty of fine gravel adjoining the cemetery on the lands of a Mr. Brown, which can be purchased for 10 cents a load, and in large quantities probably for less.¹⁶²

In an experiment to improve the quality of the Home’s roads while also reducing maintenance costs, the Board approved in 1876 the use of “asphaltum” to surface “a part of the road on the north front of the new hospital which passes over the coal-vaults.”¹⁶³

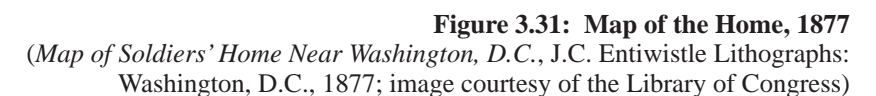
In its various improvement and construction projects, the Board had little legislative or other oversight. Its funding stream of soldiers’ pay originated in the War Department’s coffers and the Board held exclusive control over actual expenditures. Between the end of the Civil War in 1865 and the end of the 1870s, the Board authorized the expense of tremendous financial and inmate resources in its various improvement projects. These large expenditures on the Home’s unofficial parklands elicited mixed emotions. Critics claimed it was a frivolous waste of resources and valuable real estate that robbed the members whose salaries formed the basis for the Home’s upkeep.

Financial woes caused by the failure of the Department of the Treasury to release more than \$1,000,000 in overdue funds were followed by an 1880 Supreme Court ruling. The *United States v. Charles Bowen* ruling affirmed an earlier decision by the U.S. Court of Claims that disabled soldiers who contributed to the support of

On April 1, 1880, Senator Matthew H. Carpenter (1824-1881) of Wisconsin put forward a resolution in the Senate calling for the appointment of a three-member committee to investigate the Home. According to *The Evening Star*, Senator Carpenter sought “to ascertain the receipts and expenditure; how the money is used, and, in fact, everything connected with the management of the home.”¹⁶⁵ However, the Senator acknowledged that no charges had been filed against the Soldiers’ Home administration. A month later, *The Washington Post* reported that the Soldiers’ Home was “being quietly investigated.”¹⁶⁶ According to the *Post*, the members believed that their contributions were being misappropriated. Their dissatisfaction stemmed from the contrast between the extravagance of the Home’s physical plant and the dismal services provided to the members. The reporter claimed that the members’ troubles dated back to 1868 when the Board of Commissioners “conceived the idea of enlarging the grounds so as to form a large ornamental park.” Buying the 190-acre Harewood estate only added to the problem, as:

Army officers and congressional legislators became increasingly suspicious of activities at the Home, culminating in 1881 in a far-reaching Senate investigation. The inquiries began in late 1880 with a request for a statement of funds. A second request the following year was much more extensive, and delved into administrative policies. The hearings, which ran until May 3, 1882, focused on detailed accounts of financial decisions and expenditures. Testimony from former and current governors, inmates, and employees taken in early 1882, paints a picture of widespread spending irregularities and mismanagement of funds. The Senate's investigation was fueled by the 1881 appointment of General Samuel D. Sturgis as governor, when he challenged Barnes' authority over the day-to-day operations of the Home.

Over \$119,000 was expended on roads and drives. Over \$37,000 were expended in the erection of the building known as the library building, which was originally intended as a billiard-hall and bowling alley, and which is yet in



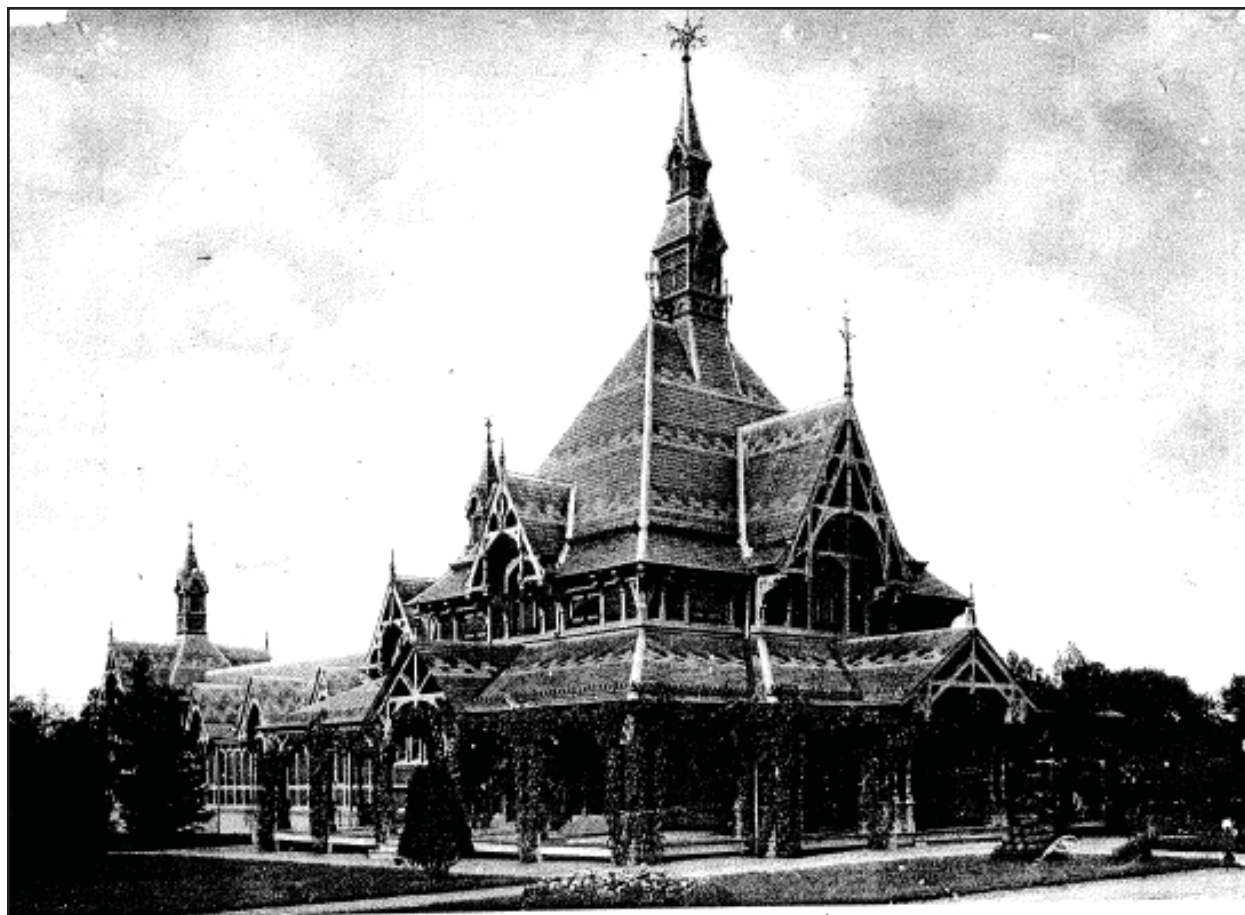


Figure 3.32: The Home's first library was built in 1878 (demolished July 1910).
(c. 1893 photograph; image courtesy of the Armed Forces Retirement Home-Washington Museum)

an unfinished condition. Over \$23,000 were expended on Lake Mary Barnes and the adjoining bridges. Thus, while the funds of the Home have been freely expended in the creation of a beautiful park, which is a source of great pleasure to the public at large, it would seem only reasonable that some small portion, at least, of these ample funds should have been expended in providing means of recreation and amusement for these solitary and lonely old men.¹⁶⁸

Like many of his contemporaries, Governor Sturgis was critical of the expenditures made towards maintaining a park at the expense of the inmates who paid for the many amenities. It was an issue that continued to reappear until the Cold War (1941-1991).

Among the accusations directed towards the Board were claims that its officers received the first choice of flowers from the garden, the best and earliest vegetables, and free labor from inmates and employees. Legislators questioned the profitability of the farm and the massive real estate holdings of the Soldiers' Home. The flower garden and conservatories were a particular point of interest. In 1875, for example, the Board authorized the construction of a conservatory.¹⁶⁹ General Barnes testified that the Home "never had a conservatory, but simply a propagating house."¹⁷⁰ The Sturgis report to Congress, however, read differently – with a more candid description of the facilities and the benefits afforded the Board's officers:

The conservatory and flower-garden which are maintained at an annual cost of from \$3,000 to \$5,000, seem to be, so far as my observation and information go, maintained chiefly for the benefit and accommodation of two members of the Board of Commissioners, at whose residences in the city the choicest flowers are delivered at stated and regular times. On special occasions, these regular supplies are increased. So far as I have been able to learn, no flowers are ever distributed to the inmates of the Home or the hospital. The florist informs me that he sometimes allows officers of the Home (and inmates too, if they ask for them) to have a few flowers "when they can be spared," and by the expression, "when they can be spared," he means "when the Commissioners shall not have been first served."¹⁷¹

The Board was not totally without financial concern. George McKimmie, on the payroll since 1866, during the 1870s made repeated entreaties for additional money. At one point in 1875 the Board answered one of McKimmie's demands with an investigation of the salaries of people holding similar jobs:

The petition of George McKimmie, gardener at the Home, for an increase of salary. This case was continued from the last meeting of the Board and now submitted with the report of the Secretary to the Board of the rates of pay to foremen and gardeners in other public grounds in the District from which it is seen the present pay of the gardener at the Home exceeds that of men in similar positions in other public grounds and it is considered adequate.¹⁷²

McKimmie acted in a highly proprietary manner towards the grounds and records show that he became an increasingly difficult employee. Up until about 1875, McKimmie appears to have established a record of getting his way with the Board. In 1871, he succeeded in obtaining pay for his fifteen-year-old son (who had



Figure 3.33:
Interior of the Home's first library
(c. 1890 photograph; image courtesy of the District of Columbia Historical Society)

been helping with gardening tasks since 1868). The following year McKimmie secured a position for his son comparable to the other garden hands.¹⁷³ While it seems that McKimmie enjoyed a comfortable relationship with the governors preceding the 1881 appointment of General Sturgis as the Home's governor, his run ended shortly after Sturgis arrived. In his 1882 testimony, Governor Sturgis told the Senate:

The flower garden has always had a superintendent until I came, who got \$100 per month, and nine assistants, perhaps eight assistants, but I think there were nine. I discharged the \$100 per month man, because I thought he was getting more money than he should have, and that we could do without him anyway. I found, in fact, that he felt that he owned it, and that the main thing with him was to draw his money. He did not care for anything else, but would let the men lie idle and do whatever they liked. I asked him for his resignation and put a man in charge for \$40 per month. Then they discharged all but this one man....¹⁷⁴

The man who was retained was George A. McKimmie, the elder McKimmie's son. He appears to have remained employed by the Board of Commissioners throughout much of the 1880s.

One military critic, General C. Drum, summed up a large number of his colleagues' complaints in his testimony during the investigation. He testified that the administrators had a "lack of proper judgment and business tact." He added, "I think they thought it was the best way to secure the money. It was at the time of the great real estate boom in Washington, and they probably thought it would enhance it in value. But it has certainly cost a good deal to the Home. We have not only kept it up for the inmates, but we have virtually made a city park of it."¹⁷⁵ Drum speculated that the Home would soon close and its operations moved to Kentucky, where one of the other two original asylums was located.



Figure 3.34: Southwest view of Barnes Hospital, constructed c. 1872 (demolished c. 1953)
(c. 1900 photograph; U.S. Department of War, *1900-1901 Annual Reports of the War Department*, Washington, D.C.: Government Printing Office, 1900; image courtesy of the National Archives, Washington, D.C.)

Figure 3.35:
The hospital ward, part of the Barnes Hospital Annex, constructed between 1899 and 1900

(c. 1901 photograph; image courtesy of the District of Columbia Historical SocietyU. S. Department of War, *1900-1901 Annual Reports of the War Department*, Washington, D.C.: Government Printing Office, 1900; image courtesy of the National Archives, Washington, D.C.)





Figure 3.36: The Cemetery Gate House (Building 21) was constructed in 1873 at the Home's northernmost entrance.
(2004 photograph by EHT Traceries, Inc.)



Figure 3.38: View of Barnes Hospital from the Home's agricultural fields
(c. 1920 photograph; image courtesy of the District of Columbia Historical Society)



Figure 3.37: The Eagle Gate House (Building 9) was constructed in 1877 as the main gate house for the Home.
(2004 photograph by EHT Traceries, Inc.)

Figure 3.39:
Image of geese at Lake Mary, looking north
(c. 1910 photograph; image courtesy of the District of Columbia Historical Society)



ESTABLISHING A BALANCE, 1883-1900

On March 3, 1883, after more than two years of Congressional investigation into the activities of the Soldiers' Home, Congress passed legislation modifying the administrative policies in an effort to correct past wrongs. The new act dictated a more formal oversight than had been the practice, including: the requirement of an annual report to the Secretary of War for submission to Congress; annual inspection of the Home by the Inspector General; the Secretary of War's authorization for expenditures over \$5,000; specific bidding requirements for supplies and services; members' retention of pensions; continuation of the Outdoor Relief program that allowed some members to live outside the Home; issuance of free uniforms to members; financial controls including the establishment of a Trust Fund to be invested at 3% interest; increase in the number of members of the Board of Commissioners to include the Home's governor and the general-in-chief of the army as its president; and funding for the Treasury to clear up the accounting problems that had caused a more than twenty-two year delay in a substantial portion of the funding.

New regulations supplementing the legislation were adopted by the Board on March 24, 1885 bringing the turmoil of the investigation to a close and helping to re-establish a harmonious environment. With the new law in place, General-in-Chief of the Army William Tecumseh Sherman (1820-1891) became the new president of the Board, replacing General Charles H. Crane, who had filled General Barnes' position upon his retirement the year before.

A pressing, if not the primary, issue at the time was the resolution of appropriate expenditures relating to use of the property as a park open to the public. On April 26, 1883, General Sherman held a special meeting of the Commissioners to discuss the preparation of a statement clarifying the Board's position on this issue. At the Commissioners' regular meeting, held on May 19, 1883, the Board "authorized and instructed" the Home's governor to disseminate "rules concerning the grounds pertaining to the Soldiers' Home near the City of Washington." The first statement strongly confirmed that the grounds were owned by the soldiers, paid for by the soldiers, and "Yet, the public has come to regard it as a free park." The Board stated that it was "bound by law and by honor" to care for the soldiers, but acknowledged being "desirous of keeping up the park." To accomplish this, they published new rules:

- 1st. The Soldiers' Home May at all times be reached by the main gate, known as "Eagle Gate."
- 2nd. All gates will be open for carriages and light vehicles every day of the week, except Sunday, from 8 A.M. till 9 P.M.
- 3rd. On Sundays, between the same hours, entrance and exit will be found at the 'Whitney Avenue gate,' the 'Eagle gate,' and the 'Harewood gate.'
- 4th. On application to, and previous approval of the Governor, picnics may be permitted at the Spring near the Harewood Barn, and in the groves at the southeast angle of the grounds, but parties must not obstruct the roads and must clean up before leaving the grounds.

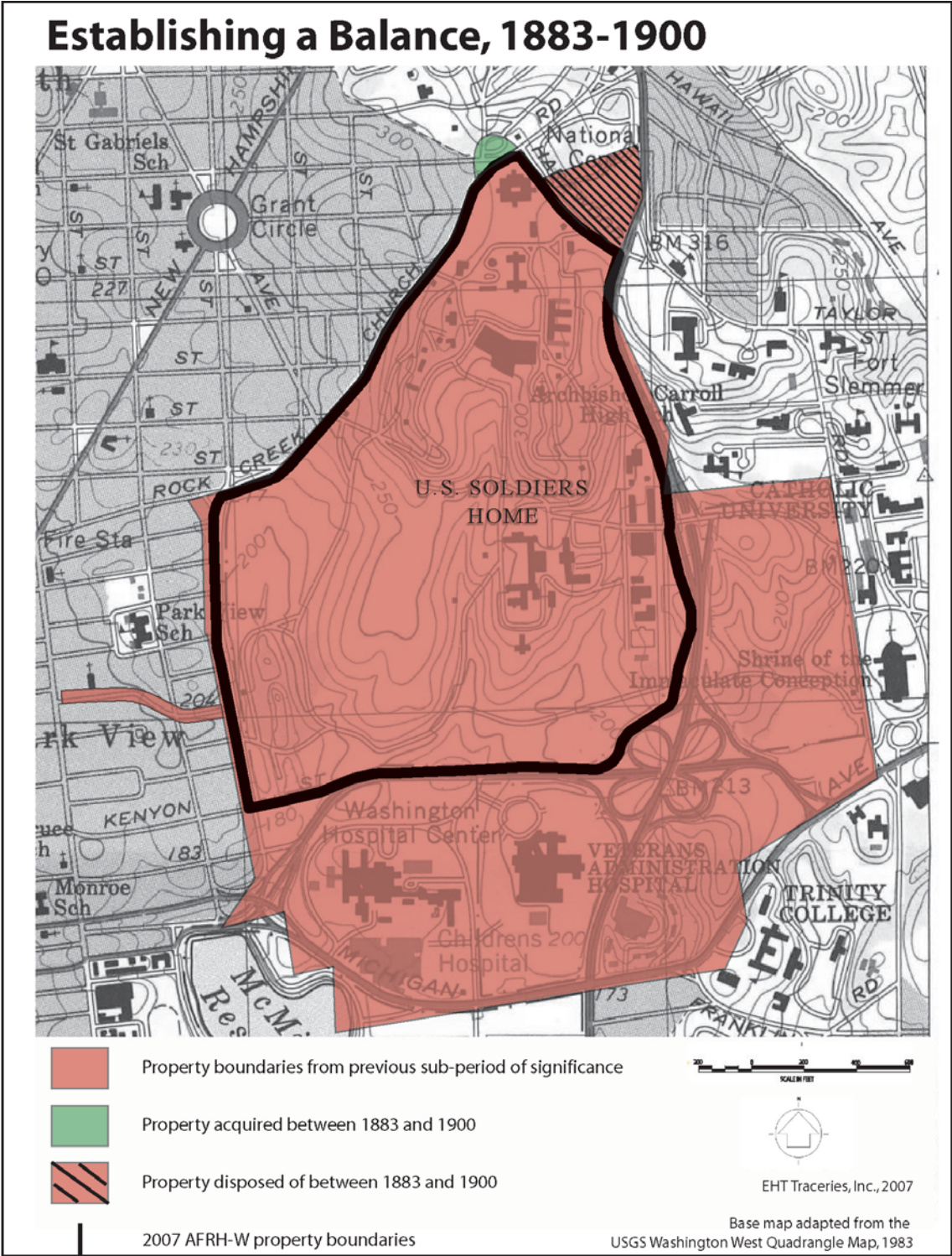


Figure 3.40: Property Acquisitions and Disposals between 1883 and 1900
(EHT Tracerics, Inc., 2006; base map from USGS Washington West Quadrangle Map, 1983)

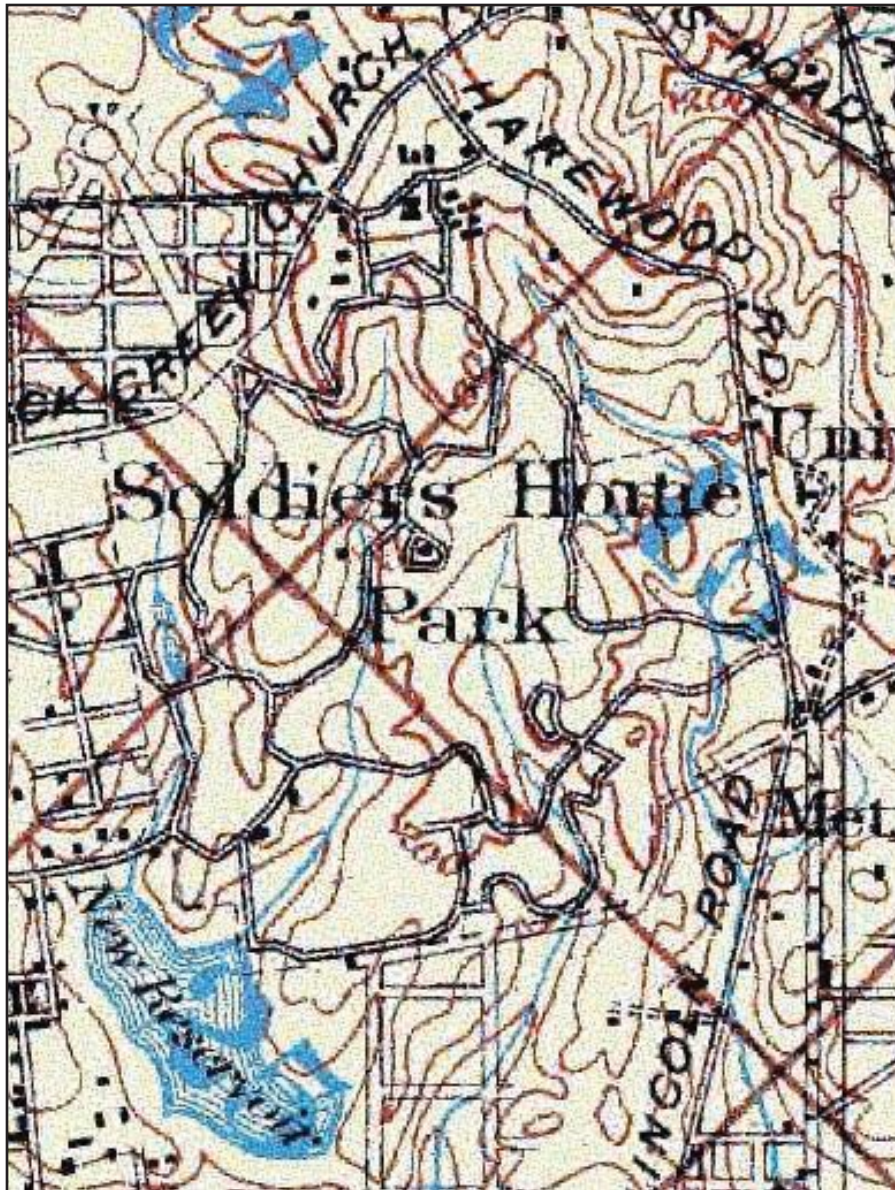


Figure 3.41: USGS Map of “Soldiers’ Home Park,” 1888
 (Washington West, 7-1/2 minute topographic quadrangle map; image courtesy of USGS)

5th. All parties visiting the Soldiers’ Home will be subject to the police of the institution, and for drunkenness, improper language, loud noise, fast driving or any rowdyism whatever, will be forcibly expelled or carried before the Governor, who will lodge with the civil authorities a complaint of trespass and breach of peace, and may instruct the gate-keepers to deny any offenders or their vehicles and horses admission to the grounds.¹⁷⁶

On May 10, the Home’s governor Brevet Major General Samuel D. Sturgis, having successfully endured the congressional investigation into the administration, issued his own statement to the public regarding access to the grounds:

Hereafter all well-conducted and respectable persons will be allowed free and uninterrupted access to the grounds of the Soldiers’ home at all times during the hours when the gates are open, viz.: Between 8 o’clock A.M. and 9 P.M. daily.

As many inmates of the home are old men who cannot readily get out of the way of rapidly moving vehicles, all fast driving is especially prohibited; and it is hoped that all good citizens who may avail themselves of the privileges of this order will assist the authorities in its execution by discountenancing its violation as well as by such other means as may seem reasonable and proper.¹⁷⁷

Later that month, the *Evening Star* published a glowing account of the Home’s return to happier times. The headline “All About the Soldiers’ Home; Interesting Information Concerning the Popular Report” was followed with:

The late unpleasantness at the home—all
 working smoothly now—various improvements
 for the benefit of the soldiers
 and the enjoyment of the public—opening
 the grounds on Sunday—a new
 entrance to the place¹⁷⁸

An 1886 article in *Harpers Weekly*, “Driving to the ‘Soldiers’ Home,’” presented readers with a detailed description of the property, and its early history:

It is but three miles from the city to the Home, and the road lies for a part of the distance through an uninteresting neighborhood. It is a steadily rising road, however, and as the carriages turn into a shaded lane, where the roadway is bordered by the trees on each side, the visitor sees that the city he has left is

spread out before him far to the east and west. A little chapel and an inner gate are passed, and then a perfect road is found leading off to the right through a majestic forest. There are about 500 acres in the enclosure, and they include stretches of lawn, forests that are the result of years of growth and care, lakes, gardens, farm patches, and the buildings for the old soldiers for whom the property was acquired.

The drive by the east winds gracefully through field and forest until it reaches the immediate neighborhood of the Home – a large brick building, with extensive piazza, usually occupied by blue-coated veterans. The dormitories, kitchen, farm house, residences of the Superintendent and his subordinates, cluster about the Home, and close by it is the little cottage, not now used, but made familiar to everybody as the Soldiers’ Home cottage occupied by Presidents Buchanan, Lincoln, Hayes, and Arthur during the summer months of their administrations. North of the Home is an attractive building, containing a library for the inmates of the Home, and beyond it, outside the grounds, in the National Cemetery, with its 5424 graves. One who drives through the grounds and back will probably not be impressed with the elevation of the Home until the return. At the top of the hill, a short distance from the central buildings, a magnificent view of the city, the Potomac River, the hills of Virginia and Maryland, is obtained. The Capitol building is a conspicuous glistening object in the middle distance, set in the green of the thousands of shade trees that rise above the buildings of the city. On a hill within the grounds, between the observer and the point where he entered, is the hospital, a large and substantial building, most favorably placed to catch any passing breeze in summer. No well-informed driver will let a visitor to the Soldiers’ Home grounds fail to see what is called “The Vista.” It is a glimpse of the Capitol caught through accidentally formed frame of foliage of several trees, and the effect is pretty. The roads in the Home grounds, which is a sort of park, not so extensive as Central Park, but more favored by nature, are maintained by the inmates. Begun by an appreciation of the pillage money exacted by General Scott from the city of Mexico, the Home is now supported by contributions from the soldiers in the regular army, with assistance from Congress [*sic*].¹⁷⁹

In the summer of 1883, President Chester A. Arthur honored his plan to take up summer residence at the newly re-decorated “President’s Cottage.”¹⁸⁰ His presence was said to attract visitors, although tales of numerous “carriages, dog-carts and every description of vehicle on the Soldiers’ Home road every pleasant evening” recounted the continued attractiveness of its “very beautiful and necessarily popular” drives with or without the President in residence:¹⁸¹

Within the Home grounds the trees are full of birds and shade, and beautiful meadows of clover blossoms and daisies are spread over the gently-rising hills. There is probably no other place near the city where daisies are so abundant and reach such perfection, and these are the misses’ delight.¹⁸²



Figure 3.42: The Home’s designed landscape from the 1860s and 1870s afforded many vistas to the Capitol that visitors to the grounds could enjoy.
(undated photograph; image courtesy of the District of Columbia Historical Society)



Figure 3.43: The Home's winding roads provided scenic paths for carriages in the late nineteenth century.
 ("Driving to the Soldiers' Home," *Harper's Weekly*, June 26, 1886; image courtesy of HarpWeek, LLC)

In November 1883, General Philip Sheridan (1831-1888), the new general-in-chief of the army, took over the presidency of the Board. Among his actions was the initiation of the annual report to the Secretary of War on a regular basis, a feat that previous Boards had been unable to make a standard procedure. In the 1883 report, the Board put forth a recommendation that the United States purchase for \$15,000 the fifteen acres of its land on the northeastern corner of the grounds that had served as a national cemetery since designated as such by President Abraham Lincoln in July 1862.¹⁸³ The Board hoped to spend the proceeds on an expansion of the dining room to accommodate the growing population, which had reached 741 members. Although some secondary sources imply the transfer of land did not take place, the Board of Commissioners' minutes for April 1883 and the Secretary of War's annual report from the same year indicate that the land transfer did occur.¹⁸⁴ The federal government did not technically purchase the cemetery, but appropriated \$15,000 as compensation "for the perpetual occupancy and use of this ground by the United States" as the site of the National Cemetery. The cemetery was originally intended for residents of the Home, but because of the Civil War, the Board of Commissioners sanctioned its use for both volunteer and regular army soldiers and it became the temporary and final resting place for many of the dead from military hospitals, as well as the fatalities resulting from the Battle of Manassas in July 1862.

During the years leading to the turn of the twentieth century, the Board held a tighter control over fiscal decisions, knowing that it was answerable to the Secretary of War. It often rejected efforts to maintain the grounds with new purchases of such essentials as grass seed and flower bulbs, while approving an increase in manure, and "durable and expensive fencing along the west boundary of the Home," "two-story permanent shops, a bridge at the upper lake, and two gate houses."¹⁸⁵ Comparisons between the costs associated with serving the residents versus maintaining the grounds were discussed on a regular basis.

Important to the period was a substantive increase in support of recreational activities for the members. Among the findings of the Committee on Military Affairs' recent investigation was that the members were suffering from idleness. There was "practically very little employment for the inmates of the Home, and still less to amuse them."¹⁸⁶ According to Goode, "the first record of any entertainment was in 1876," when a show was held. Members' gardens are noted in 1876. By 1883, a library with 2,400 volumes, and smoking and reading rooms formed the extent of any recreational resources.¹⁸⁷ Governor Sturgis had testified to the committee that "a hall might be erected for the use of the inmates, where they could assemble for intellectual exercise, such for example, as debating societies, the delivery of lectures, and the witnessing of occasional theatrical exhibitions." Bowling alleys and billiard rooms would help, he continued, "amusement and healthy exercise" at the Home, "diminishing the inducement to seek outside excitement," being the goal.¹⁸⁸

The Congressionally mandated formal inspection of the Home in 1884 resulted in both good and bad commentary. Oliver Longan, secretary to the Board (a civilian employee of the Office of the Adjutant General Office, War Department) drew national attention to the condition of the Home in an article published in the June 1884 edition of *The Chautauquan*. A description of the Home, detailing the arrangement of roads, gates, improvements, and overall beauty of the grounds was contrasted with the lack of "occupation" provided for the members. An official statement by General D.B. Sackett claimed that the "the old soldiers of the army have a great aversion to, and it might be called *dread* of the Home."¹⁸⁹ Despite "fine barracks and bedding, an excellent kitchen and larder, comfortable clothing, and a model hospital of its kind...beautiful grounds and vast current resources," the soldiers suffered for the "known lack of all occupation or recreation."¹⁹⁰ However, in contrast to the previous Board, which, according to Sturgis, had "no serious degree" of interest in providing for the "general happiness

of all,” the new Board responded to the inspection report.¹⁹¹ Although unmoved by Governor Sturgis’ request that alcohol be sold to the residents, his other suggestions were met with favor.¹⁹² An amusement room was opened, and billiard tables, pool tables, and bagatelle tables were purchased. A wide variety of groups were invited to perform for the members. One significant move of the period was the 1886 re-organization of the band, eliminated in 1881, with a leader and eighteen members.

Despite these efforts, the soldiers’ craving for “outside excitement,” was becoming more noticeable. The members had easy access to nearby commercial bar rooms (saloons) and liquor stores, and in the 1880s, news stories of drownings, suicides, murders, and bloody fights in and around the Home broadcasted the deleterious affect of alcohol on the members.¹⁹³ In October 1885, Lavinia H. Chase of the Women’s Christian Temperance Union (W.C.T.U.) approached the administration with a plan to hold meetings of the Union at the Home. The meetings, complete with presentations of music, theater, and sermons on the harmful effects of alcohol, encouraged members to pledge total abstinence.¹⁹⁴ By February, the Senate approved a resolution by Senator George Franklin Edmunds directing the Committee on Military Affairs to “inquire and report what steps may be necessary to prevent the furnishing or keeping of intoxicating drinks in the immediate vicinity of the Soldiers’ Home.”¹⁹⁵ Congress entertained, but did not pass, a bill prohibiting the sale of alcohol within a one-mile radius of the Home.¹⁹⁶ Other measures intended to stem the alcohol abuse included the 1889 decision by a District judge to invoke an old statute that prohibited the sale of alcohol to soldiers.¹⁹⁷ The W.C.T.U. continued its meetings for many years; however, problems with alcohol persisted.¹⁹⁸ In 1891, Congress finally passed the bill first proposed five years earlier, prohibiting the granting of liquor licenses within one mile of the Home, making it the only area in the city where “an absolute abstinence of the liquor business is assured.”¹⁹⁹

In late 1886, the Board prepared its annual report stating that the Home’s population had reached its highest level to date, 894 regular and 52 temporary “inmates.” Reduced income, presumed to be caused by delays in the Treasury’s analysis of the overdue accounts, plagued the Board of Commissioners, and the report stated that \$528,764 was owed to the Soldiers’ Home from the “punishment fund” alone. A new committee organization (building, supplies, and auditing) tackled problems with more specificity than in the past, resulting in direct recommendations. Space was at a premium, which resulted in the recommendation of the construction of an extension of the main buildings and the reassignment of the “cottage formerly occupied by the President as a Summer residence” as a permanent home for members.²⁰⁰ Most significantly, the Board called for Congress to “relieve the Home of the care and maintenance of the public park and 10 miles of drives surrounding the buildings.”²⁰¹ The following year’s report stated that the population has risen to “991 inmates” but there was no mention of the previous suggestion that Congress take over the costs of caring for the park and drives.²⁰² The 1888 annual report informed the Secretary of War that new admissions reached the highest level to date, exceeding the Home’s capacity; however the Home’s finances “were improving very slowly.”²⁰³

Perhaps this optimism was part of the Board’s decision in January 1889 to name the buildings to honor various military officers who had played a role in its history. Only once before, in 1872, had a building been given an honorary name when the Board named the new hospital for General Joseph K. Barnes in recognition of his role in creating the facility. The 1889 annual report stated that “The mansion which was upon the grounds when purchased and which has heretofore been reserved as a summer residence for the President of the United States was named ‘Anderson Building’ for the late Brigadier [Brevet Major] General Robert Anderson ... in recognition of his work for the establishment of the Home.”²⁰⁴ The other buildings given formal names were the main building (Building 14), which became the Scott Building for the late Lieutenant General Winfield Scott; the northernmost addition (Building 15) to the main building, which was connected by an annex, was



Figure 3.44: The Home’s residents, like the boatman above, used the lakes for recreational activities such as fishing.
(undated photograph; image courtesy of the National Archives, College Park, Maryland)



Figure 3.45: The former Sheridan Building, built c. 1885 (demolished ca. 1961)
(c. 1931 photograph by William Groat; *The United States Soldiers' Home*, Washington, D.C.; image courtesy of the Library of Congress)



Figure 3.46: Stanley Hall (Building 20) was originally constructed as the Home's recreation center in 1895.
(c. 1901 photograph; U.S. Department of War, 1900-1901 *Annual Reports of the War Department*, Washington, D.C.: Government Printing Office, 1901; image courtesy of the National Archives, Washington, D.C.)

named independently as the Sherman Building for General William T. Sherman, who was president of the re-organized Board of Commissioners in 1883. The new building west of the library (now the site of the Grant Building, Building 18) became the Sheridan Building in memory of the late General Philip H. Sheridan; and, the building to the east of the Scott Building (Building 14) was named King for the late Captain Benjamin King, first secretary-treasurer of the Board of Commissioners.²⁰⁵ This tradition continues throughout the history of the Soldiers' Home.

Although finances were improving, the members were enjoying an increase in services, and the administration was stable, the Soldiers' Home was not without its problems. Two major arson fires – first in July 1883 causing severe damage to the feed, store house, and stock stables destroying the hay supply, and a second in September 1894 that destroyed stables and a shed as well as nearly one hundred tons of hay and three horses – wreaked havoc on the farming activities.²⁰⁶ Pressures resulting from increased visitation were felt with the extension of city streets and streetcar line. In 1891, the District of Columbia extended North Capitol and First streets northerly from the city center to the Home, prompting a public call for a new entrance on the south to allow for easy visitor access.²⁰⁷ The Board responded by opening a temporary gate and approving the construction of new gateway, adjacent fence, gate (to be a replica of the gate at the National Cemetery at the Presidio in San Francisco, California), and gatekeeper's lodge at First Street. The decision was hailed as “the entrance will be a great convenience to the citizens generally, giving a direct approach from the greater portion of the city.”²⁰⁸ In 1895, motivated by recent subdivisions of large parcels of land near the Home into residential building lots, the District of Columbia's transit system (operated by private entities chartered by Congress) began serving the area around the Home.²⁰⁹ Chartered in 1888, the Eckington and Soldiers' Home Railway Company originally served the area in the New York Avenue corridor. Subsequently, its service was extended along Boundary Avenue (renamed Florida Avenue in 1890) and finally north to the Home. The extension north along Seventh Street was one of the city's “most successful tramways.”²¹⁰ Faced with increased pedestrians visiting the grounds, the Board was prompted to make improvements to its own circulation system: “The walks have been considerably extended in recent years,” noted the officers who completed the facility's 1895 inspection. “And since the street cars have reached the confines of the Home there will doubtless be a greater number of pedestrians than formerly.”²¹¹ Nature played a cruel hand when in September 1895 a tornado destroyed more than 450 trees and damaged several buildings.²¹² The Board replaced the lost trees with more than 2,000 new trees.²¹³

Sewerage and a clean water supply were constant problems throughout the early history of the Soldiers' Home. By the close of the nineteenth century, it had constructed an extensive network of terracotta and iron pipes, along with cisterns, cesspools, and catch basins, to manage its water issues. The Board diverted streams dissecting the property, and placed them underground or in channels to better control the flow of water. Springs, especially in the low-lying southern portion of the property, were transformed into ponds and lakes, two of which – Lake Mary Barnes and Lake Nina – were substantial enough to have been given formal names. In 1885, the Home lost 0.603 of an acre in the southern portion of the grounds when the United States condemned the land for use as a reservoir. The government compensated the Board with \$1,000. In the early 1890s, the Board undertook several projects in an effort to supply additional amounts of fresh water for its increasing population. “The great need for more water still presses,” wrote Orlando B. Willcox, the Home's governor, in his 1891 report.²¹⁴ Boring for new wells failed and in 1892 orders were given to discontinue the prospecting efforts in favor of “other means... to obtain for the Home the much-needed water supply.”²¹⁵ The solution came in 1893 when the

Board of Commissioners entered into negotiations with the District of Columbia to be connected to the city’s water supply. The Board of Commissioners secured the rights to 25,000 gallons of water each day and began constructing the necessary infrastructure. A six-inch water main connected the Home to the city’s system at Whitney Avenue and Seventh Street. In 1893, the Board authorized “a water tower carrying an iron tank of about 50,000 gallons capacity be erected on the high ground immediately west of the Scott building.”²¹⁶ A network of six-inch water mains connected the new tower to the hospital, fire plugs, and other buildings.²¹⁷

In 1890, as the Soldiers’ Home regained its fiscal strength, evidence of recent expenditures on fences, roads, sidewalks, trees, shrubbery, and new buildings was seen. The first new construction since the late 1870s was the King Building, a dormitory begun in 1884. Although Captain George Davis is credited with the design, he served as architect and superintendent over the construction of a design prepared by “a Mr. Henderson, an architect and builder in Washington.”²¹⁸ Demolished in 1958, the King Building was sited to the immediate east of the main building (Sherman Building, Building 14) and featured cast iron porches and ornament capped by a mansard roof. The main building, which was enlarged between 1869 and 1872 by the construction of Edward Clark’s Scott Annex (now Sherman Annex, Building 15), was altered substantially in 1887-1889 by the north addition (Sherman North, Building 16 [originally Scott Building]). In response to the appearance of Poindexter and Flemer’s north addition, the Board proceeded to renovate the main building and the Scott Annex, thus presenting a unified architectural statement among the three structures. The Hospital Steward’s House, to the immediate west of the hospital, was a small but needed addition in 1890.

In 1895, work began on the blue and white Vermont marble Stanley Hall (Building 20) designed by Claude J. Allen of the Office of the Quartermaster General, with Barnard Green, supervising. The building served as both a chapel and an amusement hall for many years.

The Home’s dynamic landscape is a collection of buildings, fields, and circulation networks that have changed significantly since the 1850s. Many buildings and historic land uses have left little, if any evidence, of their existence. One such example is found in the conservatories the Board had built in 1900. Bypassing its new procedures requiring that contracts be awarded to the lowest bidder, the Board, in March 1900, authorized the construction of conservatories. The Board approved the execution of a \$26,000 contract with noted conservatory designers and builders Lord and Burnham. According to the minutes of the May 15, 1900, meeting, Lord and Burnham were, “specialists of such work; and the work did not therefore come within the rules for the construction of ordinary buildings, etc.”²¹⁹ The conservatories included a trademark Lord and Burnham palm house. The structures were enlarged in 1907 and demolished in 1954 with the implementation of the Board’s new master plan.

Visitors praised the “wonderful improvements in the architecture of the buildings.”²²⁰ “The Sherman and Scott Buildings and long wing that connects them together form a very imposing pile and make a home for the old soldiers’ to be proud” where “...from almost anywhere on the broad undulating plateau that lies north of the city the imposing new tower is visible and it forms an imposing addition to the landscape.”²²¹ The square tower, 124 feet in height (eighty feet higher than the previous tower), gave a new profile to the landscape. Additionally, as “site-seers” were allowed to climb to the belfry, the public could enjoy an unencumbered and sweeping view of the District of Columbia:



Figure 3.47: The King Building was constructed in 1885 and demolished in 1958.
(c. 1931 photograph by William Groat; *The United States Soldiers’ Home, Washington, D.C.*; image courtesy of the Library of Congress)

Figure 3.48:
Conservatory (right) and the King Building (center), looking north along present-day Eisenhower Drive. Both buildings were demolished in the 1950s.
(early-twentieth-century photograph; The Albertype Co., *The U.S. Soldiers’ Home, Washington, D.C.*, published by J.W. McKittrick; image courtesy of the National Archives, Washington, D.C.)



Figure 3.49:
Sherman North (Building 16) was constructed between 1887 and 1889.

(c. 1931 photograph by William Groat; *The United States Soldiers' Home, Washington, D.C.*; image courtesy of the Library of Congress)



The view from the top of this new tower is as fine as is to be had anywhere hereabouts. From there one's eye can sweep over the whole historic ten mile square, and many miles of the Potomac too. Alexandria is easily seen, and on a clear day the distant mountains can be faintly discerned."²²²

From March 1883 onward into the next century, the public's enjoyment of the Home returned to a level similar to its hey-day in the 1870s. It was open to the public seven days a week, with only occasional closings required by weather or road conditions. Its ever-increasing use led to a change in the Board's policing efforts. The first reference to a police force dates to 1877; in 1881, a "chief" of police and two watchmen were employed. By 1889, there was an additional watchman, by 1892, a mounted policeman was on staff, and by 1898, mounted District police supplemented the Board's force on Saturdays and Sundays.²²³ But the instances of littering, vandalism, "malicious trespass," "serious depredations," and injuries and deaths resulting from "swiftly moving vehicles" did not result in the curtailment of the public's access...or delight.²²⁴ Although President Benjamin Harrison (1833-1901, in office 1889-1893) did not stay at the Home, he visited in 1889, drawing attention when he and his wife "enjoyed a drive in their 'mail cart' through the grounds..."²²⁵ Riding horses or driving horse-drawn carriages along the more than ten miles of roads was a common leisure occupation for the citizens of the District. "Pic-nicking," especially on the southern grounds of the former Harewood estate, was also a source of pleasure. Under special circumstances, parties and weddings could be held on the lawns.²²⁶

The Board's 1894 annual report summed up the progress of the past decade: "The grounds now consist of 502 acres, beautifully laid out in walks and drives, interspersed with lawn and woodland so attractive that it has become the favorite park for driving to the residents of the city."²²⁷

By the turn of the twentieth century, the Soldiers' Home had matured into a nationally recognized institution, valued by District residents and tourists alike. The popular press recognized the importance of the Soldiers' Home and published many celebratory articles about its history, mission, and, most importantly to this document, its setting. "The Soldiers' Home Park is to Washington what Central Park is to New York and Druid Hill to Baltimore," wrote Mary Hall Stevens in an 1899 issue of the *Christian Advocate*.²²⁸ The Board also touted the institution's expansive park and the benevolence of the Board of Commissioners in allowing public access. "Practically this place is a park," wrote the Board in its 1897 annual report.²²⁹ As the nineteenth century came to a close, the balance between the care and maintenance of a park and that of the soldiers was more resolved. The abuse of alcohol and its concomitant problems still haunted the Soldiers' Home despite the incorporation of occupational and recreational activities into its daily operations.²³⁰ A small golf course and tennis courts were created, and theater and W.C.T.U. events were regularly scheduled. The passage of time had allowed the feelings associated with the Civil War to pass from pain to honor, as the annual national celebration of Memorial Day (originally known as Dedication Day), which Senator John A. Logan had pushed into existence in 1868, became a major event at the Home. With these changes, accusations of inequity, cruelty, and exploitation had softened. Importantly, the governor and the Board worked more cooperatively to meet their collective charge.

The Spanish-American War of 1898 brought a renewed appreciation of the soldier (including plans to use the Home as the base camp for the National Guard charged with protecting the capital's water supply). Yet the Board continued to share the Home with the increasing population in the adjacent neighborhoods, growing pedestrian traffic generated by the new streetcar line, and the continuing tradition of equine travel.

Figure 3.50:
The Sherman Building (Building 14) was renovated between 1887 and 1889 to reflect the Romanesque Revival style of the newly constructed Sherman North (Building 16).

(c. 1931 photograph by William Groat; *The United States Soldiers' Home, Washington, D.C.*; image courtesy of the Library of Congress)





Figure 3.51: The Home often hosted community events, such as Easter egg hunts for children.
(c. 1903 photograph by Underwood; image courtesy of the Library of Congress)



Figure 3.52: The Home's lakes were used by visitors for skating and fishing.
(undated photograph; image courtesy of the District of Columbia Historical Society)

Planning for a New Century, 1901-1918

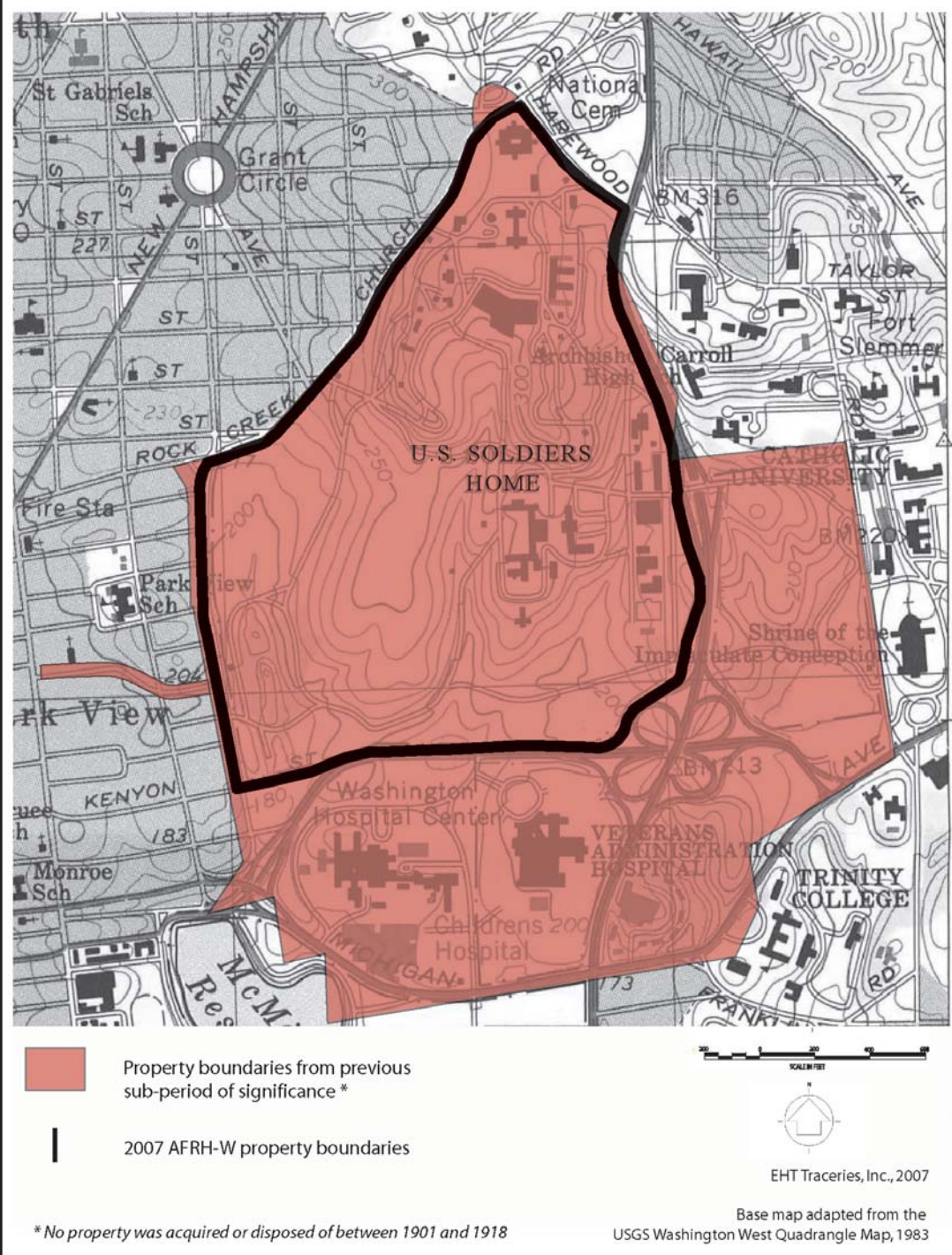


Figure 3.53: Property Acquisitions and Disposals between 1901 and 1918
(EHT Tracerics, Inc., 2006; base map from USGS Washington West Quadrangle Map, 1983)

PLANNING FOR A NEW CENTURY, 1901-1918

The 1893 World Columbian Exposition held in Chicago introduced America and the world to the City Beautiful Movement. The success of the exposition buoyed the professions of architecture and urban planning, inspiring the country’s artists to join together to campaign for the redesign of America’s cities. Particular attention was paid to our nation’s capital and this included mention of the Home.

THE 1902 PLAN FOR THE IMPROVEMENT OF THE PARK SYSTEM OF THE DISTRICT OF COLUMBIA (SENATE COMMISSION PLAN)

In March 1901, the Senate Committee on the District of Columbia, in response to the American Institute of Architects’ efforts to draw attention to the need for improving the overall design of Washington, resolved to initiate an ambitious study aimed at “developing and improving the entire park system of the District of Columbia.”²³¹ In authorizing the effort, the Committee sought to address questions concerning “the location of public buildings, of preserving spaces for parks in the portions of the District beyond the limits of the city of Washington, of connecting and developing existing parks by attractive drives, and of providing for the recreation and health of a constantly growing population...”²³²

Within a month of the resolution, a subcommittee composed of Senators James McMillan, Jacob H. Gallinger, and Thomas S. Martin, brought together a commission of design experts (to be known as the Park Commission) that included noted landscape architect Frederick Law Olmsted, Jr., celebrated architects Daniel Burnham and Charles McKim, and distinguished sculptor Augustus St. Gaudens. In their initial meeting, the subcommittee put forward its intention for this extraordinary undertaking:

The object of the present investigation is to prepare for the city of Washington such a plan as shall enable future development to proceed along the lines originally planned – namely, the treatment of the city as a work of civic art – and to develop the outlying parks as portions of a single well-coordinated system.²³³

Senator McMillan, chairman of the subcommittee, explained the background of the problem to the Commission. Referencing the “universal approval” of the original plan for the city of Washington and the importance of the proper location of public buildings, McMillan recounted five major issues to be addressed:

1. The need to plan the development of the large area of newly reclaimed Potomac flats;
2. The need to devise a landscape scheme for the 1,605.9 acres destined for the Rock Creek Park and National Zoological Park so that the “public can realize fully the advantages of the purchase;”
3. The urgent need to reclaim the Anacostia flats from disease into a healthy water park;
4. The need to decide whether the valley of Rock Creek should be covered or kept open; and
5. A comprehensive study of “connections among the parks,” necessary to respond to “the development of Potomac and Rock Creek Parks, the creation of a park along the Anacostia, and the increasing use of the Soldiers’ Home grounds for park purposes...”²³⁴

Over the course of the year, the work of the Park Commission expanded considerably from its original charge to include assisting with the location of new public buildings, memorials, and monuments, designing a new park system, and most importantly, devising a plan “to restore and develop the original designs of President Washington and L’Enfant...” It is this last task for which the Commission is best known, a task that, according to the Secretary of War who held the responsibility for supervising public buildings and grounds, would “...mak[e] the capital city more beautiful...”²³⁵

The report, edited by Charles Moore who was McMillan’s secretary/assistant and future secretary of the Commission of Fine Arts, was completed in January 1902 and published by the Senate that year. Officially titled *The Improvement of the Park System*, it is often referred to as the McMillan Plan or the Plan of 1902. It presented the Senate subcommittee’s statement of the need for the study, its support for the Park Commission’s plan, and recognized that, while since 1898 the District’s park system was under the control of chief engineers of the United States Army, “individual portions of the system are under separate control,” and therefore, “greater concentration of authority, and the constant employment of professional advice” was required.²³⁶ The Park Commission’s report, organized by geographical areas, included its proposed designs for the federal city, including city squares, parks, and drives within the monumental core. However, close to half of the report focuses on the parks “encircling the city of Washington on the west, north, east, and, if the Potomac River be included, on the south also...as distinguished from the city squares and grounds appertaining to public buildings.”²³⁷

The connection of the Home with other outlying parks, which was among the original issues in need of addressing, was proposed in the chapter titled, “The Section East of Rock Creek.” The Commission recommended the establishment of just such a connection:

...it is of utmost importance to secure an agreeable park-like connection between Rock Creek Park and Soldiers’ Home as bringing into organic relation two of the largest and most beautiful places of recreation within reach of the principal residence district of the city, and considered in relation to the proposed new holdings such a connection would form one of the links binding the eastern and the western parks into a comprehensive system.²³⁸

The device that the Commission proposed to make the “park-like connection” between Rock Creek Park and the Home was “a magnificent boulevard 4,000 feet in length, terminated on the west by the new [Municipal] hospital buildings and on the east by the Soldiers’ Home itself.”²³⁹ This new avenue, running between Thirteenth Street and today’s North Capitol Street, was to be accomplished by widening Savannah Street (now Varnum Street).

Another proposal to connect the Home into the park system involved the open land around and including the newly constructed reservoir adjacent to Howard Park, south of the Home’s boundaries along Michigan Avenue.²⁴⁰ Located just to the Home’s southwestern corner, the reservoir was perceived by the Commission to form “an element” in the landscape despite not being actually connected to it. The resolution of this situation was to ensure the visual connection and hence make the reservoir “an important supplement to the park system.”²⁴¹ To achieve this connection between Howard Park and the reservoir required only, according to the Commission, the purchase of a 320 square foot parcel of land.²⁴² The Commission also recommended the improvement of the

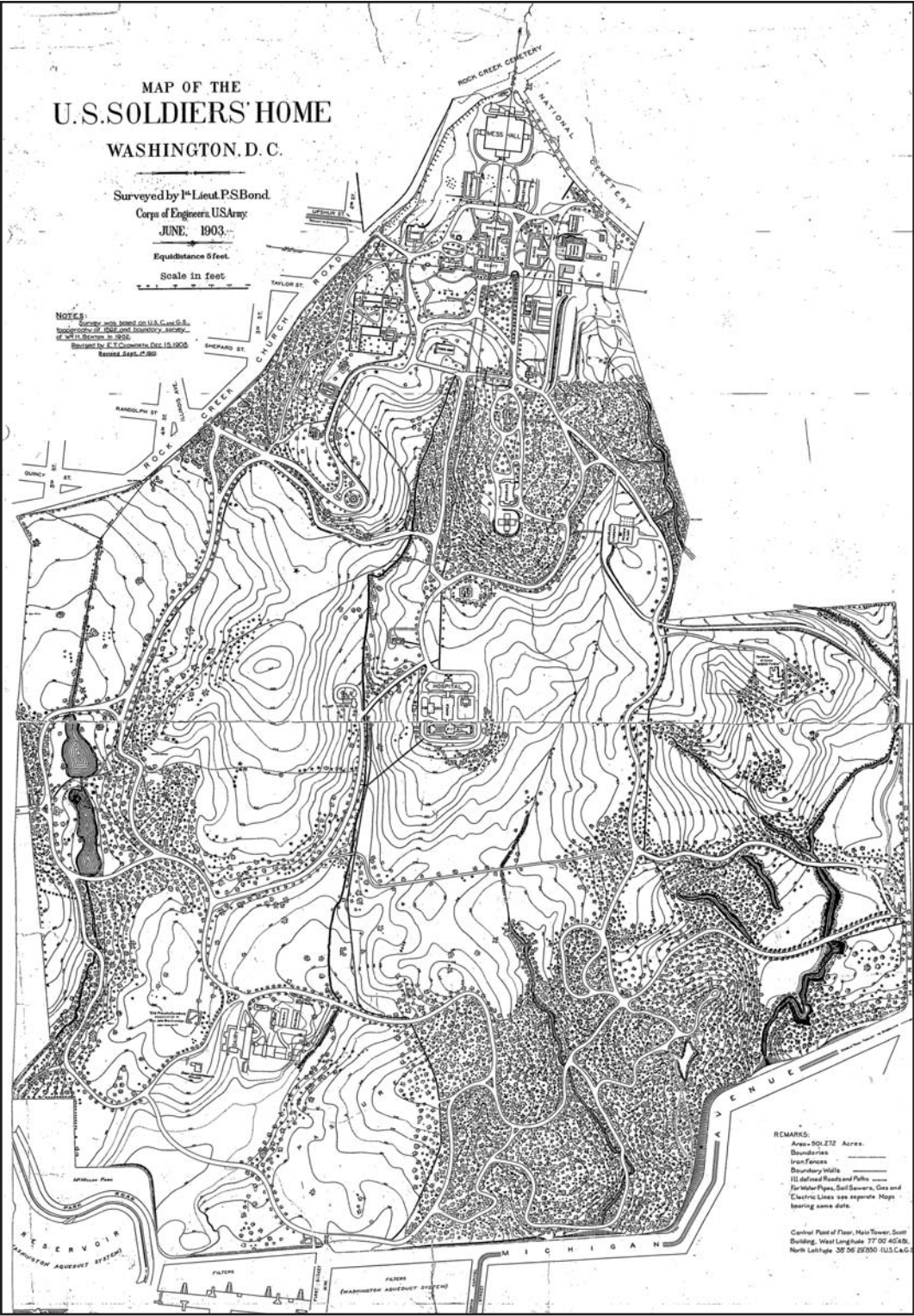


Figure 3.54: Map of the Home, 1903
(surveyed by 1st Liet. P.S. Bond; image courtesy the National Archives, Washington, D.C.)

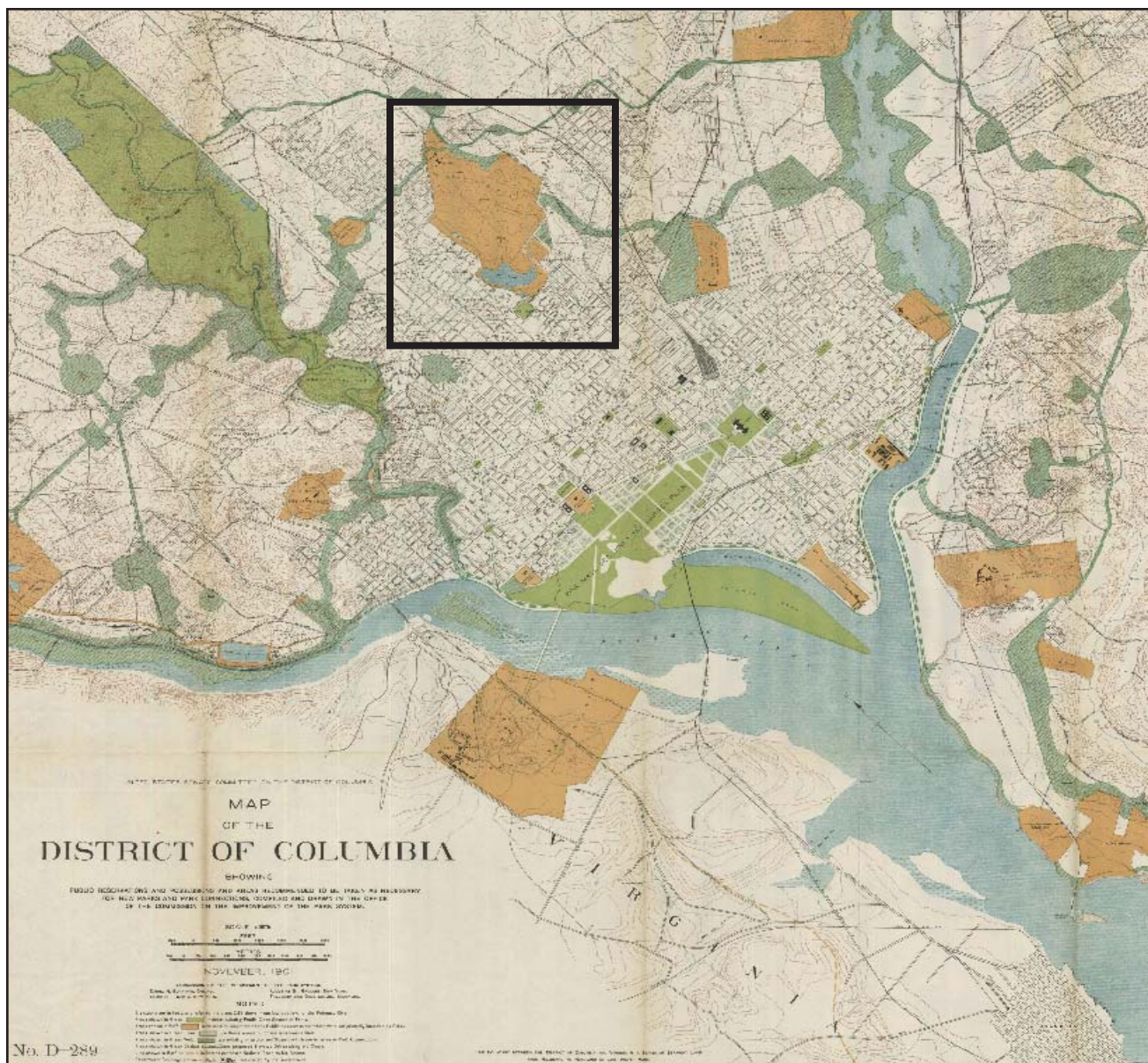


Figure 3.55: Map from Senate Plan of 1902 illustrating connections of public parks. The Home is highlighted in buff, indicating that the grounds permitted public access but were not intended as a public park. The areas highlighted in green are public open spaces and parks.
(image courtesy the National Archives, Washington, D.C.)

entrance to Howard Park, which, it wrote, would result in both an improved condition for the park and reservoir, as well as the creation of a “most desirable southwestern approach” to the Home.²⁴³

Its effort to devise a comprehensive plan, the Commission looked at the District as a whole. While understanding the potential impact of its recommendations, it did not shy away from addressing, as it felt necessary, both publicly owned and privately owned land. It clarified the difference by distinguishing the ownership of the various parks and grounds and including a list of land that it wished to bring under the District’s control. The report’s “Appendix G –List of Lands in the District of Columbia Devoted to Public Use” identified three classes of open land:

Class A – Squares, Circles, Triangles, and Other Minor Reservations, including Grounds about Public Buildings When Always Open to the Public. These included lands controlled by the District Commissioners, the Joint Committee of the Library, or the Superintendent of Public Buildings and Grounds. All Squares, Circles, Triangles, and Other Minor reservations are included.

Class B – Large Parks: These included lands controlled by the Joint Committee of the Library, the Department of Agriculture, or the Superintendent of Public Buildings and Grounds. The identified large parks are Central Group (Capitol Grounds, Mall, and President’s Park), Zoological Park, Rock Creek Park, and Potomac Park.

Class C – Grounds Connected with Public Buildings, Institutions, or Departments and Primarily Intended for Other Purposes, but Incidentally Open to the People Under Limitations: The identified grounds in this class include: Almshouse, Girls’ Reform School, Bellevue, City Farm, Columbia Institute for Deaf Mutes, Government Hospital for the Insane, United States farm, Military cemetery, Municipal hospital grounds, Naval Observatory, Navy yard, Old Naval Observatory (Naval Museum of Hygiene), Soldiers’ Home, Washington Barracks, White House grounds, Receiving reservoir, Conduit Road, Reservation with Watergate and pump, Georgetown reservoir, Howard University reservoir, and Filter.²⁴⁴

“Appendix H – List of Proposed Additional Reservations” of the 1902 report includes a list of the majority of the District’s forts, batteries, and Meridian Hill for addition to its Class A category. Class B – Large Parks was to be expanded to include Anacostia Park, Analostan Island, Mount Hamilton Park, Fort Kemble, Patterson Park, and Fort Reno. The “Soldiers Home” was listed for addition to Class C property with Howard University Reservoir and Washington Barracks.²⁴⁵ Appendix H also included Class D – Parkways and Park Connections, which included eighteen parkways and roads to be created or expanded by the condemnation of adjacent land, referenced a “Soldiers’ Home Parkway,” described as 1.2 miles “From Rock Creek Church road along easterly side of Soldiers’ Home to Michigan avenue, northeast.”²⁴⁶

In response to the original call to address the “increasing use of the Soldiers’ Home for park purposes,” the Commission discussed the role of the Home as a park open to the public:

The Soldiers’ Home grounds are a highly developed tract of land, 502 acres in extent, heavily treed in some sections, and in others having an open meadow-like appearance. An extensive road system is already constructed, and there are a number of large buildings. These grounds are set apart as a home for old soldiers of the Regular Army, and are maintained out of the proceeds of fines imposed for breaches of discipline; but by courtesy are usually thrown open to the public, forming in effect a most beautiful park.²⁴⁷

While acknowledging that the Home was not a formal “public” park within the defined District parks system, and therefore not under the control of the chief engineers of the army, the Commission took the opportunity to make recommendations for its improvement, primarily addressing the internal road configuration:

If they were considered simply from the point of view of the casual visiting public, the grounds might be improved by some rearrangement of the road system, lessening the grades and doing away with some of the abrupt turns on certain main lines which would then attract the greater part of travel and thus relieve the other roads, many of which for use by large numbers, are crooked, narrow and steep, although in themselves very picturesque and attractive.²⁴⁸

The Commission went on to commend the Home’s aesthetic “policy” that maintained building clusters or groupings, as well as “simple” landscaping:

It is to be hoped that the future will see the continuation of the policy which has been widely followed in the past of concentrating the buildings at a limited number of points, and of keeping the greater part of the landscape perfectly simple and not disturbed by attempts at ornamentation.²⁴⁹

It did make one major suggestion: the introduction of a new entrance to the Home to be built on a grand scale:

At the head of North Capitol Street there is an opportunity for a very grand formal entrance which should take the form of a triumphal arch commemorative of a great soldier and statesman.²⁵⁰

The public received the Plan of 1902 with great fanfare. The Corcoran Gallery of Art put on a public display of the Commission’s photographs, drawings, and photographs, as well as a large model depicting the plan for the monumental core. Soon praise for the plan was heard throughout the United States and around the world. Many of the report’s proposals were implemented, although not all. However, the ideals that formed the basis for the Plan were built upon and institutionalized with the 1924 creation of the National Capital Park and Planning Commission (later the National Capital Planning Commission [NCPC]).²⁵¹ The Plan formed the basis for what is today the Comprehensive Plan for the District of Columbia.

Although the Park Commission’s proposals for the Home did not come to pass, interest in expanding the Home’s role as a public focal point continued. When the nation experienced a revival in interest in President Abraham

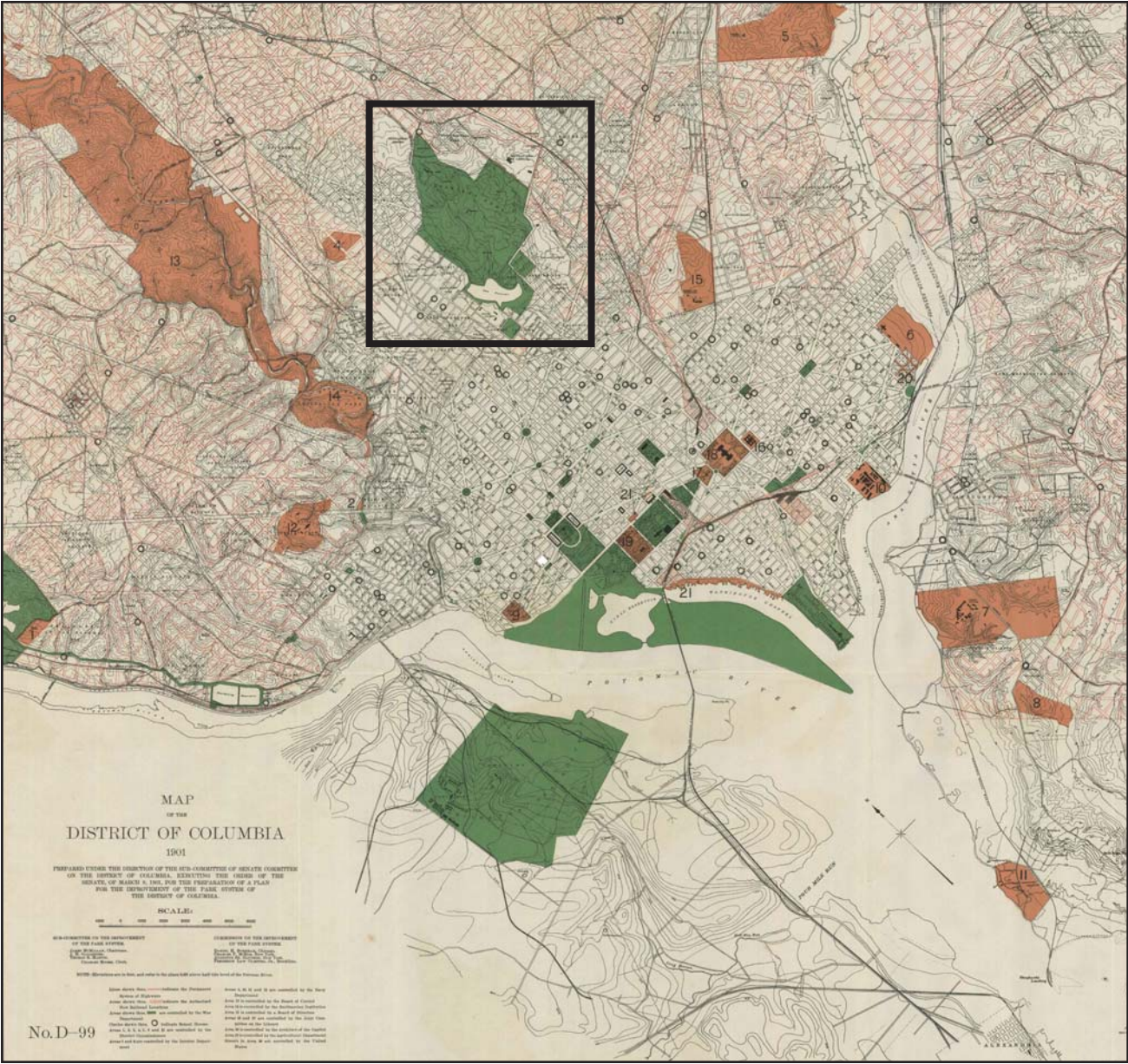


Figure 3.56: Map from Senate Plan of 1902. The areas highlighted in green, such as the Home, are controlled by the War Department. The areas highlighted in red are those controlled by other government entities.
(image courtesy the National Archives, Washington, D.C.)



Figure 3.57: The Grant Building (Building 18), constructed in 1910
(c. 1931 photograph by William Groat; *The United States Soldiers' Home, Washington, D.C.*; image courtesy of the Library of Congress)



Figure 3.58: The Administration Building (Building 10), constructed in 1905
(c. 1931 photograph by William Groat; *The United States Soldiers' Home, Washington, D.C.*; image courtesy of the Library of Congress)

Lincoln leading up to the 1909 centennial of his birth, Congress was spurred to honor him. In 1911, they passed a law creating “a commission to secure plans and designs for a monument or memorial to the memory of Abraham Lincoln.”²⁵² The Commission, in concert with architects and the United States Commission of Fine Arts, evaluated sites throughout the District of Columbia and its vicinity. New York architect John Russell Pope was hired to prepare drawings illustrating a proposed memorial at the Home.²⁵³

“The Soldiers’ Home Grounds site possesses the grand qualities of isolation, of elevation, of unlimited area of beautifully treed parking, and of control of all surroundings affecting it,” Pope wrote in the 1912 Lincoln Commission report. “It is not too remotely situated and is easy of access. It is, in the author’s opinion, a location in the biggest, finest sense for a great memorial, and the finest in Washington for that purpose.”²⁵⁴

Pope’s design called for the memorial’s construction on a hill 1,000 feet north of Michigan Avenue with a 400-foot-wide courtyard and the memorial situated on a 600-foot-square platform. “This platform rises on a grass terrace, to a height above the adjoining trees. The platform has an elevation of 25 feet ... In the center of this, and slightly raised above the terrace, stands the figure of Lincoln. Around him stand monumental sentinel columns in the form of an arcade.”²⁵⁵ Although Pope’s design for the memorial at the Home received wide acclaim, including from members of the Commission, it was passed over in favor of Henry Bacon’s Potomac Park site design.²⁵⁶

Interestingly, the commemoration of Lincoln was relatively new when the centennial of his birth was acknowledged. Prior to the turn of the twentieth century, Abraham Lincoln’s sojourns at the Home rarely were singled out from the stays by the other nineteenth-century presidents who used the Home as a seasonal retreat. The Board’s 1901 annual report included discussions proposing demolition of the former Riggs Cottage to facilitate an enlargement of the main building. Board member Inspector General J.C. Breckenridge reacted against this scheme, underscoring the building’s history, architecture, and use by the institution. He also wrote, after summing up the building’s resume:

But this is not all. It was the summer home of the martyr President Lincoln during the stirring times of the civil war, and for this reason alone should be carefully preserved and revered by all, though other Presidents of the United States, like Buchanan, Hayes, Garfield, and Arthur were wont to spend a portion of their summers there.²⁵⁷

Although these efforts to enhance the Home were abandoned, the Board of Commissioners retained its commitment to the Home’s integrity, adding needed buildings, without diminishing its historic character.

Key changes at the Home during the first two decades of the twentieth century included large-scale construction projects to improve the institution’s infrastructure, medical facilities, and housing space. The aging 1872 Barnes Hospital received an addition (Forwood Building, Building 55), and a new mess building (Grant Building, Building 18) and new administration building (Building 10) were built. One of the most ambitious construction projects of the period included the addition of a long-anticipated laundry and central power plant (Building 46). Prior to 1907, the Board of Commissions contracted with various area laundry vendors. The 1893 connection to the District of Columbia’s water system was the first step in bringing this essential and expensive service in-house. The 1907 power plant provided the power and hot water necessary and it became the Home’s leading

source of hot water to the southern portion of the property, including the hospital complex.²⁵⁸ The new plant’s construction also included an expansion of the Home’s vast subterranean network of utility conduits. The May 1906 request for proposals published in the *Washington Post* described the construction of the “boiler plant, generating machinery, main switchboard, steam laundry equipment, refrigeration plant, and power house piping; also for tunnels and conduits for hotwater [sic] distribution from central station,” as well as conduits for electricity distribution, steam, and refrigeration.²⁵⁹ The new power plant occupied a portion of the property historically devoted to light industry. It originally supplemented an earlier plant constructed in the 1880s and demolished in the twentieth century.

The succession of architectural styles in the Home’s building stock is evident in the transition from popular Victorian-era styles (e.g., the Gothic Revival and Italianate) to familiar revivals recapturing America’s colonial past. The Administration Building (Building 10) designed in 1905 by William Poindexter in a Renaissance Revival style and the Grant Building (Building 18), built in 1910-1912 to the Beaux Arts-style design of Baldwin and Pennington, are two notable examples to the ongoing use of classical styles in the central grounds of the Home. The Georgian-derived Colonial Revival formed many of the buildings constructed after the turn of the twentieth century. Notable examples include the Forwood Building in 1906 (Building 55, architect unknown), Army Corps of Engineers Captain John Stephens Sewall’s Central Heating Plant and Laundry (Building 46), Wood, Donn and Deming’s Security Building (Building 22), Officer’s Quarters 3 and 4 (Buildings 3 and 6) by Crosby P. Miller in 1907, the 1908 Barnes Building (Building 46) also by Crosby P. Miller, and King Hall (Building 59), built in 1916 to the design of Hugh McAuley.

The Home continued to function as a working farm well into the twentieth century. The 1909 annual report identified 121.3 acres under cultivation: 72.5 as farm, 23.8 as a vegetable garden, and 25 for ensilage.²⁶⁰ The dairy, concentrated in the northern portion of the former Harewood estate, took on new significance during the first half of the twentieth century. The 1893 slaughter of the entire dairy herd because of an outbreak of tuberculosis created many hardships and significantly increased operating expenses. With no dairy cattle, the Board had to add milk to the provisions it acquired by contracts with local vendors. Gradually in the late 1890s, the Board began to rebuild its herd. In 1907, the Home’s chief veterinarian, J.P Turner, traveled to New York State where he purchased a herd of purebred Holstein dairy cows. The herd brought national fame to the farming effort when between 1907 and 1951 its tuberculosis-free condition received the first United States Department of Agriculture (USDA) certificate awarded for such. During this period, the Board used the Home’s agricultural resources as an experimental facility testing various animal husbandry techniques such as breeding and feed storage. The farm was also the site of agricultural fairs and competitions open to the public.

The dairy herd was the star of the internal economy of the Soldiers’ Home and a big attraction drawing visitors to the grounds for recreational and educational purposes. Local schools availed themselves of the dairy’s educational opportunities while federal agencies worked with veterinarians at the Home to develop experimental breeding as well as housing (barns) and grain storage (silos). Fields were cultivated to provide ensilage and the southern farming area’s architecture was transformed from generalized agricultural outbuildings (barns and stables) to ones specifically designed and built for dairy cattle. A 1937 *Washington Post* article described the facility as a “model farm” and its juxtaposition – along with approximately 100 other farms within five miles of the Capitol – against the capital’s modern urban fabric.²⁶¹

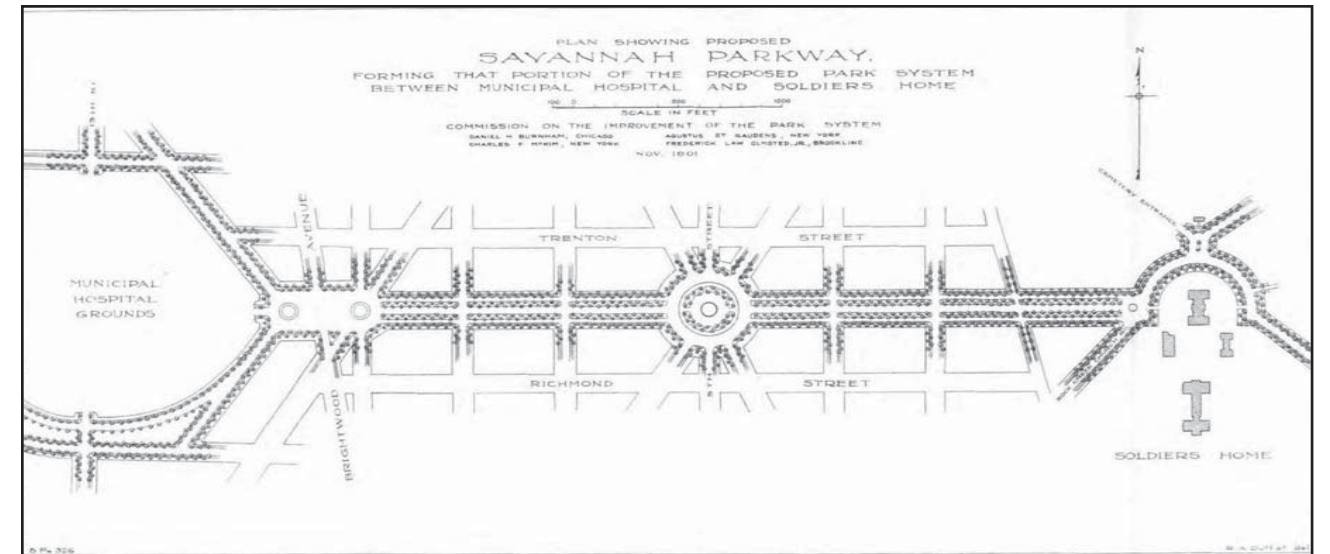


Figure 3.59: Illustration from the 1902 Senate Plan, presenting the proposal for the Savannah Parkway, a boulevard to connect the Home with a Municipal Hospital to the west.
(image courtesy the National Archives, Washington, D.C.)

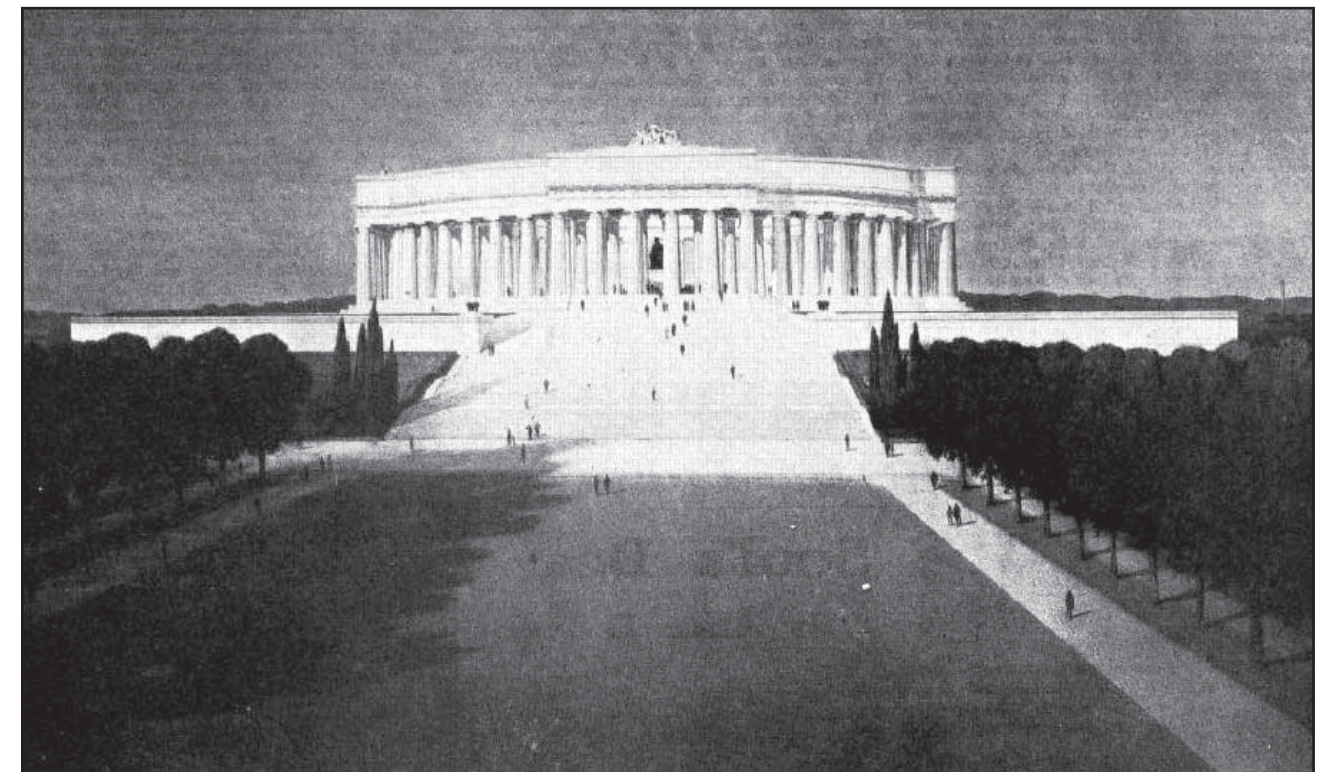


Figure 3.60: Rendering of the Proposed Lincoln Monument at the Home.
(“The Picture City of the Future,” *Harper’s Weekly*, June 15, 1912, p. 21; image courtesy the National Archives, Washington, D.C.)



Figure 3.61: The dairy herd grazing in the pastures south of the Heating Plant (Building 46), which was built in 1906. This area is now occupied by the service area buildings, which were constructed in the 1950s.
(c. 1909 photograph; image courtesy of the District of Columbia Historical Society)

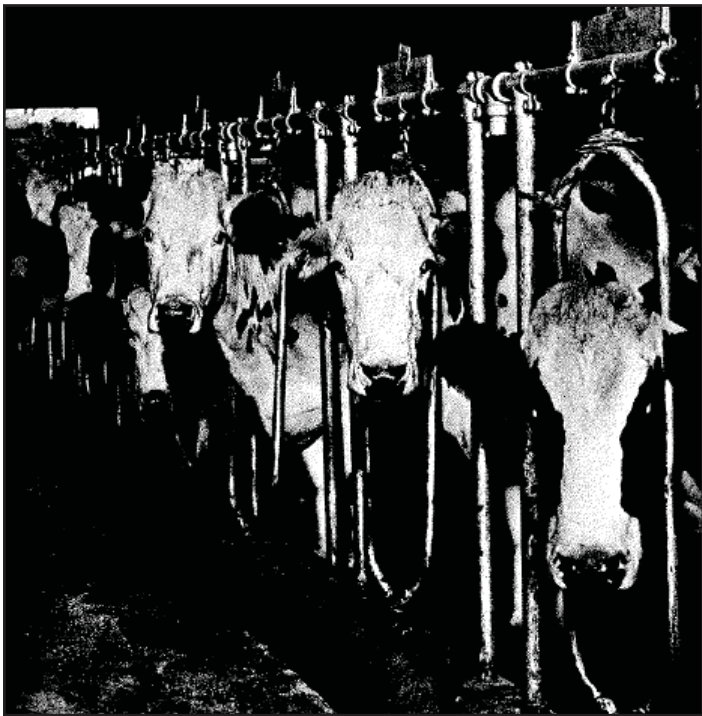


Figure 3.62: This image of the Soldiers’ Home’s “dehorned Holstein-Fresian cows” was published in a 1925 *National Geographic* article about cattle from around the world. (“The Taurine World,” *The National Geographic Magazine*, December 1925, p. 631)



Figure 3.63: Map of the Soldiers’ Home, 1914
(Image courtesy of the Armed Forces Retirement Home, Washington, D.C.)



Figure 3.64: Bird's-eye view of the Domiciliary Area of the Home. From left to right: Lincoln Cottage (Building 12); the former Sheridan Building (demolished); Sherman Building (Building 14); King Building (demolished). The Grant Building (Building 10) can be seen in the distance behind the Sherman Building.
(image courtesy of the National Archives, College Park, Maryland)



Figure 3.66: The Forwood Building (Building 55), constructed in 1906.
(c. 1931 photograph by William Groatz; *The United States Soldiers' Home, Washington, D.C.*; image courtesy of the Library of Congress)

Figure 3.65: The grounds in front of the Sherman Building (Building 14) were often used for ceremonies, as well as performances by the Home's band.
(undated photograph; image courtesy of National Archives II, College Park, Maryland)



Figure 3.67: The North Converter Room (Building 28), constructed in 1910. View from the workshops, west toward the Sherman Building (Building 14).
(undated photograph; image courtesy of National Archives II, College Park, Maryland)



The Granger Master Plan and Beyond, 1919 - 1940

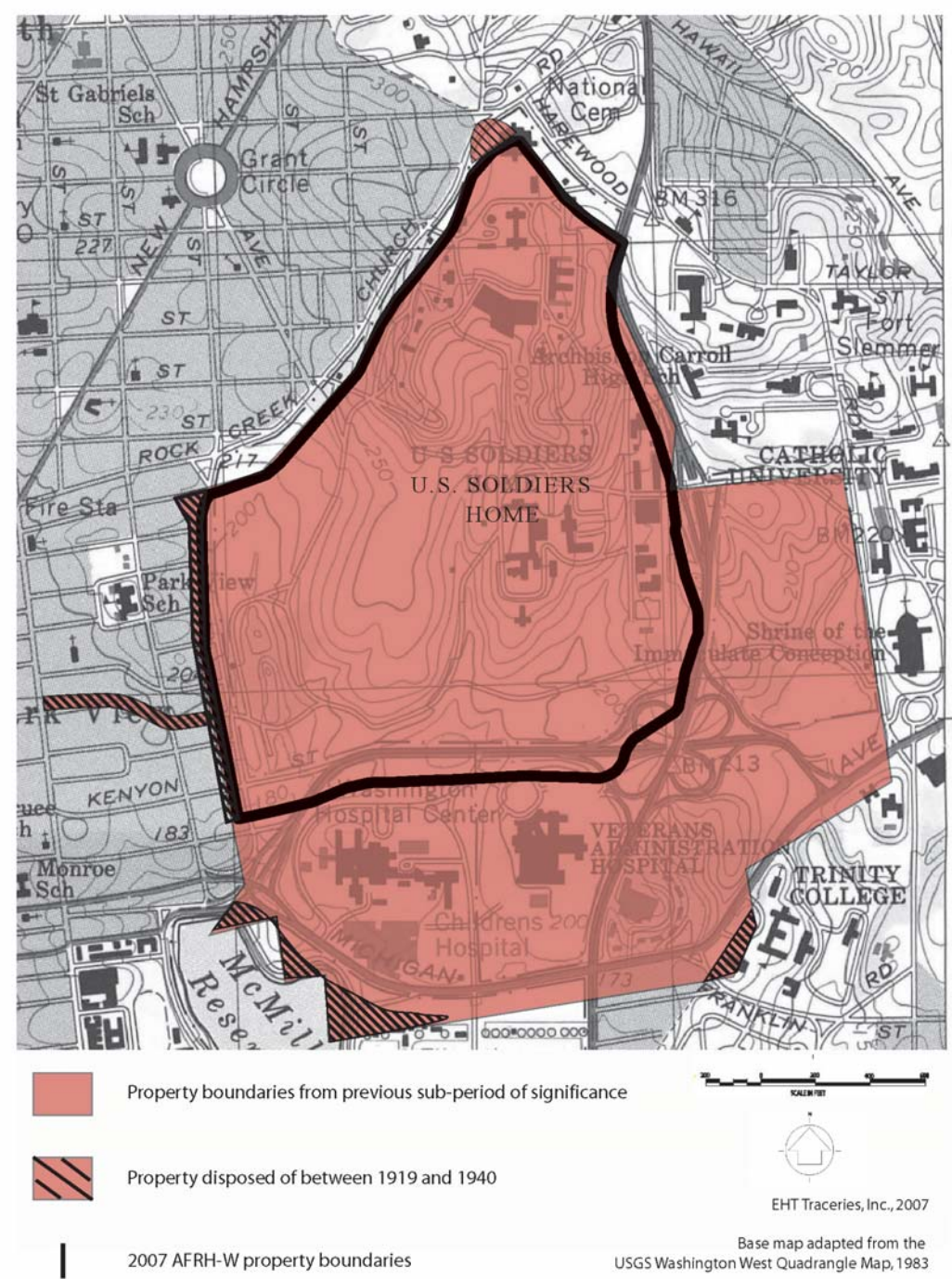


Figure 3.68: Property Acquisitions and Disposals between 1919 and 1940
(EHT Tracerics, Inc., 2006; base map from USGS Washington West Quadrangle Map, 1983)

THE GRANGER MASTER PLAN AND BEYOND: 1919-1940

In 1919, the Board requested that Construction Officer architect Alfred Granger (1867-1939), who served in that capacity from 1919 until 1921, develop a “Comprehensive Plan for the Co-Ordination of Present Buildings and Future Development of the U.S. Soldiers’ Home, Washington, D.C.” The plan was to be developed around six points:

1. A simple adequate road system giving direct access to the city as well as close communication between the various building groups;
2. A covered communication between Grant, Sheridan, Sherman, and Stanley Halls;
3. An addition to the present hospital group which should provide an administration building, a mess hall for the entire hospital group and wards providing for 500 additional patients;
4. A new dormitory group capable of indefinite enlargement with a mess hall and kitchen to feed at a minimum 1,000 men;
5. A chapel with a seating capacity of 1,000 adaptable to both Protestant and Catholic forms of worship; and
6. An appropriate main entrance to the grounds.²⁶²

Granger addressed all of the points and offered various recommendations along with his drawings. He also discussed the issue of appropriate construction styles for the new buildings and how they might relate to the existing building stock. He paid particular attention to creating a harmonious setting while ensuring that the new buildings were distinct from the earlier ones:

The present hospital group, the new guard house, the garage and other buildings are of brick with stone trimmings. As all of these and the proposed new buildings are separated from the “Oval Group” by woods, it is recommended that the new buildings be built of what is known as “Harvard” brick, with Indiana limestone trimmings and that all future buildings be designed in the Georgian, more familiarly known as the Colonial style. This style of architecture is peculiarly American and has been identified with the best traditions of our country, and is thoroughly adapted to the Washington climate, as it allows the use of porches, high ceilings and large windows, and is not dependant for its beauty upon any extravagant use of architectural ornament. Simple lines, broad surfaces and a careful study of proportion are its distinguishing elements.²⁶³

Granger underscored the public use of the grounds while addressing the need for an improved transportation system. Working within the confines of existing building clusters, variable topography, and an established roads system designed for equine, not automobile traffic, Granger recommended retaining much of the existing roads “for pleasure driving” while also offering suggestions for improvements to remove dangerous segments.

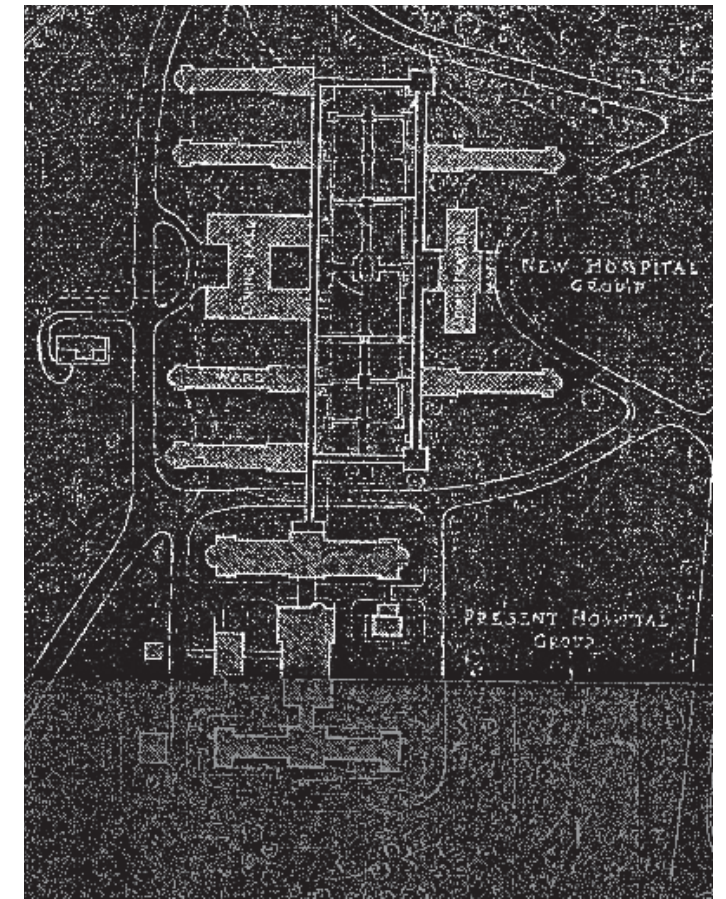
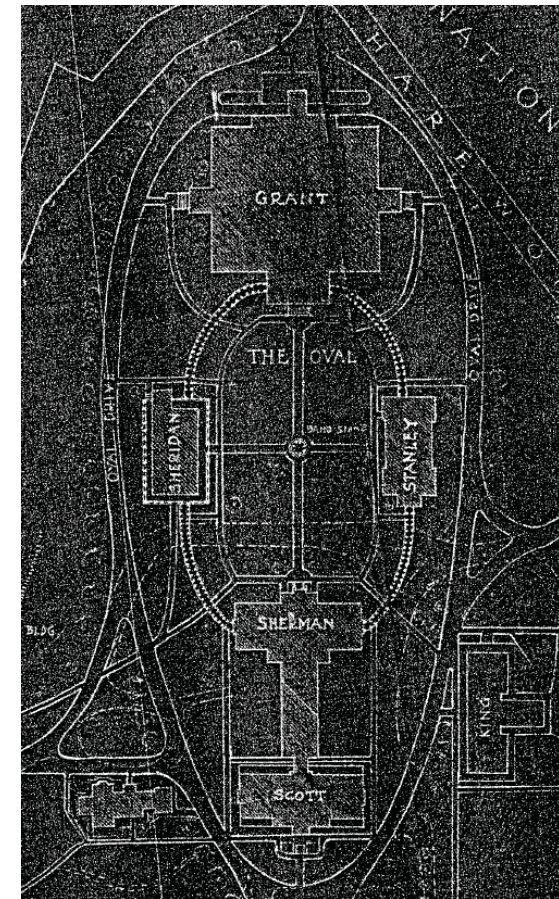
Granger’s plan was largely unimplemented. The Board of Commissioners chose not to adopt his scheme to construct a large chapel in the Home’s core, and did not execute his plans for an “oval drive” and other amenities. However, his design for the LaGarde Building (built ca. 1919-1920; demolished 1992), the Hospital Mess Hall and Auditorium (Building 57, constructed 1920), and substantial alterations to the 1906 Forwood Building (Building 55) became significant elements of the Home.

In addition to the introduction of new buildings and new aesthetics, the Board experimented with ways to occupy residents of the Home. Around 1900, the Board reserved a small area, possibly using a portion of the agricultural field close to the northern edge of the current course, for golfing. During its earliest years, it remained a seasonal facility. In 1911, the Board authorized the creation of a golf club comprised of residents of the Home and it was allowed “to use as a course a small area then very unsightly from weeds and high grass. The objective was to afford opportunity for physical exercise which, in those days, was much more difficult than now to obtain elsewhere.”²⁶⁴ On March 28, 1911, the residents formed the “U.S. Soldiers’ Home Golf and Tennis Club.” For the club’s first decade, it played on an improvised course and used tennis courts built south of the main barracks (the site now occupied by the Scott Building). In September, 1922, the club was reorganized. The course in 1922 was “so small that the links ‘Criss-cross’ in a way that would be dangerous with any but a very limited number of players. As it is, disagreeable accidents have happened.”²⁶⁵ The 1922 documents also describe the difficulties administrators had allocating space for recreation while simultaneously operating a large farm. By 1931, the Home’s golf course had matured into a well-manicured nine-hole course.

Although Granger’s plan was not fully implemented, it still had profound and long-lasting effects on the Home, its residents, and its staff. The plan introduced a new institutional architectural vocabulary as well as alterations to the Board’s use of space at the Home. In January 1921, the *Washington Post* published a brief article describing some of the Home’s most notable features and included the reminder: “Visitors are welcome to inspect the grounds and buildings, and will always find members of the Home glad to answer questions and point out the places of interest.”²⁶⁶

During the 1920s, the Board accepted more residents and experienced increased pressures on its finances and infrastructure. In 1921, the Board embarked on a series of studies to determine if the costs of maintaining roads for public use were too prohibitive. They decided in 1922 to continue to keep the gates and roads open to the public for recreational purposes.²⁶⁷ During this period, the Board also fielded various requests by community groups to build recreational fields (e.g., a baseball diamond) and for access to the golf course. Each request was studied and denied by the Board.²⁶⁸

The early-twentieth-century requests by the public and by governmental entities for the use of space within the grounds intensified and continued to mount through the middle of the century. As the caretakers of more than 500 acres of prime urban land, the Commissioners repeatedly had to weigh the options to relinquish land in exchange for cash to supplement its coffers.



Figures 3.69 and 3.70: “Comprehensive Plan for the U.S. Soldiers’ Home,” 1919. Two of the major components of Granger’s 1919 plan for the Home were the creation of a formal “Oval” at the northern end of the campus and the construction of a modern hospital complex to the north of the present hospital complex. (map prepared under the direction of the Chief of Engineers, Alfred H. Granger, Capt., Engineers Washington, D.C., June 1919; image courtesy of the office of the chief architect of the Armed Forces Retirement Home)



Figure 3.71: The modern hospital complex. Although Granger's plan was not fully implemented, the complex of hospital buildings at the Home did expand to include the Mess Hall (Building 57) and the Mess Hall Corridor (Building 58), as well as the original LaGarde Building (demolished). Granger was also responsible for the complex's Forwood Building (Building 55), constructed in 1906.
(c. 1950 photograph; image courtesy of the District of Columbia Historical Society)



Figure 3.72: The original LaGarde building, designed by Granger, was constructed between 1919 and 1920 and demolished in 1992.
(c. 1931 photograph by William Groat; The United States Soldiers' Home, Washington, D.C.; image courtesy of the Library of Congress)

World War II and Cold War Planning, 1941-1951

During World War II (1941-1945), the large collection of war trophies and other collected ordnance repeatedly was criticized in the Washington press. There were several public calls for the Board to give up its iron – especially its extensive iron fence – for recycling into war munitions. The push was part of a nationwide effort to ensure a sufficient supply of raw materials for conversion into war materiel. Despite claims by various members of the public that the Soldiers’ Home was hoarding metal; the institution began contributing metal as early as the spring of 1942. On April 20, the Board of Commissioners authorized the transfer to the Washington Navy Yard of “a considerable number of old war trophies such as large guns and other classes of artillery field pieces.”²⁶⁹ The Home volunteered for the effort its useless pipe, obsolete kitchen fixtures, and remaining scrap metal.

By November 1942, the Board had donated more than 1,200 tons of scrap metal to the Washington Navy Yard for use at the Naval Gun Factory. Among the larger items to be relinquished were the 1893 water tank atop the water tower and tanks from the attics of several buildings.²⁷⁰ It kept the metal fence that had been placed in sections around the perimeter of the property during the nineteenth century. District of Columbia residents speculated, “the iron fence surrounding the Soldiers’ Home ... must be 50 tons of iron surrounding the grounds.”²⁷¹ The fence became such a contentious issue that in October 1942, a special meeting was held at the Home, “for the purpose of settling the question of the iron fence at that institution.” The *Washington Post* article explained further, “The sight of these stretches of fencing has inspired more pointed questions than any other single salvage possibility in the District.”²⁷² The Board countered the public assault by claiming its fence was essential to both the Home and to the community: “It was pointed out by an administrative office of the Soldiers’ Home that if the iron fence were taken down, some substitute would have to be provided, both for the protection of the property and for the safety of the neighborhood.”²⁷³ The Board stood its ground regarding the fence, despite the onslaught of criticism that the institution was not contributing its fair share to the war effort.

Besides the battle to keep its fence, the Board fought legislators who wanted land for various federal building projects. Proposals included the construction of temporary office buildings to support the war effort. Congress, in a 1942 supplemental military appropriations act, authorized the construction of temporary office buildings on the grounds under a ten-year lease to be executed by the Board of Commissioners.²⁷⁴ The bill’s passage was followed up by letters from the Commissioner of Public Buildings requesting access to the property to conduct a survey to facilitate moving forward with the project. At the end of December 1942, General Frederick W. Coleman, governor of the Home, wrote to the Commissioner of Public Buildings that the Board declined the request.

During the war, the Board did allow troops to camp in its southern portion and took steps to protect its grounds against air raids by implementing blackout procedures. The anticipation of the impact of World War II on the Home’s operations added to its existing pressures. Less than two months before the United States entered the war, the Board recognized that its existing facilities were inadequate to serve the growing number of veterans in need of and entitled to the use of its facilities. In an October 1941 memorandum to the Board, Frederick W. Coleman wrote:

It is my opinion that a thorough survey should be made with the object of determining what new construction and major improvements, with the estimated

World War II and Cold War Planning, 1941-1951

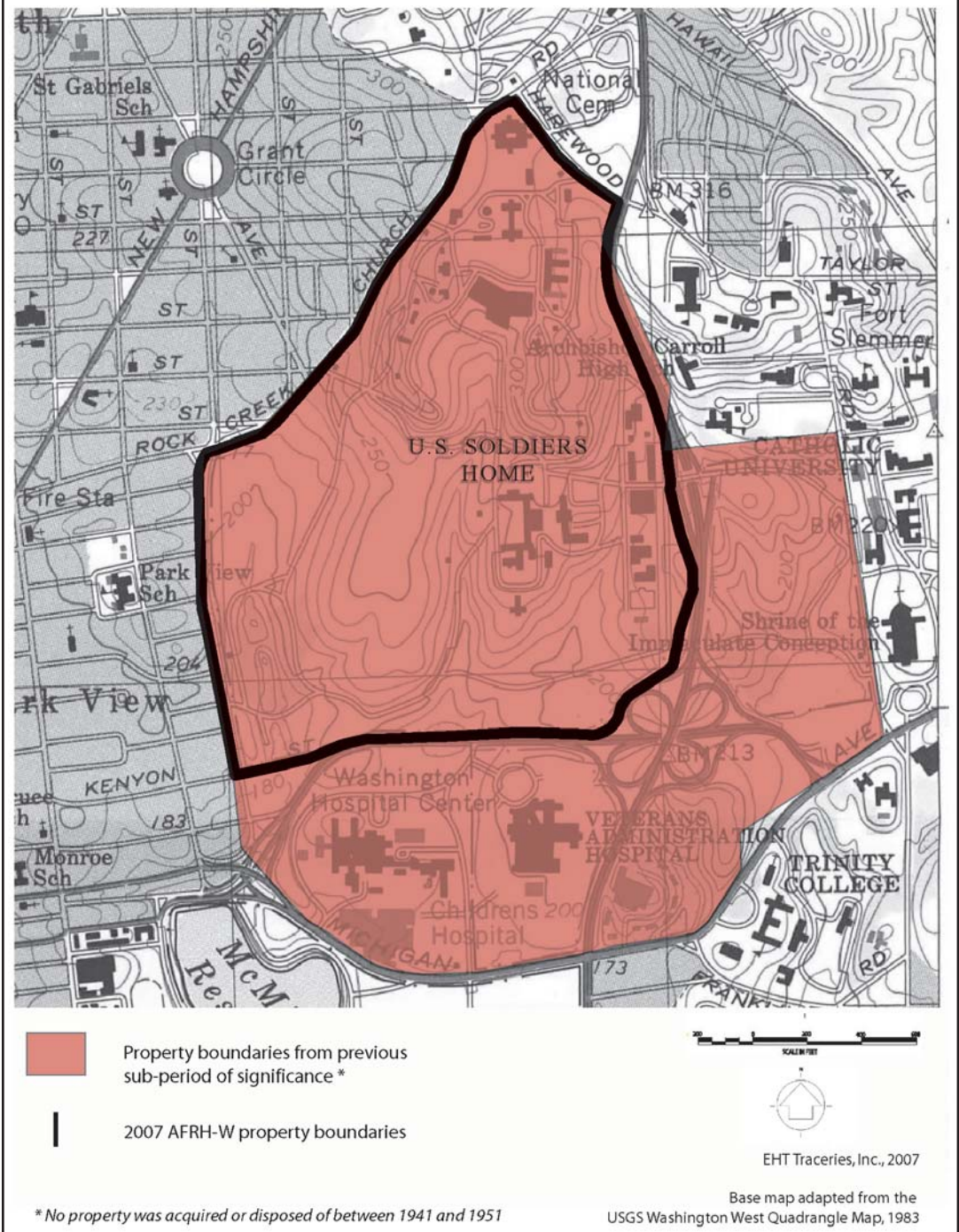


Figure 3.73: Property Acquisitions and Disposals between 1941 and 1951. (EHT Traceries, Inc., 2006; base map from USGS Washington West Quadrangle Map, 1983)



Figure 3.74:
The exact location of the original golf course is unknown, but there are several references to golf as a recreational activity at the Home.
(undated photograph; image courtesy of the National



Figure 3.75:
Tree lines seen in this 1945 aerial view of the Home indicate that two golf holes may have been present at the northern and eastern boundaries of the current golf course. However, the majority of the land occupied by the current golf course is shown in this image as agricultural land with no indication of a formal course configuration.
(image courtesy of the office of the chief architect, Armed Forces Retirement Home)

cost thereof, are considered essential to meet the potentially large increase in membership due to the expanded number of eligibles and to bring the Home with its buildings, equipment and facilities up to the standards desired for present day living conditions in a community such as is established here.²⁷⁵

Coleman cited some of the pressures, including the need for increased housing (barrack space) and a desperate need to update the electricity infrastructure from direct current (DC) to alternating current (AC): “The equipment in the Power House – the heart and pulse of the institution is for the most part old and out of date – much of it was used equipment obtained from the Naval Academy without cost.”²⁷⁶

The Board appointed a subcommittee to study the matter of improvements. The subcommittee recommended in January 1942 a program estimated to cost \$3,443,520. Its top three priorities (of twenty-seven) were “Substitution of alternating current in lieu of direct current” (\$500,000); “Hot water heating and steam supply lines” (\$300,000); and, “additional barrack building” (\$750,000).²⁷⁷

The demands placed on all federal agencies as a result of the war were in some respects beneficial. In April 1942, the Board was ordered to comply with a program requiring federal agencies to inventory their real estate (“exclusive of land”), “to facilitate action in connection with safeguarding buildings and contents against subversive hostile acts and over acts of aggression.”²⁷⁸

The Army Corps of Engineers (Corps) was detailed to determine the potential for implementing the Board’s improvement goals. The Corps conducted a quick survey in early 1944 and then prepared a brief report recommending planning in two stages. The first stage would be “a thorough survey of existing conditions and future needs and requirements upon which to base a comprehensive plan for ultimate development and to determine a definite priority of projects for year-by-year execution.” The second stage was the preparation of “detailed architectural and engineering plans and specifications for individual projects.”²⁷⁹ Planning for the postwar period had begun and in February 1944 the chairman of the House Appropriations Subcommittee ordered the Board of Commissioners “to be ready to start such work as soon as the war is over” both to improve the Home’s facilities and to reduce postwar unemployment.²⁸⁰ The Board and the Secretary of War subsequently approved moving forward with the preparation of a master plan in accordance with the Corps’ recommendations.

The Corps retained the Washington architectural and engineering firm of Porter and Lockie to undertake the survey of existing conditions and prepare the master plan. The charge was to create a master plan that would transform the Home from its nineteenth-century landscape into a modern apartment complex. In 1944, Porter and Lockie presented the Corps with an inventory of the Home. Work on the master plan was in progress and a draft master plan was presented in 1945. In March 1946, Howard K. Loughery, governor of the Home, prepared a memorandum updating the Board of Commissioners on postwar planning. “The Board is aware that many months ago a survey and preliminary plans were drawn up outlining a proposed post-war building and rehabilitation program,” Loughery wrote. “Through the courtesy of the Chief of Engineers and personnel from his office, this program has now taken definite shape with which I am in general agreement.”²⁸¹ The following month a detailed cost estimate for the program was prepared outlining five major projects: Utilities (conversion to AC power and infrastructure, sewerage, heating distribution), Service Facilities (Laundry Building expansion, incinerator), Quarters (new dormitories for members and farm workers), Hospital (500 beds), and Roadways, Walks and Landscape Adjustment. The total projected cost was nearly eleven million dollars (\$10,806,800).²⁸²

In 1947, the master plan was released and media reports suggested that the “Soldiers’ Home will look like a giant modern apartment development.”²⁸³ Porter and Lockie’s renderings were widely published in the popular and military press. The architects of the master plan presented an aesthetic approach to the campus at direct odds with the philosophy that governed its development for so long. The majority of existing buildings, identified in the 1944 report as failing, were to be replaced with a massive program of high-rise construction sited in a half circle that focused on the original main building. The plan called for the elimination of the circulation system, the natural landscape, and the historic appearance of the property. The Home would be an entirely new complex fit for a post-war world. As news of the new plan was disseminated, the Board had already begun implementation, including the installation of air conditioning in Stanley Hall.

Although several small-scale projects were completed, the major building campaign envisioned in the 1947 plan did not materialize. Several factors played a part in deferring large-scale construction projects at the Home. The same year that the Porter and Lockie plan was released, Congress passed sweeping legislation reorganizing civilian and military agencies. The law, known as the National Security Act of 1947, transferred the Army Air Force to the newly created United States Air Force. Additionally, the act eliminated the War Department and combined the Air Force, Army, and Navy into a new omnibus Department of Defense with three branches of military.²⁸⁴ After the bill was enacted on July 26, 1947, the new Secretary of Defense authorized the admission of Air Force personnel into the Soldiers’ Home and intense negotiations began between the newly created Air Force and the Army departments regarding governance, membership, and other related issues.²⁸⁵ Together, these changes caused the Home’s modernization plans to be temporarily put on hold.

Soon, it was obvious that the years immediately following World War II were ushering in tremendous change to the federal government and to Washington. The master planning process appears to have been caught up in much of the tumult. In 1948, the Hospital Branch of the Budget Bureau, an independent executive agency, conducted a study and issued a report titled, “Report on the Long-Term Role of the United States Soldiers’ Home in the Federal Domiciliary Program.” The report cites the 1949 federal budget that eliminated much of the building program outlined in the 1947 plan. Among the conclusions in the sweeping report was the recommendation that the Board be transferred to the jurisdiction of the Veterans Administration (VA) and “If a decision is made to continue the Home under its present auspices the program of the officers of the Board for building 850 additional accommodations should be approved.”²⁸⁶

The disposition of the 1948 Bureau report is unclear from the records reviewed thus far; however, it is clear that by 1950 the Board was planning for major new construction. A report prepared in March detailed an ambitious \$35 million program, including new barracks, hospital facilities, utilities buildings, and service buildings. A key aspect of the plan was a partnership between the Board of Commissioners for the Soldiers’ Home and the Veterans Administration to co-own a new hospital facility. The agreement included:

1. Build 200-bed central wing between LaGarde and Forwood Building.
2. Retain LaGarde – 175 beds.
3. Retain Forwood Building and modernize elevators, enclose stairwells, and convert medical officers’ quarters to ward space – 100 beds.
4. Retain Barnes Annex building and modernize. Use first floor for clinics as at present. Convert balance of building to employees’ quarters.
5. Abandon Barnes Building.
6. Convert Sisters’ Quarters to Bachelor Medical Officers’ Quarters.

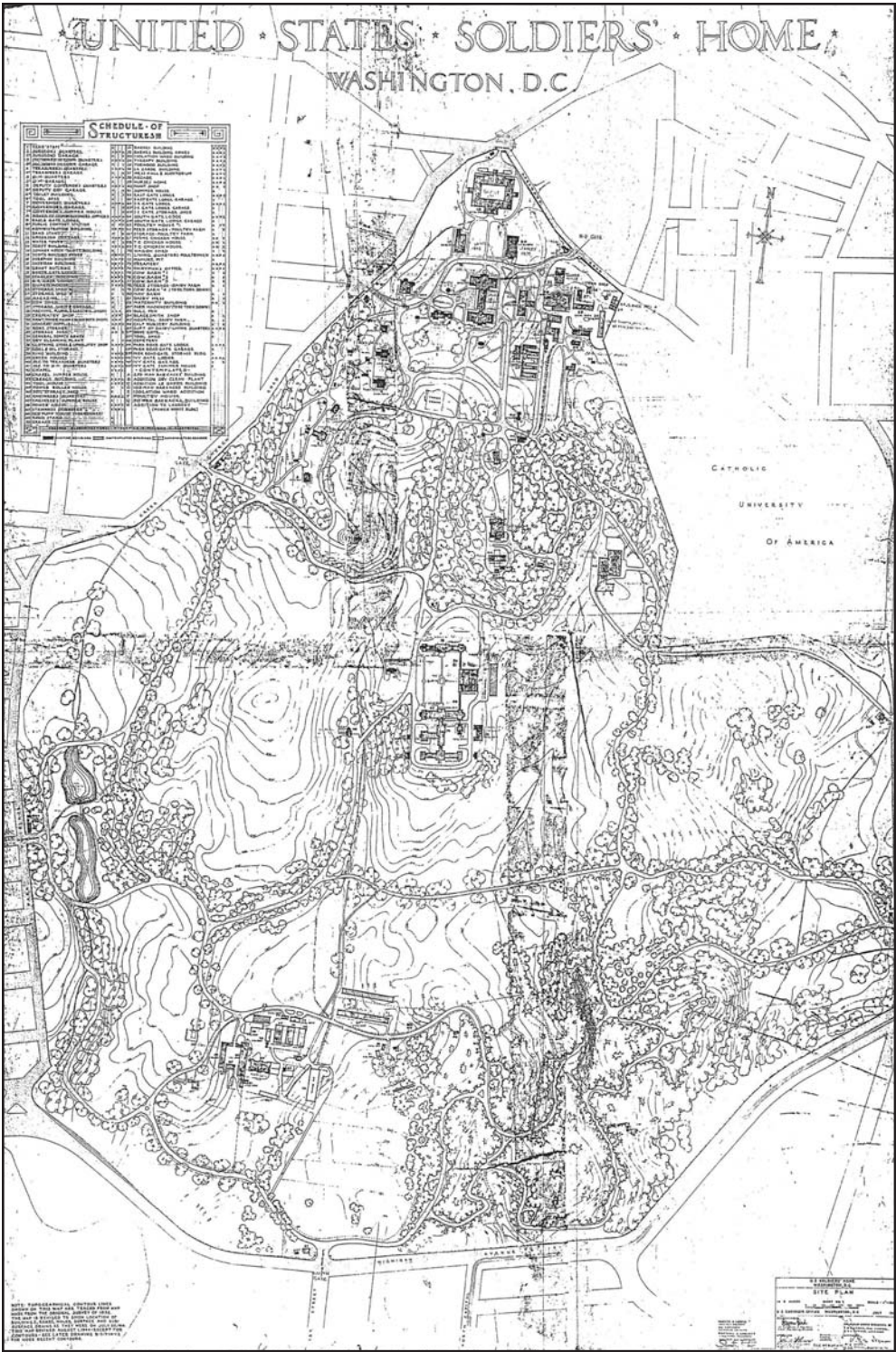


Figure 3.76: Map of the Home, 1944. This map presents an inventory of the Home’s existing buildings and structures prior to the implementation of the 1947 and 1953 Master Plans. (image courtesy of the office of the chief architect, Armed Forces Retirement Home)



Figure 3.77:
A site plan accompanying the 1947
Master Plan for the Home, prepared by
Porter and Lockie
 (image courtesy of the office of the chief
 architect, Armed Forces Retirement Home)

7. Build new Sisters' Quarters.
8. Enlarge mess hall if necessary.
9. (Subject to minor additions and engineering alterations).²⁸⁷

As the Board moved forward to realize its long awaited improvements at the Home, the District was also planning an ambitious project to extend North Capitol and Irving streets and to construct a new hospital center. The timing of the two proposed construction projects was convenient, and a connection was quickly made between the District's need for land and the need for a major funding source for the full implementation of the Board's 1947 master plan.

On April 4, 1950, the United States Army announced a joint decision by the Army, the newly organized General Services Administration (GSA), the VA, and the Bureau of the Budget to partition the southern portion of the property. The Board agreed to transfer 148 acres of land to the GSA in exchange for a commitment of over \$30 million to fund the construction projects deferred from the 1947 master plan.²⁸⁸ The Army also announced that it would seek legislation to change the character of the Board's Permanent Fund by permitting the Treasury Department to "recover annually any money in excess of that required for current and future construction plans and operation and maintenance of the home."²⁸⁹

According to the April 4 announcement, the VA would receive 83 acres of land, 44 acres of which were to be used for the new veterans' hospital and 39 acres of which were to be used for other VA activities. Another 47 acres would be used for the long-awaited Washington Medical Center, which would consolidate the services of the Emergency, Episcopal, and Garfield hospitals. The federal government would use the remaining 18 acres of the 148-acre land transfer for the District's extensions of First Street, N.W., and North Capitol Street. A third road, an extension of Illinois Avenue, was to run north/south through the Home's new southwest corner, interrupting the historic lakes.²⁹⁰ All three road extensions would provide access to the new medical facilities, while delineating the new land partitions. North Capitol Street would separate the veteran's hospital from the other VA activities and First Street would divide the new medical center from the veteran's hospital.²⁹¹ Irving Street, running east to west, divided the new construction from the Home.

The proposed land transfer was met with much criticism both inside and outside the Board. According to a *Washington Post* article from April 5, 1950, many men at the Home violently protested against the proposal, with 99.3% of the approximately 1,550 members voting against the disposal of the land.²⁹² Sergeant Jason Chambers led a group of residents in opposition to the proposal, promising to take the issue to Congress and to seek a court injunction stopping the land transfer. Other District activists outside the Home decried the moves as detrimental to the city's character and quality of life.²⁹³

The District of Columbia's plans sounded the death knell for the widely-acclaimed dairy at the Soldiers' Home. Lacking room to sustain the dairy herd (as well as moving on to a new era of attitude about the Home's pastoral character), in March 1951, the Board auctioned off all of its agricultural and dairy assets. Among the items sold was the herd of 150 Holstein cows along with "All Dairy, Poultry and Farm Equipment."²⁹⁴ The Board sold 152 animals for \$77,000 on March 19, 1951; it sold its farming equipment the next day.²⁹⁵ The dairy site, once the site of William W. Corcoran's Harewood, was turned over to the Washington Hospital Center, which soon began to construct its new facility. The dairy herd's sale effectively ended the Board's charter mission to supplement its residents' diet and reduce costs by producing milk, growing vegetables and raising livestock and poultry for meat.

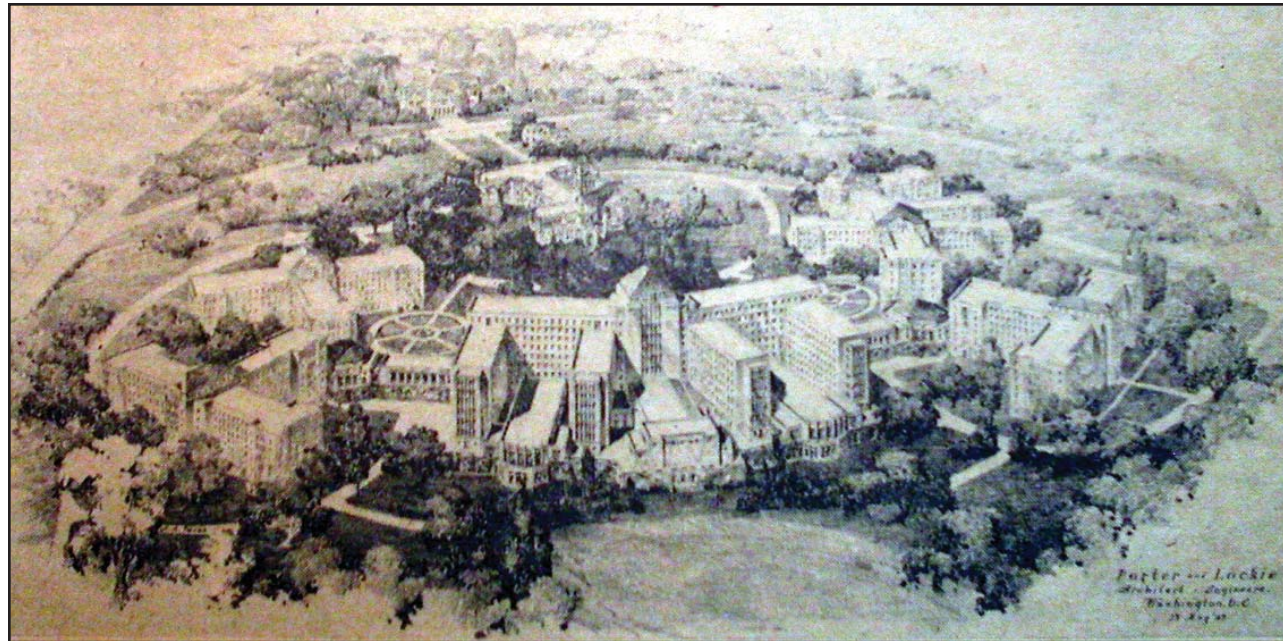


Figure 3.78: Rendering of the Proposed Master Plan Construction, 1947, prepared by Porter and Lockie (image courtesy of the National Archives, Washington, D.C.)

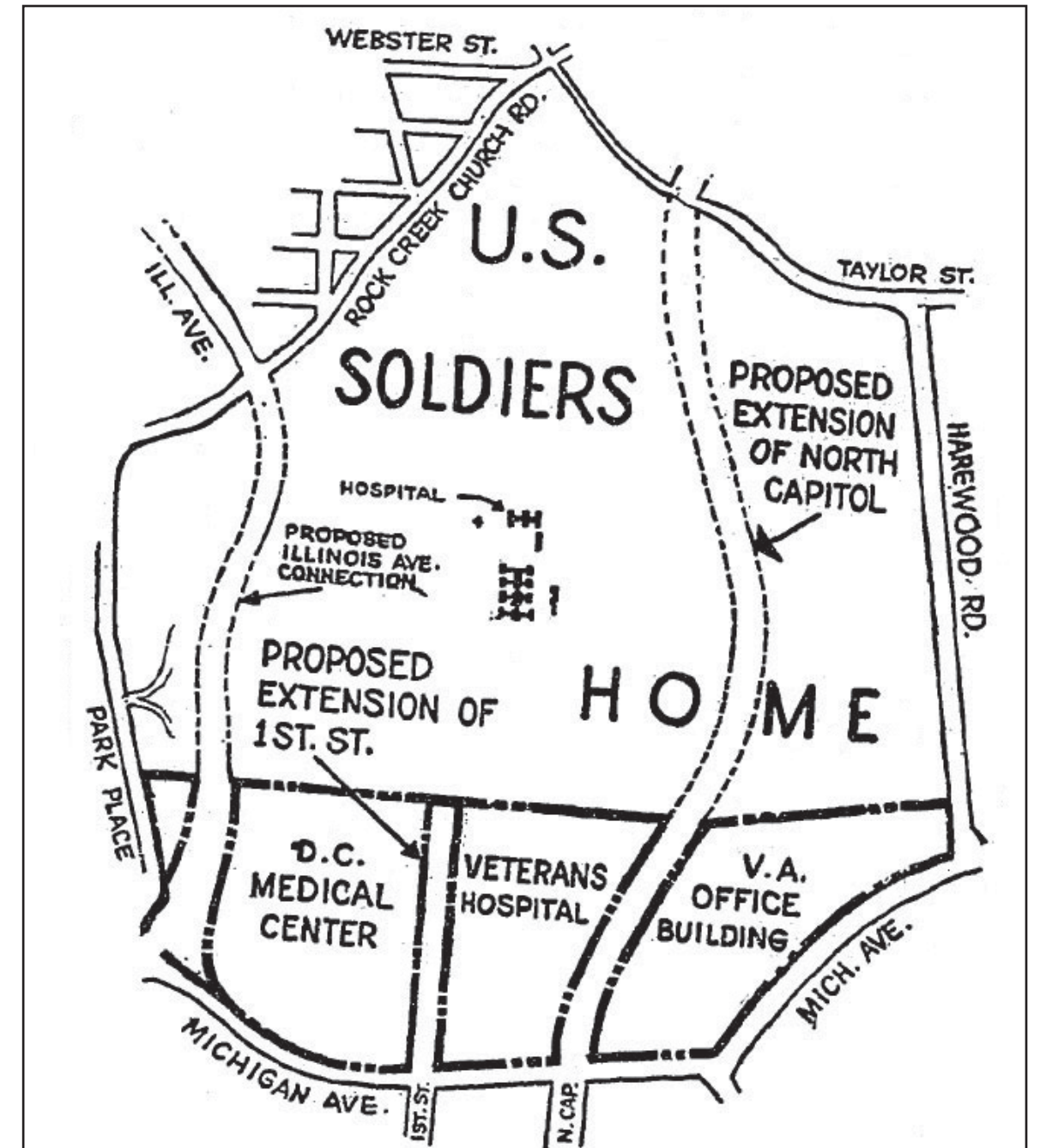


Figure 3.79: This map, published in April 1950 in the *Washington Post*, presents the proposed partitioning of the southern portion of the Home. (Haseltine, N.S., "Soldier Home Partitioning Planned for New Hospital," *Washington Post*, April 5, 1950; image courtesy of ProQuest Information and Learning Co.)

Modified Master Plans, 1952-1968

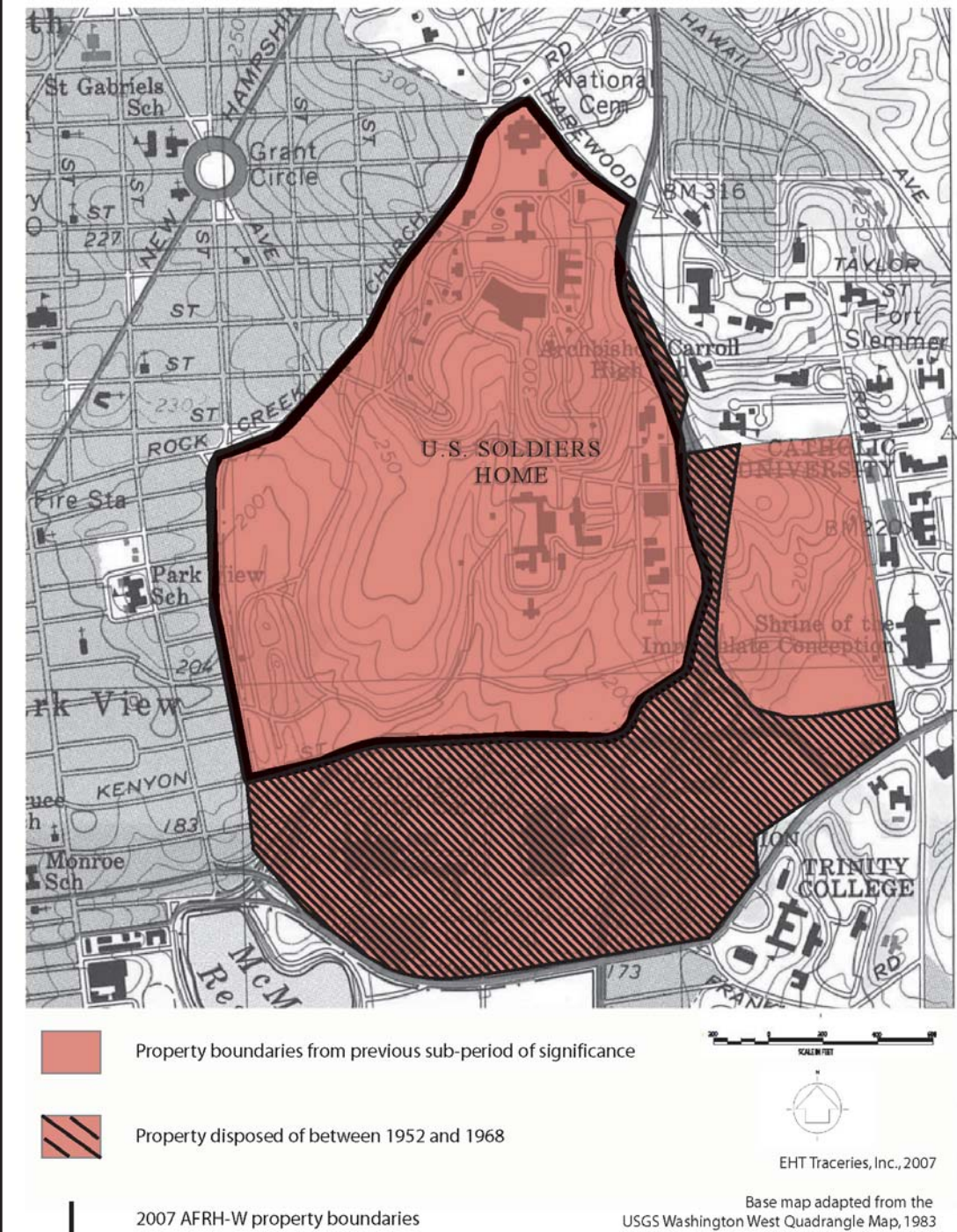


Figure 3.80: Property Acquisitions and Disposals between 1952 and 1968
(EHT Tracerics, Inc., 2006; base map from USGS Washington West Quadrangle Map, 1983)

MODIFIED MASTER PLANS, 1952-1968

Bursting at the seams and operating with obsolete infrastructure while managing a growing number of aging buildings deemed to be fire hazards, the Board entered the 1950s fully intent on completing its long-planned new buildings. In the interval between the completion of the 1947 master plan, the approval to update it, and the appropriation of construction funds, the United States was fully entrenched in the Cold War and conflict in North Korea (1950-1953) had erupted.

Again, the Board of Commissioners brought in the Corps to oversee planning and construction activities. Following plans prepared by Porter and Lockie, the Home's central grounds became denser with the construction of the blocky eight-story Scott Building (Building 80) at the site long held as open space with the most valued views of Washington and the U.S. Capitol. Planning for the building that ultimately would be named for Winfield Scott included recognition by the Board of Commissioners that construction of such a massive building would be detrimental to the property's setting:

The site of the proposed domiciliary building is immediately to the south of the Scott Building [current Sherman Building, Building 14]. This location as long as the Master Plan remains uncompleted will bar the view from all rooms on the south side of the Scott Building; will block in part sunlight in winter and breeze in summer from that direction.²⁹⁶

Howard K. Loughery, governor of the Home, also wrote about potential modifications to the plans based on external factors, including the need to insulate neighboring residences from a military facility. His greatest concerns, however, focused on the proposed project's scale. He wrote:

I am concerned with the thought that we will have an unfinished project dangling over our heads for many years in an unsatisfactory location and with the possibility that it may never be completed. In any case the present natural beauty of the Home will be destroyed.²⁹⁷

Concessions to the threat of nuclear war are clear in the debates held in 1950 regarding the construction of the new hospital (Pipes Building, Building 64) and dormitory (Scott Building, Building 80). The chief surgeon argued against bomb proofing because the Home was afforded protection under the Geneva Conventions. Plus, he argued, the design changes would add significantly to the building costs. Although the consensus among the administrators was to bomb proof the new domiciliary buildings in a manner similar to the new VA hospital proposed to the south, the final decision regarding the hospital was left to the Corps of Engineers.²⁹⁸

Other buildings constructed were located in the service area abutting North Capitol Street, as well as the Pipes Building (Building 64) and Ignatia House (Building 65), both of which were completed in 1954 to Porter and Lockie plans. The mid-1950s construction campaign reduced the Home's historic building stock, transforming the remaining agricultural fields into a golf course. The impressive Lord and Burnham conservatories and palm house (built in 1900) were demolished and much of the landscape was altered by the expansion of various utility infrastructures.

While construction was underway on the Scott Building (Building 80), the Board engaged in additional long-range planning studies. In 1953, the Corps and the Board of Commissioners unveiled a new master plan, prepared by S.E. Sanders – C.H. Turrell and Associates. This plan built upon the 1947 master plan, but accounted for the loss of land to the south and east. The revised plan included such nuclear-age elements as building clusters as well as plans for new bomb-resistant high-rise buildings. Although in some ways it was not as aggressive in its approach as the earlier scheme, the Board embraced the idea of razing almost all of the Home’s buildings.

Major construction carried out according to the 1953 master plan was undertaken largely according to the designs of the engineering and architectural firm of Hayes, Seay, Mattern and Mattern of Roanoke, Virginia. The firm is responsible for the Sheridan Building (Building 17), completed in 1960, and the Service Area running parallel to North Capitol Street, constructed primarily during the late 1950s, replacing earlier support- and infrastructure-related buildings and structures. The buildings in the Service Area are arranged in a linear pattern running north-south, and are almost wholly utilitarian in design. These buildings are one story in height with rectangular footprints and flat roofs, clad in brick veneer.

The large-scale construction associated with the 1947 and 1953 master plans represents a radical departure from the architectural and landscape principles guiding the Board of Commissioners throughout its first century of existence. Like the 1947 master plan, the massive building campaign depicted in the 1953 master plan was not fully realized; however, the impact of the comprehensive planning effort guided development for several decades thereafter.

Much like the rest of the nation, the Cold War and modernization were dominant themes in the postwar improvement projects. Hardscape (e.g., parking lots) replaced grass and historic building sites and the Home assimilated more into the District of Columbia’s urban fabric. With its urban farm sold and formal garden operations eliminated, the path from rustic retreat to urban military installation was on its way to completion.²⁹⁹

The inception of the North Capitol Street extension, in concert with the internal improvements undertaken in accordance with its master plan, spurred the Board to close its grounds to public vehicular traffic.³⁰⁰ As late as the 1940s, the members and administrators of the Home continued to tout the property’s scenic assets and availability to District motorists. In a 1942 attempt to fend off sale of the property to provide land for a proposed housing project, three “aged veterans from the Soldiers’ Home” delivered to a Kentucky legislator a petition to save the Home. In the petition, the residents described the Home’s physical assets, which included open gates, use as a playground (including winter sledding), Easter egg rolling with greater crowds than the White House, and “over 11 miles of surfaced roads ... open for traffic.”³⁰¹

The Home saw an increase in vehicular accidents on the grounds in the late 1940s and early 1950s. In 1952, a letter from General Wade H. Haislip, president of the Board, requested that the protection by the Metropolitan Police force resume at the Home and emphasized the need for enforcement of traffic laws and regulations on its roads. As a response to the continued increase of vehicular incidents, the first closures of the Home’s gates to vehicular traffic began in 1953, as the *Washington Post* reported that December: “In a few days, hundreds of motorists will find themselves barred from using the Soldiers’ Home roads as a pleasant interlude.”³⁰²

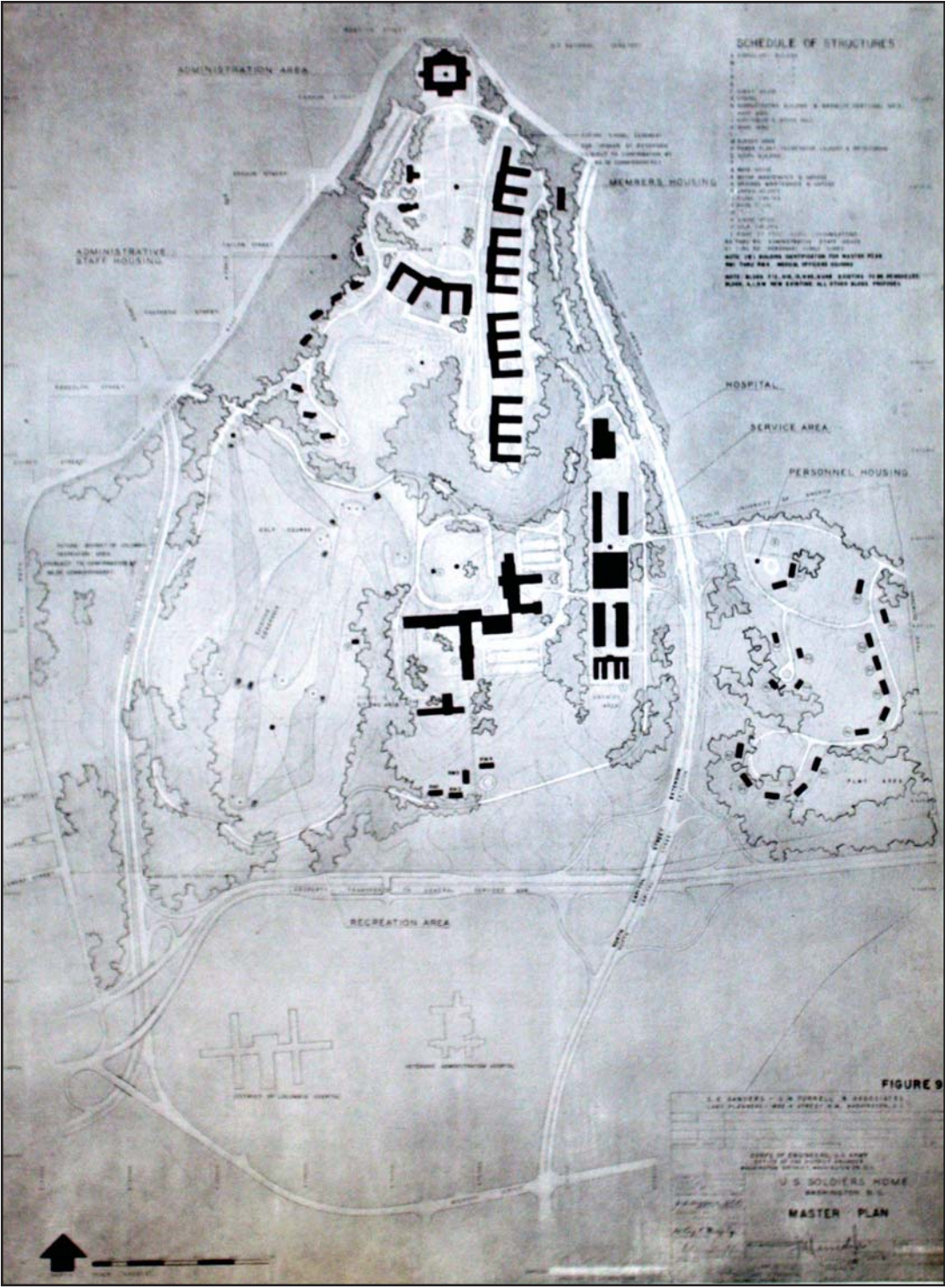


Figure 3.81: Map of “Soldier’s Home Master Plan,” 1953 (prepared by S.E. Sanders-C.H. Turrell & Associates, Land Planners, Washington, D.C.; image courtesy of the office of the chief architect, Armed Forces Retirement Home)



Figure 3.82: A Parade along Eisenhower Drive. The late-nineteenth-century Conservatory (left) was demolished to make way for the Sheridan Building (Building 17).

(c. 1955 photograph; image courtesy of the National Archives, College Park, Maryland)

Two years later, the *Washington Post* reported, “Historic gates at Soldiers’ Home that once swung open for President Lincoln have clanged shut – permanently.”³⁰³ The article quoted a Soldiers’ Home representative who said he “doubted if the gates ever would be used again.” The 1955 closure resulted in the preparation of a bill requesting that the Board have legislative authority for police protection, a no trespass law “that all other Government establishments in Washington already have,” and special police powers for protection within the Home.³⁰⁴ A draft of this bill is included in the meeting minutes of the Board but was never submitted to Congress. Although legislation was not passed concerning the security of the Home, a 1968 inspection of the grounds describes a definite increase in fencing, gates and security booths “added to control access to the grounds.” The inspector considered the new security measures to be prudent after the exceptional vandalism occurring during the past year.”³⁰⁵

The post-war era also signaled a change in the all-male nature of the institution, as women began to have an impact on the day to day maintenance of the Home. The issue of hiring female nurses was first raised in the 1901 annual report: “The question of trained female nurses to supplant the twelve members who are now employed in that capacity may deserve attention.”³⁰⁶ Louis A. LaGarde, surgeon at the Home from 1898 to 1903, described the process by which women – trained nurses and Catholic nuns – came to work at the Home in January 1903:

In a letter to the governor of the Home, dated December 12, 1902, I suggested to the Board of Commissioners a change from the male system of nursing which had prevailed since the opening of the hospital and which was most unsatisfactory. In looking about for a system of women nurses the Board of Commissioners selected a proposition submitted by the Sisters of St. Vincent de Paul. We have now 7 sisters and 6 female nurses. The latter are pupil nurses of eighteen months’ experience.³⁰⁷

It took half a century for women to become members (and residents) of the Home. Regina Jones, a 47-year-old Women’s Army Corps (WAC) veteran, became the first woman member when she entered the Home on September 2, 1955. She and the other women who entered the Home were first housed in Lincoln Cottage (Building 12).³⁰⁸

As veterans of World War II (1941-1945), the Korean War (1950-1953), and the Vietnam War (1964-1973) began to age, the number of residents at the Home increased steadily throughout the third quarter of the twentieth century. As the population reached 2,600 by the height of the war in Vietnam, portions of its landholdings were in jeopardy through planning efforts for the city. In March 1967, the Board of Commissioners was informed that the National Capital Planning Commission’s (NCPC) “The Proposed Comprehensive Plan for the National Capital 1968-1985,” included a proposal “to convert a large segment of the property of the Soldiers’ Home to public use, primarily as a location for two schools and a recreation park.”³⁰⁹ After reviewing the plan, the Board determined that none of the land was to be released for any purpose, a decision primarily based on two specific points:



Figure 3.83: Sherman Building (Building 14) in the snow.

(late-twentieth-century photograph by C.J. Grabowski; image courtesy of the Armed Forces Retirement Home-Washington Museum)

The Board noted that in the past, the Home had voluntarily relinquished some 179 acres for community use, much without reimbursement, and that forecast increases in membership primarily resulting from the Korean and Viet Nam conflicts would mean that all of the remaining acreage would be required to meet the mission of the Home.³¹⁰

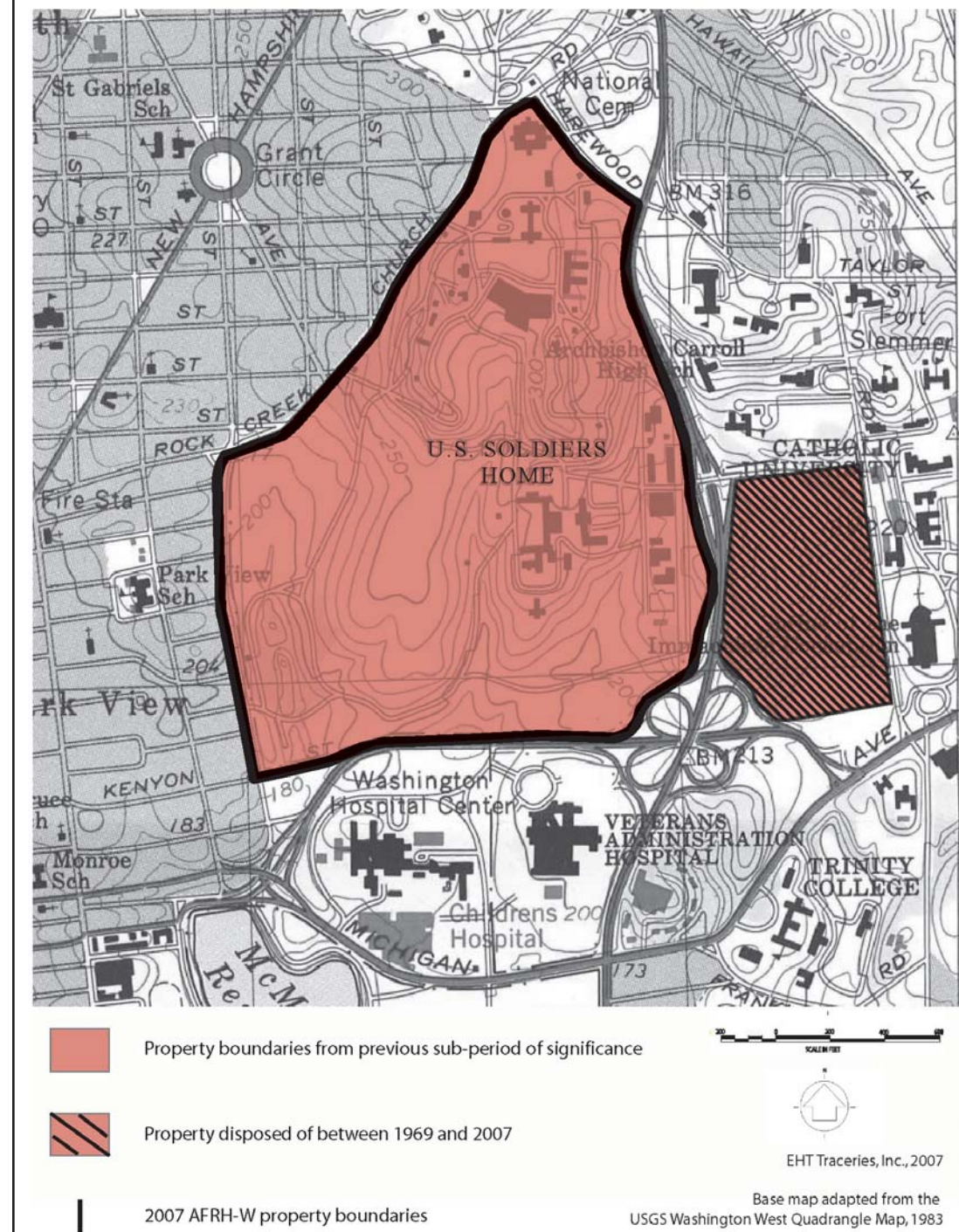
The Board's decision was reinforced by the Judge Advocate General, Department of the Army, who stated that the two parcels in question were held in trust and "may be disposed of only if such a disposal is held to be in the best interests of and for the benefit of the Soldiers' Home."³¹¹ The dispute known as the "NCPC land grab" soon became a congressional matter after a line item for the revision of the 1953 Master Plan was included in an appropriations bill in October of 1967.³¹² Congress responded by stating that no land should be taken from the Soldiers' Home pending the completion of the master plan revision.³¹³



Figures 3.84 and 3.85: The Scott Building (Building 80, above) and the Sheridan Building (Building 17, below) were two of the dormitories constructed as a result of the 1953 Master Plan for the Home.
(2004 photograph by EHT Tracerics, Inc.)



Reassessing for the Future, 1969 - Present



REASSESSING FOR THE FUTURE: 1969-PRESENT

Efforts to obtain land occupied by the Soldiers' Home reemerged one year later in a draft of "The First Annual Development Action Program for Overall Economic Development and Community Renewal," a document prepared by the Office of Community Renewal and the Mayor's Economic Development Committee in April 1969. According to the minutes of the Board, this subsequent public document contained the following reference to the Home: "If large tracts of Federal Land such as the Arboretum, Soldiers' Home, Park Service areas, etc. are made available, substantial economic and social benefits would result."³¹⁴ The previous "land grab" dispute from 1967 had prompted the Board to initiate planning efforts to show that the retention of its landholdings was necessary for the accommodation of the aging veterans from World War II and the Korean and Vietnam conflicts. In 1969, a planning document updating the 1953 Master Plan was completed as a response to these efforts. Prepared by the Baltimore District of the Army Corps of Engineers, the study projected the population at the Home to reach 5,098 members by 1985.³¹⁵ The report further estimated many of the existing buildings to have a lifespan terminating in 1985. The findings of the 1969 study and plan were enough to convince members of Congress that the Home was in need of further physical planning and development. In review of the appropriations bill for the Departments of Labor, and Health, Education, and Welfare, and related agencies, the House Appropriations Committee put a halt to the pursuance of landholdings by both the city and NCPC:

Proposals have been made to remove acreage from the United States Soldiers' Home to be used for other purposes. It is the very definite opinion of the Committee that the Home has no land excess to its needs, and that no such proposals should be approved under any circumstances.³¹⁶

In July 1970, the governor of the Home informed the Board that NCPC had adopted the report of its committee concerning the revised master plan, which revealed that there was no longer an active attempt to obtain land from the Soldiers' Home.³¹⁷

To accommodate the forecasted population growth reported in the 1969 study, "Future Development Plans" prepared in 1970 included the addition of 2,340 beds to be located in two major domiciliary buildings. The Corps envisioned one located near the hospital complex and the other at the western edge at the site of the Garden Plot and the Golf Course. Neither project was executed. Instead, long-range planning efforts resulted in the development of an ambitious proposal to rebuild the hospital complex with new hospital buildings and a massive intermediate care facility. Scaled back in the late 1980s, the project yielded the construction of a 200-bed health center known as the LaGarde Building (Building 56, constructed in 1992). Also at this time, the Board realigned some of the Home's older roads and built others to connect the new buildings.

In 1972, a proposal to change the name from the "United States Soldiers' Home" to the "United States Soldiers' and Airmen's Home" was presented to the Board of Commissioners. This proposal was based on the "equity held by airmen in the Home, the increasing number of airmen in the Home, and the need to visually reflect the airman's eligibility to become a member of the Home."³¹⁸ The Board determined that a committee consisting of the Comptroller of the Air Force, the Assistant Deputy Chief of Staff for Personnel for the Army, and the Assistant Deputy Chief of Staff, Personnel for the Air Force, would review the proposal and provide a recommendation on the action to be taken by the Board, as well as the method of accomplishing any recommended action. In

Figure 3.86: Property Acquisitions and Disposals between 1969 and 2006
(EHT Tracerics, Inc., 2006; base map from USGS Washington West Quadrangle Map, 1983)

August 1972, the Board approved the recommendation of the committee to change the name and requested the change be reflected through an amendment to the Department of Defense Directive 5160.44.³¹⁹ This would be the first time the name had changed since 1859, when the United States Military Asylum was renamed “The United States Soldiers’ Home.”

In the 1980s, the Board renewed its interest in planning for the Home’s physical plant. The earlier master plans were no longer feasible or appropriate and the Board did not have a formal direction for its future development. The Board was eager to prepare for the anticipated increase in residents owing to the age of World War II and Korean War veterans.

Recognizing that the National Historic Preservation Act (NHPA) of 1966 was in full force and that since 1973 a small section of its grounds had been designated as a National Historic Landmark, the Board determined to learn more about historic preservation, preservation’s impact on the campus, and what restrictions and opportunities might be associated with the Home’s older buildings. In 1984, the Board commissioned Geier Brown Renfrow Architects and Traceries, a historic preservation consulting firm, to prepare a comprehensive preservation plan for the Home.³²⁰ The Board intended the 1985 Preservation Plan to guide the management, preservation, and protection of the Home and valued resources during a time of minimal physical change to its grounds. The study included an extensive report that assessed the historical significance of the property, provided documentation and an evaluation of the historic resources, and made recommendations to preserve and enhance the historic resources and characteristics of the Home. In a progressive application of the preservation laws, the report addressed the importance of the landscape in its assessment. The report found that the entire 318-acre campus was eligible for listing in the National Register of Historic Places.

Great change came when Congress re-organized the military’s retirement program in 1990, significantly altering the structure, membership, and governance of the institution. In 1851, when Congress established the Military Asylum, it was one of three regional facilities charged with caring for disabled, ill, and elderly veterans. The military’s organization and needs had changed throughout the institution’s history, and in response, Congress passed the *National Defense Authorization Act for Fiscal Year 1991*, which resulted in the first major reorganization of the institution since its creation.³²¹ Title XV of the Act, known as the Armed Forces Retirement Home Act of 1991, consolidated the administration of the United States Soldiers’ and Airmen’s Home in Washington, D.C. and the Naval Home operating in Gulfport, Mississippi, into a single, independent Executive Branch agency known as the Armed Forces Retirement Home (AFRH). The purpose of this entity was “to provide ... a residence and related services for certain retired and former members of the Armed Forces.”³²² Governance of the new agency was continued with a Board of Commissioners appointed by the Secretary of Defense.³²³

Among the changes enacted in 1990 was the creation of the “Armed Forces Retirement Home Trust Fund” and \$53,999,000 was transferred from the Soldiers’ Home Permanent Fund, as the new institution’s initial appropriation; all future funding was to be independently secured by contributions to the Armed Forces Retirement Home Trust Fund.³²⁴ This change in administration led AFRH to make further studies to determine what options existed for its future.



Figure 3.87: Bird’s-eye view of the Home, looking south .
(c. 2006 photograph; image courtesy of Armed Forces Retirement Home)

Figure 3.88:
Current view of Sherman Building (Building 14)
(c. 2006 photograph, image courtesy of Armed Forces Retirement Home)





Figure 3.89: The new LaGarde Building (Building 56), looking south
(2004 photograph by EHT Traceries, Inc.)

In 1993, AFRH initiated work on a new master plan for the Home. A team led by landscape architects Rhodeside & Harwell, Incorporated completed the first phase of the project, which included an inventory and analysis of existing conditions of the Home's buildings and landscape features.³²⁵ However, the project ended before the second phase was authorized.

Faced with rising costs and a diminishing trust fund, AFRH considered selling the acreage located to the east of North Capitol Street. In 1997, Congress authorized AFRH to dispose of the 46-acre tract.³²⁶ One year later, the 1997 law was amended to require the sale be made to a:

neighboring nonprofit organization from whose extensive educational and charitable services the public benefits and has benefited from for more than 100 years, or an entity or entities related to such organization, and whose substantial investment in the neighborhood is consistent with the continued existence and purpose of the Armed Forces Retirement Home.³²⁷

In 1999, after great efforts to persuade Congress to free AFRH from the limited sale, the *National Defense Authorization Act for Fiscal Year 2000* settled the land dispute between the Catholic Archdiocese and the United States Soldiers' and Airmen's Home. The 1999 law allowed AFRH to sell or lease the land to the highest bidder with Catholic University receiving the right of first refusal. The sale of 46 acres to Catholic University was finalized in 2004 following the United States Court of Claims determination of fair price.

In 2001, Congress authorized a number of new directives for AFRH through the *National Defense Authorization Act for Fiscal Year 2002*.³²⁸ This act reorganized AFRH under a chief operating officer (COO) appointed by the Secretary of Defense. In this role, the COO holds responsibility of the direction, operation and management of AFRH, replacing the Board of Commissioners, which had controlled the institution since its establishment in 1851. Other directives include a change in the resident fee structure and the authority for AFRH to sell or lease property that is excess to its needs and to deposit the proceeds in the trust fund for the purpose of reducing operating costs and increasing revenues. The act also allows AFRH officials to explore the possibility of making portions of the property available for private development. One aspect of this act is the rededication of the United States Soldiers' and Airmen's Home as the Armed Forces Retirement Home-Washington (Home or AFRH-W).

In 2004, approximately 1,600 residents from all five of the major branches of the armed forces lived at the Home. Eighty percent of the residents at that time were veterans of World War II.³²⁹ AFRH initiated a major effort to develop a new twenty-year master plan that would assist the institution in overcoming past financial problems and initial future capital improvements and better meet the needs of the residents. Working with GSA and private consultants, the effort was initiated in 2004 and continues today. Due to its ownership, the development of a new master plan requires review and approval by NCPC.

Drawing on AFRH's rich history and place in the development of the District, the Comprehensive Plan recommends policies that relate to future plans for the Home in the Federal Elements. The Comprehensive Plan recognizes that the Home, one of the largest contiguous tracts of land in the District, plays a role in the surrounding communities (located in the Rock Creek East Planning Area) as well as in the capital region as a whole. The Federal Elements acknowledge the future plans for redevelopment on the site, and offer appropriate

policies for such actions. The proposed policies include sensitive development near existing neighborhoods, the preservation of historic resources and vistas, and an understanding of the role of open space within the larger area. With a more general and policy-oriented approach, the Federal Elements uses guiding principles derived from the L'Enfant Plan, Senate Park Commission Plan of 1902 (McMillan Plan), and Extending the Legacy Plan in its policy. The Federal Elements recommends the use of a master plan for redevelopment in this area, much of which AFRH has already begun.³³⁰

(Endnotes)

- 1 The *Hotel Les Invalides*, a hospital for disabled soldiers during the Napoleonic Wars located in Paris, and the Royal Hospital at Chelsea, in England, were specific examples; Showing the condition of the military establishment and fortifications during the year 1827; 26 November 1827, *American State Papers: Military Affairs* 3:615.
- 2 *A Bill to Authorize the Establishment of an Army Asylum*, HR 192, 23rd Cong., 1st sess., 1834. This Bill was introduced on 14 January 1834.
- 3 *Robert Anderson's Plan to Provide for Old Soldiers*, 26th Cong., 1st sess., 1840, H. Doc. 138.
- 4 Goode, Colonel Paul R. *the United States Soldiers' Home*, (Richmond, Virginia: William Byrd Press, 1957), 13.
- 5 Goode, 17; Robert Anderson (1805-1871) in 1825 graduated from the United States Military Academy at West Point and fought in Florida's Second Seminole War (1835-1842) and the Mexican-American War (1846-1848). He was promoted to captain in the Mexican-American War and was an army major as he watched the opening shots of the Civil War during his command of forts in Charleston, South Carolina's, harbor. He retired a brigadier general in 1863 because of ill health (was brevetted to major general in 1865 in honor of his actions at Fort Sumter in 1861) and moved to Europe after the Civil War. He died in Nice, France, and was buried at West Point, New York; Winfield Scott (1786-1866) was General-in-Chief of the Army from 1841 to 1861 and served on active duty as a general longer than any other man in American history. Over the course of his fifty-year career, he commanded forces in the War of 1812 (1812-1815), the Mexican-American War, the Black Hawk War (1832), the Second Seminole War, and briefly, the Civil War. Because of his heroism during the Mexican-American War, after which he served as military governor to Mexico City, the Whig Park nominated Scott in the 1852 Presidential election. He lost to Franklin Pierce in the general election. Winfield Scott received a brevet promotion in 1856 to the rank of lieutenant general, becoming the first American since George Washington to hold that rank. Although born in Virginia, General Scott lived to see the Union restored, dying in May 1866. He is buried at West Point Cemetery in New York.
- 6 *A Bill to Found a Military Asylum for the Relief and Support of Invalid and Disabled Soldiers of the Army of the United States*, S 392, 31st Cong., 2d sess., (3 March 1851); Senate Committee on Military Affairs, *Petitions from Army for Asylum for Invalid Soldiers*, 31st Cong., 2d sess., 1851, S. Rep. 227.
- 7 *An Act to Found a Military Asylum for the Relief and Support of Invalid and Disabled Soldiers of the Army of the United States*, 31st Cong., 2nd sess. (3 March 1851), ch. 25, 9 *Stats at Large of USA* 595.
- 8 Matthew Pinsker, "The Soldiers' Home, A Long Road to Sanctuary," *Washington History*, vol. 18, no. 1 and 2, (Washington, D.C.: The Historical Society of Washington, D.C., 2006), 8.
- 9 *An Act to Found a Military Asylum for the Relief and Support of Invalid and Disabled Soldiers of the Army of the United States*, 31st Cong., 2nd sess. (3 March 1851), ch. 25, 9 *Stats at Large of USA* 595, Sec. 4.
- 10 Ibid, Sec. 2.
- 11 Ibid, Sec. 7; Oliver W. Longan, "The Soldiers' Home," *The Chautauquan: A Weekly Newsmagazine*, 4 June 1884.
- 12 *An Act to Found a Military Asylum for the Relief and Support of Invalid and Disabled Soldiers of the Army of the United States*, Sec. 7.
- 13 Ibid, Sec. 8.
- 14 The New Orleans Branch was closed in April 1852; East Pascagoula was closed in 1855 although the land was not sold until 1907, and Harrodsburg closed in October 1858 and the land sold in 1887.
- 15 Eba (Anderson) D. Lawton, *History of the Soldiers' Home, Washington, D.C.* (New York, New York: G.P. Putnam's Sons, 1914), 160; Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers' Home, Washington*, 47th Cong., 1st sess., 1882, S. Rep. 531, 81. Testimony of Joseph K. Barnes, 18 January 1882; Contemporary media accounts on several occasions incorrectly reported that one site or another had been selected. The newspapers appear to have been reported based on information informally received from people familiar with the Board's deliberations.
- 16 Board of Governors Minute Book (hereafter MB) 1:20-21, Entry 8A, Office of the Administrator Commissioners and Trustees Meeting and Reference Files 1851-1998, Record Group (hereafter RG 231), National Archives, Washington DC; Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers' Home, Washington*, 81.
- 17 *Senate Journal*, 32nd Cong., 1st sess., 2 December 1851, 24-25.

- 18 His neighbor at the time, William W. Corcoran, was his business partner and friend. Riggs and Corcoran did business as “Corcoran & Riggs” throughout the 1840s and into the 1850s, although Riggs was more of a silent partner after 1848. Upon Corcoran’s 1854 retirement, Riggs returned to service, changing the firm’s name to “Riggs & Co.” Four decades later and after Riggs’ 1881 death, the company’s name was changed to the “Riggs National Bank.” Throughout its history, the bank catered to District residents, politicians, businesses, and foreign governments. Information from: Riggs National Bank, “Discover Riggs: Timeline,” www.riggsbank.com, accessed September 3, 2006.
- 19 Riggs and his family were socially active and attracted press coverage. William W. Corcoran also made the news in the mid-nineteenth century with his business and later his philanthropy. Both Riggs and Corcoran were successful entrepreneurs whose legacies are preserved in the archives of the Library of Congress (Riggs Family Papers, 1839-1933) and the Corcoran Gallery of Art for William W. Corcoran (Corcoran Gallery of Art records, 1860-1947).
- 20 Washington County was one of four sections (Georgetown, Alexandria, Washington County, and Washington City) comprising the District of Columbia until 1878 when the county and Georgetown were incorporated with Washington City as a single jurisdiction known as Washington, D.C. The county consisted of the area north of Washington City (also known as the federal city) bounded by Florida Avenue (originally known as Boundary Street) and Benning Road.
- 21 The name “Corn Rigs” was adopted from a popular early-nineteenth-century tune, “Corn Rigs are Bonie,” based on a poem by Scottish poet Robert Burns. The tune is documented in various Burns anthologies and is mentioned in various nineteenth-century press accounts. The house was known from 1889 to 2000 as the Anderson Cottage, and has been informally known as Lincoln Cottage since the early twentieth century. It is the centerpiece of the President Lincoln and Soldiers’ Home National Monument.
- 22 Business Papers 1836-1852, Papers of George W. Riggs Jr., Container no. 67, Collection of Riggs Family Papers 1763-1945, Library of Congress.
- 23 Thomas Ustick Walter is responsible for the 1842 design of T.S.A. Hewlings’s Gothic Revival-style cottage, Ingleside, located in Mount Pleasant, also outside the limits of the federal city. Ingleside is listed in the National Register.
- 24 Skirving is listed in the 1846 Washington City Directory as living at the corner of Fourth and North Capitol Streets, N.E. There is no evidence of a house on any of the four corners today.
- 25 “Presidents and Poor People.” *Workingman’s Advocate*, n.s., 1, no. 19 (3 August 1844): 3. Skirving’s career and portfolio warrant extensive research to more fully evaluate his contributions.
- 26 Business Papers 1836-1852, Papers of George W. Riggs Jr., Container no. 67, Collection of Riggs Family Papers 1763-1945, Library of Congress.
- 27 See House Committee on Claims, *Case of B.O. Tayloe*, 29th Cong., 1st sess., 1846, H. Rep. 795.; Alfred Hunter, *The Washington and Georgetown Directory, Strangers’ Guide-Book for Washington, and Congressional and Clerks’ Register* (Washington, D.C.: Kirkwood & McGill, 1853), 28.
- 28 U.S. Patent Office, Patents numbers 38,292 through 38,294, April 1863. Degges was a Washington-born carpenter. According to the U.S. Census (1850, 1860) he lived in Washington, D.C., and was approximately 31 years old when he completed Riggs’ house; Degges’ career warrants additional research.
- 29 The theory that Corn Rigs as originally constructed resembled A.J. Downing’s English or rural Gothic-style cottage, labeled as “Design II” in *Cottage Residences* is incorrect based on the specifications of materials and workmanship prepared by builder William Degges on 23 July 1842, as well as on recent studies of the physical structure by the National Trust for Historic Preservation.
- 30 Andrew Jackson Downing, *A Treatise on the Theory and Practice of Landscape Gardening* (New York, New York: Orange Judd Company, 1977), Sixth Reprint, 320; Further research into the lives and relationships of Riggs, Degges, and Skirving might shed light on the manner in which Downing’s and Davis’s ideas were conveyed. Other houses of similar design are recorded as having been constructed in the District of Columbia; however, original research into this area of interest is not within the scope of this report.
- 31 Downing, *A Treatise on the Theory and Practice of Landscape Gardening*, Sixth Reprint, 350.
- 32 Elizabeth Smith Brownstein, *Lincoln’s Other White House* (Hoboken, New Jersey: John Wiley & Sons, 2005), 54.
- 33 “Specifications for Building by William Degges,” 23 July 1842, Business Papers 1836-1852, Papers of George W. Riggs Jr., Container no. 67, Collection of Riggs Family Papers 1763-1945, Library of Congress.
- 34 Carlise Cottage is now the site of the Forwood Building (Building 55), which was constructed in 1906 and expanded in 1920.

- 35 Census records show that Anne M. Carlisle, possibly the occupant of the southern cottage, owned seven to fourteen slaves between 1830 and 1850; Riggs is noted in the census records as owning three slaves in 1850.
- 36 Brownstein, 15.
- 37 Ibid, 15.
- 38 Ibid, 15.
- 39 Ibid, 15; Matthew Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home* (New York, New York: Oxford University Press, 2003), 128.
- 40 Letter, 18 December 1851, Ichabod Crane to Captain L. Hamilton, Box 1, Correspondence and Orders 1848-1859, Entry 8, RG 231, National Archives, Washington, D.C.
- 41 Memorandum, 18 December 1851, Crane to Hamilton, fol. Dairy, Administrative Memoranda and Orders 1852-1923, Entry 9, RG 231, National Archives, Washington, D.C.
- 42 U.S. Military Asylum. Board of Commissioners of the Military Asylum. Schuyler Hamilton, Capt. by Bvt. U.S.A. Secretary, Washington, D.C. 18 May 1852. Library of Congress.
- 43 The Military Asylum residents were known as inmates until about 1859, when the name of the property was changed to the U.S. Soldiers’ Home. However, the term inmates continued to be used when referencing residents until the early twentieth century. The word took on negative connotations in the late nineteenth century and by 1921 calls to have the residents described as “members” grew. A memorandum on the Board’s files dated 14 December 1921 reminds the Board that the 1851 organic act described the future Asylum’s residents as “members.” (Box 3, Entry 8A, RG 231, National Archives, Washington, D.C.).
- 44 MB 1: 18 May 1852, 38. Although the existing flagstaff located between the Sherman Building (Building 14) and the Scott Building (Building 80) is not the original flagstaff and is not in its original location, the Home in various twentieth-century building schedules designated the flagstaff as “Building 1.”
- 45 U.S. Department of War, *Annual report of the War Department for the fiscal year ended June 30, 1901* (Washington, D.C.: Government Printing Office, 1901), 503. The older cottage on the property (Carlise Cottage) that the Riggs family occupied prior to the completion of his new dwelling was occupied by the Deputy Governor; the first Governor, Ichabod Crane, initially occupied the former Riggs Cottage but was later directed by the Board to take “hired quarters in the City.”
- 46 House Committee of the Whole House, *Report of the Court of Claims Case of Gilbert Cameron vs. the United States*, 36th Cong., 2d sess., 1860, C.C. Rep. 270. Exhibit 1, copy of the contract for building the military asylum, 8.
- 47 Thomas Marshall Spaulding, “Barton Stone Alexander,” *Dictionary of American Biography* (New York, NY: C. Scribner’s Sons, 1928-1936).
- 48 House Committee of the Whole House, *Report of the Court of Claims Case of Gilbert Cameron vs. the United States*, 27: deposition of Barton S. Alexander
- 49 Ibid, 27-28.
- 50 Ibid, 58, exhibit 1: copy of the contract for building the military asylum. The contract recapitulates the language contained in Alexander’s original request for bids.
- 51 Goode, 51.
- 52 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, testimony of Joseph K. Barnes, 81.
- 53 MB 1: July 1855, 111.
- 54 U.S. Department of War, “Letter of Barton Stone Alexander, 24 November 1854,” *Annual Report of the War Department for the fiscal year ended June 30, 1854* (Washington, D.C.: Government Printing Office, 1854), 106-107.
- 55 House Committee of the Whole House, *Report of the Court of Claims Case of Gilbert Cameron vs. the United States*, 3.
- 56 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, 82.
- 57 House Committee of the Whole House, *Report of the Court of Claims Case of Gilbert Cameron vs. the United States*, 270 and 379.
- 58 Ibid, 25.
- 59 Ibid, 85.
- 60 Ibid, 87-88: deposition of John Cameron; The passages were excerpted from the original testimony. John Cameron likely was Gilbert Cameron’s younger brother. Born in Scotland, c. 1820, thirty-year-old stonemason John Cameron

- lived in the District of Columbia.
- 61 Ibid, 216: deposition of Captain B.S. Alexander.
- 62 Ibid, 253: deposition of Colonel M.M. Payne.
- 63 MB 1: November 1858, 171.
- 64 House Committee of the Whole House, *Report of the Court of Claims Case of Gilbert Cameron vs. the United States*, 336.
- 65 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home*, Washington, 28: testimony of Joseph K. Barnes. By inviting the President, the Asylum may have been trying to stave off its dissolution and removal from Washington. Contemporary congressional debates show repeated attempts to relocate the Asylum during the 1850s (and later).
- 66 Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 130; “Washington News and Gossip,” *Evening Star* (14 July 1857), 2.
- 67 Board of Commissioners Meeting Minutes, Volume 1 (1851-1877) 30 May 1859, 177.
- 68 Goode also recounts that the “Board again invited the President to spend the summer at the Home; and again he did, occupying the Governor’s Quarters;” Goode, 71.
- 69 “Washington News and Gossip,” *Evening Star* (14 July 1857), 2.
- 70 “Washington Items,” *The National Era*, 23 July 1857; Vol. XL, No. 551: APS Online, p.118.
- 71 Goode, 62; Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 3. The quote is also seen as “I sleep much better now, but not near so well as at the Soldiers’ Home,” see Matthew Pinsker, “The Soldiers’ Home, A Long Road to Sanctuary,” *Washington History*, 11.
- 72 Senate Journal, 35th Cong., 1st sess., 12 April 1858, 332.
- 73 *An Act Making Appropriations for the Support of the Army for the Year Ending the Thirtieth of June, Eighteen Hundred and Sixty*, 35th Cong., 2nd sess. (3 March 1859), ch. 83, 11 *Stats at Large of USA* 434.
- 74 Goode, 68-69.
- 75 A. Boschke, *Topographical Map of the District of Columbia Surveyed in the Years 1856, 1857, 1858, and 1859* (original map on file at the Library of Congress, Washington, D.C.: D. McClelland, Blanchard & Mohun, 1861). The United States Army updated this map to illustrate the defenses of the District of Columbia during the Civil War: John G. Barnard, *Map of the Environs of Washington Compiled from Boschke’s Map of the District of Columbia and from Surveys of the U.S. Coast Survey Showing the Line of the Defenses of Washington as Constructed During the War from 1861 to 1865—Inclusive* (original map on file at the Library of Congress, Washington, D.C.: United States Army, 1865).
- 76 *Robert Anderson’s Plan to Provide for Old Soldiers*, 2.
- 77 MB 1: 27 November 1858, 172.
- 78 Ibid, 172.
- 79 U.S. Department of War, *Letter of Secretary of War*, 37th Cong., 2d sess., Senate Executive Document 52 (Washington, D.C., 1862), 2.
- 80 Records of Civilian and Inmate Employees, Dec. 1851-Dec. 1852, Entry 41, RG 231, National Archives and Records Administration, Washington, D.C.; U.S. Bureau of the Census, *1860 Population Schedule*, Washington, D.C., 55.
- 81 MB 1: May 1863, 194.
- 82 MB 1: May 1863, 193-194.
- 83 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home*, Washington, testimony of Joseph K. Barnes, 25.
- 84 MB 1: May 1861, 186.
- 85 Thomas Froncek, ed. for the Union League of Washington, *An Illustrated History: The City of Washington* (New York, New York: Alfred A. Knopf, 1977), 198.
- 86 U.S. Department of War, *Statements of Receipts and Expenditures on Account of the United States Military Asylum funds*, by Assistant Surgeon Benjamin King, *United States Army, Treasurer, for the Fiscal Year Ending June 30, 1858*, 35th Cong., 2d sess., Senate Executive Document 1 (Washington, D.C. , 1858), 789-791.
- 87 “Index to Home Grounds,” USSAH Real Property, 1994, Box 4, Entry 46, RG 231, National Archives, Washington,

- D.C.
- 88 MB 1, 8 July 1869, 253.
- 89 MB 1, 10 May 1873, 390.
- 90 MB 1, 10 November 1870, 303 and 14 July 1876, 474.
- 91 Annual Report, 1899, 10.
- 92 Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 169.
- 93 Ibid, 173.
- 94 Ibid, 169.
- 95 Ibid, 3-4.
- 96 Ibid, 5.
- 97 Ibid, 130.
- 98 Ibid, 127.
- 99 Ibid, 130.
- 100 Dispatch “The Soldiers’ Home” 4 July 1863, appearing in *Sacramento Daily Union* on 28 July 1863, in Michael Burlingame, ed., *Lincoln Observed: Civil War Dispatches of Noah Brooks* (Baltimore, Maryland: Johns Hopkins University Press, 1988), 57.
- 101 Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 130.
- 102 “Soldiers’ Home Cottage,” from Mary Lincoln’s family album, photographer unknown. Lincoln Museum, Fort Wayne, Indiana, #3993.
- 103 MB 1, 1 April 1869, 240; MB 1, 22 June 1876. 474.
- 104 MB 1, 10 April 1877, 498; MB 5, 18 July 1885, 5.
- 105 Goode, 75; Oliver W. Longan in “The Soldiers’ Home” published in *The Chatauquan: A Weekly Newsmagazine* incorrectly states that Stanton lived at Harewood, however, the Home did not purchase the Harewood estate until 1872, seven years after Stanton had left political office.
- 106 Mary Todd Lincoln to Mrs. Charles Eames, July 26, 1862, in Doris Kearns Goodwin, *Team of Rivals: the Political Genius of Abraham Lincoln* (New York, New York: Simon & Schuster, 2005), 455.
- 107 Goodwin, 455.
- 108 Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 23.
- 109 Ibid, 5.
- 110 The cavalry relocated “about a quarter of a mile down the hill, perhaps to make room for the expanding national cemetery” in 1863; Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 60 and 93.
- 111 Company D was ultimately reassigned, leaving Company K as the “President’s Military Guard” at the Home.
- 112 Lincoln’s associations with the Home are well documented and form the basis for the former Riggs Cottage being designated in 2000 as a National Monument; Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 63-66, 71
- 113 At 415 feet, Tenleytown’s Fort Reno Park is the highest point in the District of Columbia.
- 114 Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 62.
- 115 Ibid, 136.
- 116 J. Willard Brown, *The Signal Corps, U.S.A. in the War of the Rebellion* (Boston, Massachusetts: U.S. Veteran Signal Corps Association, 1896), 655.
- 117 As quoted in Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 137; The Home’s prominent elevation was again recognized by military communications personnel in 1910 when the Home’s Board evaluated a proposal by the Navy to build four 400-500-foot wireless telegraph towers on the grounds; Administrative Memoranda, Entry 9, RG 231, National Archives, Washington, D.C., 227; Box 7, Entry 8A, RG 231, National Archives, Washington, D.C., 261; “Washington Items,” *The National Era* 11, no. 551 (23 July 1857): 118; Longan, 529; Because of alterations and additions to the main building (Sherman Building, Building 14) in the late 1860s and again in the 1880s, the roof present during the Civil War has not existed for more than a century and the main building does not retain any evidence of its use as a signal station.
- 118 U.S. Department of War, *Letter of Secretary of War* (1862), 2.

- 119 *Suitable Site for Public Park and Presidential Mansion: Communication of N. Michler, Major of Engineers*, 39th Cong., 2nd sess., 1867, Sen. Misc. Doc. 21, 6. A bill on the subject appeared in the Senate on 28 January 1867, shortly after Michler submitted his report. (*A Bill For the Establishment and Maintenance of a Public Park in the District of Columbia*, S 549, 39th Cong., 2d sess., 1867.) The bill had appeared in the House of Representatives on 30 June 1866 (*A Bill for the Establishment and Maintenance of a Public Park in the District of Columbia*, HR 748, 29th Cong., 1st sess., 1866).
- 120 Elizabeth Blackmar and Roy Rosenzweig, *The Park and the People: A History of Central Park* (Ithaca, New York: Cornell University Press, 1992).
- 121 Winans’ summer home, “Crimea,” is located in Baltimore’s Gwynns Falls/Leakin Park. The other, “Alexandroffsky,” was located inside the city and may have been where McKimmie worked.
- 122 McKimmie’s name appears in several documents spelled “McKinnie,” MB 1; “Visits to Country Places – No. 11. Around Baltimore, MD,” *Horticulturalist and Journal of Rural Art and Rural Taste* (7 July 1857), 305; “His Father Was With Wellington. Funeral of George McKinnie to Take Place This Afternoon,” *The Washington Post*, 30 August 1899, 7; U.S. Bureau of the Census, *Schedule of Free Inhabitants in 8th Ward Baltimore City* (Washington, D.C., 1860), 40; U.S. Bureau of the Census, *Schedule Inhabitants in Washington [Soldiers’ Home Grounds]* (Washington, D.C., 1870), 522; U.S. Bureau of the Census, *Schedule Inhabitants in Subdivision East of Seventh Street, Washington* (Washington, D.C., 1870), 48.
- 123 “June 4, 1857, BDMTG11.DOC,” Elizabeth L. Myers, Notes on History of Soldiers’ Home, 1923-1925, fol. 1 of 2, Box 4, Entry 46, RG 231, National Archives, Washington, D.C. This map is most likely the Bootes, Carberry and Carpenter map dated March 1873. Historian Elizabeth Myers compiled historical notes using the Home’s records and other sources in the 1920s.
- 124 “20 September 1867, BDMTG11.DOC,” Elizabeth L. Myers, Notes on History of Soldiers’ Home, 1923-1925, fol. 1 of 2, Box 4, Entry 46, RG 231, National Archives, Washington, D.C.
- 125 Goode, 95.
- 126 Historian Elizabeth Myers interviewed a ground’s worker about the construction of gates in the late 1860s: “From conversation with an old gentleman, Mr. Hatcher, who works on the grounds of the Home, it is learned that in 1872, when he came to the Home there were two gates, the Main and principal gate being the Ivy Gate, where there was a small lodge, and the other gate (then called Scott Gate, now Eagle Gate),” she wrote. This gate was located to the south of the extant entry point at Eagle Gate. “2 May 1867, B.C. #1, p. 211,” Elizabeth L. Myers, Notes on History of Soldiers’ Home, 1923-1925, fol. 2 of 4, Entry 46, RG 231, National Archives, Washington, D.C.
- 127 MB 1: 2 May 1868, 227-228.
- 128 MB 1, 28 October 1868, 233-234.
- 129 MB 1: 28 October 1868, 233-234.
- 130 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, Testimony of Joseph K. Barnes, 88. Ward’s statement credits General Potter, who was governor between 1877 and 1881, with ordering the creation of a park. Because of subsequent property purchases and beautification efforts Ward may be collapsing his memories in his statement because General Thomas G. Pitcher was the governor at the time the order was given.
- 131 The distinction between “lake” and “pond” is fluid. Generally speaking, ponds are smaller and shallower water-filled depressions. Lakes, on the other hand, are larger and often times are the product of damming a stream. Since size is a subjective measure, the two artificial water features located in the Home’s southwest are called lakes throughout this report because that is how they are designated in most of the Home’s literature and in maps prepared by army engineers. Perhaps the most compelling argument for calling them lakes and not ponds is the fact that they were created by damming the intermittent stream that flowed through the area prior to the water features’ construction.
- 132 MB 1, 8 July 1869, 253.
- 133 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, testimony of Joseph K. Barnes, 82. Joseph K. Barnes (1817-1883) served as the army surgeon general from 1864 to 1882. His position placed him on the Home’s Board of Commissioners, where he served as president of the Board and, as such, held the responsibility for the Home’s buildings and grounds. He began his education at Harvard and

- completed it at the University of Pennsylvania where he received a medical degree. In 1840 he joined the army’s medical corps and served under Winfield Scott in the Mexican-American War. He was appointed surgeon general in 1864. Barnes is best known for having been among the physicians who treated Abraham Lincoln the night of the President’s assassination; however he is acknowledged as a pioneer in military medicine. His wife, Mary Fauntleroy Barnes, was an active Washington socialite whose activities included serving as a vice regent to the Mount Vernon Ladies’ Association. Although maps record the naming of the lake after Mrs. Barnes, a plaque commemorating the naming of the lakes as “Temple Lakes” in honor of Howard Temple, USA, Ret. was located near the lakes during a site visit in September 2006.
- 134 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, testimony of Joseph K. Barnes, 81.
- 135 Clark was appointed Architect of the Capitol in 1865, after the retirement of his mentor Thomas Ustick Walter. He served until 1902. The connection between Clark’s work at the Home and his role as the Architect of the Capitol merits further study.
- 136 The Sherman Building (Building 14) and its Annex (Building 15) were originally known as the Scott Building.
- 137 MB 1: 18 August 1869, 256.
- 138 “The Environs of Washington” *The New York Times*, 28 June 1870, 2.
- 139 Ibid, 2.
- 140 Ibid, 2.
- 141 Ibid, 2.
- 142 MB 1: 18 August 1869, 256.
- 143 “6 August 1870, B.C. #1, p. 293,” Elizabeth L. Myers, Notes on History of Soldiers’ Home, 1923-1925, fol. 2 of 4, Entry 46, RG 231, National Archives, Washington, D.C.
- 144 MB 1: 12 April 1873, 387.
- 145 MB 1: 4 November 1871, 339-340.
- 146 “May 6, 1871, B.C. #1, 322,” Elizabeth L. Myers, Notes on History of Soldiers’ Home, 1923-1925, fol. 2 of 4, Entry 46, RG 231, National Archives, Washington, D.C.
- 147 “7 January 1871, B.C. #1, 308,” Elizabeth L. Myers, Notes on History of Soldiers’ Home, 1923-1925, fol. 2 of 4, Entry 46, RG 231, National Archives, Washington, D.C.
- 148 “The Environs of Washington” *The New York Times*, 28 June 1870, 2.
- 149 “Home and Foreign Gossip,” *Harper’s Weekly*, 4 January 1873, 10.
- 150 MB 2: 28 April 1811, 116.
- 151 Longan, 529.
- 152 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, 81: testimony of Joseph K. Barnes.
- 153 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, 83: testimony of Joseph K. Barnes.
- 154 MB 3: 19 May 1883, 255.
- 155 MB 3: 8 April 1881, 114.
- 156 MB 3: 3 October 1882, 195.
- 157 MB 3: 3 October 1882, 195.
- 158 Ibid, 195; Williamson was referred to as a “competent-skilled mechanic who will conscientiously devote his time to the work that may be required of him.”
- 159 MB 3: 11 October 1882, 202.
- 160 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, 82-83: testimony of Joseph K. Barnes.
- 161 “13 September 1879, BDMTG 28.doc,” Elizabeth L. Myers, Notes on History of Soldiers’ Home, 1923-1925, fol. 2 of 4, Entry 46, RG 231, National Archives, Washington, D.C.
- 162 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home, Washington*, testimony of Joseph K. Barnes, 61.

- 163 MB 1: 12 July 1876, 476. The “asphaltum” approval coincided with a widespread experiment by the Army Engineering Corps testing of the material in Washington, D.C., streets. Alan Lessoff, *The Nation and Its City: Politics, Corruption,” and Progress in Washington, 1861-1902*, (Baltimore, Maryland: The Johns Hopkins Press, 1994), 88.
- 164 “The Veterans’ Victory,” *The Washington Post*, 20 January 1880, 2.
- 165 “The Soldiers’ Home Here” *The Evening Star*, 1 April 1880, 1.
- 166 “Robbing at Home,” *The Washington Post*, 2 May 1880, 5.
- 167 Ibid, 5.
- 168 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home*, Washington, testimony of Joseph K. Barnes, 59.
- 169 MB 1: 446-447.
- 170 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home*, Washington, 29: testimony of Joseph K. Barnes.
- 171 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home*, Washington, 59: testimony of Joseph K. Barnes.
- 172 MB 1: 12 July 1875, 446-447.
- 173 MB 1: 13 April 1872, 332 (also see MB 1: 20 August 1881).
- 174 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home*, Washington, 49: testimony of Joseph K. Barnes.
- 175 Senate Committee on Military Affairs, *Examination into the Affairs of the United States Soldiers’ Home*, Washington, 39: testimony of Joseph K. Barnes.
- 176 Administrative Memoranda and Orders, 1852-1923, Entry 9, RG 231, National Archives, Washington, D.C.
- 177 “The Soldiers’ Home Grounds; General Sturgis Orders Them Thrown Open to the Public on Sunday,” *The Washington Post*, 10 May 1883, 1.
- 178 “All About the Soldiers’ Home; Interesting Information Concerning the Popular Report,” *The Evening Star*, 26 May 1883.
- 179 “Driving to the ‘Soldiers’ Home’,” *Harpers Weekly*, 26 June 1886, Volume XX, No.1540, 410.
- 180 “The President’s Villa” in the *Washington Post*, 9 June 1883, 1
- 181 “Suggestions of the Season” in the *Washington Post*, 17 June 1883, 1.
- 182 Ibid, 1.
- 183 “The Soldiers Home Too Small,” *The Washington Post*, 22 November 1883, 4. Goode, 126. The request was repeated in the Board Minutes of 18 December 1885, volume 3.
- 184 Report of the Secretary of the War, Volume I (Washington, D.C.: Government Printing Office, 1883), 12, 420, and 570-571; MB, 19 December 1885, 18-24. Although the land transfer was completed in 1883, the Home was not compensated until several years later although requests were made by the Board annually. It is incorrectly stated in Goode, *The United States Soldiers’ Home* that the transfer of land did not occur initially, see Goode, 126.
- 185 Goode, 123.
- 186 “Current Events,” *New York Evangelist*, 11 May 1882; 53, 19 APS Online, 8.
- 187 Goode, 120.
- 188 23 May 1882, Senate Report on the investigation, 58.
- 189 General D.B. Sackett quoted in “The Soldiers’ Home” *The New York Times*, 4 February 1884, 4
- 190 “The Soldiers’ Home” *The New York Times*, 4 February 1884, 4
- 191 23 May 1882, Senate Report on the investigation, 58.
- 192 Goode, 121.
- 193 “Drownings in the Soldier’s Home Lake,” *The Washington Post*, 18 September 1890, 3; “The Saloonkeepers’ Reply,” *The Washington Post*, 30 August 1889, 6; “Selling Liquor to Old Soldiers,” *The Washington Post*, 19 December 1889, 2; “Liquor in Soldiers’ Home,” *The New York Times*, 1 January 1890, 8.
- 194 “Temperance at the Soldiers’ Home,” *The Washington Post*, 9 January 1886, 2.
- 195 “The District on Congress,” *The Washington Post*, 19 February 1886, 2.
- 196 “Liquor at the Soldiers’ Home,” *The Washington Post*, 23 April 1886, 3.

- 197 “They Are All Soldiers,” *The Washington Post*, 2 November 1889, 2.
- 198 “Preaching Temperance to Bluecoats,” *The Washington Post*, 12 May 1890, 4.
- 199 51st Congress, Sess. 2, Chapter 385, approved 28 February 1891. “It Caused a Big Boom,” *The Washington Post*, 27 March 1891, 1.
- 200 MB 5: 18 September 1886, 58. The furniture from the cottage was to be “distributed to other quarters.”
- 201 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1886* (Washington, D.C.: Government Printing Office, 1886); “The Soldiers’ Home,” *The New York Times*, 28 November 1886, 10.
- 202 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1887* (Washington, D.C.: Government Printing Office, 1887); “Nearly a Thousand Inmates,” *The Washington Post*, November 10, 1887, 4.
- 203 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1888* (Washington, D.C.: Government Printing Office, 1888); “The Soldiers’ Home,” *The Washington Post*, October 28, 1888, 2.
- 204 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1889* (Washington, D.C.: Government Printing Office, 1889), 992.
- 205 Ibid, 992-993.
- 206 “Fire at the Soldiers’ Home,” *The Washington Post*, 5 July 1883, 2; “Arrested for Arson,” *The Washington Post*, 2 August 1883, 2; U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1894* (Washington, D.C.: Government Printing Office, 1894), 520-521.
- 207 “New Entrance Needed,” *The Washington Post*, 31 March 1891, 5. “Southern Gate to Soldiers’ Home,” *The Washington Post*, 26 April 1891, 6.
- 208 MB 4: 16 July 1892, 402; “New Entrance to Soldiers’ Home,” *The Washington Post*, 9 August 1892, p.8. MB 6: 19 May 1894, 52.
- 209 “Washington Real Estate,” *The Washington Post*, 17 November 1888, 6; “It Caused a Big Boom,” *The Washington Post*, 27 March 1891, 1.
- 210 “Easy Riding on Cars,” *The Washington Post*, 14 December 1890, 2.
- 211 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1895* (Washington, D.C.: Government Printing Office, 1895), 627.
- 212 Goode, 143.
- 213 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1896* (Washington, D.C.: Government Printing Office, 1896), 637.
- 214 Ibid, 734.
- 215 Ibid, 691.
- 216 Ibid, 698.
- 217 “Water for the Soldiers’ Home,” *The Washington Post*, 22 December 1892, 8.
- 218 “The Soldiers’ Home Building at Washington,” *American Architect and Building News*, 1 March 1890; 27, 740 APS Online.
- 219 MB 6: 15 May 1900, 302-303.
- 220 “The Soldiers’ Home,” *The Washington Post*, 21 December 1890, 16.
- 221 Ibid, 16.
- 222 Ibid, 16.
- 223 Goode, 140.
- 224 “Protection for Soldiers’ Home” *The Washington Post*, 7 May 1898, 12; “He Assaulted the Watchman,” *The Washington Post*, 20 June 1888, 3; “In Soldiers’ Home Park,” 15 October 1888, 2; “Crushed by a Cab,” *The Washington Post*, 18 May 1889, 1; “They Ate the Apples,” *The Washington Post*, 1 August 1889, 6.
- 225 “The President’s Sunday Drive,” *The Washington Post*, 1 July 1889, 1.
- 226 “Weddings of the Fall,” *The Washington Post*, 12 November 1893, 12; “A Pair of Young Lovers,” *The Washington*

- Post*, 19 August 1889, 5.
- 227 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1898* (Washington, D.C.: Government Printing Office, 1898), 539.
- 228 Mary Hall Stevens, “Soldiers’ Home Park,” *Christian Advocate* 74, no. 21 (25 May 1899): 819.
- 229 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1897* (Washington, D.C.: Government Printing Office, 1897), 742.
- 230 “Temperance Union Anniversary,” *The Washington Post*, 28 October 1898, p.7; “Liquor in the Army,” *Outlook*, 23 July 1898, 715 APS Online.
- 231 U.S. Congress. Senate. *Commission to Consider Certain Improvements in the District of Columbia*. S. J. Res. 139, 56th Cong., 2nd sess., adopted 8 March 1901.
- 232 *The Improvement of the Park System of the District of Columbia*, edited by Charles Moore, 57th Cong., 1st sess., 1902, S. Rep. 166, 7.
- 233 Ibid, 12.
- 234 Ibid, 11.
- 235 Ibid, 13.
- 236 Ibid, 19.
- 237 Ibid, 75.
- 238 Ibid, 99.
- 239 Ibid, 99.
- 240 The Howard University Reservoir was officially named the McMillan Reservoir following the sudden death of Senator McMillan in 1902.
- 241 *The Improvement of the Park System of the District of Columbia*, edited by Charles Moore, 57th Cong., 1st sess., 1902, S. Rep. 166, 101.
- 242 The Board agreed to this following the 1908 request by the Engineer Commissioner of the District of Columbia; see MB 7: 2 January 1908.
- 243 *The Improvement of the Park System of the District of Columbia*, edited by Charles Moore, 57th Cong., 1st sess., 1902, S. Rep. 166, 101.
- 244 Ibid, 165.
- 245 “Filter grounds” refers to the area to the south of the Soldiers’ Home then southern boundary selected in April 1901 for the “proposed sand filtering plant for the District of Columbia water-works” [“A Filter Site Chosen.” *The Washington Post*, April 27, 1901, 8]. It is now called the McMillan Sand Filtration Plant.
- 246 *The Improvement of the Park System of the District of Columbia*, edited by Charles Moore, 57th Cong., 1st sess., 1902, S. Rep. 166, 167-168.
- 247 Ibid, 11 and 100-101.
- 248 Ibid, 100-101.
- 249 Ibid, 100-101.
- 250 Ibid, 101.
- 251 National Capital Planning Commission, “History of Planning in Washington,” accessed 12 August 2006. www.ncpc.gov/about/histplann/histplann.html.
- 252 *An Act to Provide a Commission to Secure Plans and Designs for a Monument or Memorial to the Memory of Abraham Lincoln*, Public Law 61-346 (9 February 1911).
- 253 Senate Committee on the Library, *Lincoln Memorial Commission Report*, 62d Cong., 3d sess., 1912, S. Rep. 965, 9.
- 254 Ibid, 29.
- 255 Ibid, 30.
- 256 Ibid, 37-38.
- 257 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1892* (Washington, D.C.: Government Printing Office, 1892), 503. The effort to demolish the Anderson Building (Lincoln Cottage, Building 12) was quashed in short order. The following year’s annual report noted, “The historic Anderson Building, which last year it was rumored was to be demolished

- ... I am pleased to report is still remaining, one of the objects of interest in the Home, as the summer residence of President Lincoln and other former Presidents of the United States,” U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1893* (Washington, D.C.: Government Printing Office, 1893), 73.
- 258 W.A. Carlin, “New Central Light, Heat and Power Station, Soldiers’ Home, Washington, D.C.,” *The National Engineer* (January 1909), 1-4.
- 259 “Proposals,” *The Washington Post*, 10 May 1906.
- 260 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1909* (Washington, D.C.: Government Printing Office, 1909).
- 261 “Life on a Big City Farm: U.S. Lists Agriculture among District Industries,” *The Washington Post*, 1 November 1937.
- 262 Alfred H. Granger, “Comprehensive Plan for the Co-Ordination of Present Buildings and Future Development of the U.S. Soldiers’ Home, Washington, D.C.,” DC Metro, Soldiers’ Home, RG 66, National Archives and Records Administration, College Park, Maryland, 1.
- 263 Ibid, 4.
- 264 Letter, 21 May 1922, Box 3, Board Minutes and Background Files, Entry 8A, RG 231, National Archives, Washington, D.C.
- 265 Ibid.
- 266 Walter Sainter, “The Soldiers’ Home,” *The Washington Post*, 23 January 1921, 45.
- 267 Board Minutes and Background Files, Box 3, Entry 8A, RG 231, Entry 8A, Box 3, National Archives, Washington, D.C.
- 268 Ibid; Goode, 184.
- 269 Memorandum, 15 September 1942, Disposal of Scrap Material to Aid National Defense, F.W. Coleman to the Board of Commissioners, Box 17, Commissioners and Trustees Meeting and Reference Files, Meetings 1941 (November) to Meetings 1943 (June), Entry 8A, RG 231, National Archives and Records Administration, Washington, D.C.
- 270 Letter, F.W. Coleman to Lessing J. Rosenwald, Box 17, Commissioners and Trustees Meeting and Reference Files, Meetings 1941 (November) to Meetings 1943 (June), Entry 8A, RG 231, National Archives and Records Administration, Washington, D.C.
- 271 “Ornamental Fences, Grill-Work May Join Scrap Heap Soon,” *The Washington Post*, 24 September 1942.
- 272 “Federal Government’s Ornamental Metal First Hunting Ground Under New Scrap Deal,” *The Washington Post*, 2 October 1942, B-1.
- 273 “New Drive Planned to Get Heavy Scrap,” *The Washington Post*, 25 September 1942.
- 274 Third Supplemental National Defense Appropriation Act, 1942, Public Law 77-353, U.S. Statutes at Large 55 (1942), 810.
- 275 Memorandum, 16 October 1941, Coleman to the Board of Commissioners, Box 16, Commissioners and Trustees Meeting and Reference Files, Meetings 1940 (June) to Meetings 1941 (July), Entry 8A, RG 231, National Archives, Washington, D.C.
- 276 Memorandum, 16 October 1941, F.W. Coleman to the Board of Commissioners.
- 277 Board of Commissioner Minutes, January 1942.
- 278 Letter, 3 April 1942, W.E. Reynolds to Governor of U.S. Soldiers’ Home, Box 17, Commissioners and Trustees Meeting and Reference Files, Meetings 1940 (June) to Meetings 1941 (July), Entry 8A, RG 231, National Archives, Washington, D.C.
- 279 Letter, 4 February 1944, Major General E Reybold to F.W. Coleman, Box 18, Commissioners and Trustees Meeting and Reference Files, Meetings 1943 to Meetings 1944 (August), Entry 8A, RG 231, National Archives, Washington, D.C.
- 280 Memorandum, 11 February 1944, Special Report on Congressional Hearings, Box 18, Commissioners and Trustees Meeting and Reference Files, Meetings 1943 to Meetings 1944 (August), Entry 8A, RG 231, National Archives, Washington, D.C.
- 281 RG 231, Entry 8A, Box 19, Commissioners and Trustees Meeting and Reference Files, Meetings 1944 (September)

to Meetings 1946, March 18, 1946, Memorandum for the Board of Commissioners, RG 231, National Archives, Washington, D.C.

282 Cost Estimates for Revised Initial Program of Rehabilitation and Expansion of U.S. Soldiers’ Home Washington, D.C., Box 19, Commissioners and Trustees Meeting and Reference Files, Meetings 1944 (September) to Meetings 1946, Entry 8A, RG 231, National Archives, Washington, D.C.

283 “Soldiers’ Home Plans 10-Million Apartment For 900; Sets Sights at 3500 Total Capacity,” *The Washington Post*, 5 October 1947.

284 *The National Security Act of 1947*, Public Law 80-253, *U.S. Statutes at Large* 61 (1947):495. The 1947 law also created the Central Intelligence Agency and the National Security Council. Until the passage of the Homeland Security Act of 2002, this was the largest reorganization of the federal government.

285 Although the membership of the Home now included airmen, the name of the institution was not changed to reflect this until 1972.

286 Report on the Long-Term Role of the United States Soldiers’ Home in the Federal Domiciliary Program. Prepared by the Hospital Branch, Bureau of the Budget, September 1948, Box 21, Commissioners and Trustees Meeting and Reference Files, Meetings 1948 to Meetings 1949 (June), Entry 8A, RG 231, National Archives, Washington, D.C., 3.

287 Board of Commissioners Minutes, 13 January 1950.

288 “Soldiers’ Home Now Boasts 2 New Buildings,” *The Washington Post*, 7 December 1953.

289 N.S. Haseltine, “Soldier Home Partitioning Planned for New Hospital,” *The Washington Post*, 5 April 1950.

290 The extension of Illinois Avenue was not constructed.

291 N.S. Haseltine, “Soldier Home Partitioning Planned for New Hospital.”

292 Ibid.

293 Howard Zahniser, Charlton Ogburn Jr., and Constant Southworth, letter to the editor, “Soldiers’ Home Grounds,” *The Washington Star*, 28 April 1950.

294 The United States Soldiers’ Home, The U.S. Soldiers’ Home Dispersal, Monday-Tuesday, March 19-20, 1951, fol. “Dairy,” Box 5, Office Files of the Governors/Directors (1941-2000), Entry 46, RG 231, National Archives, Washington, D.C.

295 “Soldiers’ Home Herd Sold for \$77,065; Farm Equipment Will Go on Block Today,” *The Washington Post*, 20 March 1951.

296 Memorandum, H.K. Loughery to the Board of Commissioners, Box 22, Commissioners and Trustees Meeting and Reference Files, Meetings 1949 to Meetings 1950, Entry 8A, RG 231, National Archives and Records Administration, 2.

297 Ibid, 3.

298 Ibid, 3.

299 Goode, 151-152.

300 The 1985 preservation plan suggests incorrectly that the Home was closed to the public in the 1920s.

301 Letter dated February 2, 1942 included in the *Congressional Record*, 3 February 1942, 1030.

302 “Soldiers’ Home Now Boasts 2 New Buildings,” *The Washington Post*, 7 December 1953.

303 “Soldiers’ Home Gates Once Used by Lincoln Are Shut Indefinitely,” *The Washington Post*, 2 February 1955.

304 Meeting Minutes of the United States Soldiers’ Home Board of Commissioners, May 1955, Box 107, Entry 8A, RG 231, National Archives Records Administration, Washington, D.C.; This legislation was to be part of a larger bill that centered around addressing membership at the Home. Congress never saw the bill because the membership portion of the bill was premature and not revisited until the 1970s.

305 Meeting Minutes of the United States Soldiers’ Home Board of Commissioners, November 1968, Box 107, Entry 8A, RG 231, National Archives Records Administration, Washington, D.C.; The Board of Commissioner minutes from 1956 detail a murder on the grounds in 1955 that appears to have been a catalyst for the increased security measures.

306 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War Department for the fiscal year ended June 30, 1901* (Washington, D.C.: Government Printing Office, 1901), 513.

307 U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” *Annual Report of the War*

Department for the fiscal year ended June 30, 1903 (Washington, D.C.: Government Printing Office, 1903), 260. Report of Louis LaGarde.

308 “Ex-WAC is First Woman to Enter Soldiers’ Home,” *The Washington Star*, 2 September 1955.

309 Meeting Minutes of the United States Soldiers’ Home Board of Commissioners, March 1967, Box 107, Entry 8A, RG 231, National Archives Records Administration, Washington, D.C.

310 Ibid.

311 Ibid.

312 *Appropriations for the Departments of Labor, and Health Education, and Welfare, and Related Agencies*, HR 10196, 90th Cong., 1st sess., 1967.

313 *Appropriations for the Departments of Labor, and Health Education, and Welfare, and Related Agencies*, 1968, 90th Cong., 1st sess., 1967, H. Rep. 729; The land-grab dispute was publicized in an article form the *Army Times* on 25 October 1967, entitled “A Plan to Steal Soldier Property.”

314 Meeting Minutes of the United States Soldiers’ Home Board of Commissioners, June 1969, Box 107, Entry 8A, RG 231, National Archives Records Administration, Washington, D.C.

315 U.S. Army Engineering District, Baltimore Corps of Engineers, *Master Plan Basic Information Maps: Analysis of Existing Facilities, United States Soldiers’ Home, Washington, D.C.*, 2-3.

316 *Conference Report on the Departments of Labor, Health, Education, and Welfare, and Related Agencies Appropriation Bill*, 1970, 91st Congress, 1st sess., H. Rep. 391, July 1969.

317 Meeting Minutes of the United States Soldiers’ Home Board of Commissioners, July 1970, Box 107, Entry 8A, RG 231, National Archives Records Administration, Washington, D.C.

318 Ibid.

319 Ibid.

320 Geier Brown Renfrow Architects, Land and Community Associates, and Traceries, “United States Soldiers’ and Airmen’s Home, Washington, D.C., Preservation Plan” (report prepared for the Department of the Army, Project No. 223, Washington, D.C., 1985).

321 *Armed Forces Retirement Home Act of 1991*, Public Law 101-510, *U.S. Statutes at Large* 104 (1990): 1485, Title XV Section 1511.

322 Ibid, Section 1511(b).

323 Ibid, Section 1515.

324 Ibid, Section 1542.

325 Rhodeside & Harwell, Incorporated, “Master Plan For The United States Soldiers’ and Airmen’s Home, Washington, D.C., Analysis of Existing Conditions,” (April 1994).

326 *National Defense Authorization Act for Fiscal Year 1997*, Public Law 104-201, *U.S. Statutes at Large* 110 (1996), 2422.

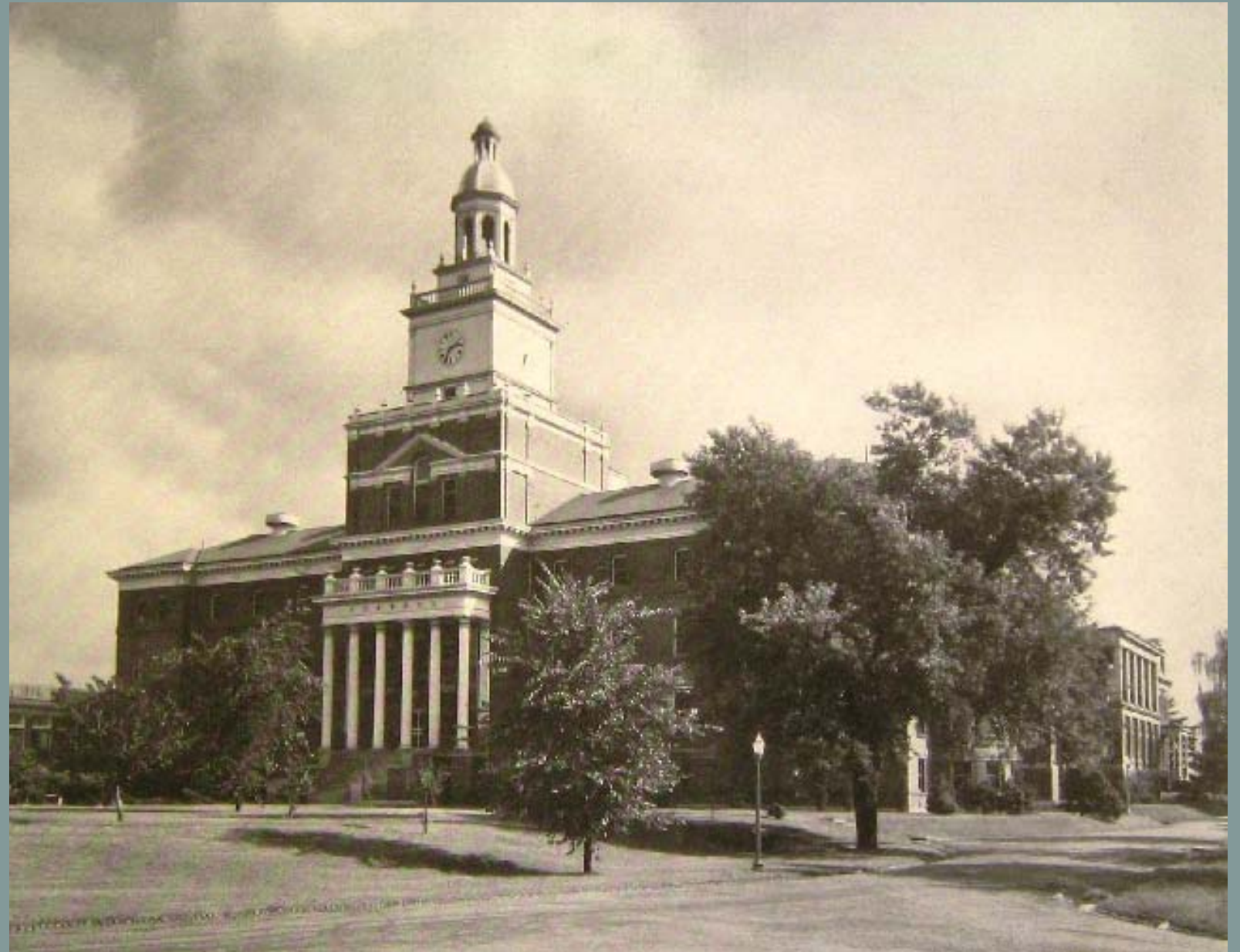
327 *Strom Thurmond National Defense Authorization Act for FY99*, Public Law 105-261, *U.S. Statutes at Large* 112 (1998), 1920.

328 *National Defense Authorization Act for FY2002*, Public Law 107-107, *United States Statutes at Large* 115 (28 December, 2001), 1012; See also 24 U.S.C. Section 411.

329 The five major branches of the armed forces are the Army, Air Force, Navy, Marine Corps, and Coast Guard.

330 National Capital Park Commission, “Comprehensive Plan for the National Capital: Federal Elements” adopted 5 August 2004.

CHAPTER 4: EVALUATION OF SIGNIFICANCE



ARMED FORCES RETIREMENT HOME-WASHINGTON HISTORIC PRESERVATION PLAN



CHAPTER 4: EVALUATION OF SIGNIFICANCE

This chapter of the Historic Preservation Plan (HPP) provides substantial support for proceeding to secure a National Register of Historic Places (National Register) listing for Armed Forces Retirement Home-Washington (Home or AFRH-W), and forms the basis for Armed Forces Retirement Home’s (AFRH) decision to nominate the property in its entirety for inclusion in the National Register as the AFRH-W Historic District.

Following a statement of the current landmark status, this chapter presents the standards and methodology used to evaluate the property, leading to an evaluation of the Home’s significance and integrity using the National Register criteria. It puts forward the findings of this evaluation, including the Home’s classification as an historic district, the identification and basis for the selection of the associated periods and areas of significance, the identification and justification for the boundaries for the proposed historic district, and a statement of significance.

CURRENT LANDMARK STATUS

The Home has long been recognized for its importance as the nation’s oldest residential facility serving aged and disabled soldiers of the United States Army (and, later, Marines, Air Force, and Navy), as well as for its contribution to the District of Columbia as an expansive designed landscape. Formal recognition of various aspects of its historic significance was granted by both the District of Columbia and the federal governments to parts of the Home beginning in 1964. The District of Columbia’s initial designation addressed Anderson Cottage (Lincoln Cottage, Building 12) and the Main Building (Sherman Building, Building 14).¹ The federal designation was extended to a broader area that encompassed Anderson Cottage and the first three buildings constructed by AFRH: the Main Building, Quarters One (Building 1), and Quarters Two (Building 2). Additionally, the District of Columbia State Historic Preservation Office (DC SHPO) determined the Home eligible for listing in its entirety in 1988.

Each of the designated resources continues to maintain an honorific status and affords the designated area certain protections that require consultations with federal and local authorities and members of the public who have an interest in changes made to the designated portions of the property.² The narrative supporting the designations is limited in scope, focusing primarily on the architectural and historic significance of the buildings.

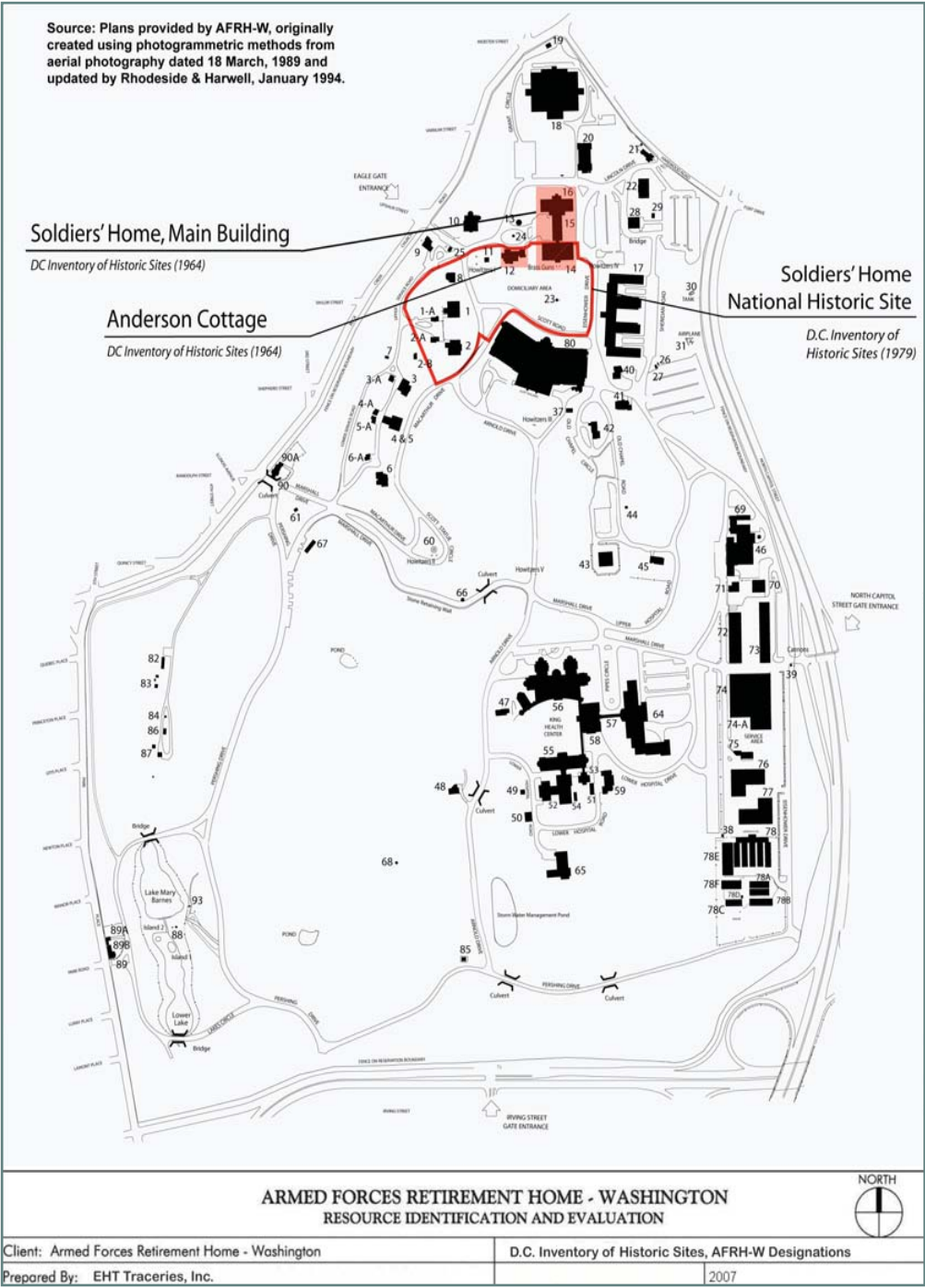


Figure 4.1: D.C. Boundaries of D.C. Historic Site for the Home, as defined in the D.C. Inventory of Historic Sites (EHT Tracerics, Inc., 2007; base map provided by Rhodeside and Harwell, 1994)

NATIONAL REGISTER OF HISTORIC PLACES DETERMINATION OF ELIGIBILITY

The DC SHPO determined the entire acreage of the Home (known at the time as the United States Soldiers’ and Airmen’s Home) eligible for listing in the National Register in 1988, when the acreage exceeded 318 acres. The National Historic Preservation Act (NHPA) required that Section 106 consultations be conducted prior to the demolition of the Barnes Building and construction of an Intermediate Care Facility (ICF). During these consultations, DC SHPO, in consensus with AFRH, made the determination that the entire land area forming the Home was eligible for listing in the National Register as an historic district. This determination is recorded in a staff report to the District of Columbia Historic Preservation Review Board (HPRB), acting as the State Review Board.³ At the time of the determination, AFRH’s Board of Commissioners agreed to prepare and submit a nomination for the campus as an historic district. This nomination was not prepared; however, in NHPA Section 106 review, the determination of eligibility in itself is sufficient to consider the entire campus as an historic property; and thus provides the same level of protection and review as if formally listed in the National Register of Historic Places.

DISTRICT OF COLUMBIA INVENTORY OF HISTORIC SITES

The first designation came on November 9, 1964, when the District of Columbia named the “Corn Rigs-Anderson Building” (Lincoln Cottage, Building 12) and the Main Building in its entirety (Buildings 14, 15, and 16), District of Columbia Historic Landmarks in recognition of their outstanding national and local significance. These buildings were included on a list of approximately 300 local buildings recognized by the Joint Committee on Landmarks as outstanding features representing the District of Columbia.⁴ This list became the basis for the current District of Columbia Inventory of Historic Sites, established in 1978 in compliance with District of Columbia’s Historic Landmark and Historic District Protection Act.⁵

On March 3, 1979, the Joint Committee on Landmarks designated a portion of the Home as an historic district and listed it in the District of Columbia Inventory of Historic Sites. The boundaries for the historic district encompass Lincoln Cottage (Building 12), Sherman Building (Building 14 only), Officer’s Quarters One (Building 1), Officer’s Quarters Two (Building 2), and the immediately adjacent land.

The District of Columbia Historic Landmark and Historic District Protection Act requires approval of alterations to buildings or districts listed in the District of Columbia Inventory of Historic Sites by HPRB.⁶ However, since the Home is a federally-owned property, the local landmark law does not apply. Instead, any alterations to the Lincoln Cottage (Building 12), any part of the Sherman Building (Buildings 14, 15, and 16), or any construction activity undertaken within the United States Soldiers’ and Airmen’s Home National Historic Site are subject to compliance with Sections 106 and 110 of the NHPA.

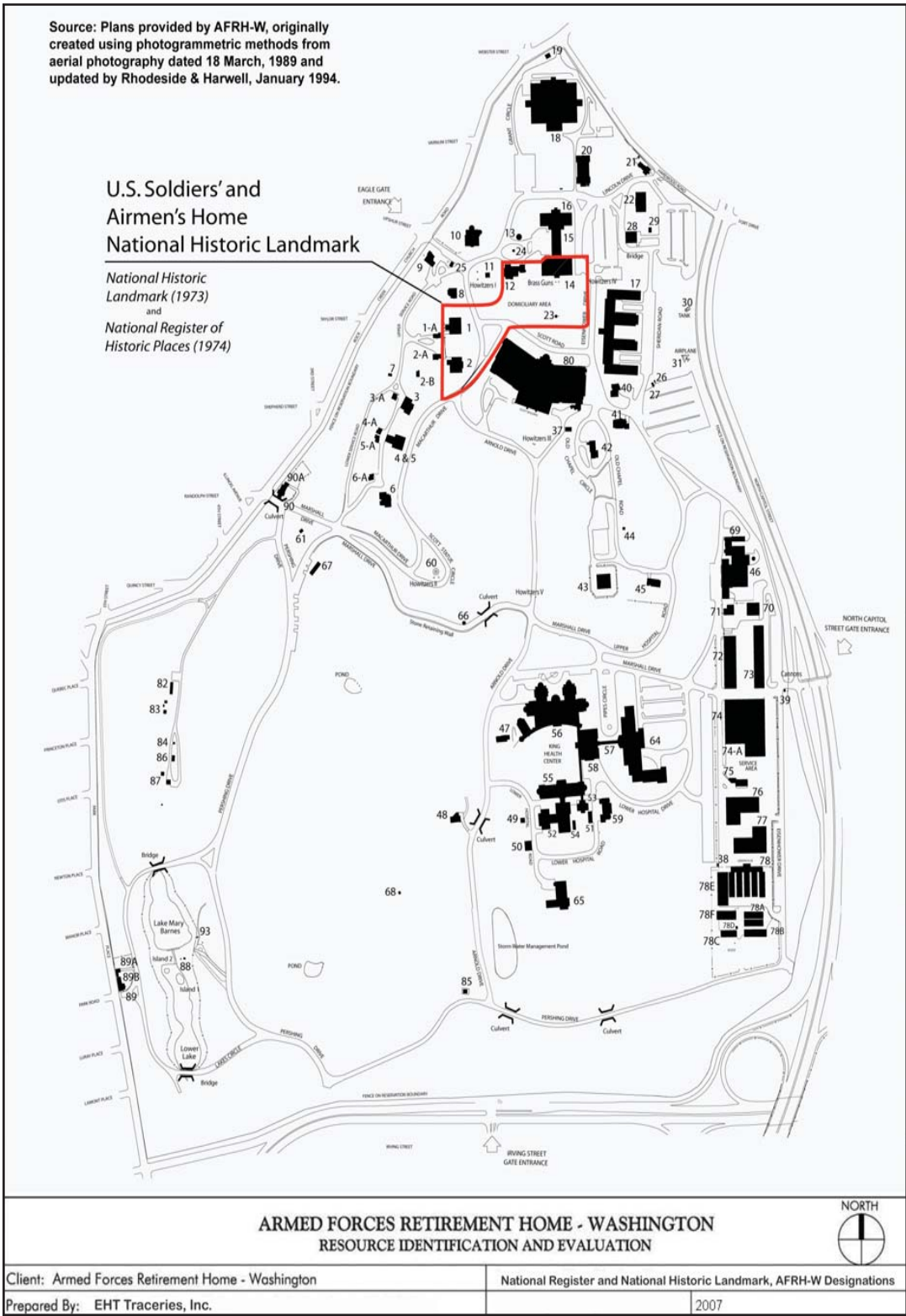


Figure 4.2: National Register and National Historic Landmark boundaries for the Home (EHT Tracerics, Inc., 2007; base map provided by Rhodeside and Harwell, 1994)

NATIONAL HISTORIC LANDMARK

On November 7, 1973, in recognition of the Home’s outstanding national significance, the federal government designated a portion of the property as a National Historic Landmark (NHL). This designation is documented with the concomitant listing of the small area in the National Register of Historic Places.⁷ It is listed as “United States Soldiers’ and Airmen’s Home” and also can be found as the “United States Soldier’s Home.”

The designation focuses on the historical development during the initial years as illustrated through the earliest buildings at the Home, but does address landscape issues and the rest of the property. The NHL recognizes four buildings at the Home. These buildings, which are the first buildings occupied and/or built by AFRH, are Lincoln Cottage (Building 12), Main Building (Building 14 only - the oldest portion of the three-part Sherman Building, which is the southern portion completed in 1857 to the design of Lieutenant Barton S. Alexander), Officer’s Quarters One (Building 1), and Officer’s Quarters Two (Building 2). The boundaries adopted for the NHL are the same as those defined by the District of Columbia Historic District listing.

The 1973 listing of the NHL in the National Register requires that any federal agency contemplating an undertaking that might adversely affect the integrity of the property to comply with Sections 106 and 110 of the NHPA.

NATIONAL MONUMENT

President William Jefferson Clinton, in a public proclamation signed July 7, 2000, declared Anderson Cottage (Lincoln Cottage, Building 12) as a national monument to be known as the “President Lincoln and Soldiers’ Home National Monument” in recognition of its outstanding national significance.⁸ The national monument consists of a 2.27-acre rectangular area extending north from Anderson Cottage and including the Bandstand (Building 11) and Water Tower (Building 13).⁹ President Clinton’s designation represents the highest honor and degree of protection afforded to historic properties under the laws of the United States.

A cooperative agreement was established between the National Trust for Historic Preservation and the U.S. Soldiers’ and Airmen’s Home, with two modifications (2001 and 2004), that enables the two parties to share in the preservation and rehabilitation of Lincoln Cottage.¹⁰ AFRH and the National Trust for Historic Preservation entered into a programmatic agreement in 2005 that permits the National Trust to research and restore Lincoln Cottage, and to interpret and manage 2.3 acres that comprise the United States Soldiers’ Home National Historic Landmark, including “a circa 1890 stone water tower, a circa 1890 summerhouse, and a circa 1906 bandstand.”¹¹

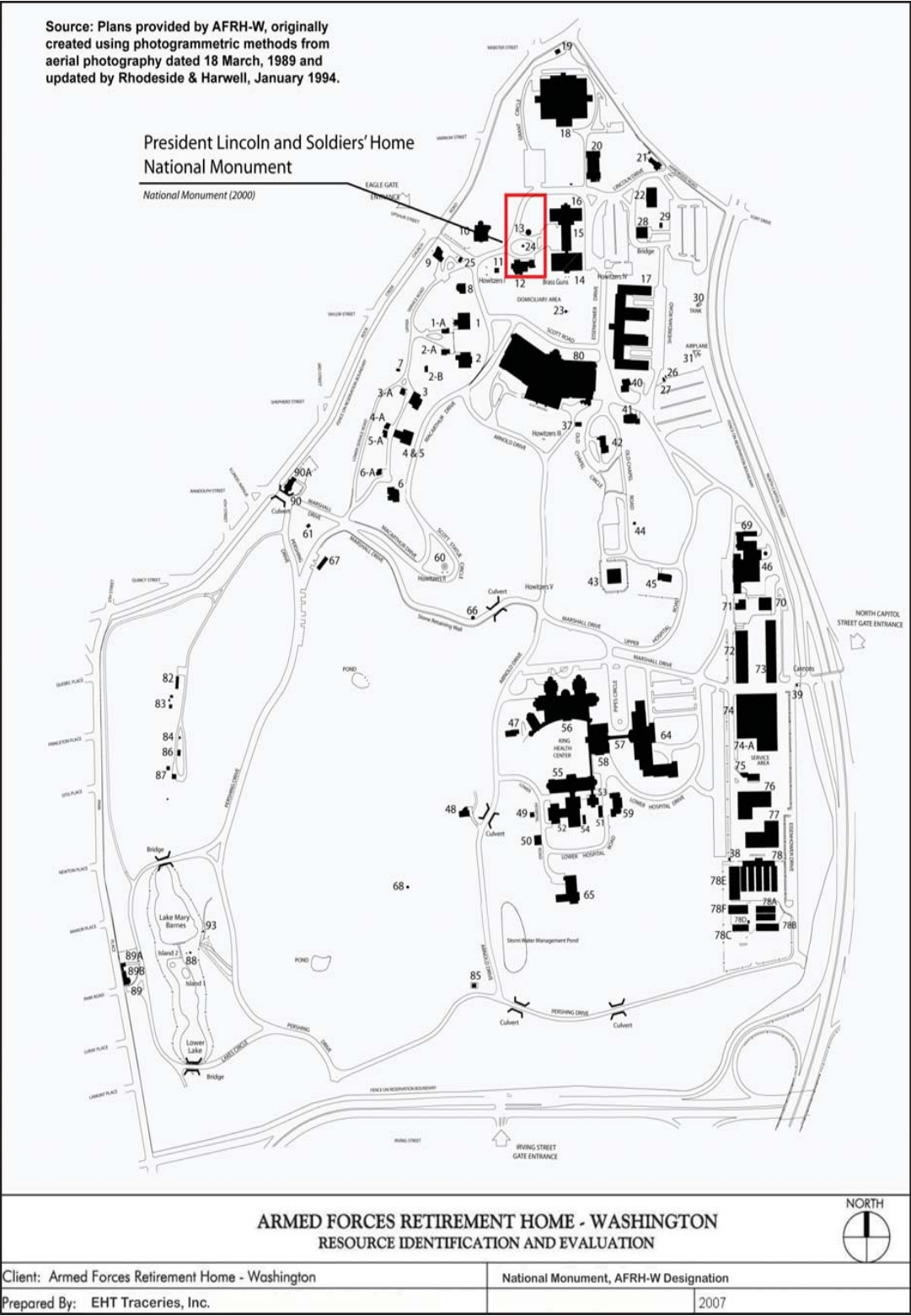


Figure 4.3: National Monument boundaries for the Home (EHT Traceries, Inc., 2007; base map provided by Rhodeside and Harwell, 1994)

EVALUATION FOR LISTING IN THE NATIONAL REGISTER OF HISTORIC PLACES

BASIS FOR THE EVALUATION

The National Register “is the nation’s inventory of historic places and the national repository of documentation on the variety of historic property types, significance, abundance, condition, ownership, needs, and other information.”¹² Created by the NHPA and implemented by 36 CFR Part 60, the National Register “was designed to be and is administered as a planning tool.”¹³ Through the National Register’s Criteria for Evaluation, federal planners and historic preservation professionals evaluate historic properties for their eligibility for listing in the National Register.¹⁴

It is incumbent upon federal agencies and their delegates in the NHPA Section 106 process to ensure that historic properties are identified and evaluated by applying the National Register Criteria for Evaluation. This standard includes not only historic properties previously not identified and/or inventoried, but also historic properties inventoried in the past — even those already listed in the National Register.

Evaluation is based on the requirements of the NHPA as interpreted by relevant regulations and National Register Bulletins, *How to Apply the National Register Criteria for Evaluation*, *How to Evaluate and Nominate Designed Historic Landscapes*, *Guidelines for Local Surveys: A Basis for Preservation Planning*, *Defining Boundaries for National Register Properties*, *How to Complete the National Register Registration Form*, and *Guidelines for Evaluating and Documenting Rural Historic Landscapes*. To be eligible for listing in the National Register, a property must:

- Meet at least one of the four National Register Criteria for Evaluation;
- Be associated with at least one important historic context; and
- Retain its historic integrity of features necessary to convey its significance.¹⁵

EVALUATION METHODOLOGY

The National Park Service (NPS) prescribes the standards and methodology for the evaluation of properties for listing in the National Register in its Bulletin *How to Apply the National Register Criteria for Evaluation*. The methodology requires consideration of five steps:

1. Classify the Property as a resource type;
2. Determine which prehistoric or historic context(s) the property represents;
3. Determine whether the property is significant under the National Register Criteria for Evaluation;
4. Determine if the property represents a type usually excluded from the National Register. If so, determine if it meets any of the Criteria Considerations; and
5. Determine if the property retains integrity.¹⁶

EVALUATION PROCESS

Following is a step-by-step evaluation of the determination as to whether the Home qualifies for listing in the National Register.

STEP 1: CLASSIFY THE PROPERTY AS A RESOURCE TYPE.¹⁷

EVALUATION PROCESS: The first step in the evaluation process is categorization, or classification of the property as a particular resource type. This requires a determination as to whether the property is a building, object, structure, district, or site, as defined by the NPS. It is important to note that a formal and legally binding listing in the National Register acknowledges the significance of a property whether it is a building, object, structure, district, or site. The terms “property” and “resource” are often use interchangeably. Therefore, for the purposes of the HPP, the term “property” is used to indicate the 272-acre Home in its entirety (including all buildings, structures, objects, and sites), while “resource” indicates the specific buildings, structures, objects, and sites that are within and/or contribute to the property individually.

Because the Home is a complex grouping of built resources directly associated with a designed landscape, this study focused on the property both as an historic district and as an historic site. Contemporary preservation practice directs this approach. In 1989, the NPS initiated the inclusion of landscapes in the National Register by classifying them as “sites.” Landscapes are typically categorized as one of three possible forms: a designed landscape, a rural landscape, or a cultural landscape, and may contain resources (buildings, structures, objects, sites, and districts).¹⁸ Therefore, historic designed landscapes, such as the Home, may be eligible for listing in the National Register as a site as well or instead of as an historic district.

As such, it is necessary and appropriate to look to National Register standards for evaluating both historic districts and sites (in this case, designed landscapes) to select the appropriate approach. Described below are the National Register definitions for historic district and site.

Historic District: A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.¹⁹

Historic Site: Designed Landscape: A landscape that has significance as a design or work of art; was consciously designed by a master gardener, landscape architect, architect, or horticulturalist to a design principle, or an owner or amateur using a recognized style or tradition in response or reaction to a recognized style or tradition; has a historical association with a significant person, trend, event, etc. in landscape gardening or landscape architecture; or a significant relationship to the theory or practice of landscape architecture.²⁰

The National Register defines seventeen types of designed landscapes. Large or complex designed landscapes, such as the Home, may consist of more than one type. The Home is a campus and institutional grounds with monuments, grounds designed or developed for outdoor recreation, parkways, drives, and trails, and bodies of water. When there is more than one type of designed landscape, the predominant type applies.

DETERMINATION AND ASSESSMENT OF THE HOME’S PROPERTY CATEGORIZATION: In 1988, DC SHPO determined that the Home was eligible for listing in the National Register as an historic district.²¹

In addition, the National Register’s guidelines direct that the Home can be defined as a designed landscape that is predominantly a campus and institutional grounds. Therefore, the present 272-acre Home can be categorized as eligible for listing as “site” (designed landscape-campus and institutional grounds).

The Home is a combination of two categories: district and site; however, the National Register standards direct a single categorization. The NPS also states that properties with large acreage or a number of resources are usually considered historic districts.

Findings Regarding the Home’s Property Categorization: The Home is categorized as an historic district.

STEP 2: DETERMINE WHICH PREHISTORIC OR HISTORIC CONTEXT(S) THE PROPERTY REPRESENTS.

EVALUATION PROCESS: The second step in the National Register evaluation process has two parts:

1. The identification of prehistoric or historic context(s) or area(s) of significance associated with the property to determine if the property possesses significance in American history, architecture, archeology, engineering, or culture when evaluated within the historic context of a relevant geographic area; and
2. The determination of period(s) of significance that reflects the appropriate timeframe when the area(s) of significance was associated with the property.

PROCESS FOR DETERMINING AREA(S) OF SIGNIFICANCE: The National Register directs the association of broad historic contexts with defined area(s) of significance. An area of significance articulates how a property and its individual resources fit into the broad contexts of American history, architecture, archeology, engineering, or culture and provides a tool for understanding the specific property’s eligibility for listing in the National Register of Historic Places.

In accordance with National Register criteria, the area(s) of significance should relate to one of the following:

1. An event, series of events or activities, or patterns of an area’s development (Criterion A);
2. Association with the life of an important person (Criterion B);
3. A building form, architectural style, engineering technique, or artistic values, based on a stage of physical development, or the use of a material or method of construction that shaped the historic identity of an area (Criterion C); or
4. A research topic (Criterion D).

How the theme(s) of the historic context is significant in the history of the local area, the State, or the nation is determined by organizing properties into coherent patterns based on thirty elements defined by the National Register. The themes are:

- | | |
|--------------------------------------|--------------------------|
| • Agriculture | • Health/Medicine |
| • Architecture | • Industry |
| • Archeology | • Invention |
| • Art | • Landscape Architecture |
| • Commerce | • Law |
| • Communications | • Literature |
| • Community Planning and Development | • Maritime History |
| • Conservation | • Military |
| • Economics | • Performing Arts |
| • Education | • Philosophy |
| • Engineering | • Politics/Government |
| • Entertainment/Recreation | • Religion |
| • Ethnic Heritage | • Science |
| • Exploration/Settlement | • Social History |
| | • Transportation |
| | • Other |

The nine areas of significance identified for their association with AFRH and the Home are explained below to aid in determining the property’s significance:²²

1. Military: *the system of defending the territory and sovereignty of a people.*²³

Originally known as the Military Asylum, AFRH has operated throughout its history as a retirement home for aged and disabled veterans of America’s armed forces. The Board of Commissioners and the Home’s administration were composed of U.S. Army officers whose membership was mandated by Congress. As a result, numerous military officers who played key roles in the military history of the country, including such luminaries as General Winfield Scott, General William T. Sherman, General Philip Sheridan, and Surgeon General Joseph K. Barnes, have been associated with the operation of the Home as members of Board of Commissioners. Although the Home was not the site of direct military action, the Union Army used its grounds (the tower [now replaced] of the Main Building [Sherman Building, Building 14]) and certain trees located at the property’s southern boundary) as a Civil War signal post. As the second highest point in the District of Columbia, the Home afforded President Abraham Lincoln the opportunity to view random skirmishes that occurred nearby while residing there. In 1862, Companies D and K of the 150th Pennsylvania regiment encamped at the Home, charged with the protection of their Commander in Chief. Lincoln often heard the soldiers’ legitimate needs and complaints first-hand and was better able, he believed, to assess the state of the military.²⁴ There is extensive historical documentation that shows Abraham Lincoln resided at the Home during a time when he formulated many of his wartime decisions and is known to have consulted with generals, cabinet members, and legislators on military strategy while at the Home during the “heated seasons” of 1862 to 1864.²⁵

2. **Politics/Government:** *the enactment and administration of laws by which a nation, State, or other political jurisdiction is governed; activities related to political process.*

The Home played a significant role in American political history particularly because of its association with President Abraham Lincoln. One of the four sitting United States presidents known to have summered at the Home, Lincoln served during one of the most turbulent periods in American history. The Civil War (1861-1865) broke out during his presidency and the issue of slavery and its abolition dominated American society in the first half of the nineteenth century. The Home played a pivotal role in this period as the site where Lincoln further developed his emancipation policy and worked on the final draft of the Emancipation Proclamation (made public September 23, 1862), launching the end of legalized slavery in the United States.²⁶

3. **Social History:** *the history of efforts to promote the welfare of society; the history of society and the lifeways of its social groups.*

As the nation's first residential facility for aged and disabled soldiers from the regular Army (and the second national military home following the Navy), AFRH has played a significant leadership role in the development of geriatric services, providing care and security to the residents of the Home. Further, the idea for asylum or homes for soldiers in need, soon blossomed around the United States with the organization of the National Soldiers Homes that cared for volunteer soldiers as well as those enlisted in the regular Army. Soon state- or city-sponsored facilities were established nationwide.

4. **Health/Medicine:** *the care of the sick, disabled, and handicapped; the promotion of health and hygiene.*

The institution began its existence in 1851 as a care facility for invalid and disabled veterans of the regular Army. At its outset, AFRH provided housing, meals, and medical care to qualified veterans at the Home. Its mission and scope expanded in 1872 with the construction of separate hospital facilities. The Barnes Hospital was a model of advanced medical technologies and services. As the hospital expanded into a complex, it continued to demonstrate important improvements in the field of medicine.

5. **Architecture:** *the practical art of designing and constructing buildings and structures to serve human needs.*

The Home exhibits a tradition of high-quality design executed by master architects, beginning with an 1842 Gothic Revival-style residence (Lincoln Cottage, Building 12) and continuing through the building campaigns of the first quarter of the twentieth century. The building stock constructed by the Board of Commissioners represents nearly a century of collaboration among some of the nation's leading master architects and builders. The first buildings – the Main Building (Sherman Building, Building 14) and Quarters One and Two (Buildings 1 and 2) designed by Army Corps of Engineer Lieutenant Barton S. Alexander, and wood-frame buildings erected by the original contractor – mark the initial stage of significant architectural development by the government institution. Primarily constructed in five major building

campaigns, 1852-1857, 1868-1881, 1887-1895, 1905-1910, and 1914-1920, each was executed using the dominant aesthetic vocabularies of public and private architecture of the period. The principal buildings are outstanding high-style representations of their respective architectural styles. The Cemetery Gate House (Building 21), an exceptional presentation of a Gothic Revival-style cottage, was constructed in 1873 with John L. Smithmeyer serving as architect. Sherman North (Building 16) was completed in 1887 to the designs of Poindexter and Flemer and is an excellent interpretation of the Romanesque Revival style. William Poindexter's Administration Building (Building 10) of 1905 is an early example of the Renaissance Revival style. The imposing Colonial Revival-style Forwood Building (Building 55) constructed in 1906 is the twentieth-century centerpiece of the hospital complex. The Mess Hall (Building 57) illustrates the Colonial Revival style as promoted by Alfred Granger. The buildings constructed at the Home represent the work of both locally and nationally prominent architects, such as Smithmeyer and Poindexter, Edward Clark, and the local firm of Wood, Donn and Deming. The period from 1851 through 1951 also reflects conscientious planning in the location and execution of major architectural commissions that created a campus-like feeling and maintained the therapeutic and pastoral qualities of the built and natural landscape. Despite the existence of resources that departed from these guiding principles during the second half of the twentieth century, the significant characteristics and key historical elements exhibited in the Home's architecture remain largely intact.

6. **Landscape Architecture:** *the practical art of designing or arranging the land for human use and enjoyment.*

The land encompassing George Washington Riggs' property and its vicinity was a rural setting in the hills above the city of Washington when the Board of Commissioners purchased it in 1851 as the Washington branch of the newly established U.S. Military Asylum. The Riggs period (1842-1851) captures the picturesque aesthetic promoted by the notable American horticulturalist and landscape gardener Andrew Jackson Downing. Derived from theories introduced by English landscape gardener John Claudius Loudon, Downing's principles have influenced generations of American architects and landscape architects and are visible in the designed landscape of the northernmost reaches of the Home. Following the Civil War through the 1880s, George McKimmie, an accomplished landscape designer, worked with the Board of Commissioners (primarily the president of the Board, Surgeon General Joseph K. Barnes, with support from the Home's governors General Thomas G. Pitcher and General Joseph H. Potter) to create a landscape for the campus that expressed the design principles of the great public parks of the late nineteenth century. Probably influenced by the success of Calvert Vaux and Frederick Law Olmsted and their 1858 Greensward Plan for the design of Central Park, the Board of Commissioners devised a landscape design that incorporated many of the features that would become dominant elements in the aesthetics of nineteenth-century America. As evidence of the success of the design, the key buildings, structures, and the grounds of the Home were the backdrop for artistic endeavors, notably as photographic subjects. Evidence of this is the publication of no fewer than four picture books between 1891 and 1931.²⁷ In addition, public reference to the beauty and use of the landscape were consistently recorded during the Home's period of significance (1842-1951). In the late nineteenth century, the prominence of the Home's expansive designed landscape within the District of Columbia and its increasing use

by the public as a park led to the inclusion of the Home in the 1902 Plan for the Improvement of the Park System of the District of Columbia at the insistence of the Senate. As a manifestation of the City Beautiful Movement in Washington, the authors of the plan envisioned the Home as part of a greenway around the city that connected existing and planned green spaces and waterways. Despite the later sale and transfer of substantial parcels from the southern and eastern portions, the remaining 272-acre property retains many significant characteristics and key historical elements of the original landscape design implemented from 1868 through the 1880s. The Home remains a significant and intact designed landscape that, together with the built resources, continues to illustrate the nineteenth-century landscape principles upon which its design was based.

7. **Entertainment/Recreation:** *the development and practice of leisure activities for refreshment, diversion, amusement, or sport.*

From 1868 to 1883, the Board of Commissioners focused on transforming the grounds from an agricultural landscape into a park that would be available for use by the public, as well as the residents. These changes afforded District of Columbia residents many opportunities to use the property, particularly for equine-related activities. Key elements of the landscape were designed to serve recreational and cultural purposes including the lakes, bandstands, and curvilinear drives intended for equipage sightseeing. Many of the developments undertaken by the Board of Commissioners in the late 1880s and into the twentieth century were geared toward providing recreational activities to the residents to reduce suicides, alcohol abuse, depression, and other ills associated with aging, illness, and idleness. The modest library collection was expanded within a new building, billiards and bagatelle facilities were provided, theatrical and choral performances and social clubs were introduced, fishing and hunting were permitted, paved pedestrian paths were added, and a golf course and tennis courts were laid out, all for use by the residents of the Home.

8. **Agriculture:** *the process and technology of cultivating soil, producing crops, and raising livestock and plants.*

Many of the Home’s relict fields were devoted to raising feed for the cattle and other livestock. Although the original goal of self-sufficiency was never fully achieved, the agricultural activities were a key component of the Home’s character during its first century. The farm was a nationally significant resource between 1907 and 1951 for its tuberculosis-free herd and its use as an experimental facility to test breeding techniques and feed storage. The AFRH received the first United States Department of Agriculture (USDA) certificate awarded for its tuberculosis-free dairy herd at the Home.

9. **Archeology:** *the study of prehistoric and historic cultures through excavation and the analysis of physical remains.*

Historic maps indicate sites of demolished buildings and structures that have the potential to contain historic archeological resources.²⁸ Additionally, although the Home was not the site of skirmishes during the Civil War, several companies were encamped on the grounds between 1861 and 1865.

Findings Regarding the Home’s Areas of Significance: The identification and analysis of the Home finds that it has association with nine themes or areas of significance related to the broad context of American history, architecture, archeology, and culture.

The Home holds significance under the following areas of significance, which are listed in order of importance:

- 1. Military
- 2. Politics/Government
- 3. Social History
- 4. Health/Medicine
- 5. Architecture
- 6. Landscape Architecture
- 7. Entertainment/Recreation
- 8. Agriculture
- 9. Archeology

Process for Determining Period(s) of Significance: To complete the evaluation of the significance of the property, it is necessary to establish a period or periods of significance. Defined as “the length of time when a property was associated with important events, activities, or persons, or attained the characteristics that qualify it for National Register listing,” a National Register period of significance is intended to capture significant milestones (dates) as well as ranges of years that include important events.²⁹ Historic properties like the Home may have several periods of significance, each associated with the individual criteria for which the property is eligible for listing in the National Register. The National Register provides guidelines for the application of period of significance, explaining that a property must retain integrity for all periods of significance, that continued use or activity does not necessarily justify continuing periods of significance, and that events occurring within the last fifty years must be exceptionally important to be recognized as important.³⁰

Determination and Assessment of the Home’s Period(s) of Significance: The property’s initial period of significance is specifically defined as the tenure during which George Washington Riggs owned, improved, and occupied the farmland between 1842 and 1851. The most significant resource identified with this period of significance is Corn Rigs (Lincoln Cottage, Building 12), the circa 1842 cottage that stood as the centerpiece of the estate. Used by Riggs as a summer retreat, the Gothic Revival-style cottage was designed and constructed by builder William H. Degges and is a focal point of the property today. The former sites of Riggs’ agricultural buildings and the Carlise Cottage are also associated with this initial period of significance, although those resources are no longer extant.

Shortly after the Military Asylum was established (March 1851) and the Riggs farm was purchased (December 1851), the U.S. Army occupied the existing farm buildings within the boundaries of the former Riggs property. Construction activities began in 1852 with the erection of a flagstaff, signaling the establishment of a military installation, and the first three masonry buildings intended to serve the Military Asylum’s role as a retirement home for disabled and invalid soldiers of the regular Army. The development of buildings, structures, objects, and sites create a second period of significance that extends from 1851 to 1951. Many of the elements of the Home’s built environment were constructed during five intensive building campaigns compressed into brief time periods (1852-1920) within the Home’s history, while the landscape was primarily developed from 1868 through 1882. Development of the buildings and designed landscape (and its individual features) reflects changes

in AFRH’s governance and illustrates internal pressures and events (*e.g.*, population increases, infrastructure requirements). External factors, particularly congressional intervention, District of Columbia development projects, and citywide planning, affected the Home, particularly with the transfer of the southern and eastern portions of the property for development of Washington Hospital Center and the Veterans’ Administration Hospital and the extension of Irving Street to the south and North Capitol Street to the east. Cumulatively, the Home’s period of significance can be framed between its 1851 creation and the 1951 liquidation of its remaining agricultural assets (including its extensive farm and dairy herd) and disposal of the southern portion of the property (eastern portion was sold in 1958).

Findings Regarding the Home’s Period(s) of Significance: Two contiguous periods of significance have been identified for the Home. These periods extend from the ownership of the property by George Washington Riggs starting in 1842 and ending in 1851 with the property’s purchase by the government for use as a U.S. Military Asylum through 1951, concluding with the introduction of changes incompatible with property’s significance. The periods of significance for the Home are tied to National Register Criterion A (historic events and broad patterns of history), Criterion B (persons significant in our past), Criterion C (architecture, landscape architecture, and work of masters), and Criterion D (information potential).

TABLE 4.1 PERIODS OF SIGNIFICANCE		
Period	Date Range	
“Corn Rigs:” George W. Riggs Farm	1842-1851	Period of Significance I 1842-1851
The Military Asylum	1851-1858	Period of Significance II 1851-1951
The Soldiers’ Home	1859-1865	
Building a Park	1866-1883	
Establishing A Balance	1883-1900	
Planning for the New Century	1901-1918	
The Granger Master Plan and Beyond	1919-1940	
World War II and Cold War Planning	1941-1951	
Modified Master Plans	1952-1968	
Reassessing for the Future	1969-present	

STEP 3: DETERMINE WHETHER THE PROPERTY IS SIGNIFICANT UNDER THE NATIONAL REGISTER CRITERIA FOR EVALUATION.

Evaluation Process: This step requires identifying the links between the property’s identified areas of significance to important events or persons, design or construction features, or information potential and determining the significance of those links.

The National Register of Historic Places Criteria states:

- The quality of *significance* in American history, architecture, archeology, and culture is present in buildings, structures, objects, sites and districts that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:
- A.

That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B.

That are associated with the lives of persons significant in our past; or
- C.

That embodied the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction; or
- D.

That have yielded, or may be likely to yield, information important in prehistory or history.

Determination and Assessment of the Home’s Significance: The Home is significant under the themes or areas of Military, Politics/Government, Social History, Health/Medicine, Entertainment/Recreation, Agriculture, Architecture, Landscape Architecture, and Archeology. The two periods of significance are (1) 1842 to 1851, when George Washington Riggs owned, improved, and occupied the farmland, and (2) 1851, when the Washington branch of the Military Asylum was established, to 1951 when the Board of Commissioners liquidated its remaining agricultural assets and disposed of the southern portion of the property.

Findings Regarding the Home’s Significance: As a result of its association with nine themes or areas of significance, the Home is significant to American history, architecture, archeology, and culture and it is:

- A.

Associated with events that have made a significant contribution to the broad patterns of our history;
- B.

Associated with the lives of persons significant in our past;
- C.

Embodies the distinctive characteristics of a type, period, or method of construction or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction; and
- D.

Has yielded and may be likely to yield information important in prehistory or history.

STEP 4: DETERMINE IF THE PROPERTY REPRESENTS A TYPE USUALLY EXCLUDED FROM THE NATIONAL REGISTER. IF SO, DETERMINE IF IT MEETS ANY OF THE CRITERIA CONSIDERATIONS.

Evaluation Process: Certain property types do not qualify for listing in the National Register. It is necessary to establish if the property represents a type usually excluded from the National Register. If so, determine if it is a property that meets any Criteria Considerations.

Determination and Assessment of the Home’s Resource Type and Potential for Exclusion: The Home’s categorization as an historic district is not a type usually excluded from the National Register. The Home does include religious resources, a few structures that have been removed, commemorative features, and resources that have not achieved significance within the past 50 years. However, these resources are integral part of the property, and can not be assessed individually. Therefore the Criteria Considerations are not applicable to the Home.

Findings Regarding the Home’s Resource Type Exclusion: The Home’s categorization as an historic district makes it eligible for listing in the National Register. Further, the individual resources at the Home that ordinarily are not considered eligible for the National Register are integral parts of the property, which has been defined as an historic district, and therefore will qualify for inclusion.

STEP 5: DETERMINE IF THE PROPERTY RETAINS INTEGRITY.

Evaluation Process: The last step of the evaluation process involves an assessment of the property’s historic integrity, essentially its ability to convey its significance. It is necessary to evaluate the property for specific aspects of integrity to determine if the level of integrity is sufficient to convey its significance. Assessing integrity requires defining the essential physical features, determining if those features are visible, comparing the property to similar properties, and determining which aspects of integrity are particularly vital and if they are present.

A historic property’s integrity is its ability to convey its significance by communicating information about its period(s) of significance and its associations with important people and events or its intrinsic value as a historic building, structure, object, site, or district.³¹ When evaluating the integrity of a district, “The majority of the components that make up the district’s historic character must possess integrity even if they are individually undistinguished...and the relationships among the district’s components must be substantially unchanged since the period of significance.”³² According to the National Register Bulletin, *How to Apply the National Register Criteria for Evaluation*, there are seven aspects of integrity that enable a historic property to convey its significance: Location, Design, Setting, Materials, Workmanship, Feeling, and Association.³³

Further, the National Register finds that landscapes “have unique attributes that often complicate the evaluation of integrity, but the degree to which the overall landscape and its significant features are present today must be evaluated.” The evaluation of integrity of landscapes calls for the answers to the following questions:

1. To what degree does the landscape convey its historic character?
2. To what degree has original material been retained?
3. Are changes to the landscape irrevocable or can they be corrected so that the property retains integrity?³⁴

Determination and Assessment of the Home’s Integrity:

1. **Location:** the place where the historic property was constructed or the place where related historic events occurred.

The 255-acre Riggs (including Scrivener acreage) property acquired in 1851 comprises the core of the Home. The administrative, residential, and hospital functions have remained in the core area throughout the institution’s history. Although once expanded to more than 500 acres, the original location of the Home is included within the existing boundaries. The current 272-acre tract includes the former Riggs farm, property purchased by George W. Riggs in anticipation of the sale to the federal government, and some of the land acquired during the second half of the nineteenth century. As it stands today, the property retains its integrity of location. An overwhelming majority of the individually evaluated resources also retain their integrity of location. Moreover, the property is in its original location, it has not been moved since established in December 1851 on the former Riggs property. Therefore, the Home has integrity of location.

2. **Design:** the combination of elements that create the form, plan, space, structure, and style of a property.

Corn Rigs, constructed in 1842 for banker George W. Riggs, was designed and constructed by Washington carpenter and builder William H. Degges, who based the dwelling’s specifications, in part, on drawings by prominent Philadelphia architect John Skirving. Corn Rigs was designed in the Gothic Revival style, an architectural expression that lent itself well not only to buildings but also to landscape design by incorporating unexpected vistas, winding paths, and greenery in a natural setting. Architects Alexander Jackson Davis and Gervase Wheeler, and landscape designer Andrew Jackson Downing were chief promoters of the style’s use, especially for residential buildings such as Corn Rigs that they termed “rural cottages.”

The buildings designed for the Military Asylum in the period between 1852 and 1920 illustrate the dominant aesthetic vocabularies of public and private architecture of the periods in which they were constructed. The principal buildings are outstanding high-style representations of their respective architectural styles, representing the Gothic Revival, Romanesque Revival, Renaissance Revival, and Colonial Revival styles.

As a unified entity, the property has a landscape that is a combination of designed and natural elements of buildings, structures, objects, and sites. The primary design of the landscape (1868-1882) extended to the south and east including land no longer a part of the Home or controlled by AFRH, which has been or is being developed for urban uses. The loss of the southern portion (and primary agricultural section) that encompassed the carefully designed Corcoran property

(Harewood) has diminished this aspect; however, the Home’s history of strategically acquiring property to create a contiguous perimeter continues to be reflected in the property’s western, northern, and northeastern boundaries. The organization of the circulation network continues to unite the existing 272-acres. Individual buildings and designed landscape resources within the eligible historic district retain their integrity of design. These factors indicate that the property retains its integrity of design.

- 3. **Setting:** the physical environment of a historic property. Evaluation of this aspect requires an assessment of intrusions (internal and external) to the recommended historic district and their impact on the district and its character-defining components.

Once located in the rural periphery outside the official boundaries of the federal city in Washington County, the property is now surrounded by urban development.³⁵ Dense residential development exists west of the Home, large-scale institutional development now is situated to the south, and the District of Columbia street system has encroached on the Home to the south and east. Although individual resources, typically screened from external developments by vegetation and topographical differences, retain their integrity in this category, the external changes result in a diminished setting for the Home.

- 4. **Materials:** the physical elements combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.

Although individual resources at the Home have been altered through the removal of historic materials and the addition of some incompatible materials, the property retains its integrity of materials. The addition of vinyl siding, composition shingle roofing, and other incompatible changes are viewed as reversible and this factor should be taken into account in future treatment plans for this historic property. Moreover, these changes were done by AFRH during its ownership of the property and reflect the mission to house and rehabilitate aged and disabled veterans. The Home has integrity of materials.

- 5. **Workmanship:** the physical evidence of the craftsmanship of a particular culture or people during any given period in history or prehistory.

The buildings constructed at the Home represent the work of both locally and nationally prominent architects, such as Gilbert Cameron, Lieutenant Barton S. Alexander, Smithmeyer and Poindexter, Edward Clark, and the firm of Wood, Donn and Deming. Evidence of original workmanship remains visible on built resources throughout the Home. This includes, but is not limited to, masonry work, carpentry, and metal forging, sections of the roadbeds, paths, and the designed plantings. Thus, the Home has integrity of workmanship.

- 6. **Feeling:** a property’s expression of the aesthetic or historic sense of a particular period.

Developed over a period of more than 150 years, the Home is a dynamic community that has adapted to accommodate the various changes in its population, internal economy, and mission in order to house and rehabilitate aged and disabled veterans. Although the contiguous periods of significance span a broad range of time from 1842 to 1951, the property conveys the feeling of an institutional campus. Further, the property continues to serve its original function as the

home of aged and disabled veterans. AFRH utilizes buildings and structures from the entire span of the periods of significance, and, importantly, retains the general feeling of the historic designed landscape advanced by the Board of Commissioners following the Civil War through the mid-twentieth century. Sections of the campus have been altered with the introduction of new construction and hardscape designed in accordance with the 1947 and 1953 master plans that are inconsistent and incompatible with the historically significant architecture and landscape, and which have an adverse effect on the property as a whole. However, despite the adverse impact of the partial implementation of the 1947 and 1953 master plans, the property retains its integrity of feeling.

- 7. **Association:** the direct link between an important historic event or person and a historic property.

Although the formal name has changed through various legislative actions and the composition of its residents has evolved because of the changing character of the U.S. military, AFRH’s mission and organization as a home for aged and disabled veterans of the U.S. Armed Forces remains constant. As a whole, the resources at the Home convey their association through the ongoing operation as a military retirement community. Therefore, the Home retains its integrity of association.

The evaluation of integrity of landscapes finds:

- 1. **To what degree does the landscape convey its historic character?**³⁶

The major change affecting the landscape of the Home is the elimination of the agricultural activities that required vegetated field and pastures. This change was caused by the disposal of the southern and eastern portions of the landholdings for the extension of roads through agricultural land and new construction by others, by the resulting termination of agricultural activities, and by the addition of service buildings along the new eastern boundary. However, as most of the fields that existed in what was the central portion of the property remain as open space, the landscape has the ability to convey its historic character.

- 2. **To what degree has original material been retained?**

The majority of the landscape, excepting the agricultural fields, has retained its original material.

- 3. **Are changes to the landscape irrevocable or can they be corrected so that the property retains integrity?**

Changes to the landscape, including replanting of formal quadrangles, relocating of roads and paths, introduction or removal/loss of trees and other vegetation, land fill and re-grading for road construction, the introduction of a golf course, may be individually irrevocable but in many cases are correctable. The maintenance of existing historic landscape features (both natural and designed) and the retention of open space, a key feature of the landscape, is sufficient to overcome many changes and losses. These changes were done by AFRH during its ownership of the property and reflect the mission to house and rehabilitate aged and disabled veterans.

EVALUATION SUMMARY

To meet the requirements of the HPP, the authors evaluated the Home in its entirety, as a 272-acre property, using the above methodology. It was determined that it merited listing as an historic district with individual and recurring resources including buildings, structures, objects, and sites (sites are defined to include landscape features and archeological sites) and holds sufficient integrity to convey this significance. Therefore, the evaluation supports a determination that the 272-acre property known as the Home is eligible for listing in the National Register.

STATEMENT OF SIGNIFICANCE

Founded in 1851, the Home is the sole remaining nationally-based institution for retired and disabled veterans of the United States military. Established as a “military asylum[s] for the relief and support of invalid and disabled soldiers of the Army of the United States,” it is funded using an endowment collected in lieu of pillaging by General Winfield Scott during his occupation of Mexico City in 1847. In 1851, the Board of Commissioners purchased the 255-acre country estate of prominent Washington banker George Washington Riggs to serve as the Washington branch of the Military Asylum. Sited outside the city’s formal limits with panoramic views of the United States Capitol, the large property held an early Gothic Revival-style cottage, as well as agricultural buildings, woodlands, pastures, and landscaping in the manner promoted by the influential aesthete Andrew Jackson Downing. By 1857, the U.S. Military Asylum centered around three large stone buildings, designed by Lieutenant Barton Stone Alexander in a Romanesque Revival style.

Four sitting United States presidents used the Home as a seasonal residence, including President Abraham Lincoln, who worked on his second draft of the Emancipation Proclamation while staying there in the summer of 1862. In 1868, the Board of Commissioners initiated a major landscaping program designed to enhance the property’s character as a park that would be available to the public. From 1868 through 1883, the Board greatly expanded the land area of the Home, until it extended over more than 500 acres. This expansion was coupled with the construction of new roads, landscape features, and buildings, including the expansion of its administrative and dormitory facilities, gatehouses, officer quarters, a library, a chapel, garden structures, and an innovative hospital that drew attention to the work of Surgeon General of the Army and Board president General Joseph K. Barnes.

The agricultural activities of the Home played a continuing role in its history. Although the original goal of self-sufficiency was never achieved, the agricultural activities were a key component of the Home’s character from its beginnings through 1951. Agricultural enterprises, dating to the Riggs’ era, were expanded from one to three farms in the 1870s and by the twentieth century, the Board of Commissioners operated the Home as a model urban agri-business. Known as a site of agricultural experimentation, the dairy farm was a nationally significant resource between 1907 and 1951 for its tuberculosis-free herd (which received the first USDA certificate awarded for such) and its use as an experimental facility to test breeding techniques and feed storage. The Board of Commissioners discontinued the dairy and farming activities in 1951 when it transferred several large parcels of land from the southern portion of the property to other federal agencies for the construction of two major hospital facilities.

The loss of the southern portion of the property marked a significant change in goals, and initiated the implementation of plans to alter the historic character completely in an effort to modernize the facilities. Although the plans were not completed, the introduction of incompatible changes to the aesthetic marks the end of the Home’s period of significance.

BOUNDARY JUSTIFICATION

The boundaries of the property are coterminous with those of the current 272-acre Home, namely Harewood Drive on the north, North Capitol Street on the east, Irving Street on the south, and Park Place and Rock Creek Church Road on the west. The land contained within these boundaries illustrates all of the contiguous land of the Home that remains in service to the present day. These boundaries meet the NPS standards for the determination of boundaries for National Register properties.

The Home’s boundaries have changed over time; however, the current boundaries are similar to the original boundaries established in 1851. Initially consisting of 255 acres (the 197-acre Riggs and 58-acre Scrivener tracts were combined by Riggs for sale to the U.S. Military Asylum), the area of the Home increased in size during the next several decades, peaking at more than 500 acres in the period from 1876 to 1883. This large tract remained generally intact until the 1950s and 1960s when the District of Columbia extended North Capitol Street and Irving Street and land was transferred to other federal agencies. The improvement of North Capitol Street into a major north-south parkway bifurcated the easternmost landholdings (mainly the former Emily Woods property) from the Home’s main buildings. The extension of Irving Street separated the northern grounds from the dairy farm once located at the southern portion of the Home (south of today’s Irving Street). AFRH transferred land west of North Capitol Street and south of Irving Street to the District of Columbia government as the site for the Washington Hospital Center. Veterans Affairs Medical Center, also known as the Veterans Administration Hospital, was constructed on the formerly forested southeast portion of this tract. Construction of these massive modern hospital complexes and related infrastructure completely obscured the historical configuration of these tracts, isolating them from their historic setting, and associated resources. Because neither of these former parcels of the property continues to possess integrity with relation to the Home’s significance, they are not included within the boundaries of the property.

In the 1950s, land on the east side of North Capitol Street to the south of Irving Street was similarly transferred to the District of Columbia government and subdivided following the construction of the North Capitol Street extension. The northern portion of this eastern tract was partitioned and sold to The Catholic University of America and various related Catholic institutions. The integrity of these parcels was subsequently compromised by new construction and the alteration of the historic landscape features.

In 2004, AFRH sold the southern 46-acre portion of this tract, south of Scale Gate Road, to Catholic University. Although the sale separated the tract from the rest of the campus, the historic integrity of the parcel itself remains largely intact. It includes historic landscape features and two historic buildings: a mid-nineteenth-century stone building formerly identified as the Home’s Southeast Gate House (formerly Building 63) and believed to date to William W. Corcoran’s ownership when the property (with land to the west) was known as Harewood; and an early-twentieth-century dwelling formerly identified as the East Gate House (formerly Building 62). The North Capitol Street corridor, however, creates a physical and visual barrier between the tract and the Home. This fact, combined with the recent sale of the parcel, justifies the exclusion of the parcel from the National Register-eligible historic district and historic designed landscape.

The current boundaries of the Home and the National Register-eligible historic district, therefore, are coterminous. The 272 acres contained within these boundaries represent all of the remaining intact, contiguous land occupied by the Home. The single control of this land and its continued use as a military retirement home underscores this boundary justification.

(Endnotes)

- 1 Building 12 has traditionally been referred to as Anderson Cottage and also as Corn Rigs-Anderson Building; however, it has more recently become known as Lincoln Cottage. Throughout the HPP, the building is referred to as Lincoln Cottage unless the discussion is related to the local and national designations.
- 2 Applicable federal and District of Columbia statutes and regulations may be found in the Appendices.
- 3 See Appendices.
- 4 The Joint Committee of Landmarks of the District of Columbia, a board supported by the District of Columbia, the Commission of Fine Arts, and the National Capital Planning Commission, established the initial list of District of Columbia landmarks in 1964.
- 5 District Protection Act of 1978 (commonly referred to as District of Columbia Law 2-144).
- 6 District of Columbia Historic Preservation Review Board (DC HPRB) serves as the District of Columbia’s National Register of Historic Places State Review Board and advises District of Columbia State Historic Preservation Office (DC SHPO) in Section 106 cases.
- 7 National Historic Landmarks Program, *Code of Federal Regulations*, title 36, part 65, section 2(b), 2005 ed. [36 CFR §65.2(b)].
- 8 Presidential Proclamation, “President Lincoln and Soldiers’ Home National Monument, Proclamation 7329,” *Federal Register* 65, no. 135 (July 2000): 43673. [65 CFR 43673].
- 9 The President Lincoln and Soldiers’ Home National Monument was created pursuant to the Antiquities Act of 1906 (*Antiquities Act of 1906*. Public Law 59-209. *U.S. Statutes at Large* 34 (1906): 225. Codified at U.S. Code 16 (1906), §431, et. seq. [34 *Stat.* 225; 16 USC 431]).
- 10 “Cooperative Agreement Between the National Trust for Historic Preservation and The U.S. Soldiers’ and Airmen’s Home,” November 1999; “First Modification to Cooperative Agreement Between the National Trust for Historic Preservation and The U.S. Soldiers’ and Airmen’s Home,” May 2001; “Second Modification to Cooperative Agreement Between the National Trust for Historic Preservation and the Armed Forces Retirement Home (formerly The U.S. Soldiers’ and Airmen’s Home),” 2004. See Appendices for copies of the agreements and modifications.
- 11 “Programmatic Agreement Among Armed Forces Retirement Home, National Trust for Historic Preservation in the United States and the District of Columbia Historic Preservation Office Regarding the Preservation of Historic Properties Pursuant to a Cooperative Agreement Between the National Trust for Historic Preservation in the United States and the Armed Forces Retirement Home,” April 2005. The programmatic agreement does not explain the inconsistency between the 2.27 acres of the National Monument and 2.3 acres used in the programmatic agreement.
- 12 U.S. Department of the Interior, National Park Service, National Register of Historic Places, *How to Apply the National Register Criteria for Evaluation*, (Washington, D.C.: National Park Service, 1997), 1.
- 13 National Register of Historic Places. *Code of Federal Regulations*, title 36, part 60 (ed. 2005), 36 CFR §60.2(a).
- 14 Ibid, 36 CFR §60.4. The Criteria for Evaluation are more fully discussed in the National Register Bulletin, *How to Apply the National Register Criteria for Evaluation*.
- 15 National Park Service, *How to Apply the National Register Criteria for Evaluation*, 3.
- 16 Ibid, 3.
- 17 Ibid, 3-49.
- 18 U.S. Department of the Interior, National Park Service, National Register of Historic Places, *Guidelines for Evaluating and Documenting Rural Historic Landscapes*, (Washington, D.C.: National Park Service, 1989, revised 1999); U.S. Department of the Interior, National Park Service, National Register of Historic Places, *How to Evaluate and Nominate Designed Historic Landscapes*, (Washington, D.C.: National Park Service, 1994).
- 19 National Register of Historic Places, *How to Apply the National Register Criteria for Evaluation*, 5.
- 20 National Register of Historic Places, *How to Evaluate and Nominate Designed Historic Landscapes*, 2.
- 21 At the time of this determination by the DC SHPO, the Home consisted of 318 acres. Presently it includes 272 acres. Despite the change in acreage the determination of the property as an historic district remains.
- 22 The areas of significance identified for the Home are listed in the order of importance, as directed by the National Register of Historic Places. See U.S. Department of the Interior, National Park Service, National Register of Historic Places, *How to Complete the National Register Registration Form*, (Washington, D.C.: National Park Service, 1977, revised 1997), 38.

23 The National Register of Historic Places imparts the definitions for the areas of significance. See National Register of Historic Places, *How to Complete the National Register Registration Form*, 40-41.

24 Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 83.

25 The Lincolns were in residence from June 13 until early November in 1862. The following year, they stayed four-and-a-half months. In 1864, the family’s retreat to the Home extended from early June until sometime after mid-October.

26 Pinsker, *Lincoln’s Sanctuary: Abraham Lincoln and the Soldiers’ Home*, 63-66.

27 See William Groat, *The United States Soldiers’ Home*, Washington, D.C. Maurice Joyce Co., engraver, (Washington, D.C.: National Capital Press, 1931); U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” Annual Report of the War Department for the Fiscal Year Ended June 30, 1900, (Washington, D.C.: Government Printing Office, 1900); U.S. Department of War, “Report of the Board of Commissioners of the Soldiers’ Home,” Annual Report of the War Department for the Fiscal Year Ended June 30, 1901, (Washington, D.C.: Government Printing Office, 1901); and The Albertype Company, *The U.S. Soldiers’ Home*, Washington, D.C. (J.W. McKittrick Publishing, n.d.).

28 Greenhorne & O’Mara Inc., “Phase IA Archeological Assessment of the Armed Forces Retirement Home, 3700 N. Capitol Street, Washington, D.C. 20011,” 23.

29 National Register of Historic Places, *How to Complete the National Register Registration Form*, 42.

30 Ibid, 42.

31 National Register of Historic Places, *How to Apply the National Register Criteria for Evaluation*, 44.

32 Ibid, 46.

33 Ibid, 44-49.

34 National Register of Historic Places, *How to Evaluate and Nominate Designed Historic Landscapes*, 6.

35 Washington County was one of four sections (Georgetown, Alexandria, Washington County, and Washington City) comprising the District of Columbia until 1878 when the county and Georgetown were incorporated with Washington City as a single jurisdiction known as Washington, D.C. The county consisted of the area north of Washington City (also known as the federal city) bounded by Florida Avenue (originally known as Boundary Street) and Benning Road.

36 National Register of Historic Places, *How to Evaluate and Nominate Designed Historic Landscapes*, 6.

CHAPTER 5: METHODOLOGY AND FINDINGS OF INDIVIDUAL RESOURCE EVALUATIONS



ARMED FORCES RETIREMENT HOME-WASHINGTON HISTORIC PRESERVATION PLAN



CHAPTER 5: METHODOLOGY AND FINDINGS OF INDIVIDUAL RESOURCE EVALUATIONS

METHODOLOGY FOR THE SURVEY DOCUMENTATION

The survey team included architectural historians from EHT Traceries, Inc. and landscape architects from Rhodeside & Harwell, Incorporated. Between 2004 and 2006, the survey team performed numerous on-site studies of the Home and its resources. The survey team systematically documented each resource regardless of its age of construction, integrity, or association to the property. The survey resulted in the collection of documentation relating to the physical characteristics of each resource, noting its location, materials, design attributes, construction techniques, alterations and additions, and function. Archeological sensitivity areas identified in a survey conducted by Greenhorne & O’Mara in 2004 were included in the inventory. All of the documentation collected was imported manually into a computerized database created specifically for Armed Forces Retirement Home (AFRH).

METHODOLOGY AND FINDINGS FOR EVALUATION

The evaluation of individual resources was conducted in five steps:

1. Development of Character Areas;
2. Categorization of Resources;
3. Initial Assessment of Resources;
4. Quantitative Evaluation of Contributing Resource; and
5. Evaluation of Character Areas.

1. DEVELOPMENT OF CHARACTER AREAS

The findings of the resource survey and historic context (Chapter 3: Historic Context) reveal discernable trends and patterns in the property’s character-defining features. These trends were illustrated spatially by dividing the Home into individual “Character Areas” or geographic zones that represent similar visual and historic characteristics. The property’s spatial organization, historical development, and terrain features, as well as the existing conditions of the built and natural landscape elements defined the boundaries of the AFRH-W Character Areas.

Fourteen Character Areas were identified at the Home:

- Central Grounds
- Savannah I
- Scott Statue
- Chapel Woods
- Garden Plot
- Golf Course
- Hospital Complex
- Lakes
- Savannah II
- 1947/1953 Impact
- Fence/Entry/Perimeter
- Circulation
- Spatial Patterns
- Recurring Resources

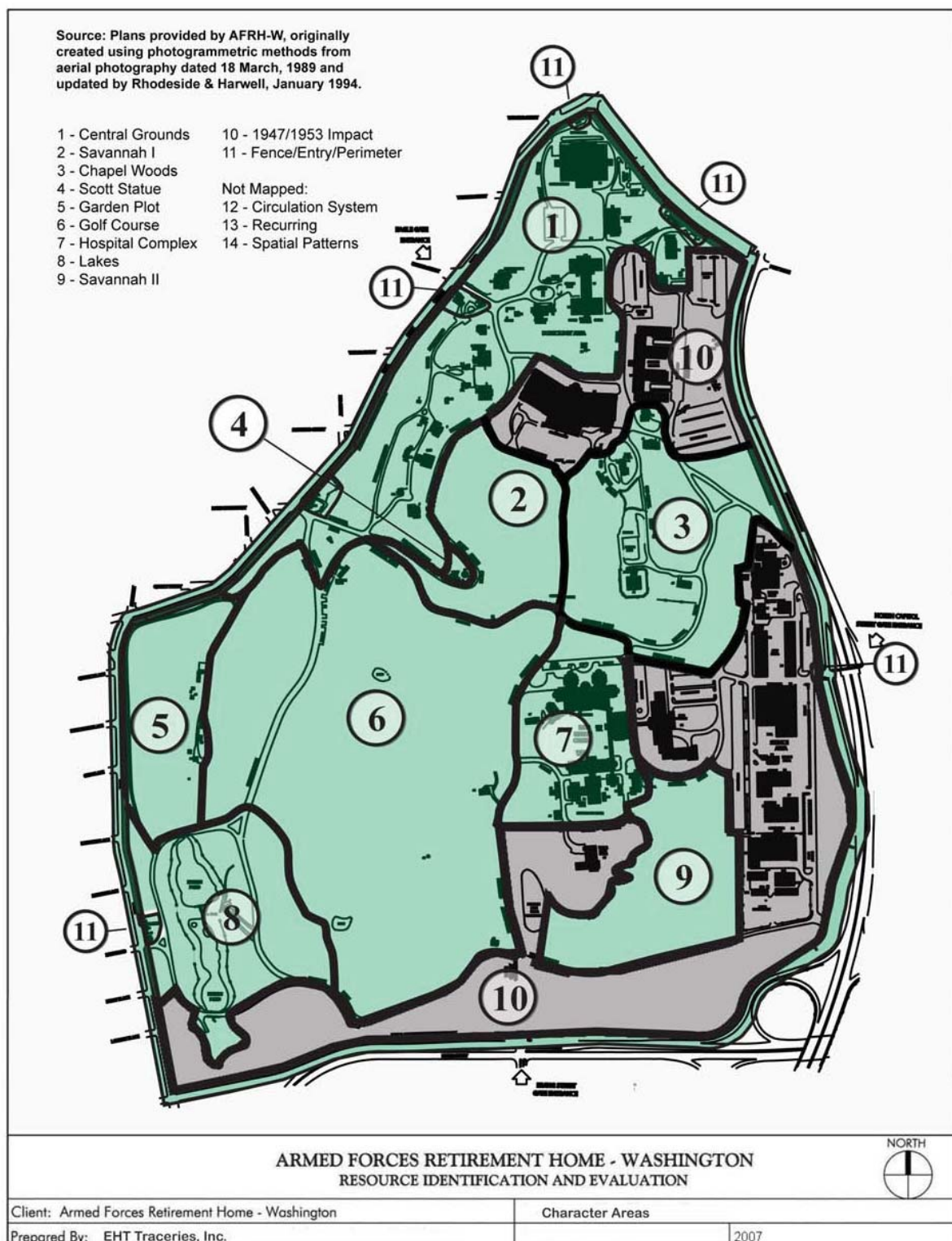


Figure 5.1: Map of AFRH-W Character Areas (Green = Contributing Character Areas, Grey = Non-Contributing Character Areas)
(EHT Tracerics, Inc., 2006; base map provided by Rhodeside & Harwell, 1994)

2. CATEGORIZATION OF RESOURCES

Each resource was categorized on four levels to better understand its general characteristics and role at the Home. The levels of categorization are:

- National Register (NR) Resource Type
- National Register (NR) Category
- National Register (NR) Resource Subcategory
- Wuzit

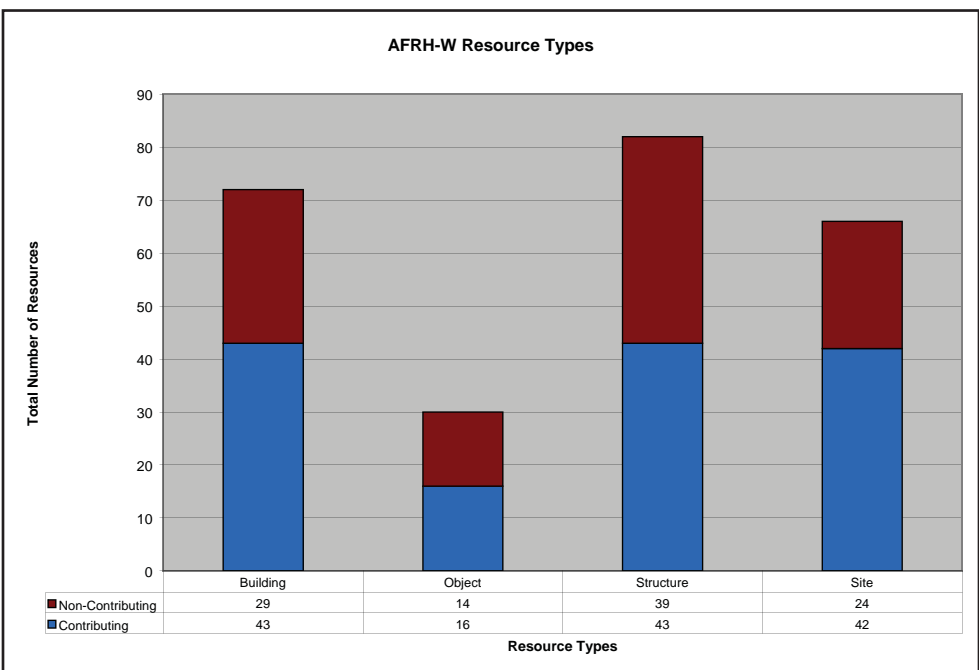


Figure 5.2: Resource Types at the Home
(EHT Tracerics, Inc., 2007)

NATIONAL REGISTER RESOURCE TYPE

National Register (NR) Resource Type classifies each resource associated with a historic property as buildings, structures, objects, sites, or districts. The resource types are intangible values, except to illustrate the specific resources' association with a particular historic property. For the purpose of this HPP, NR Resource Type has been divided into built resources and sites. Built resources are aboveground standing buildings, structures, and objects. Sites are the location of events, prehistoric or historic activities, or archeological values.

Structure is the most common NR Resource Type identified at the Home, inclusive of 82 resources. Slightly more than half of the structures were determined to be contributing. Building was the second most common

NR Resource Type documented, with 59% of the resources determined to be contributing. Site was the third most identified NR Resource Type, and the vast majority of the resources are contributing. Objects, the fourth most common identified NR Resource Type, are almost equally contributing and non-contributing. The Home is a complex grouping of built resources and sites, which by definition is a district. Chapter 4: Evaluation of Significance of the HPP details the determination of the Home as a district.

NATIONAL REGISTER CATEGORY

National Register (NR) Category identifies the theme or category an individual resource represents, thereby providing a perspective from which to evaluate its contribution to the overall historic context and significance of the Home for the period between 1842 and 1951. The NR Category classifies the resources’ principal historic function and, much like the areas of significance, serves as “a means of organizing individual resources into coherent patterns based on elements such as environment, social/ethnic groups, transportation networks, technology, or political developments.”¹ This categorization, established by the National Register and modified for the Home, allows for more tailored treatment recommendations in the HPP.²

NR Categories documented at the Home include:

- Administrative
 - Agriculture/Subsistence
 - Designed Plantings:
 - Building-Defined Space
 - Stand-Alone Vegetation
 - Domestic
 - Hospital-Related
 - Hydrologic Features:
 - Natural
 - Artificial
 - Landscape-Related
 - Recreation and Culture
 - Religious
 - Security-, Maintenance-, and Utility-Related
 - Spatial Patterns:
 - Topography
- Spatial Organization
 - Vistas and View Sheds
 - Transportation-Related
 - Vegetated Fields:
 - Agricultural Fields
 - Grasslands
 - Wooded Areas:
 - Deciduous Forest
 - Open Stand Woodlands
 - Perimeter Buffer
 - Designed Woodlands
- Landscape is the most common NR Category identified at the Home, with a considerable

number of resources documented from the Domestic and Transportation Categories. The identification of these NR Categories as the most prevalent reveals the overall historic context of the Home as the U.S. Military Asylum that provided housing within a landscaped setting united by a network of roads. A substantial number of resources identified in the Security-, Maintenance-, and Utility-Related and Recreation and Culture NR Categories illustrate the day-to-day and leisure activities of the property. The Agricultural/Subsistence NR Category conveys the continued use of the Home as an agricultural property, although the major agricultural functions have ceased. Similarly, the NR Category of Designed Plantings documents the enduring imprint of deliberate landscape efforts undertaken by AFRH in the second half of the nineteenth century at the Home.

NATIONAL REGISTER RESOURCE SUBCATEGORY

National Register (NR) Resource Subcategory, identified by the National Register and tailored to meet the uses of the resources identified at the Home, further classifies the principal use of a resource. A total of 32 NR Resource Subcategories were identified at the Home, the most prevalent being Road-Related (vehicular). Street-Furniture/Object was the second most documented NR Resource Subcategory, followed closely by single dwelling. The identification of these three NR Resource Subcategories, as with NR Category, recounts that the Home provides housing for residents and staff within a landscaped setting serviced by interior roads. Designed Plantings (stand-alone vegetation), Public Works, and Waterworks records the property’s landscape and daily operations. The vast majority of the resources identified in the Public Works Resource Subcategory are non-contributing, while most of the resources associated with Road-Related (vehicular), Street-Furniture/Object, Designed Plantings (stand-alone vegetation), and Waterworks are contributing.

Resource in the Subcategories of Archeology, Auditorium, Correctional Facility, Natural Hydrologic Features, Music Facility, Religious Facility, Spatial Organization, Topography, and Views were all identified as contributing. Resources in the Subcategories of Agricultural Outbuilding, Horticultural Facility, Outdoor Recreation, Pedestrian-related (transportation), and Sports Facility were all determined to be non-contributing.

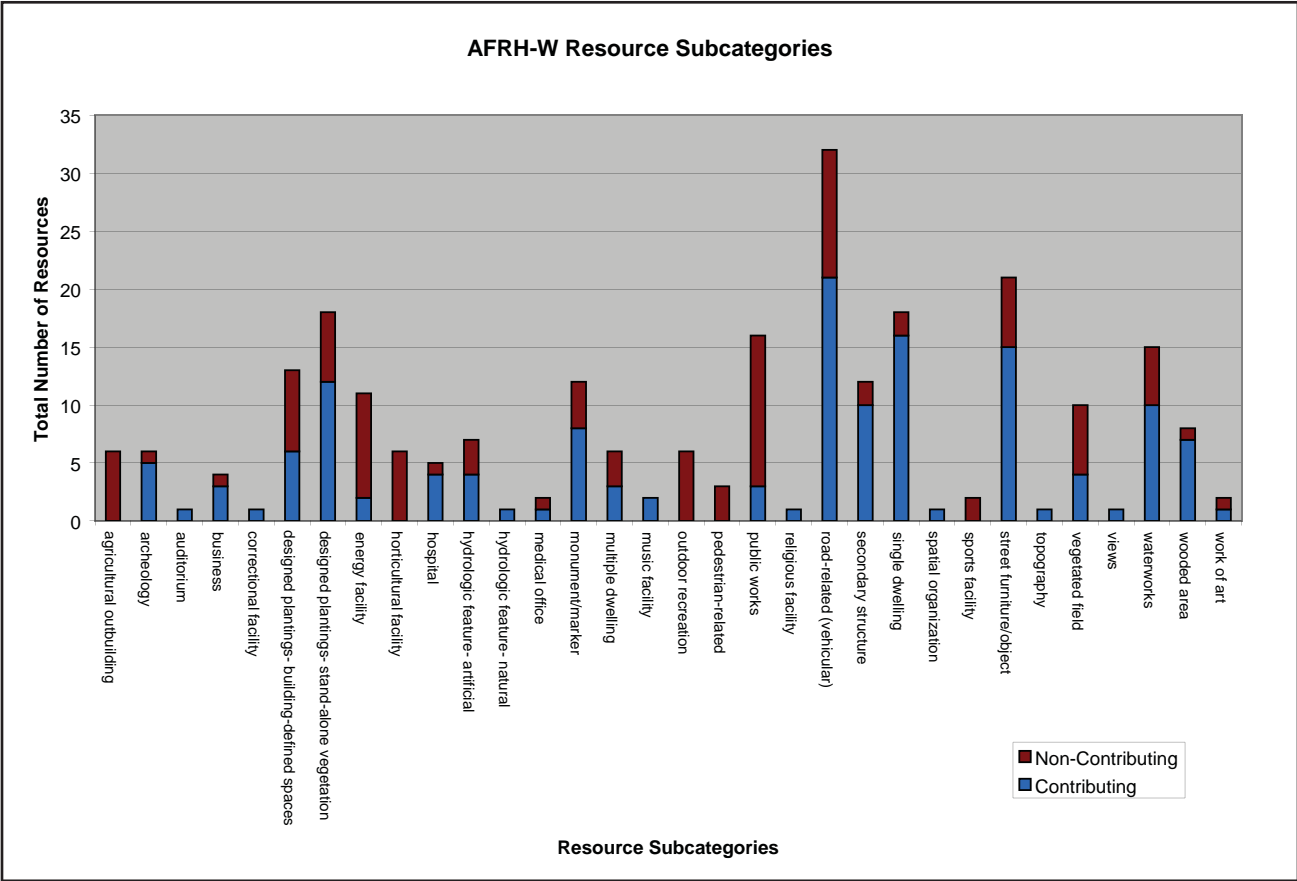


Figure 5.3: Resource Subcategories at the Home (EHT Traceries, Inc., 2007)

WUZIT

Wuzit, the phonetic term asking “what was it?,” documents the original function and/or use of an individual resource, illustrating the type of resource and often its form. The HPP identified 87 Wuzits or resource types at the Home, dating from the Riggs period (1842-1852) through the property’s ownership by AFRH for use as a military asylum.

The most prevalent Wuzit identified was roads, representing the Transportation- and Landscape-Related NR Categories. The oldest of the roads at the Home is Lincoln Circle, which is located directly north of the Lincoln Cottage (Building 12). Lincoln Circle is documented on maps as early as 1867 and appears to have been part of the initial landscape plan of the Military Asylum. It is possible, although not supported by documentation yet discovered, that the circle existed prior to the ownership of the property by the federal government and was part of the informal landscape plan of George W. Riggs’s Corn Rigs. Therefore, the circle could have existed during the tenure of President Abraham Lincoln, who resided at the Home during the “heated” seasons of 1862 to 1864. The majority of the roads at the Home date from 1868 to 1883, a period during which the Board of Commissioners focused on transforming the grounds from an agricultural landscape into a park that would be available for use by the public, as well as the residents. A number of the roads were established in the second half of the twentieth century, after the period of significance (1842-1951) determined for the Home. These roads reflect the continued use of the property by AFRH.

Predictably, single dwellings were also noted as a principal Wuzit or resource type at the Home. The single dwellings identified include Corn Rigs, the rural retreat constructed circa 1842 for George W. Riggs, and housing for the administration of the Home. The dwellings date from circa 1842 to 1914, when the last single-family residential building (Quarters 41) was constructed at the Home. The HPP noted Gatehouses, a Domestic NR Category, as a primary Wuzit at the Home. The Ivy Gate Lodge (Building 90), fronting Rock Creek Church Road at Marshall Drive, is the oldest surviving gatehouse at the Home, dating from 1860. The high-style Gothic Revival building was used as a dwelling for the sentry at the Ivy Gate. Two of the gatehouses date from the latter part of the twentieth century. These resources, although representing the security of the Home like their historic counterparts, are not intended for use as a place to live for the long term. Rather, they are shelters to provide temporary cover for those guarding the entrances to the Home.

The following table presents the NR Resource Types, NR Categories, Resource Subcategories, and Wuzits identified at the Home.

TABLE 5.1: AFRH-W RESOURCE CLASSIFICATIONS				
Wuzit	NR Resource Type	NR Category	NR Resource Subcategory	Total
Admissions Building	Building	Administrative	business	1
Airplane	Object	Recreation and Culture	monument/ marker	1
Archeological Sensitivity Zone	Site	Archeology	archeology	6
Bandstand	Structure	Recreation and Culture	music facility	2
Bridge	Structure	Transportation	pedestrian-related	2
Bridge	Structure	Transportation	road-related (vehicular)	3
Carriage House	Building	Domestic	secondary structure	4
Channel	Structure	Landscape	waterworks	4
Chapel	Building	Religion	religious facility	1
Clubhouse	Building	Recreation and Culture	sports facility	1
Commemorative Marker	Object	Recreation and Culture	monument/ marker	1
Commemorative Marker	Object	Recreation and Culture	work of art	1
Community Gardens	Site	Landscape	vegetated field	1
Culvert	Structure	Landscape	waterworks	5
Dam/ Sluice	Structure	Landscape	waterworks	1
Deciduous Forest	Site	Landscape	wooded area	3
Defined Open Space	Site	Landscape	designed plantings- building-defined spaces	5
Designed Woodland	Site	Landscape	wooded area	1
Dormitory	Building	Domestic	multiple dwelling	6
Drinking Fountain	Object	Landscape	waterworks	2
Flagstaff	Object	Recreation and Culture	monument/ marker	1
Foundation Plantings	Site	Landscape	designed plantings- building-defined spaces	6
Fountain	Object	Landscape	waterworks	1
Garage	Building	Domestic	secondary structure	5
Gas Station	Building	Security, Maintenance, and Utility	public works	1
Gate/ Security	Structure	Landscape	street furniture/ object	6
Gatehouse	Building	Domestic	single dwelling	7
Gazebo	Structure	Landscape	street furniture/ object	1
Golf Course Water Hazards	Site	Landscape	hydrologic feature- artificial	2
Grasslands	Site	Landscape	vegetated field	4
Greenhouse	Building	Agricultural/Subsistence	horticultural facility	6
Heating Plant	Structure	Security, Maintenance, and Utility	energy facility	1
Hedgerow	Site	Landscape	designed plantings- stand-alone vegetation	1
Hitching Posts	Object	Landscape	street furniture/ object	1
Hospital Ward	Building	Health Care	hospital	2

TABLE 5.1: AFRH-W RESOURCE CLASSIFICATIONS				
<i>Wuzit</i>	<i>NR Resource Type</i>	<i>NR Category</i>	<i>NR Resource Subcategory</i>	<i>Total</i>
Internal Fencing	Structure	Landscape	street furniture/ object	1
Island/ Bird Residence	Site	Landscape	hydrologic feature- artificial	2
Jail	Building	Security, Maintenance, and Utility	correctional facility	1
Lake	Site	Landscape	hydrologic feature- artificial	2
Lamp Post	Object	Landscape	street furniture/ object	2
Landscape-Related Objects	Object	Landscape	street furniture/ object	1
Mess Hall	Building	Domestic	secondary structure	1
Mess Hall (Hospital)	Building	Health Care	hospital	2
Monument	Object	Recreation and Culture	monument/ marker	1
Office Building	Building	Administrative	business	3
Office Building (Hospital)	Building	Health Care	medical office	2
Open Stand Woodland	Site	Landscape	wooded area	3
Ordnance	Object	Recreation and Culture	monument/ marker	7
Perimeter Buffer	Site	Landscape	wooded area	1
Perimeter Fencing	Structure	Landscape	street furniture/ object	3
Perimeter Plantings	Site	Landscape	designed plantings- stand-alone vegetation	4
Recreation Areas	Site	Landscape	vegetated field	5
Recreational Hall	Building	Recreation and Culture	auditorium	1
Recreational Objects	Object	Recreation and Culture	outdoor recreation	1
Recreational Objects	Object	Recreation and Culture	sports facility	1
Residence	Building	Domestic	single dwelling	11
Restroom	Building	Security, Maintenance, and Utility	public works	3
Retaining Wall	Structure	Landscape	street furniture/ object	2
Road	Structure	Transportation	road-related (vehicular)	29
Security- and Maintenance-Related Objects	Object	Security, Maintenance, and Utility	public works	1
Sign	Object	Landscape	street furniture/ object	1
Spatial Organization	Site	Spatial Pattern	spatial organization	1
Specimen Trees	Site	Landscape	designed plantings- stand-alone vegetation	7
Spring	Site	Landscape	hydrologic feature- natural	1
Statue	Object	Recreation and Culture	work of art	1
Storage/ Shed	Building	Domestic	secondary structure	2
Storage/ Shed	Building	Security, Maintenance, and Utility	public works	2
Storage/ Shed	Structure	Agricultural/Subsistence	agricultural outbuilding	6
Storage/ Shed	Structure	Recreation and Culture	outdoor recreation	1

TABLE 5.1: AFRH-W RESOURCE CLASSIFICATIONS				
<i>Wuzit</i>	<i>NR Resource Type</i>	<i>NR Category</i>	<i>NR Resource Subcategory</i>	<i>Total</i>
Stormwater Management Pond	Site	Landscape	hydrologic feature- artificial	1
Substation	Structure	Security, Maintenance, and Utility	energy facility	9
Sundial	Object	Landscape	street furniture/ object	2
Tank	Object	Recreation and Culture	monument/ marker	1
Topography	Site	Spatial Pattern	topography	1
Transportation-Related Structures	Structure	Transportation	pedestrian-related	1
Tree Cluster	Site	Landscape	designed plantings- building-defined spaces	1
Tree Cluster	Site	Landscape	designed plantings- stand-alone vegetation	3
Tree-Lined Street/ Allee	Site	Landscape	designed plantings- stand-alone vegetation	4
Urns	Object	Landscape	street furniture/ object	1
Utility-Related Objects	Object	Security, Maintenance, and Utility	energy facility	1
Veteran's medical hospital	Building	Health Care	hospital	1
Vistas and View Sheds	Site	Spatial Pattern	views	1
Warehouse	Building	Security, Maintenance, and Utility	public works	4
Water Tap	Object	Landscape	waterworks	1
Water Tower	Structure	Security, Maintenance, and Utility	waterworks	1
Weather Shelter	Structure	Recreation and Culture	outdoor recreation	4
Workshop	Building	Security, Maintenance, and Utility	public works	5

ANALYSIS OF NR RESOURCE TYPES, NR CATEGORIES, AND SUBCATEGORIES FOR THE HOME

BUILT RESOURCES

The built resources at the Home include three resource types (see figure XYZ):

- 2. **Buildings:** created principally to shelter any form of human activity;
- 3. **Structures:** used to distinguish those functional constructions made usually for purposes other than creating human shelter; and
- 4. **Objects:** used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, moveable, an object is associated with a specific setting or environment.³

The evaluation of findings indicated the greatest concentration of built resources identified at the Home are Buildings, closely followed by Structures. More than half of all the built resources evaluated were determined to contribute to the historic context of the Home within the defined areas and period of significance (1842-1951).

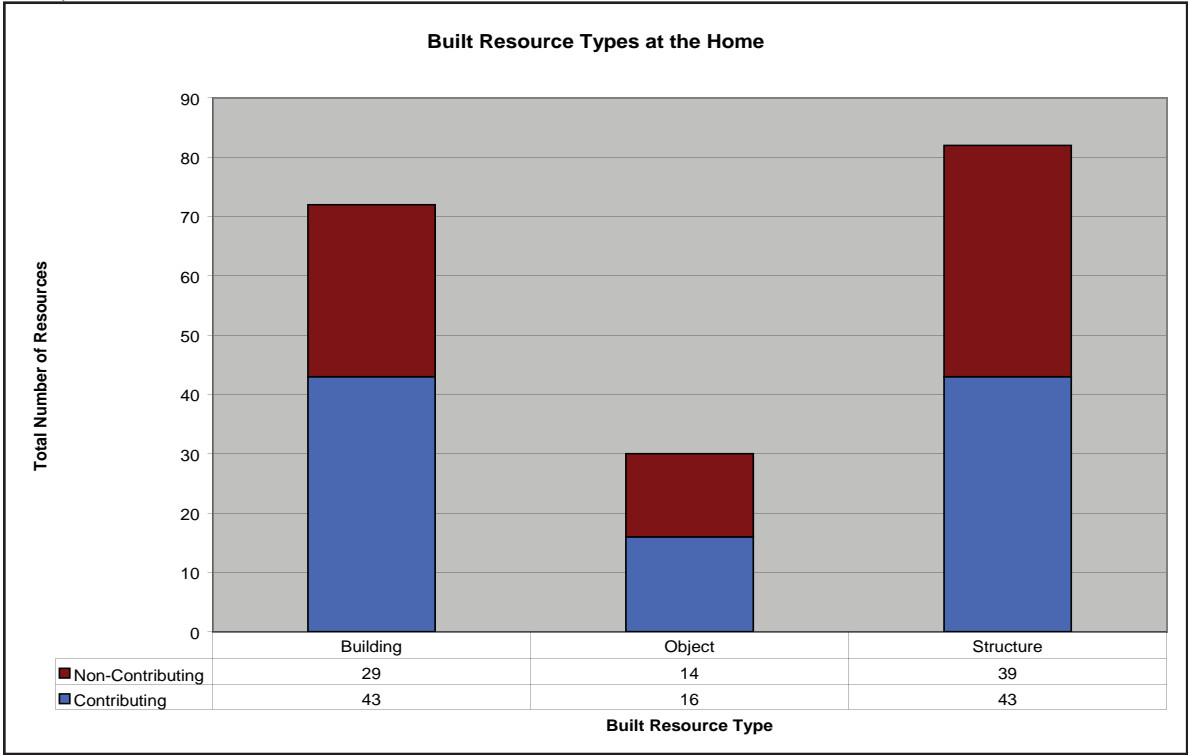


Figure 5.4: Built resources identified at the Home. (EHT Traceries, Inc., 2007)

Domestic resources, all defined as buildings, are the most identified built resource at the Home. Although only minimal examples were identified, Administrative resources, Health Care-related resources, and Religion resources are also limited to just buildings. All three of the built resources – buildings, structures, and objects – have association with Recreation and Culture, and Security-, Maintenance-, and Utility-related functions. Landscape-related built resources include examples of structures, sites and objects, although no buildings were identified. Agricultural/Subsistence related only to buildings and structures. Transportation-related resources included only structures, while Archeology resources were all identified as sites.

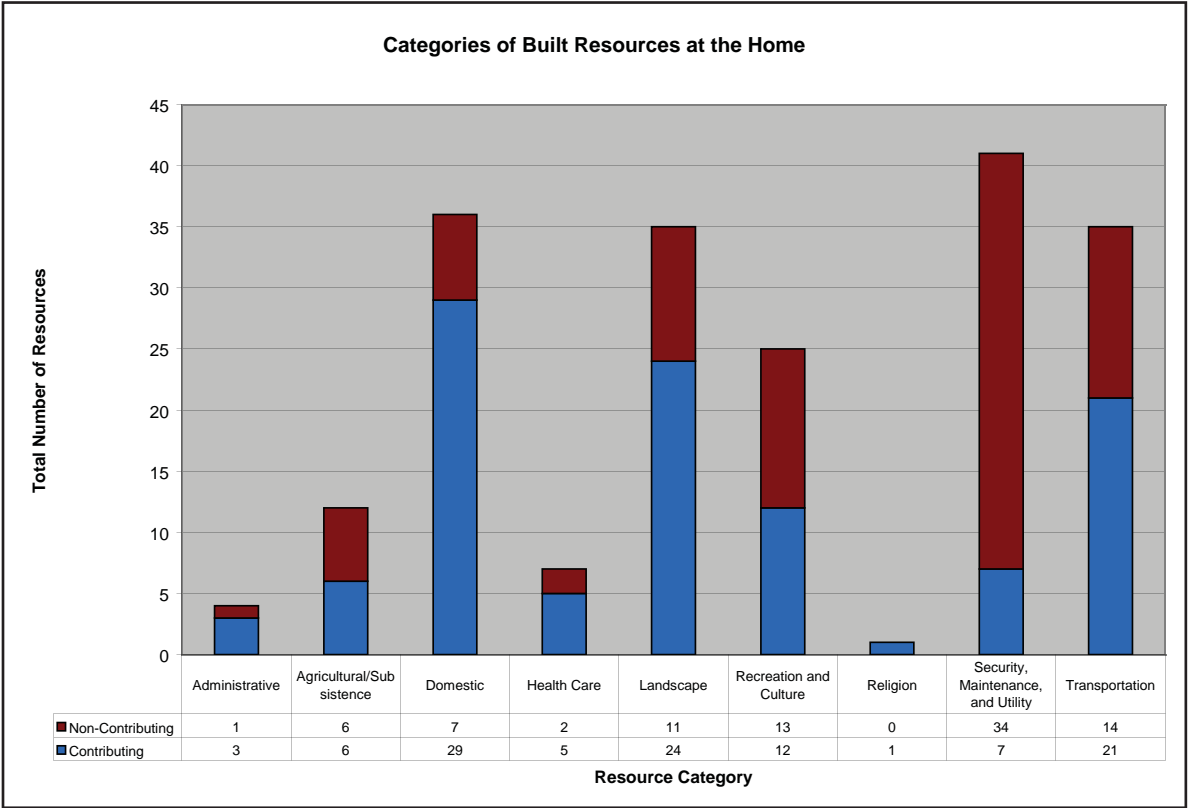


Figure 5.5: Categories of built resources at theHome. (EHT Traceries, Inc., 2007)

1. BUILDINGS

The buildings at the Home serve various operations and functions. The majority of those constructed within the period of significance (1842-1951) are associated with five major building campaigns: 1852-1857, 1868-1881, 1887-1895, 1905-1910, and 1914-1920. Many of the principal buildings at the Home are outstanding representations of their respective architectural styles and reflect dominant aesthetic vocabularies of public and private design.

The NR Categories identified for buildings at the Home are Administrative, Agricultural/Subsistence, Domestic, Health Care, Recreation and Culture, Religion, and Security-, Maintenance-, and Utility.

- **Administrative:** This category represents buildings constructed for use by the administration and function primarily as offices. These buildings are generally of masonry construction, are from one to four stories in height, and occupy large footprints. Most of the administrative buildings at the Home are clustered within the Central Grounds Character Area, the historic core of the property. Administrative buildings at the Home are used for resident processing (admissions) and as office space.
- **Agricultural/Subsistence:** This category represents buildings constructed to house agricultural activities. Many of the major agricultural functions have ceased, and only small-scale agricultural buildings remain on the property. Most of the agricultural buildings are located in the Garden Plot Character Area and in the mid-twentieth-century service area of the 1947/1953 Impact Character Area. Agricultural buildings at the Home include greenhouses (horticultural facilities).
- **Domestic:** This category represents buildings used as permanent housing for residents, support staff, or lessees/renters. They include one- or two-family unit dwellings, as well as multiple-unit dormitories. The one- and two-family dwellings generally occupy small footprints, are usually of masonry construction, and are one-and-a-half to three stories in height. Most of the property’s original multiple-unit dwellings have been demolished and replaced by mid-twentieth-century dormitory buildings, the majority of which have medium to large footprints, stand between three and ten stories in height, and are of masonry construction. A number of the domestic buildings have secondary resources such as garages, sheds, and dining/mess halls that are contemporaneous or constructed within ten to twenty years of the erection of the primary resource. The property’s domestic buildings are generally concentrated within the Central Grounds Character Area and around the perimeter of the Home. Domestic buildings include single and multiple dwellings, gatehouses, dormitories, mess halls, garages, carriage houses, and storage/sheds.
- **Health Care:** This category represents buildings constructed for activities related to the medical operations at the Home, and includes both hospital facilities and medical-related administrative buildings. These buildings are typically of masonry construction, occupy large footprints, and are three to six stories in height. All hospital-related buildings are clustered within the Hospital Complex Character Area, which, historically, has been located separately from the domiciliary areas. Some secondary buildings such as dining/mess halls are specifically associated with the hospital-related buildings. Hospital-related buildings at the Home include hospitals, hospital wards, mess halls, office buildings, and storage/sheds.

- **Recreation and Culture:** This category represents buildings constructed for the various recreational and cultural activities and programs supported by AFRH for its members at the Home. Most recreation activities have been incorporated into the programs of the dormitory buildings, and new uses have been found for a majority of the original recreational buildings. The recreation-related buildings vary by construction material and size, and are between one and four stories in height. Recreation and culture-related buildings at the Home include recreation halls and clubhouse.
- **Religion:** This category represents buildings constructed to house religious activities. Although two buildings at the Home are currently classified as chapels, only Rose Chapel (Building 42) was originally constructed for religious purposes.⁴ Rose Chapel is a modest masonry building standing one-and-a-half stories in height in the Chapel Woods Character Area.
- **Security-, Maintenance-, and Utility-Related:** This category represents buildings related to security, maintenance, and utility operations at the Home. A majority of these buildings are modest masonry structures located in the service area of the 1947/1953 Impact Character Area. Some buildings in this category are larger in size and date from the early twentieth century, although the majority of non-historic. Security-, Maintenance-, and Utility-related buildings at the Home include warehouses, restrooms, workshops, jail, gas station, and storage/sheds.

2. STRUCTURES

The majority of the structures at the Home are crucial to it’s day-to-day operations and are representative of the areas of significance defined for the history of the Home (see Chapter 4: Evaluation of Significance). A few of the primary structures on the property are executed in architectural styles reflective of the most significant period during which the property was developed (1842-1951), while others are more utilitarian in design regardless of their date of construction.

The NR Categories identified for structures at the Home are Agricultural/Subsistence, Landscape, Recreation and Culture, Security-, Maintenance-, and Utility, and Transportation.

- **Agricultural/Subsistence:** This category represents structures constructed to support current agricultural activities. These structures are primarily located in the Garden Plot Character Area and in the mid-twentieth-century service area of the 1947/1953 Impact Character Area. Agricultural structures at the Home include storage structures and sheds.
- **Landscape:** This category represents structures related to the many landscape features at the Home. Masonry channels and drains were constructed to relieve the property of excess surface water that resulted from the rerouting of natural streams belowground in the late nineteenth century. Several stone and/or concrete culverts have also been constructed to move these streams below the property’s roadways. Other landscape structures are located in the Lakes Character Area and support the artificial lakes that were constructed there in the 1870s. The landscape structures recur throughout the property and include culverts, channels, retaining walls, perimeter fencing, internal fencing, gates, gazebos, and dam/sluiice.
- **Recreation and Culture:** The majority of the resources representing this category were constructed in the late nineteenth century, documenting the property’s various cultural and outdoor recreational activities. The modestly sized recreation-related structures stand one to two

stories in height, and are usually of wood-frame construction. A non-historic structure (weather shelter) has a masonry foundation. Some of the property’s primary recreational structures are executed in architectural styles reflecting the aesthetic design of the primary buildings at the Home. Recreational and cultural structures include bandstands, weather shelters, and a storage/shed.

- **Security-, Maintenance-, and Utility:** This category represents structures related to the security, maintenance, and utilities of the Home. The property’s oldest primary utility structure is the masonry Heating Plant (Building 46) in the 1947/1953 Impact Character Area. This historic resource has many associated secondary structures located throughout the property. Security-, maintenance-, and utility-related structures at the Home include heating plant, water tower, and substations.
- **Transportation:** This category represents structures constructed to enable transportation within the Home. The property’s roadways and bridges have supported pedestrian and vehicular circulation since the mid-nineteenth century. Substantial bridge structures located in the Lakes Character Area carry the roadways over the property’s hydrologic features, while other more modest bridges have been created for pedestrian use. Transportation-related structures at the Home includes roads, steps, stairs, sidewalks, and bridges.

3. OBJECTS

Commemorative objects such as flagstaffs, statuary, and ordnances individually contribute to the historic context of the Home and the image of the property as a military institution. These objects are located throughout the Home and date to the second half of the nineteenth century. A number of the resources commemorate military actions, primarily the Civil War (1861-1865). The property also includes many objects that are less associated with the areas of significance of the Home, but are relevant to the day-to-day operations. These resources are grouped by type and identified as “Recurring Resources.”

The NR Categories identified for objects at the Home include Landscape, Recreation and Culture, and Security-, Maintenance-, and Utility.

- **Landscape:** This category represents objects related to the landscape features at the Home. Many of these objects support the landscaping efforts dating back to the late nineteenth century and are located throughout the property. The Home is also ornamented with landscape furniture, much of which contributes to the picturesque character of the property. Types of landscape objects include benches, hitching posts, curbs, edgings, fountains and water taps, gutters, signs, lamp posts, sundials, planters, and urns.
- **Recreation and Culture:** This category represents objects related to the various cultural and outdoor recreational activities and programs at the Home. The recreation-related objects are located throughout the property, although a number are concentrated in the Golf Course Character Area. Recreational and Cultural objects include golf hole/flags, golf ball/club cleaners, grills, bike racks, activity bars, outdoor hearths, picnic tables, yard markers, ordnances, artwork, statues, flagstaffs, F86 Saber Jet Airplane and M48 Patton Tank, commemorative markers, and monuments.

- **Security- Maintenance- and Utility:** This category represents objects related to the security, maintenance, and utilities of the Home. Located throughout the property, these objects date from the mid- to late twentieth century and generally are not associated with the historic context of the Home. However, these objects do play an important role in the day-to-day operations. Security-, maintenance-, and utility-related objects include fire hydrants, bollards, ventilators, utility shafts, grates, access doors and panels, trash cans, and ash trays.

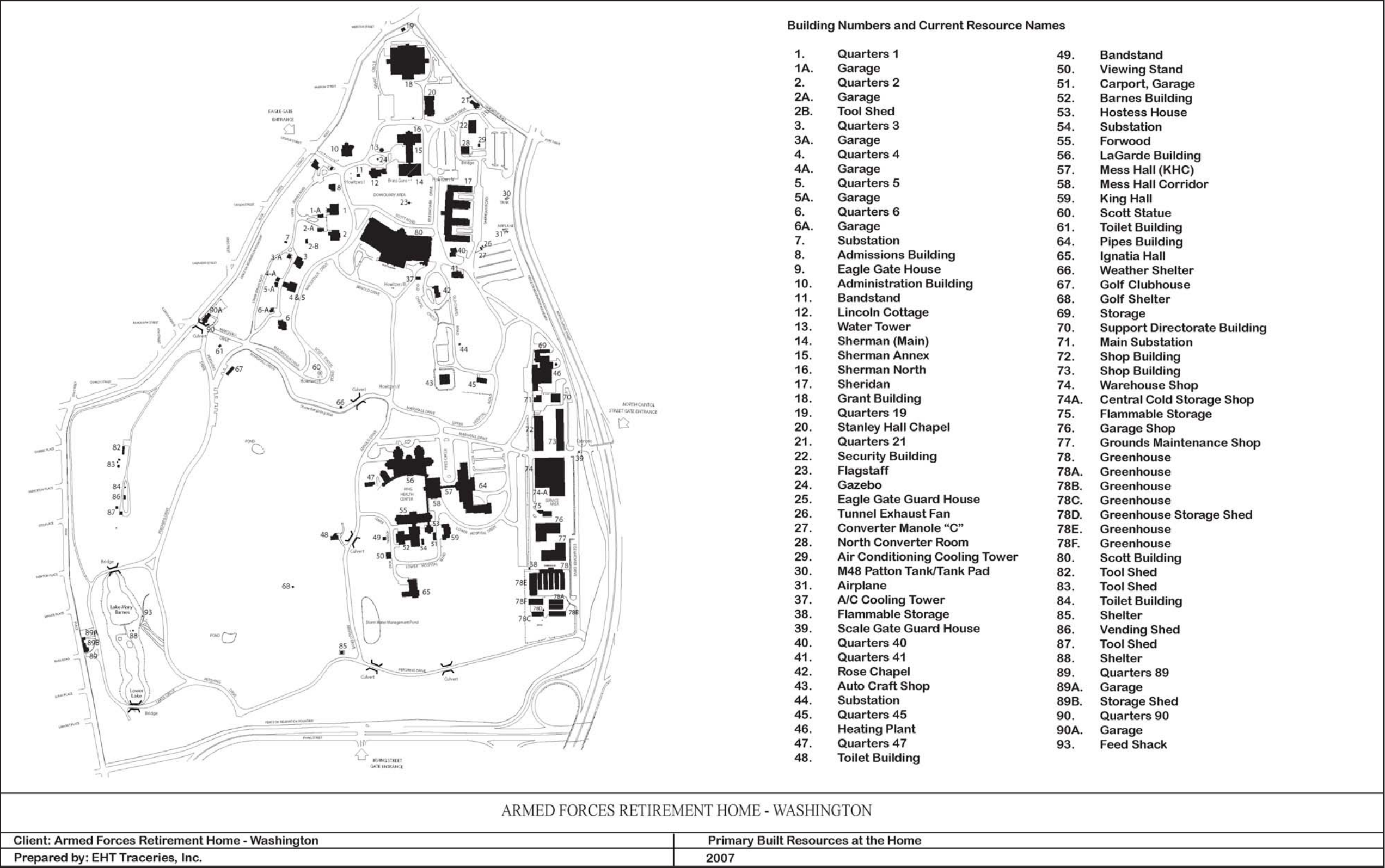


Figure 5.6: Map of built resources at the Home
(EHT Traceries, Inc., 2007; base map provided by Rhodeside and Harwell, 1994)

4. SITES

The sites associated with the Home’s historic context include Landscape resources, Spatial Patterns, and Archeological resources. Landscape resources were overwhelmingly identified more often than the other two types of sites found at the Home. The Landscape resources, both designed and natural elements, are equally contributing and non-contributing to the historic context of the Home for the period between 1842 and 1951. The few sites representing Spatial Patterns and Archeological resources were all determined to be contributing.

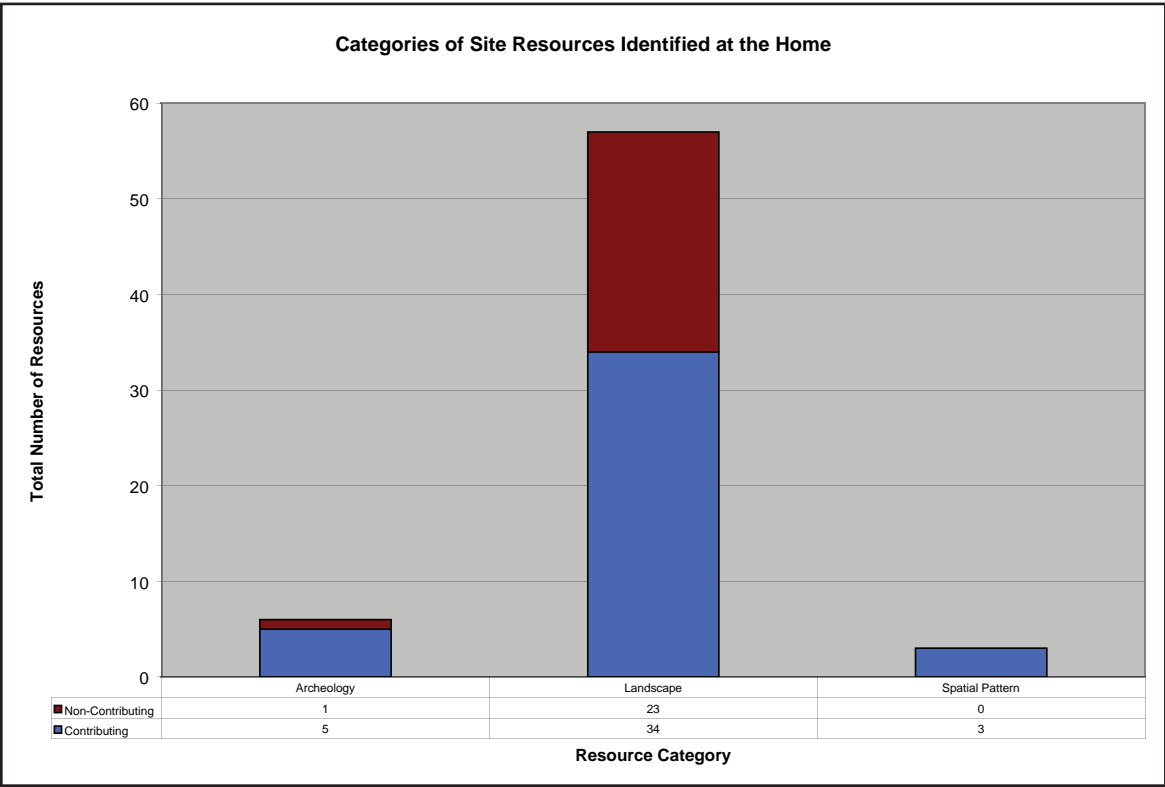


Figure 5.7: Categories of site resources identified at the Home.
(EHT Traceries, Inc., 2007)

LANDSCAPE RESOURCES (DESIGNED AND NATURAL)

The HPP identifies four NR Subcategories for landscape resources at the Home:

- 1. Wooded Areas (see Figure 5.9);
- 2. Hydrologic Features (see Figure 5.10)
 - a. Natural Hydrologic Features and
 - b. Artificial Hydrologic Features;
- 3. Vegetated Fields (see Figure 5.11); and
- 4. Designed Plantings (see Figure 5.12)
 - a. Building-Defined Space and
 - b. Stand-Alone Vegetation.

The evaluation identified Stand-Alone Vegetation, a Designed Planting, throughout the Home, thus it was the most recorded Landscape resource. Two-thirds of the Stand-Alone Vegetation was determined to be contributing. Building-Defined Spaces, which is also a Designed Planting, was noted less frequently, and the resources found to be equally contributing and non-contributing to the historic context of the Home. Similarly, Vegetated Fields and Artificial Hydrologic Features are equivalently contributing and non-contributing. Wooded Areas are overwhelmingly contributing, with just a single resource identified as non-contributing. The evaluation recorded a single Natural Hydrologic Features, specifically the historic spring that travels north to south at the approximate center of the Home. This contributing Landscape resource presumably predates the ownership of the property by George Riggs in 1842, and has been depicted on historic maps and photographic images as early as 1877.

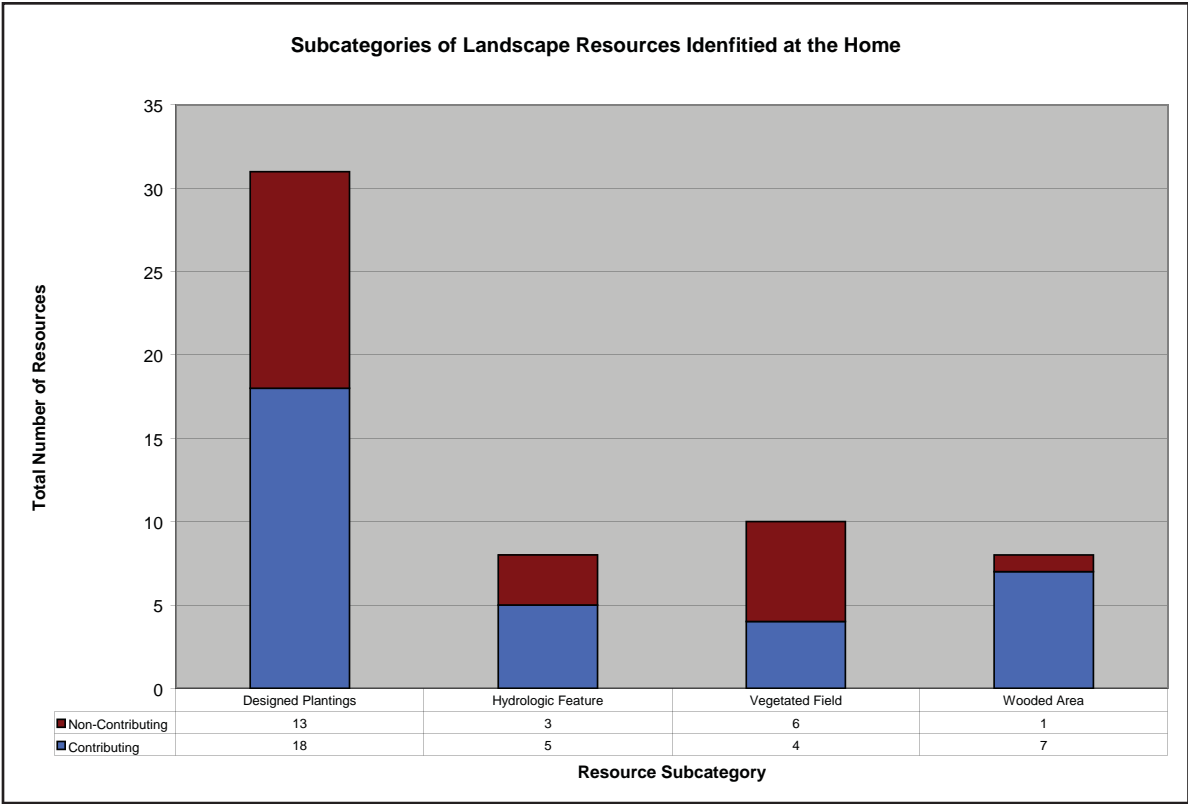


Figure 5.8: Subcategories of landscape resources identified at the Home.
(EHT Traceries, Inc., 2007)

1. Wooded Areas

Wooded Areas are clusters or stands of dense, mature trees whose upper branches and leaves create an observable canopy. Although some Wooded Areas were consciously planted (as evidenced by the use of non-native tree and shrub species), others appear to be native remnant forest stands; however, it appears that nearly all Wooded Areas at the Home have been manicured, shaped, thinned, or otherwise manipulated by human hands.

Clusters or stands of trees that serve to enclose the built areas of the property, and provide a buffer between changes in the organizational composition (such as the separation of open lands from building clusters) and surrounding development define the Wooded Area. These large tree stands existed prior to the Riggs period (1842-1851); however, they were maintained as a critical element to the Home’s nineteenth-century picturesque landscape.

The Wooded Area identified at the Home includes Deciduous Forests, Open Stand Woodlands, Perimeter Buffers, and Designed Woodlands.

- **Deciduous Forest:** areas include native stands of mature trees with a fully developed understory. Species here typically include oak, maple, mountain laurel, and rhododendron.
- **Open Stand Woodlands:** areas characterized by their absence of understory growth. Instead, grasses grow beneath the canopies of mature trees, allowing views directly through the stands of trees.
- **Perimeter Buffers:** areas of the Home where woodlands have been retained as a buffer from surrounding urban fabric. These remnants of naturally wooded areas are significant to the overall character of the Home as perimeter buffers, screening views between the Home and the outlying neighborhoods.
- **Designed Woodlands:** areas defined as woodlands that were purposely planted in a specific area for a specific effect. Although they may have the appearance of the natural stands of trees on the site, designed woodlands are mainly comprised of species not native to the geophysical area or not otherwise found on the property.

2. *Hydrologic Features*

Hydrologic Features are components that hold or control water in the landscape and are critical to the character of the Home. The terrain features on the property, particularly the combination of plateaus and severe sloping of open land, requires significant water management to avoid erosion and flooding. For the most part, these features are the result of the alteration of natural springs to assist AFRH’s goals for agricultural efficiency and/or passive recreational activities. Alterations to these features have continued as necessary to manage the negative impact of the existing water.

The Hydrologic Features identified at the Home include two types: Natural Hydrologic Features and Artificial Hydrologic Features.

- **Natural Hydrologic Features:** Natural Hydrologic Features at the Home include belowground and aboveground springs.
- **Artificial Hydrologic Features:** The most visible Hydrologic Features within the Home are the purpose-built or Artificial Hydrologic Features. In response to problems with low-lying land affected by flooding caused by natural springs beneath the earth’s surface the lakes were constructed. This work both corrected the water condition and provided an attractive landscape feature within the Home’s park setting. Finally, storm water management structures have been created near more newly constructed areas to mitigate the effects of storm water runoff created by buildings and roadways. These structures are not frequently inundated with water; however,

their presence does affect the topography and drainage of the property. Types of Artificial Hydrologic Features at the Home include lakes, channels, golf course water hazards, and storm water management ponds.

3. *Vegetated Fields*

Vegetated Fields are defined as open land planted with vegetation such as grasses or vegetables that are intended for agricultural purpose. Similar to conditions during the period of significance (1842-1951), Vegetated Fields continue to form a major component of the Home; however, the usage of these fields has evolved significantly since the end of the period of significance. Historically, these Vegetated Fields were for grazing or farming, activities no longer preformed at the Home.

Since most agricultural practices have been phased out, these large tracts of open space have evolved into naturalized fields or areas mowed for recreational uses. Abandoned agricultural fields and grasslands, which were formerly grazing areas or hayfields, are the only Wuzits identified for Vegetated Fields. Located a distance from the built resources, open fields now take on uses of community gardens, and recreation areas, including the golf course and driving range.

4. *Designed Plantings*

Whether part of the historic picturesque character of the Home, or as part of more recently implemented geometric designs, designed plantings have existed on the property in one form or another throughout the period of significance (1842-1951).

There of two types of Designed Plantings at the Home: Building-Defined Space and Stand-Alone Vegetation.

- **Building-Defined Space:** A Building-Defined Space is any planting group or individual planting that placed adjacent to a built resource with the intention of providing a visual extension of that building, structure, or object. The Home has many foundation plantings consisting of masses of annuals, perennials, and shrubs placed along the foundations of built resources to soften the transition from the horizontal ground plane to the vertical face of a building, structure, or object. Open space plantings are plantings placed within the spaces created between clusters of built resources. Historically, architects designing for the Home have been conscious of these spaces, making full use of them when planning the development of new buildings or structures. Types of Building-Defined Spaces at include foundation plantings and defined open space.
- **Stand-Alone Vegetation:** Stand-Alone Vegetation is generally a single or small grouping of vegetation placed within large, open areas to break up the monotony of the ground plane. Much like the placement of built resources around a courtyard, stand-alone designed plantings, such as tree-lined streets, hedgerows, and groves of trees, are planted purposely to define outdoor corridors or rooms within a larger open space. Where there is no natural woodland buffers, AFRH deliberately planted trees or allowed trees to grow along the fences bordering the property. AFRH did this in an effort to create a vegetative buffer between the Home and surrounding urban development. Types of Stand-Alone Vegetation at the Home include specimen trees, tree clusters, perimeter plantings, hedgerows, and tree-lined streets (allees).



Figure 5.9: Map of wooded areas at the Home
(Rhodeside and Harwell, 2007)

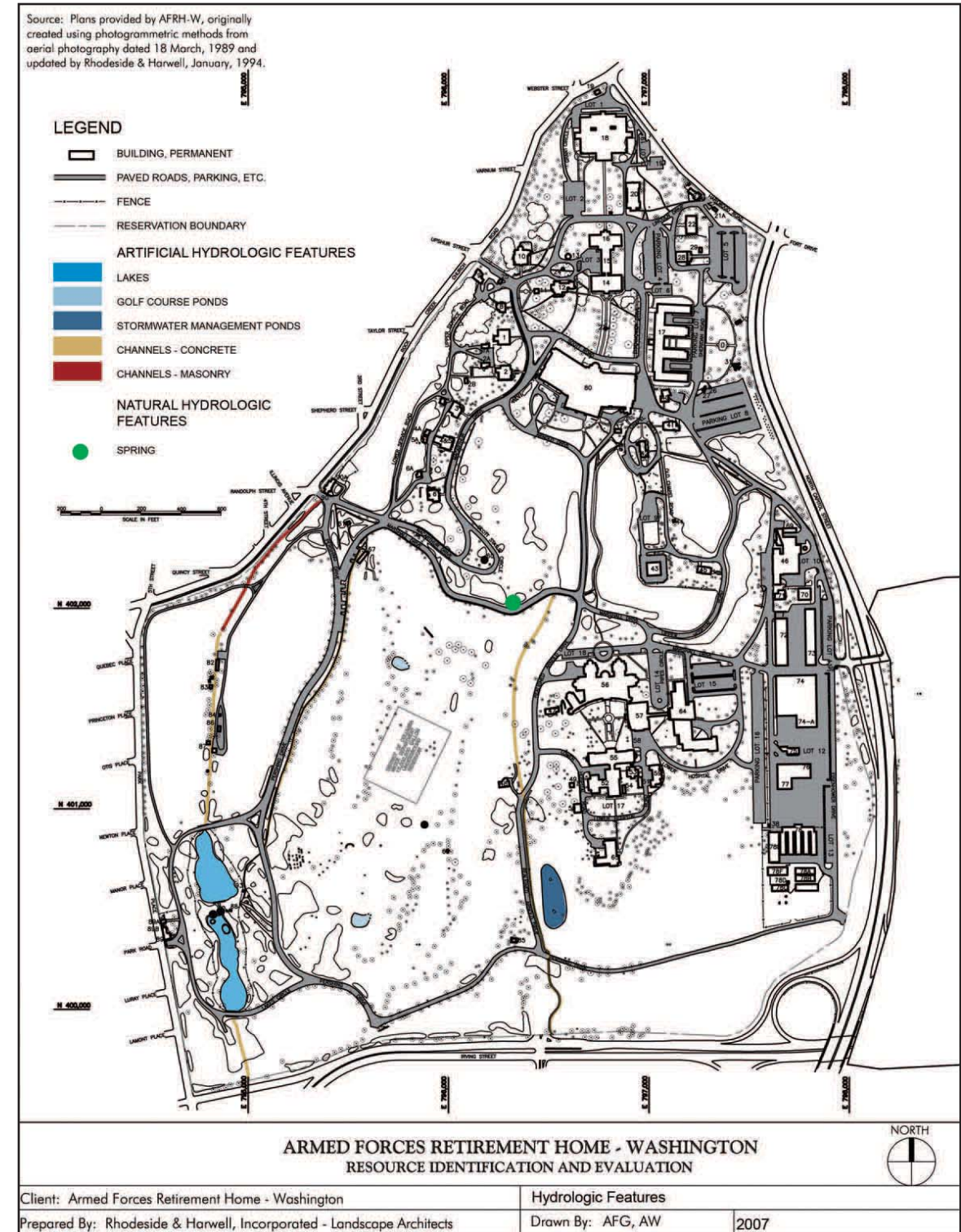


Figure 5.10: Map of hydrologic features at the Home
(Rhodeside and Harwell, 2007)

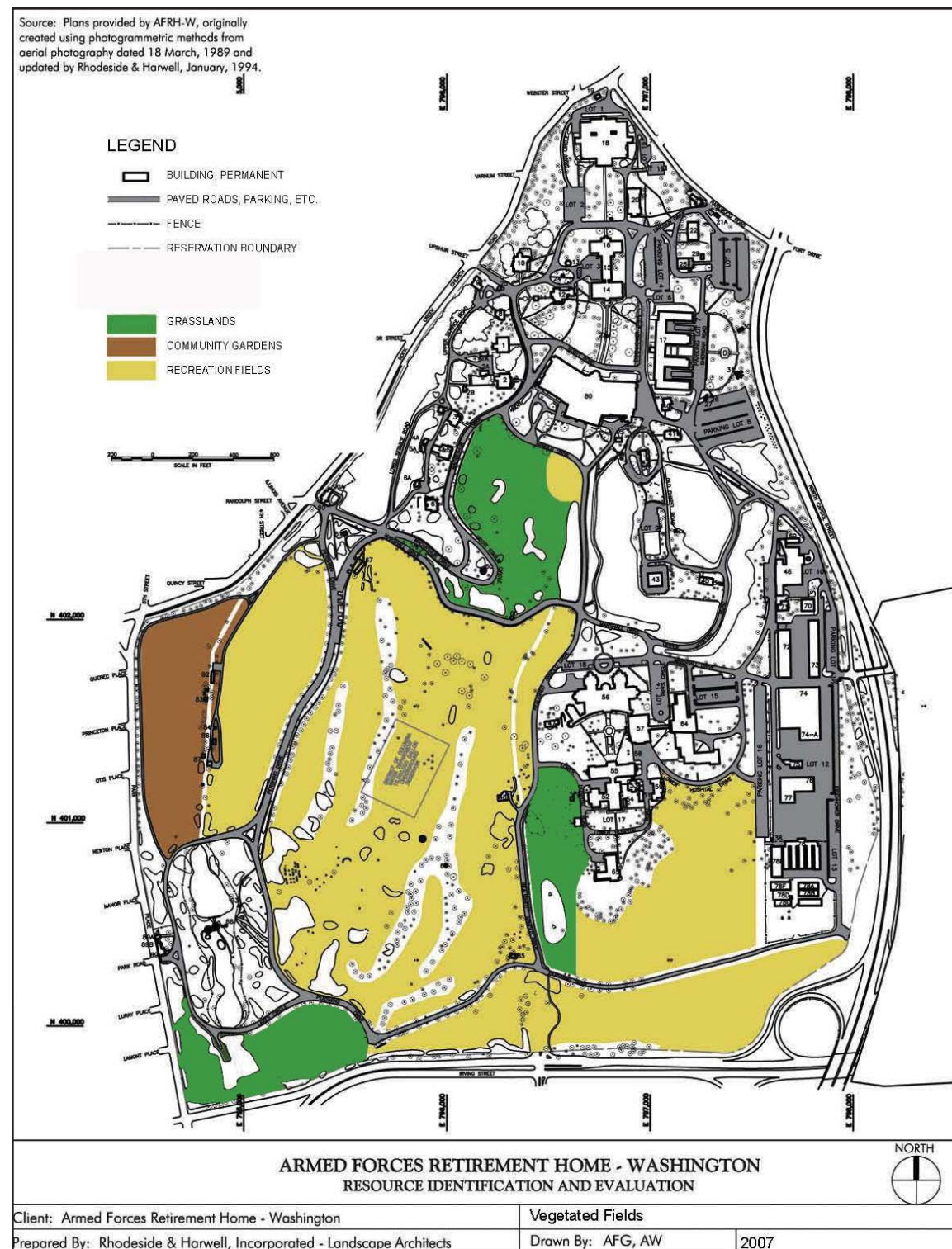


Figure 5.11: Map of vegetated fields at the Home
(Rhodeside and Harwell, 2007)

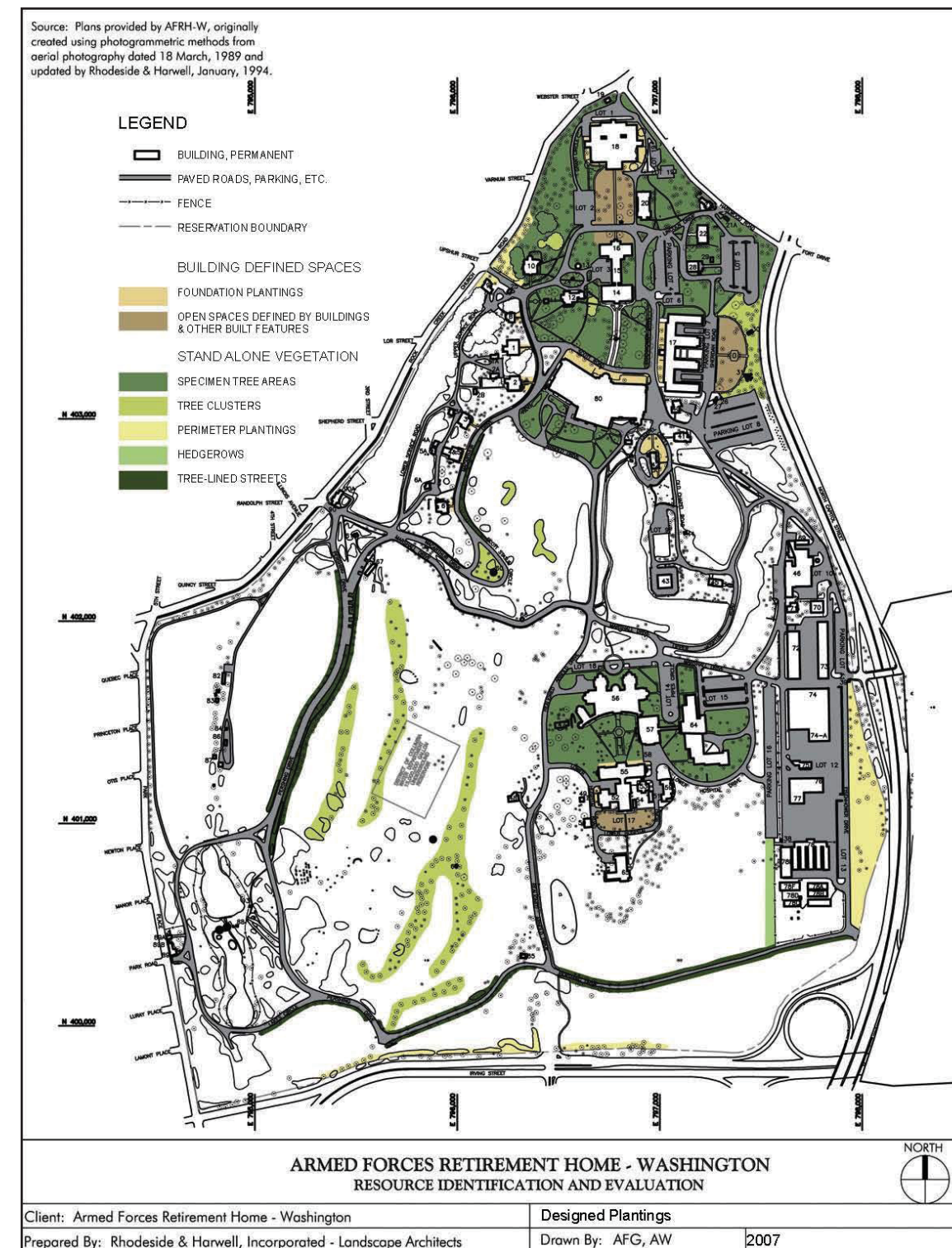


Figure 5.12: Map of designed plantings at the Home
(Rhodeside and Harwell, 2007)

SPATIAL PATTERNS

The HPP identifies three Resource Subcategories for Spatial Patterns at the Home:

1. Topography (see Figure 5.13);
2. Spatial Organization (see Figure 5.14); and
3. Views (see Figure 5.15).

1. Topography

The topographic data for the Home is an important key to determining whether a specific area of the property contains features contributing to its historic integrity. The comparison of historic topographic maps to the landform that exists today provides clues to the relative age of certain landscape elements. As an example, topographic data was the primary source for determining the eligibility of the golf course. Although the existing golf course dates from circa 1952 — outside of the period of significance (1842-1951) — the extent of earthwork involved in its construction was not immediately evident. The 1940s topographical survey, however, shows a prominent high point in the middle of the pasture that is the location of the existing golf course. The hill was dismantled in an effort to create more intricate contours for the new golf course. This analysis provides enough evidence to designate the golf course as a non-contributing feature to the historic context of the Home.

Additionally, there are certain individual topographic features and landforms on the property that warrant individual classification as secondary sub-types. AFRH took advantage of the high topographical points throughout the property, using the ridges and plateaus for residential development. Smaller buildings, such as the Officers’ Quarters (Buildings 1 and 2) and Rose Chapel (Building 42), were placed on the forested ridges, while the large-scale dormitories and hospital buildings make use of the large, flat plateaus that sit uphill of open fields, affording expansive views outward from the Home. The steep slopes that define the ridges and plateaus facilitate many of the dramatic views from various locations at the Home, and foster a sense of perceived seclusion from the surroundings. Although nearly all of the natural streambeds on the site have been channelized, deltas can still be seen where streams used to outlet into the low-lying areas on the property, which in turn, have been converted into manmade ponds or allowed to remain in a natural, forested state.

2. Spatial Organization

Throughout the continued development and expansion of the Home’s facilities since its establishment as a military asylum in 1851, the property has preserved a consistent arrangement of improved and unimproved land, making Spatial Organization a significant aspect of its historic character. The various planning phases, building campaigns, and landscape design efforts of the late nineteenth and twentieth centuries have built upon the principles utilized early in the history of the Home, with only minor alterations. The property’s spatial organization can be divided into three sub-types, divisions that correspond to the general areas or zones defined as the Character Areas:

- **Building Clusters**, including the Central Grounds and the Hospital Complex, are areas where built resources have always dominated the immediate surrounding landscape and share a relationship by both physical orientation and by general use;
- Dense tree growth creates **Tree Canopy Areas**, such as those surrounding the Lakes that create a barrier between the ground and the sky. Built resources may exist within these shaded areas, but the land remains primarily wooded; and

- **Open Spaces**, such as the Garden Plot, form the largest component of the Home’s Spatial Organization and are defined by the lack of large clusters of development or vegetative growth. The term “open” does not preclude the existence of hydrologic features, individual built resources, or sparse plantings within these areas.

The only exceptions to these land patterns are the Scott Building (Building 80) and the southeastern service area, both constructed as a result of the 1953 master plan. Although part of a modern-day building cluster, the Scott Building is constructed on land that had historically been kept open specifically to preserve the views of the U.S. Capitol from the Lincoln Cottage (Building 12) and Sherman Building (Building 14), as well as the visual connection between the Home’s Central Grounds and the Hospital Complex. Similarly, the property’s current southeastern corner had been left unimproved from the time of the establishment of the Home in 1852 until the development of the new 1950s service area. These later developments have severely changed the overall character of the Home’s spatial organization.

Although the northeastern portion of the Home has also seen a high level of change as a result of the 1953 master plan, including the demolition of the original Sheridan Building, King Building, and the original service area and the subsequent construction of the new Sheridan Building (Building 17), this area had historically been part of the northern building cluster. Therefore, the demolition and construction of buildings on this land has not changed the overall spatial organization of the Home. Further, continuing landscaping efforts by AFRH have often changed various aspects of vegetation and topography, compromising the integrity of some individual resources; however, the general character of these open spaces and tree canopies has been preserved by keeping built resources within two roughly defined clusters of development. Changes in land use have also compromised the integrity of individual resources, such as the conversion of the northern portion of the historic agricultural fields to the present-day golf course in the 1950s; however, the open character of this land has not changed since the property was purchased in 1851.

3. Views

Views, both architectural and natural, are central features of any picturesque landscape. For the purposes of the HPP, a **view** is defined as the extent of one’s visibility from a fixed vantage point to a focal point within a view shed or view corridor. A **view shed** is the peripheral visibility normally expressed as an angle, fanning out from a fixed vantage point. Within a single view shed, there can be several view corridors. A **view corridor** is the path that one’s eye follows from a fixed vantage point to a focal point, including all of the elements along that path. The termination of that view corridor corresponds with the focal point of a specific view. The neighborhoods adjacent to the Home also include **areas of visibility**, which are those general locations where the Home can be seen from outside its boundaries. These areas provide secondary views into the Home, without specific vantage points or focal points.

The landscape at the Home presents numerous views from hilltops and knolls, and from streets and paths that wind throughout the property. Views from the Home, as well as views into the Home, were identified as historic resources to the property based on the following criteria:

- The view must date from the period of significance of the Home (1842-1951);
- The vantage point of the view must be within the APE; and
- The vantage point of a view into the Home must be from a publicly accessible location at ground level.

(1) Views from the Home

- **Historic views from the Home to points outside the property (see Figure XYZ):** The location of the Home on the second-highest elevation in the District of Columbia created an expansive view shed to the federal city, which was often touted in nineteenth-century newspapers. The original scope of the view shed is unknown; however, the panorama featured views to the U.S. Capitol, the Smithsonian Institution, and the Washington Monument to the south and Mount Saint Alban to the west. The minutes of the Board of Commissioners in the 1870s document the protection of the historic view to the U.S. Capitol; nevertheless, construction of the Scott Building (Building 80) in the 1950s compromised the view from the Lincoln Cottage (Building 12) to the U.S. Capitol.⁵ Although the views from Lincoln Cottage have been eliminated, views from Scott Circle remain intact. Vegetative growth causes the views to change seasonally, but evergreen growth has permanently interrupted the original panorama, splitting the view shed into two parts. The southward portion of the view shed begins at Scott Statue (Building 60) and includes the view corridor to the U.S. Capitol. This view shed is framed by historic Magnolia and Cedar trees and remains intact as one of the property’s most notable features. The westward portion of the view shed begins at the southward approach to the Scott Statue and includes the view corridor to Mount Saint Alban. Despite being split into two separate view sheds, a majority of the original view shed from Scott Circle remains intact; however, specific historic view corridors within the view shed, such as the view to the Smithsonian Institution, have been eliminated by late-nineteenth and twentieth century development.
- **Non-historic views from the Home to points outside the property (see Figure XYZ):** The Home features a view shed from the Hospital Complex to neighboring Catholic University, creating a view to the Basilica of the National Shrine of the Immaculate Conception. Although construction began in 1920, the dome and tower of the Basilica were not constructed until the 1950s. This is a non-historic view because it falls outside the period of significance (1842-1951).

(2) Views into the Home

- **Historic views into the Home from points outside the property:** Topography, development, and vegetation, both inside and outside the boundaries of the Home, affect views and areas of visibility into the Home from neighboring areas.
 1. **Prominent views into the Home (see Figure XYZ):** These views exist along the west side of the property, where the boundaries have not changed since 1869 when the Board of Commissioners for the Military Asylum purchased the Whitney property. Open fields and relatively sparse buffer vegetation along most of the property’s western edge afford two unobstructed views from points outside the Home. First, the view from the intersection of Rock Creek Church Road and Park Place provides an expansive, eastward panorama of a portion of the western side of the Home, between the Randolph Street Gate House (Building 90) to the north and the wooded area around the Lakes to the south. Although Rock Creek Church Road existed prior to the establishment of the Home, this historic view dates from the extension of the Home’s western boundary in

1869. Second, the view from Grant Circle, southeast along Illinois Avenue, provides a view to the northern section of the Garden Plot and driving range. This historic view dates from the laying of Grant Circle and Illinois Avenue, which was part of the intentional extension of L’Enfant’s plan for the city of Washington in the subdivision of Petworth in 1889.

2. **Areas of visibility into the Home (see Figure XYZ):** These areas of visibility surround the Home, but only those along the western and northern boundaries date from the property’s period of significance (1842-1951). These historic areas of visibility have existed since the laying of Rock Creek Church Road prior to the establishment of the Home in 1851 and Park View Road at the turn of the twentieth century. Because of the sparse buffer plantings and open space along the inside of the Home’s western property line, a high level of visibility into the property is afforded from any point along Rock Creek Church Road and Park Place between Randolph Street Gate and the Lakes. This visibility extends eastward to Pershing Drive at the eastern edge of the driving range where a sudden change in the topography interrupts views into the golf course. Buffer vegetation is denser within the southwestern border along Park Place, providing screened visibility of the area around the Lakes from outside the Home. Along the northwestern boundary of the property, the dense growth of Quarters Woods limits visibility into the Central Grounds. From any point within the National Cemetery and Rock Creek Church Cemetery, the Grant Building (Building 18) dominates visibility into the northern portion of the Home.
3. **Secondary view corridors into the Home (see Figure XYZ):** Several residential streets terminating at the property’s western edge create view corridors within the adjacent neighborhoods. These views penetrate the boundaries of the Home but are not expansive or directed at specific focal points. These historic visual corridors date from the turn of the twentieth century, when the greatest period of development occurred in the subdivisions of Park View and Petworth.

- **Non-historic views into the Home from points outside the property:** Late-twentieth-century development to the south of the Home has altered many of the views into the property that may have existed during the period of significance (1842-1951). A view most likely existed from the grounds of the U.S. Capitol to the Forwood Building (Building 55) before the development of the Washington Hospital Center and the Veterans Hospital in 1956 and circa 1960, respectively. Similarly, the dense growth of trees in Rock Creek Park to the west blocks any view from the National Cathedral to the Home, despite the view of the Cathedral from the Home.

The disposal of land and the resulting boundary changes in 1950 to the south and in 2004 to the east have further diminished the spectrum of views into the Home, including those of the Forwood Building (Building 55). Changes to the southern boundary occurred just prior to the end of the period of significance; however, subsequent modifications to the topography and the construction of Irving Street, First Street, and the extension of North Capitol Street have created views and visibility into the property that are not historically accurate. The only exception to this is a small area of land to the far southwest, which has changed little topographically since its disposal in 1950. From this triangular median, views into the enclosed pasture at the southwestern corner of the Home extend to the wooded area surrounding the Lakes.

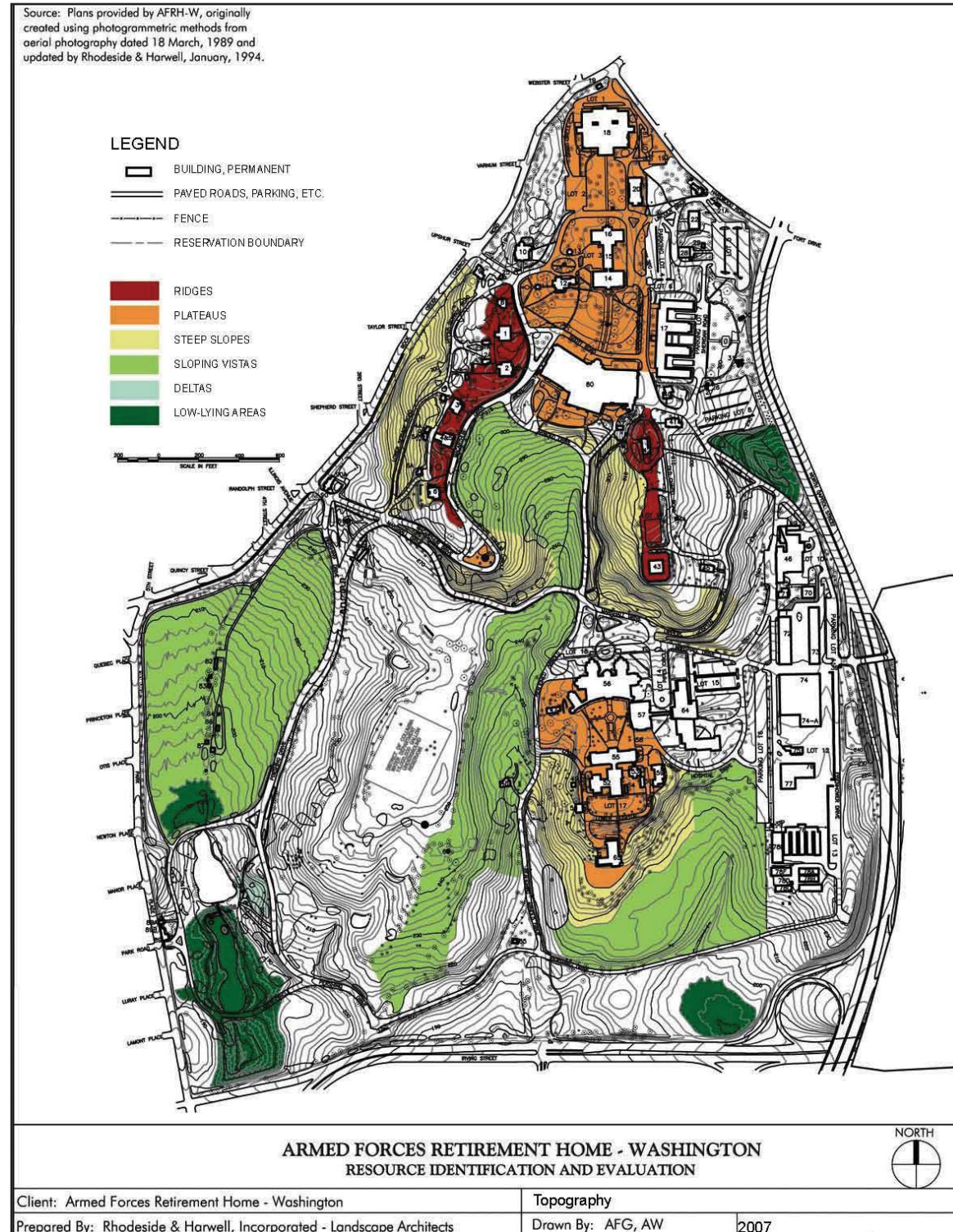


Figure 5.13: Map of topography at the Home
(Rhodeside and Harwell, 2007)

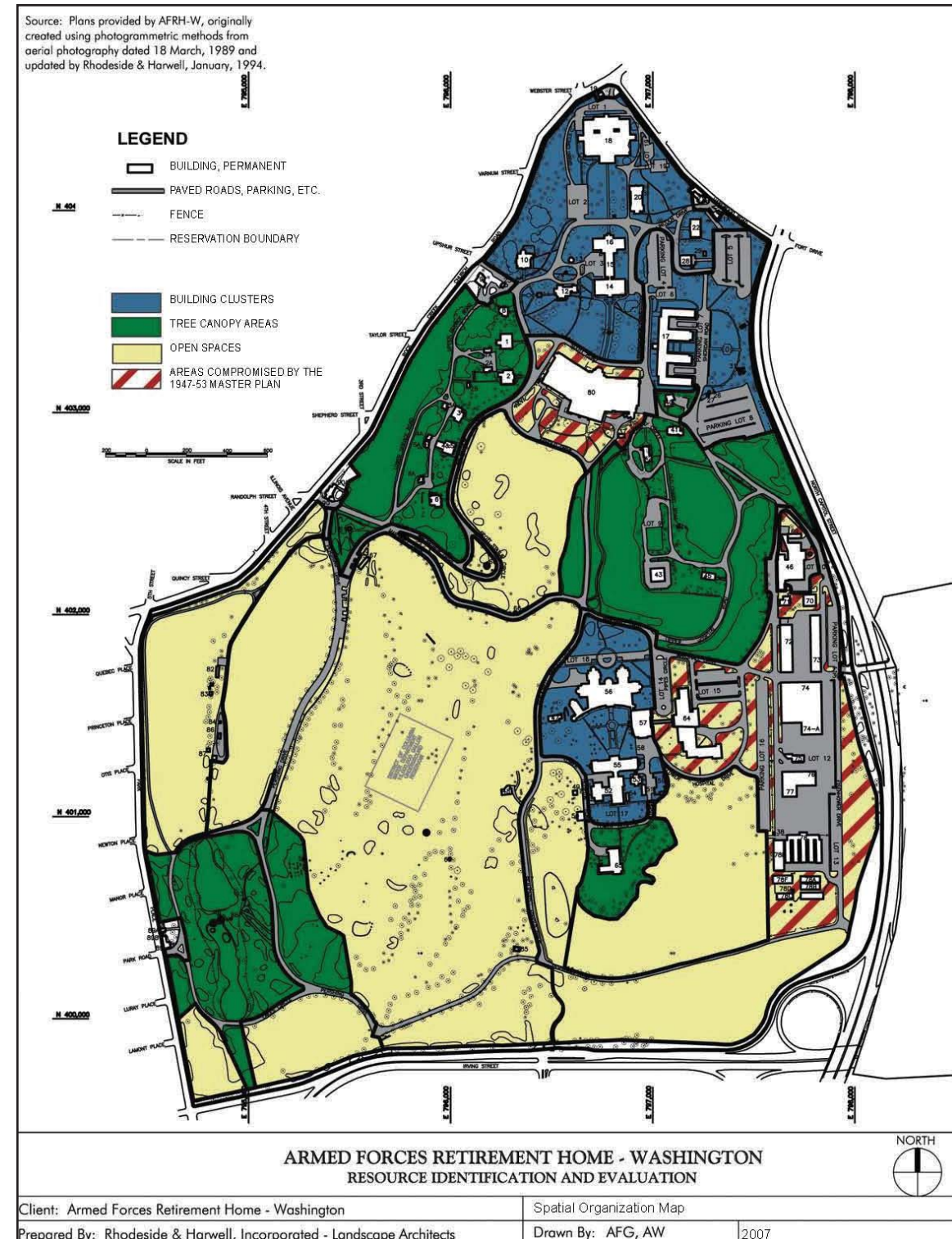


Figure 5.14: Map of spatial organization at the Home
(Rhodeside and Harwell, 2007)

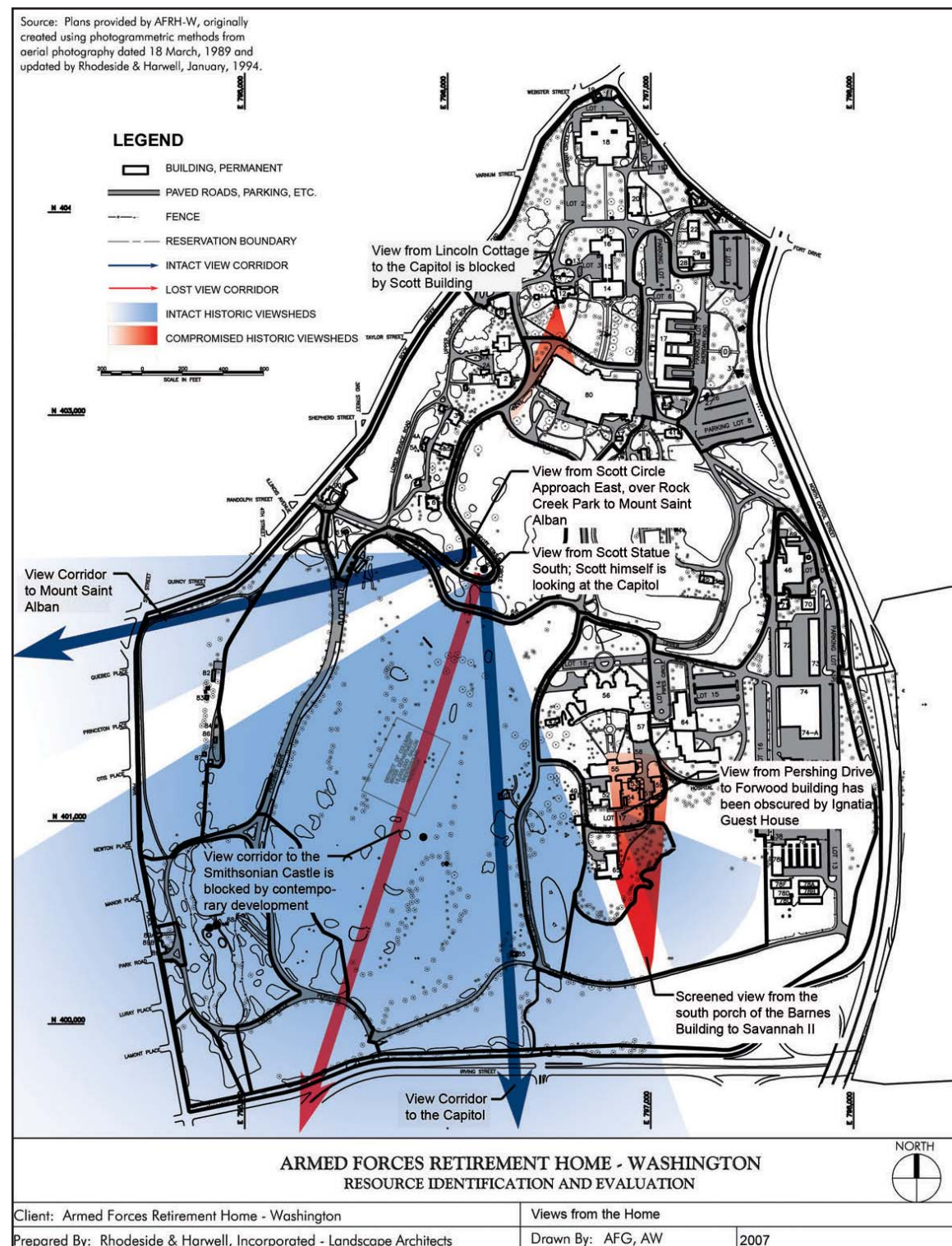


Figure 5.15: Map of views from the Home
(Rhodeside and Harwell, 2007)

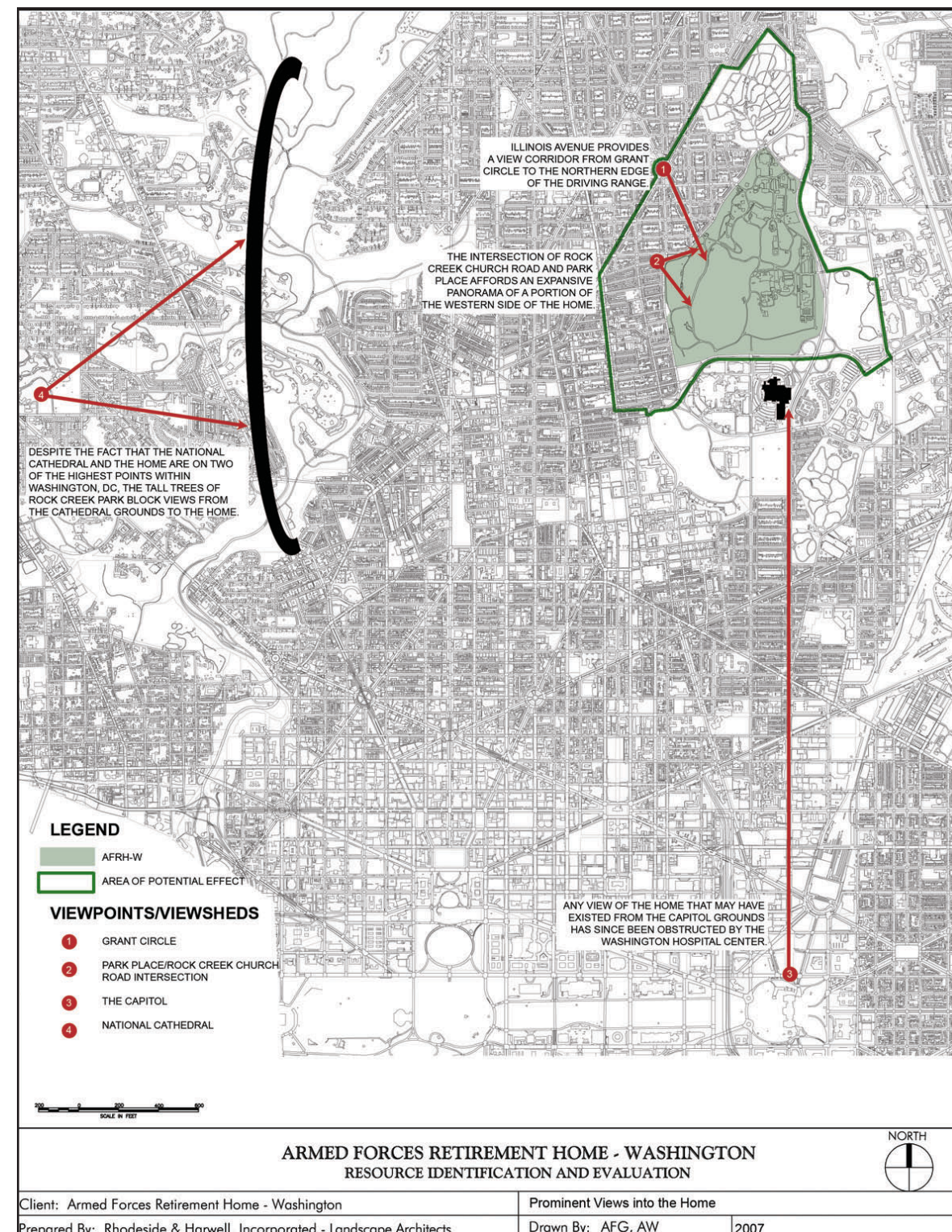


Figure 5.16: Map of primary views into the Home
(Rhodeside and Harwell, 2007)

ARCHEOLOGICAL RESOURCES

Site, as an NR Resource Type, also identifies archeological resources. The resource inventory records the six archeologically sensitive zones identified by Greenhorne & O’Mara in its *Phase IA Archaeological Assessment of the Armed Forces Retirement Home* (see Appendices). The 2004 Greenhorne & O’Mara study also identifies zones of the property with moderate potential for prehistoric remains. These zones were not included in the inventory as they are recurring throughout the Home. The maps included below show these zones overlaid on AFRH-W Character Areas defined in the HPP. The findings in the 2004 report state:

The most likely areas of prehistoric occupation are sections of level (0-8% slope), well-drained Sassafras soil or moderately well drained Woodstown and Iuka soils (found in stream floodplains). Occupation of more sloping terrain is less probable, and it is likely that construction disturbances near other structures have effectively eliminated any prehistoric archeological potential in such areas. Based on these soil associations and slope factors, several sections of the property would thereby have the potential for prehistoric sites. However, considering the peripheral character of the area related to the more abundant prehistoric activity elsewhere in the District, even these favorable areas should be ascribed only moderate archeological probability.⁶

Historic maps indicated the former existence of two building complexes in the center of the property. The [Emily] Wood house dates earlier than 1861; the unnamed complex on the former Corcoran property was probably built some time between 1861 and 1872. It seems that the site of the Wood house may have been severely affected by subsequent grading, as it falls within an area of Udorthent soil on the 1976 Soil Survey map. However, traces of the main house or its northern outbuildings may have survived intact if no subsequent construction occurred in this location, and features such as a well or cistern may also remain in this area. The location of the Corcoran estate outbuildings may not have been as heavily disturbed as was the city vicinity of the Wood house.⁷

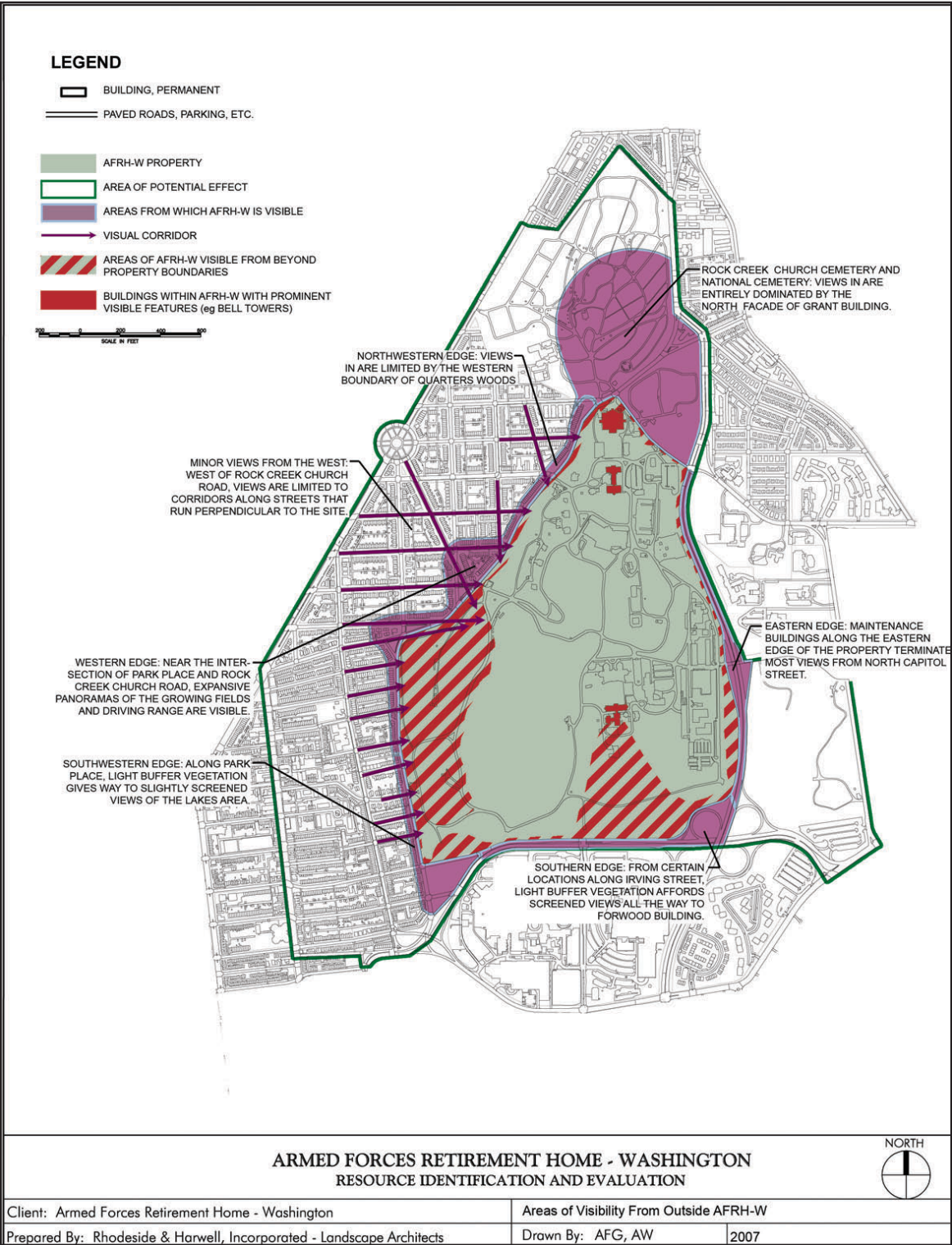


Figure 5.17: Map of current visibility into the Home (Rhodeside and Harwell, 2007)

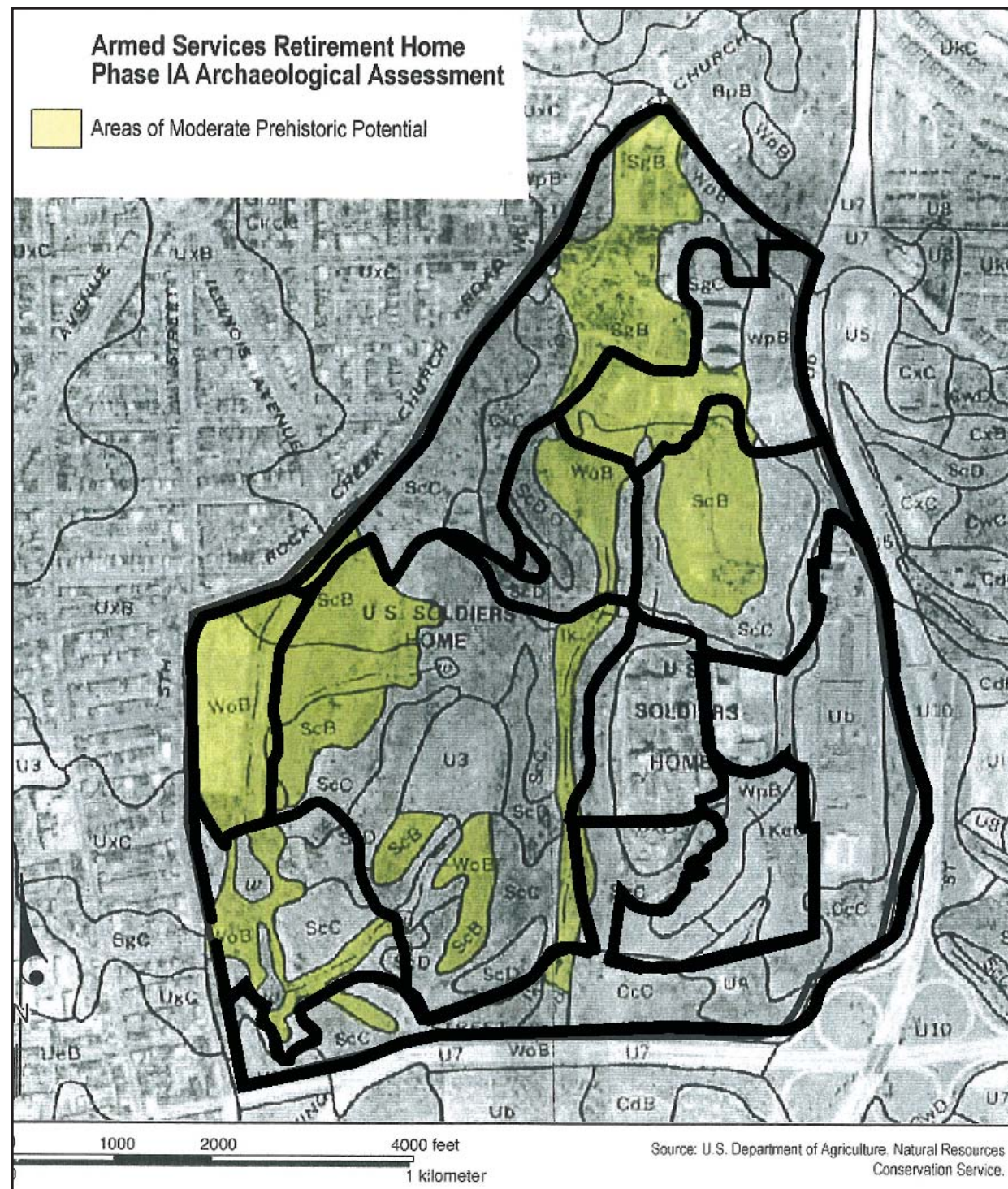


Figure 5.18: Prehistoric archeological sensitivity zones for the Home with Character Area overlay
(Base map from Greenhorne & O'Mara's 2004 Phase IA Archaeological Assessment of the AFRH-W; overlay of Character Area boundaries by EHT Tracerics, Inc., 2007)

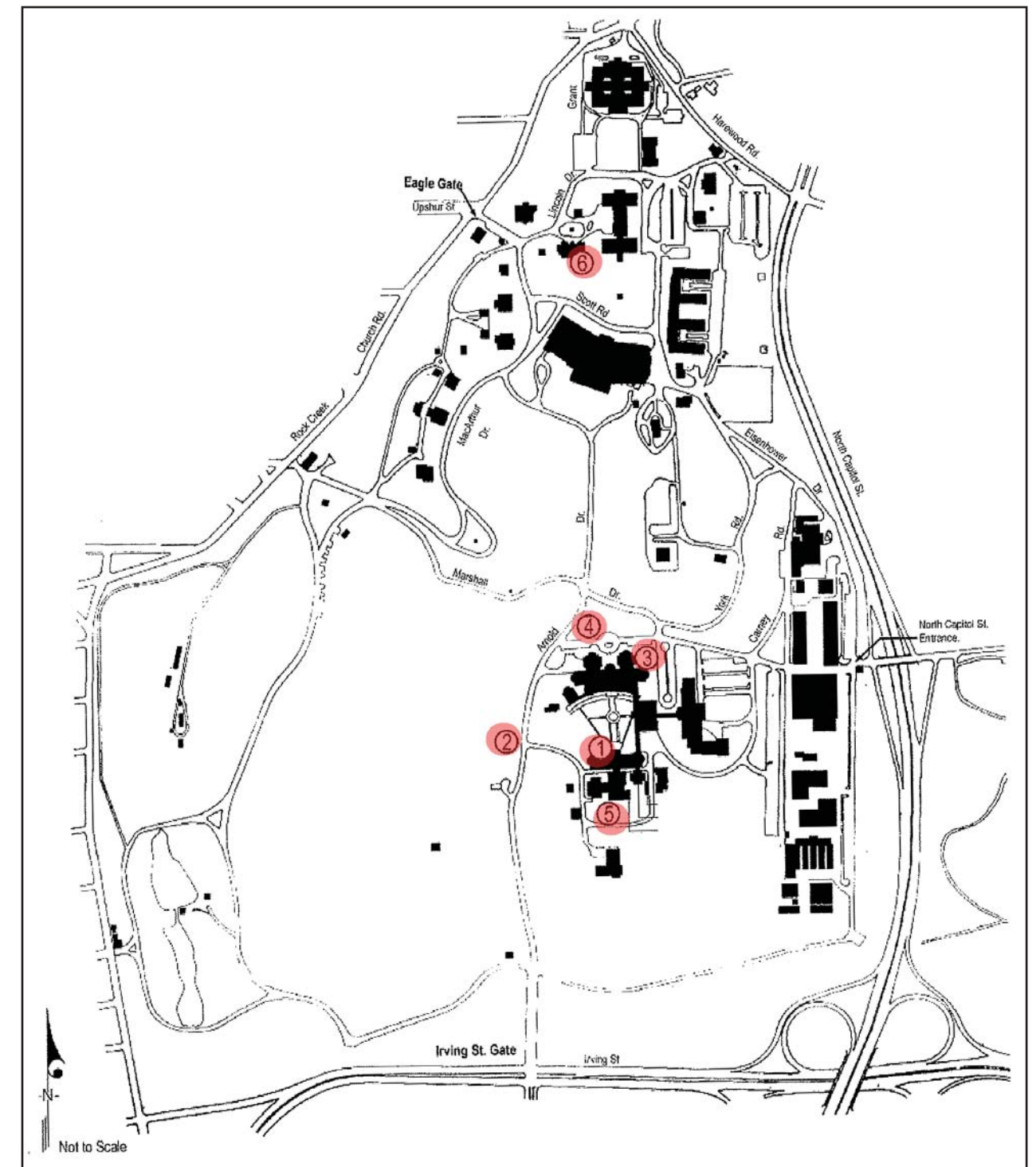


Figure 5.19: Historic archeological sensitivity map noting sites of potential mid- to late-nineteenth-century remains at the Home
(Greenhorne & O'Mara's 2004 Phase IA Archaeological Assessment of the AFRH-W)

3. INITIAL ASSESSMENT OF RESOURCES

The HPP allowed for the initial assessment of each resource individually. This was done to determine whether the resource contributed to the significance of the National Register-eligible AFRH-W Historic District as defined in Chapter 4: Evaluation of Significance of the HPP. This initial assessment was based on:

- The age of the resource or its existence during the period of significance (1842-1951) defined for the Home; and
- Its role within the historic context with respect to the relevant sub-periods and areas of significance identified for the Home.

Resources constructed outside of the period of significance were determined to be “non-contributing” to the National Register-eligible Historic District;

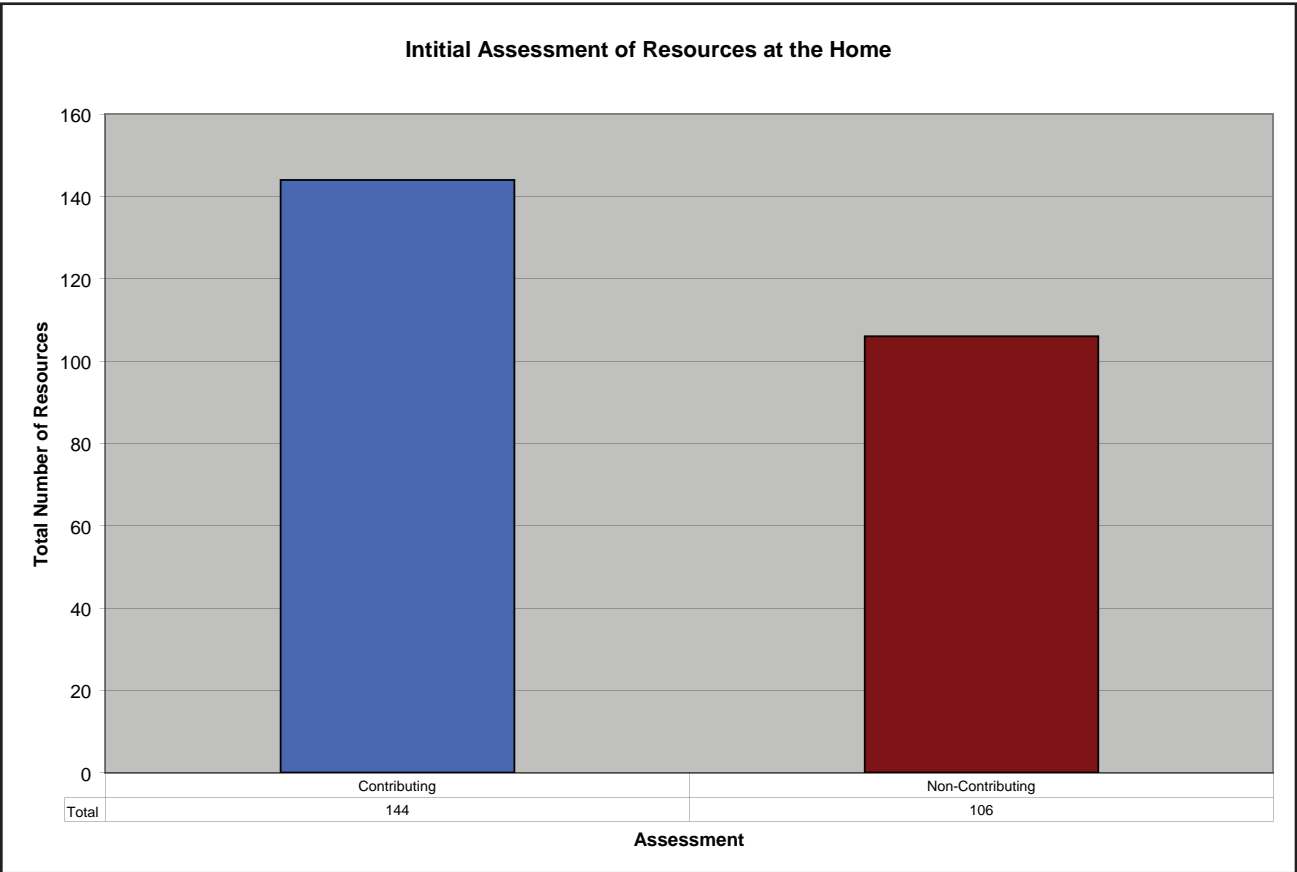


Figure 5.20: Initial assessment of resources identified at the Home. (EHT Traceries, Inc., 2007)

The initial assessment of the resources determined that of the 250 resources identified at the Home, 58% contribute to the historic context of the National Register-eligible AFRH-W Historic District.

The assessment also required that each resource at the Home be assigned to a single Character Area, and evaluated within the historic context of that Character Area and the property overall. The chart below indicates the number of resources assigned to each Character Area, noting the contributing/non-contributing status of the resources to the specific Character Area and to the significance of the Home for the period between 1842 and 1951. The Central Grounds Character Area, which is the historic core of the Home, includes the greatest number of resources. The majority of these resources (93%) contribute to the National Register-eligible AFRH-W Historic District. The Scott Circle and Spatial Patterns Character Areas contain the least number of resources (three each), all of which are contributing. The 1947/1953 Impact Character Area, the second largest of the identified Character Areas, contains the greatest number of non-contributing resources (82%).

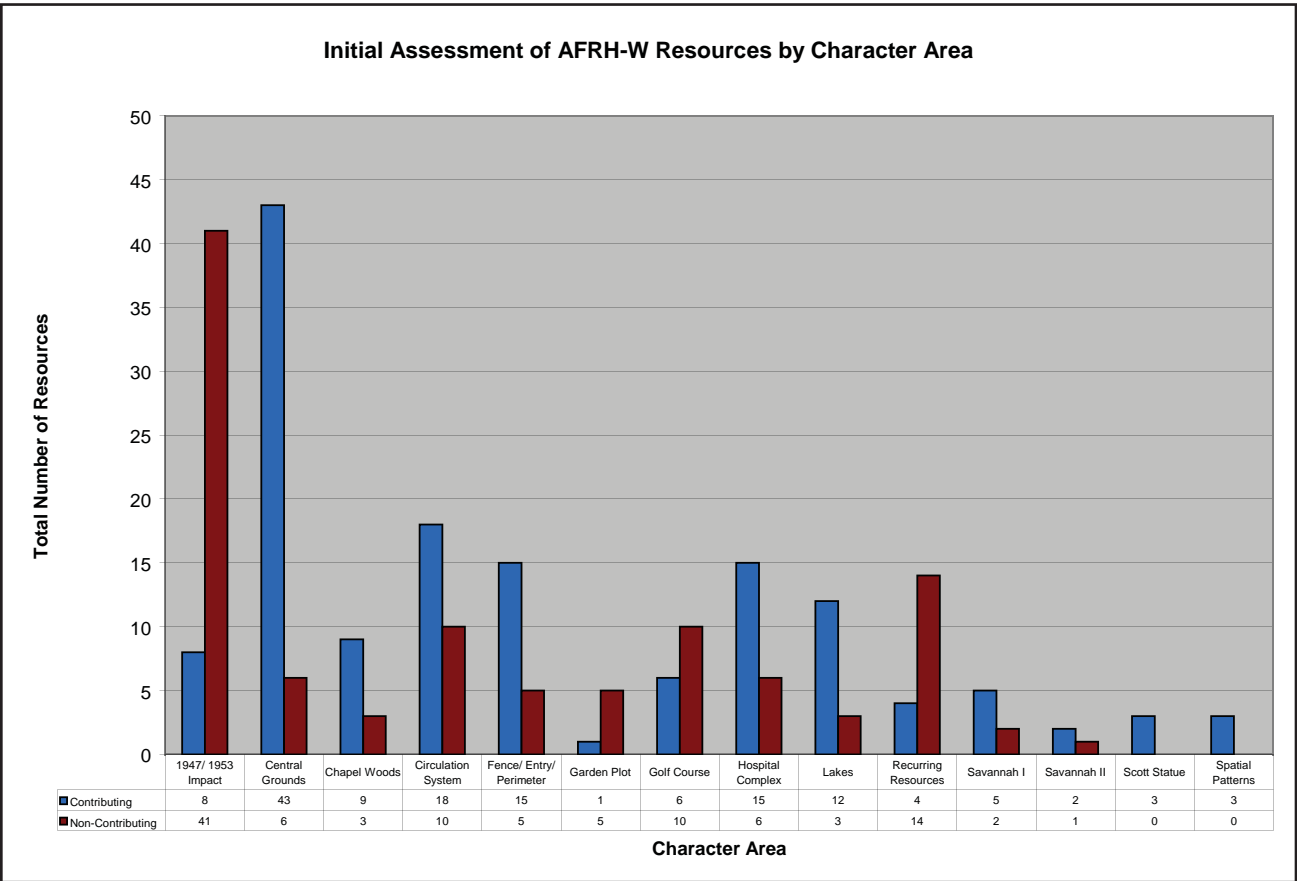


Figure 5.21: Total number of resources identified in each Character Area at the Home. (EHT Traceries, Inc., 2007)

4. QUANTITATIVE EVALUATION OF CONTRIBUTING RESOURCES

Each contributing resource was quantitatively evaluated based on the criteria for evaluation and aspects of integrity defined by the National Register, and outlined in Chapter 4: Evaluation of Significance.

Each contributing resource was given a score of 0, 1, 2, or 3 in the following six categories (3 being the highest level of significance or integrity):

- National Register Criterion A (History)
- National Register Criterion B (People)
- National Register Criterion C (Design)
- National Register Criterion D (information potential)
- National Significance
- Integrity

This quantitative approach provides a transparent, systematic evaluation of each identified resource at the Home. This evaluation assigns a Relative Level of Significance to each contributing resource (key, significant, supporting, or minor), which was used in the development of Treatment Recommendations in Chapter 6: Implementation of the Historic Preservation Plan. All non-contributing resources received a score of zero. The definitions of each of the Levels of Significance are:

TABLE 5.2 RANKINGS OF LEVELS OF SIGNIFICANCE		
Total Score	Relative Level of Significance	Definition
12-18	Key	The resource is of the highest level of importance to the historic significance of the Home and is key to an understanding of the most significant aspects of the property’s history.
7-11	Significant	The resource is of a high level of importance to the historic significance of the Home and holds a strong association with the significant aspects of the property’s history.
4-6	Supporting	The resource is of a moderate level of importance to the historic significance of the Home and is associated with the significant aspects of property’s history in a supporting capacity.
1-3	Minor	The resource is of minimal contribution to the historic significance of the Home and is nominally associated with property’s history.
0	Non-Contributing	The resource makes no contribution to the historic significance of the Home.

By using this quantitative approach, it was determined that the vast majority of the contributing resources at the Home are Significant (55%). These resources are essential to the understanding of the historic significance of the Home because they hold a strong association with the significant aspects of the property’s history for the period between 1842 and 1951 in the defined areas of significance (see Chapter 4: Evaluation of Significance). Examples include Eagle Gate House (Building 9), Forwood (Building 55), Grant Building (Building 18), Lake Mary Barnes, Scott Statue, Lincoln Cottage Grounds, and most of the perimeter fencing from the nineteenth century. A substantial number of resources were determined to be Supporting (34%) to the National Register-eligible AFRH-W Historic District. These resources possess a moderate level of importance to the historic significance of the Home because of their association with the major aspects of the property’s history. Examples of Supporting resources are Pershing Drive Street Trees, Urns, Eagle Gate Plantings, Eisenhower Drive, Heating Plant (Building 46), Quarters 47 (Building 47), Randolph Street Gate, the potential nineteenth-century archeological sites, and many of the garages and carriage houses. The evaluation recorded few Minor (7%) resources at the Home. These resources minimally contribute to the historic significance of the Home, and predominantly because of a loss of integrity are unable to recount the historic context of the property. Examples include the North Capitol Street Gate Cannons, the Deciduous Forest in the Lakes Character Area, Lower Hospital Road, North Converter Room (Building 28), most of the storage sheds, and the secondary retaining walls recurring throughout the property.

The quantitative evaluation of resources at the Home identified just four Key resources (2%). Defined as resource of the highest level of importance to the historic significance of the Home, Key resources are critical to an understanding of the Washington-based Military Asylum. These Key resources, which are the first buildings occupied and/or built by AFRH, are Lincoln Cottage (Building 12), Sherman or Main Building (Building 14), Officer’s Quarters One (Building 1), and Officer’s Quarters Two (Building 2). In recognition of the Home’s outstanding national significance, the federal government designated these four Key resources as a National Historic Landmark (NHL) in 1973. In 1979, the Joint Committee on Landmarks listed these same four resources in the District of Columbia Inventory of Historic Sites.

The following chart summarizes the findings of the quantitative evaluation for contributing resources at the Home:

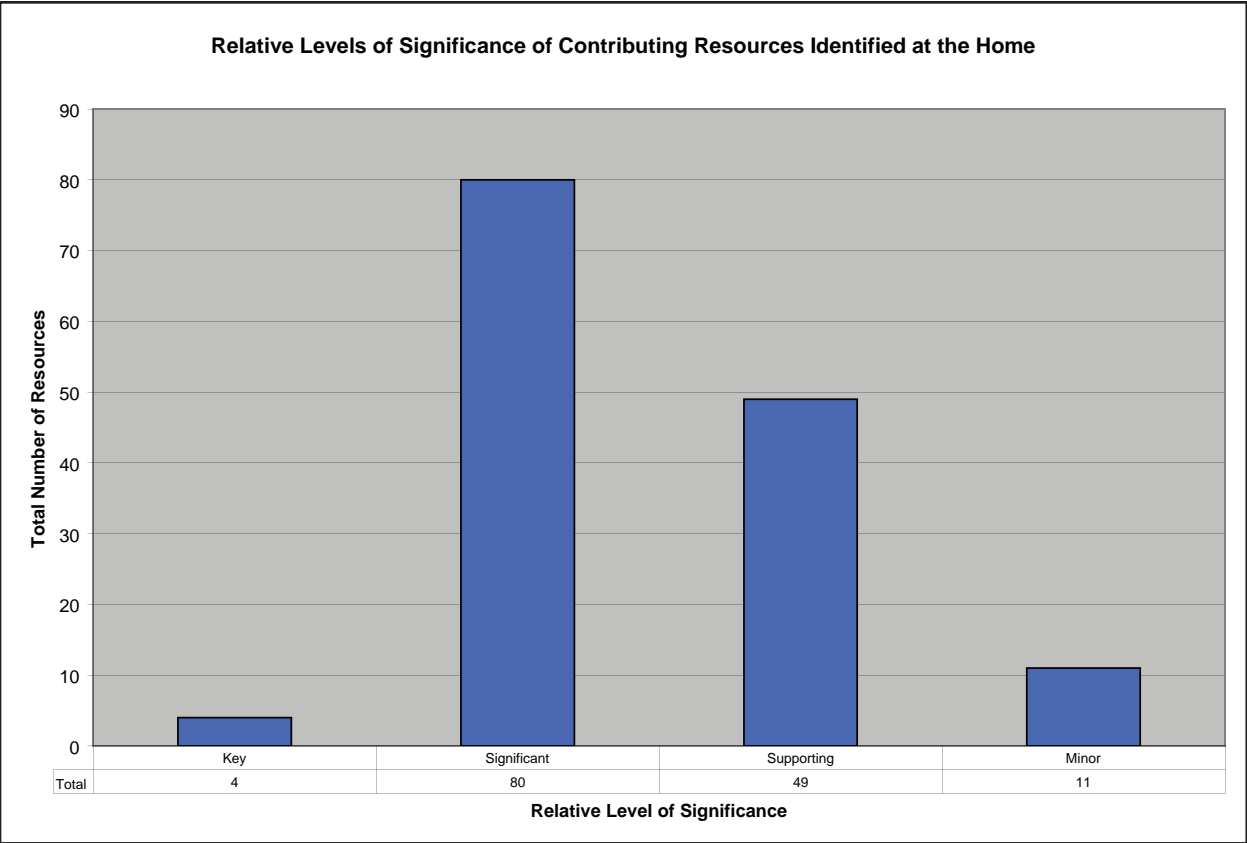


Figure 5.22: Relative levels of significance of contributing resources identified at the Home
(EHT Traceries, Inc., 2007)

Following is a summary of the evaluation of each Character Areas. A map indicating the location of the Character Area is included, showing the position of each Character Area and its built resources in the larger setting of the Home. A key to the building numbers noted on the map can be found at the beginning of this chapter. The Recurring Resources and Spatial Patterns Character Areas do not include location maps, as they represent resources site-wide. Two charts are provided for each Character Area: (1) a chart presenting the number of NR Resource Types – buildings, structures, objects and sites – identified in each Character Area; (2) a chart presenting the Relative Levels of Significance—Key, Significant, Supporting, Minor, and Non-Contributing—for the individual resources identified in each Character Area.

CENTRAL GROUNDS CHARACTER AREA

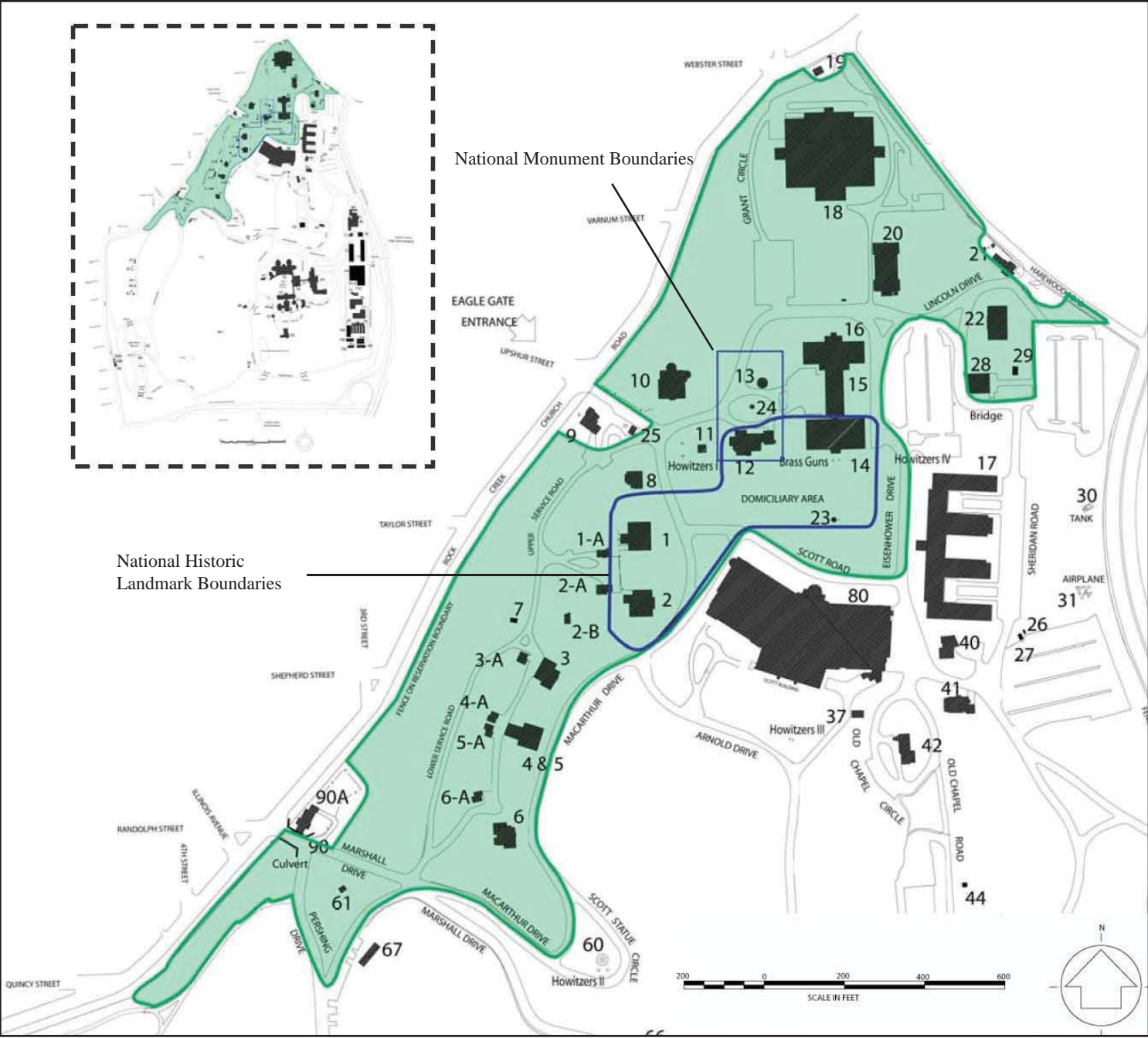


Figure 5.23: Map of the Central Grounds Character Area (EHT Tracerics, Inc., 2007)

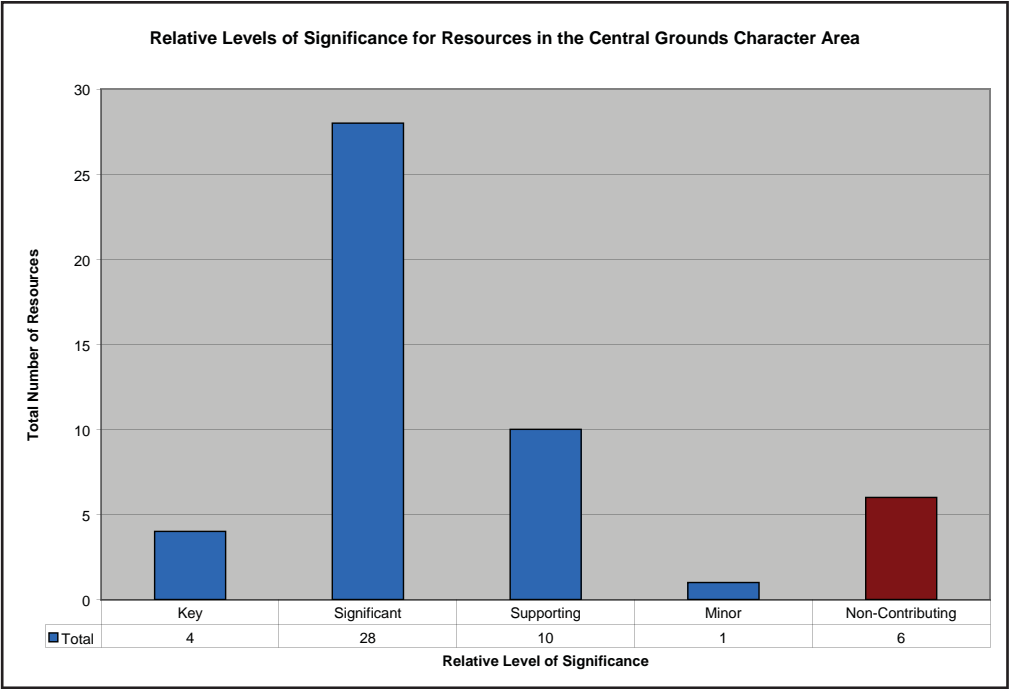


Figure 5.24: Levels of significance for resources in the Central Grounds Character Area (EHT Tracerics, Inc., 2007)

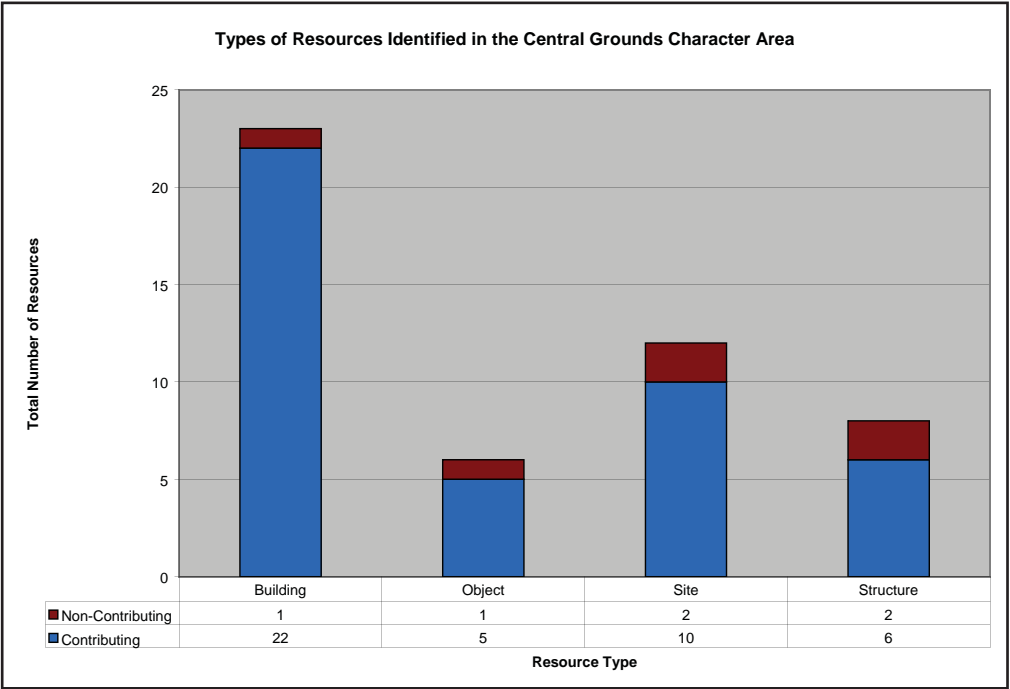


Figure 5.25: Resource types identified in the Central Grounds Character Area (EHT Tracerics, Inc., 2007)

SAVANNAH I CHARACTER AREA

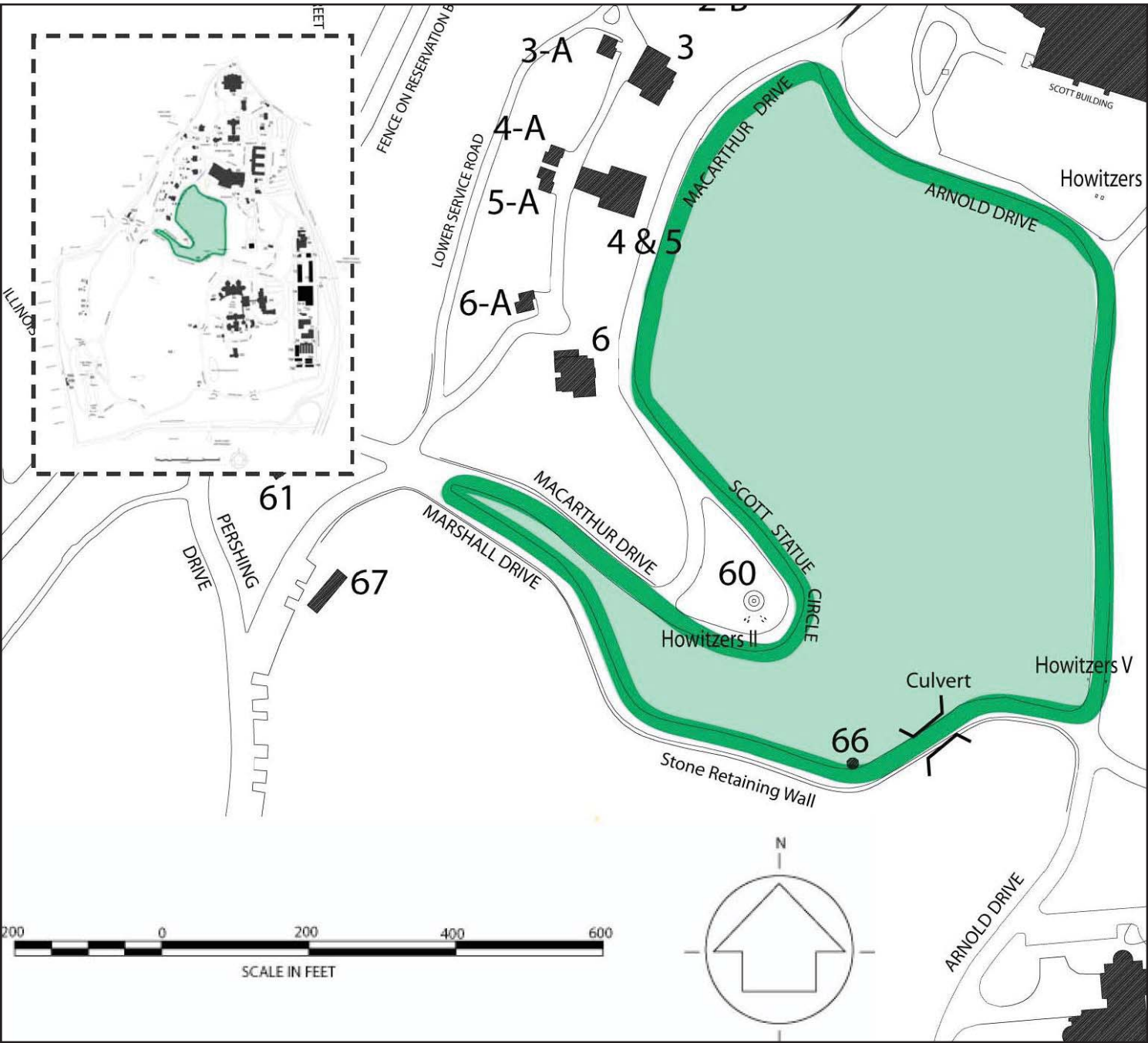


Figure 5.26: Map of the Savannah I Character Area (EHT Traceries, Inc., 2007)

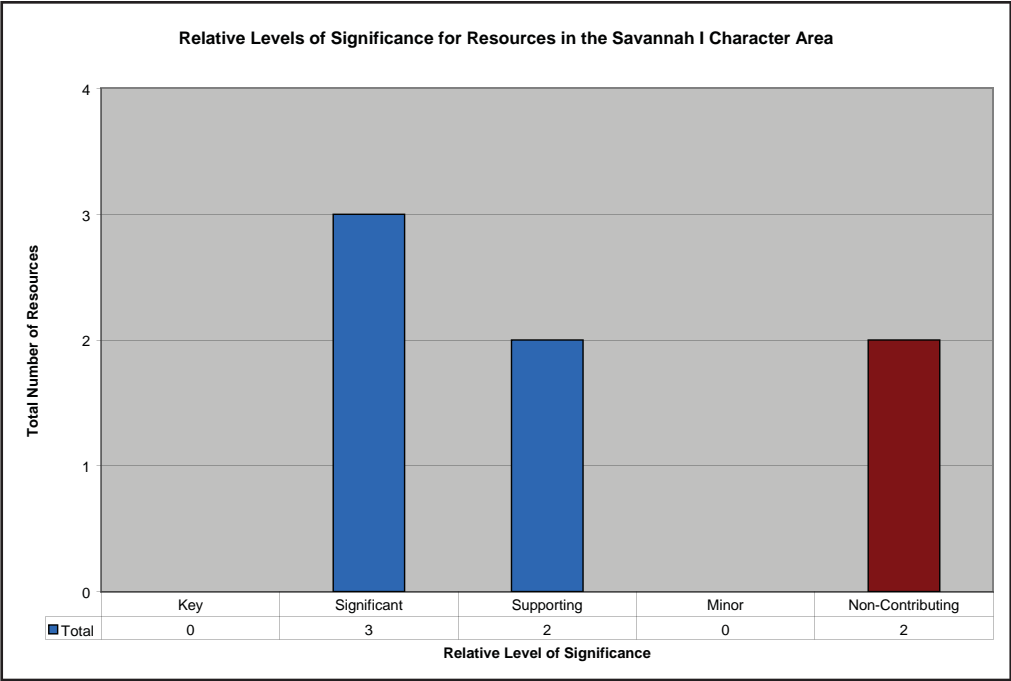


Figure 5.27: Levels of significance for resources in the Savannah I Character Area (EHT Traceries, Inc., 2007)

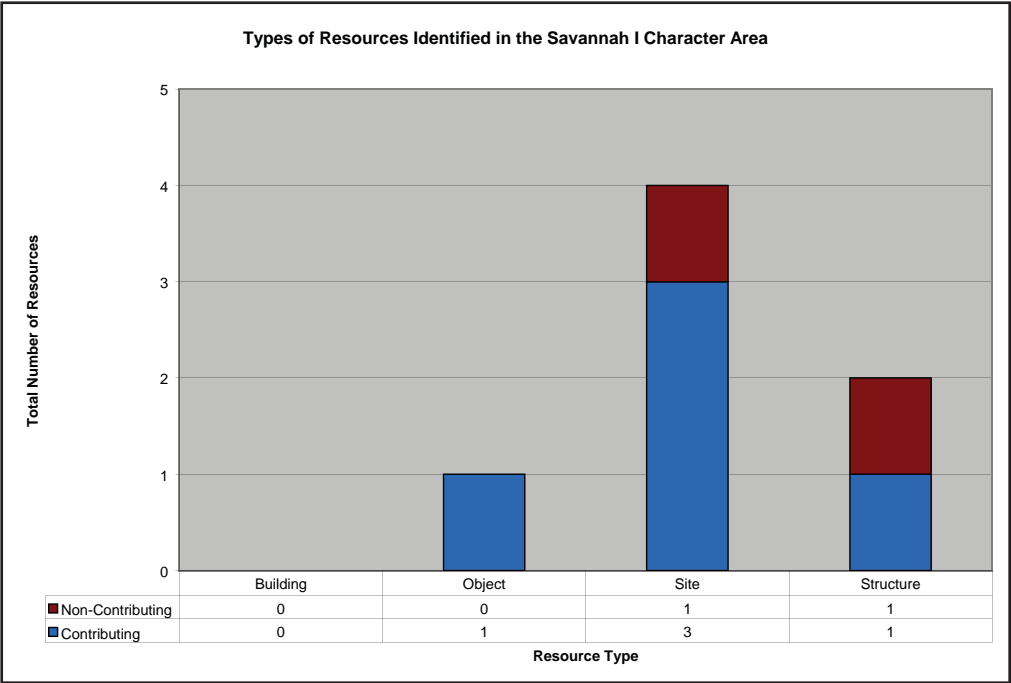


Figure 5.28: Resource types identified in the Savannah I Character Area (EHT Traceries, Inc., 2007)

CHAPEL WOODS CHARACTER AREA

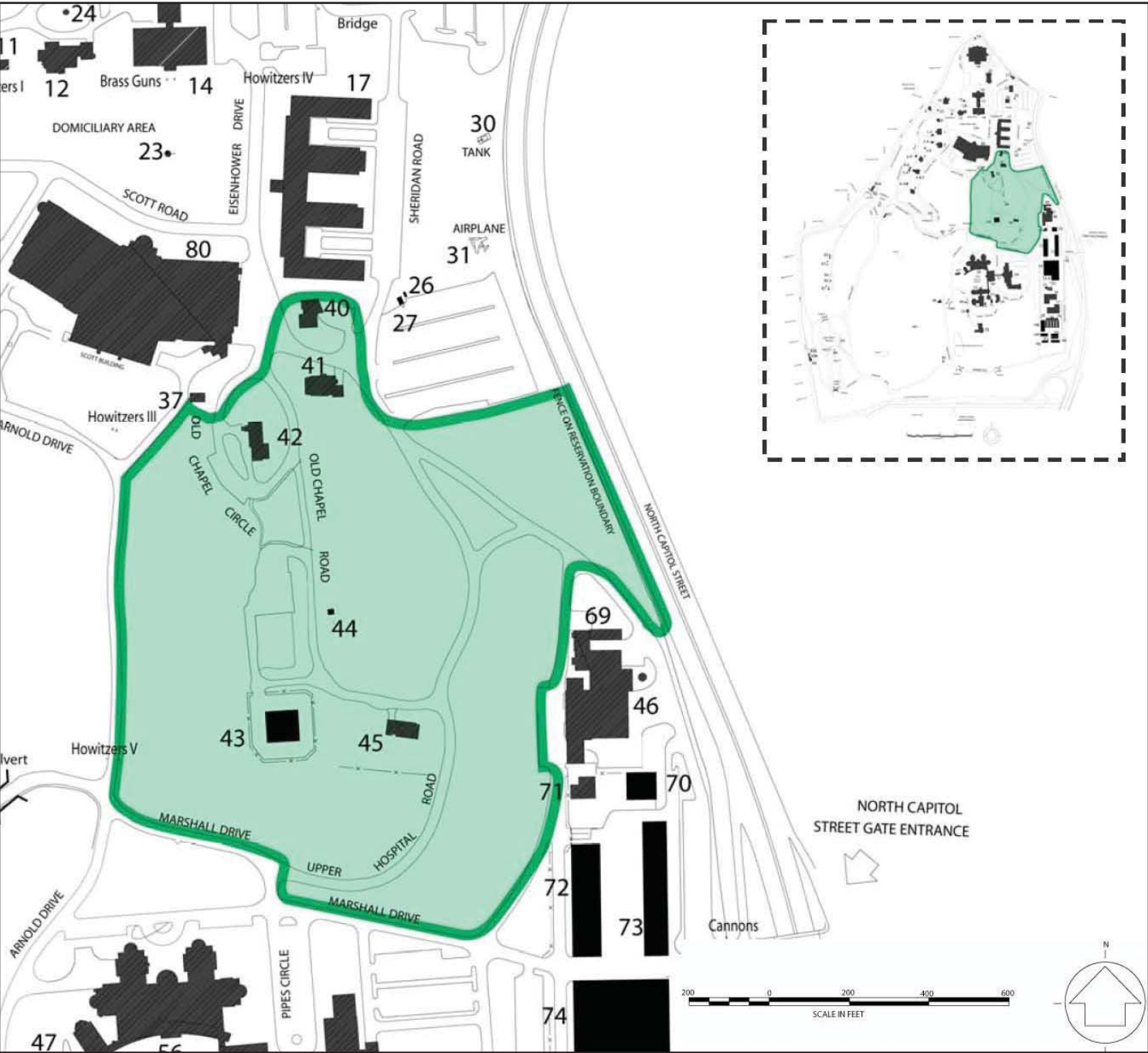


Figure 5.29: Map of the Chapel Woods Character Area (EHT Traceries, Inc., 2007)

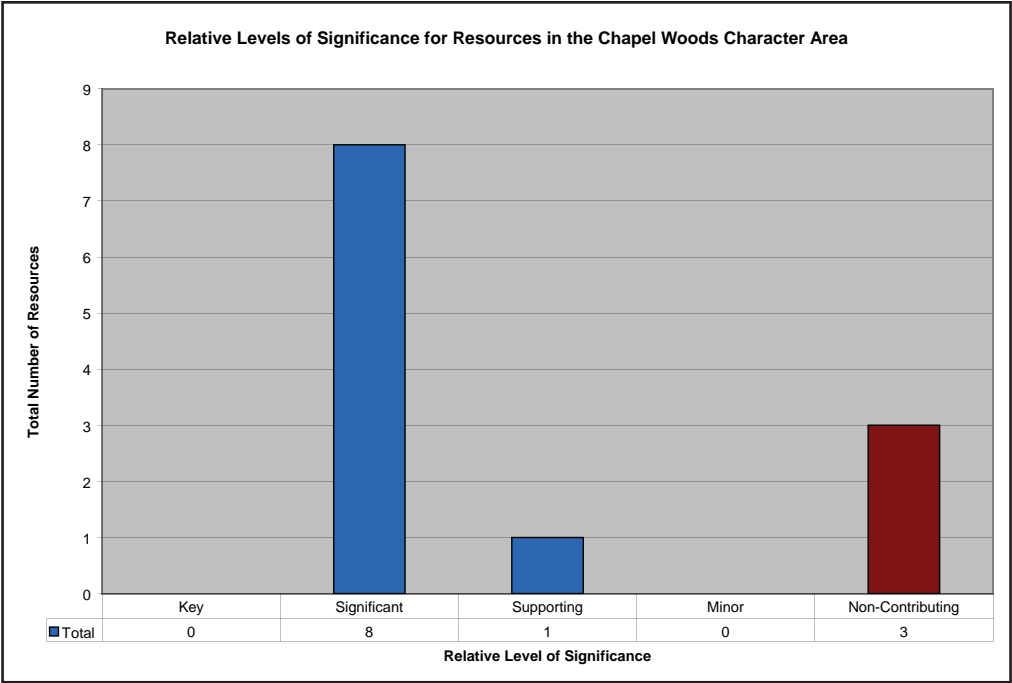


Figure 5.30: Levels of significance for resources in the Chapel Woods Character Area (EHT Traceries, Inc., 2007)

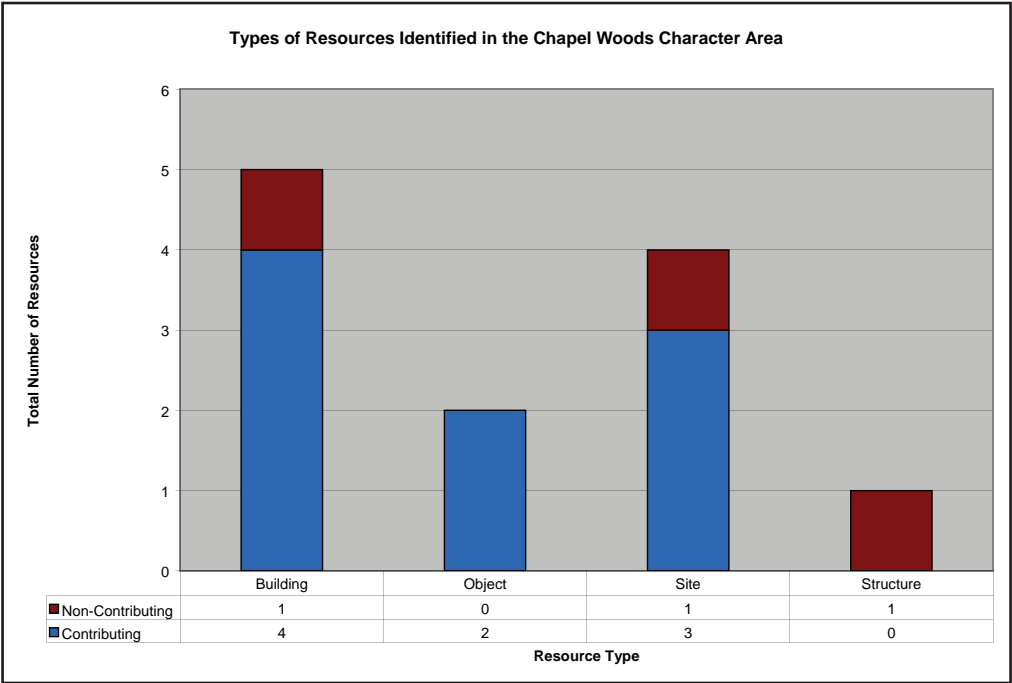


Figure 5.31: Resource types identified in the Chapel Woods Character Area (EHT Traceries, Inc., 2007)

SCOTT STATUE CHARACTER AREA

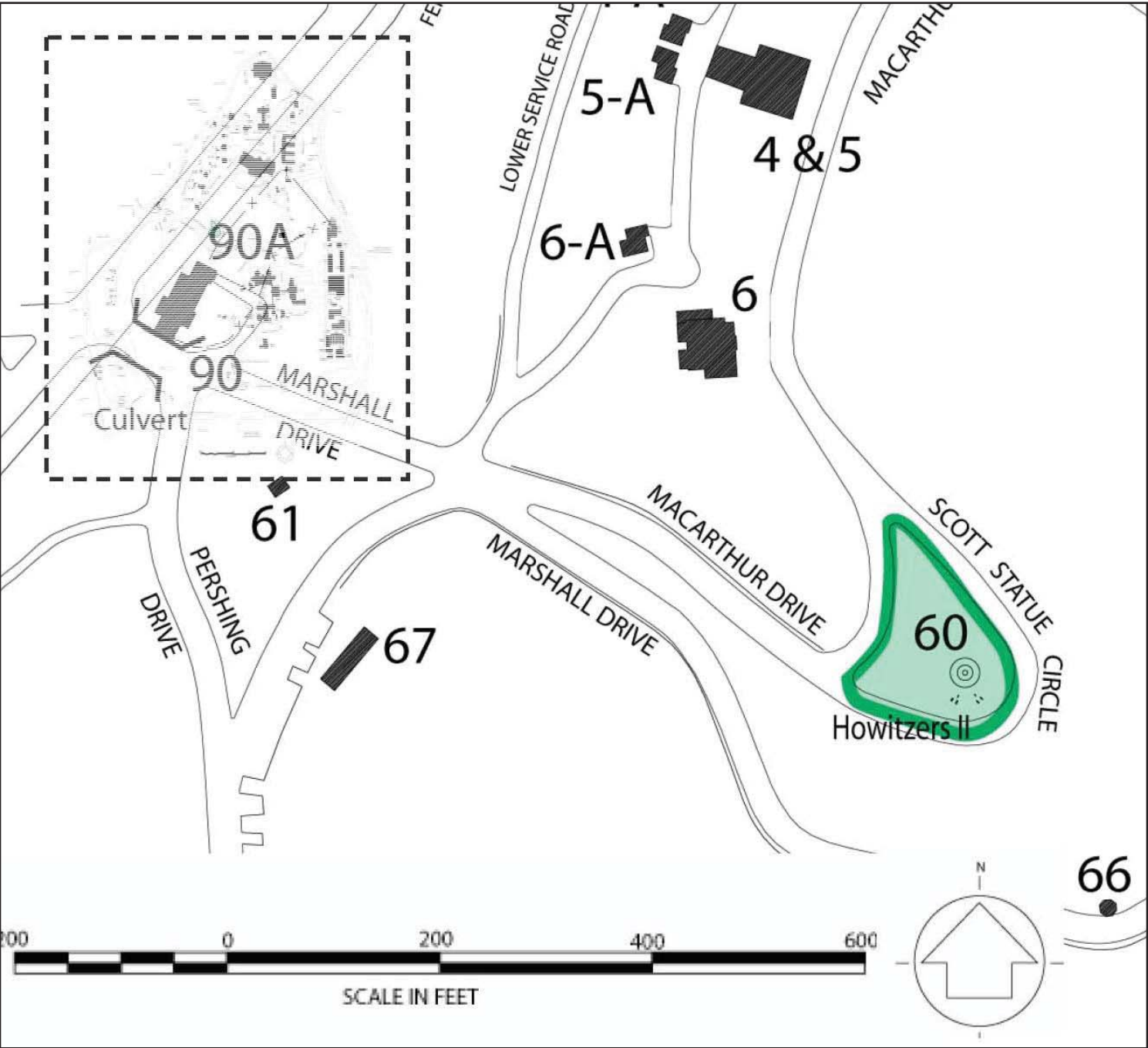


Figure 5.32: Map of the Scott Statue Character Area
(EHT Tracerics, Inc., 2007)

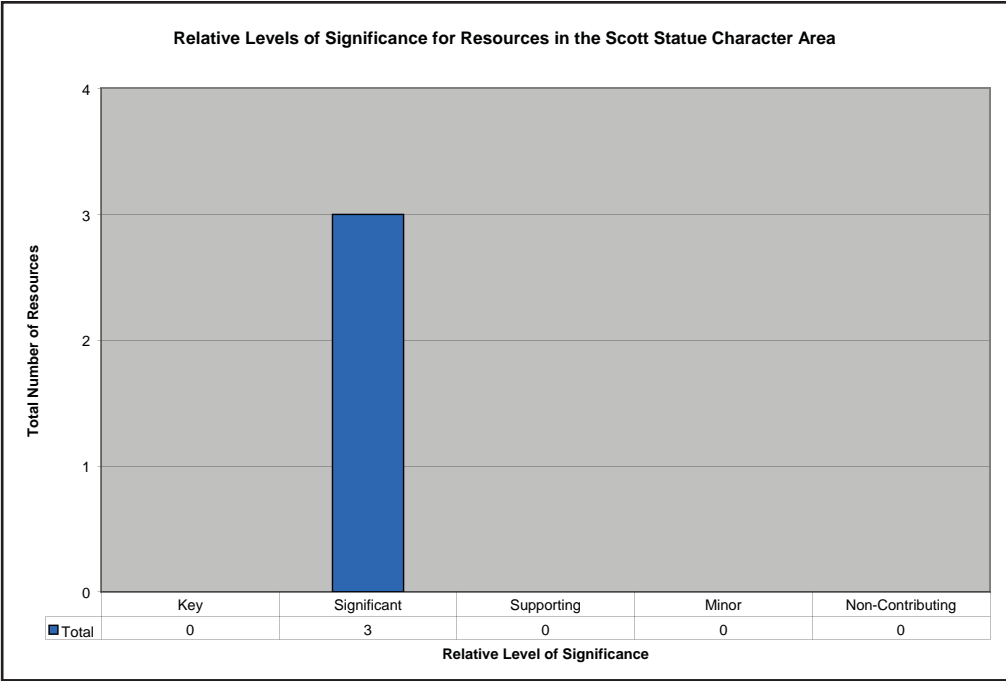


Figure 5.33: Levels of significance for resources in the Scott Statue Character Area
(EHT Tracerics, Inc., 2007)

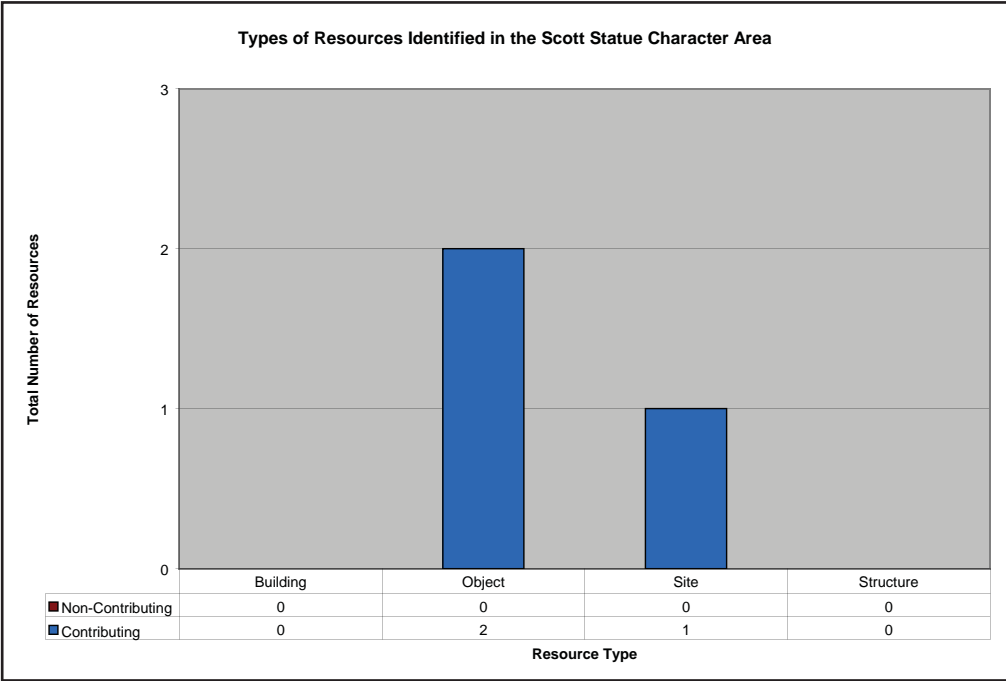


Figure 5.34: Resource types identified in the Scott Statue Character Area
(EHT Tracerics, Inc., 2007)

GARDEN PLOT CHARACTER AREA

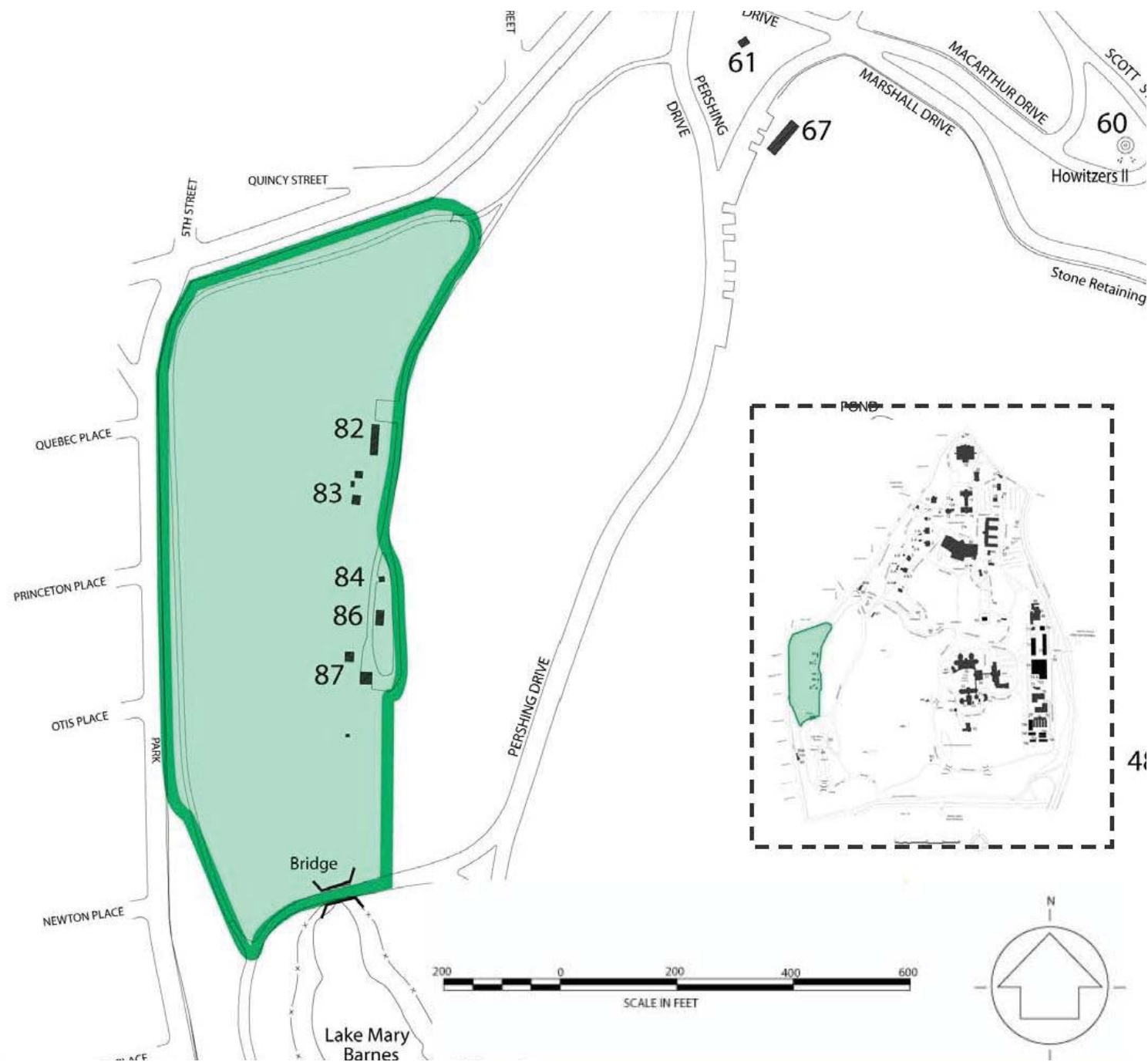


Figure 5.35: Map of the Garden Plot Character Area (EHT Tracerics, Inc., 2007)

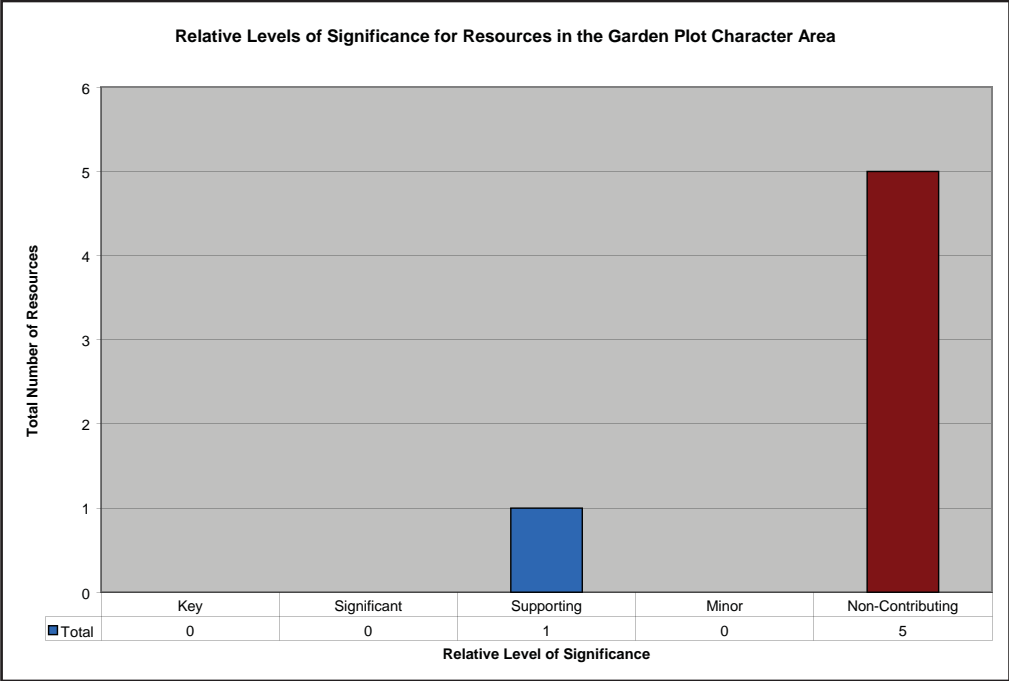


Figure 5.36: Levels of significance for resources in the Garden Plot Character Area (EHT Tracerics, Inc., 2007)

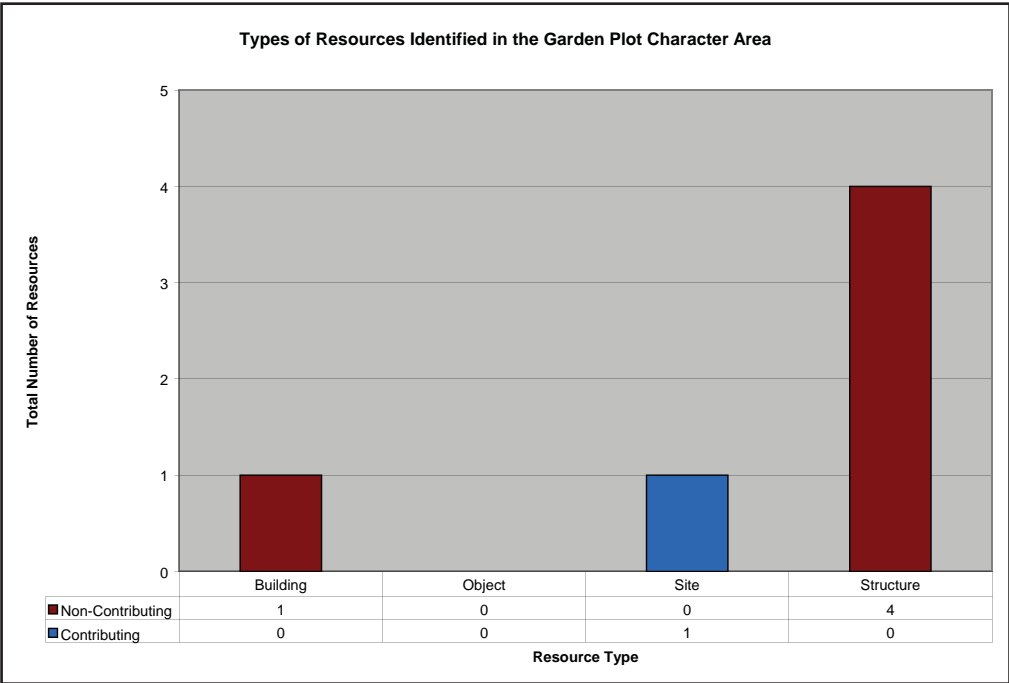


Figure 5.37: Resource types identified in the Garden Plot Character Area (EHT Tracerics, Inc., 2007)

GOLF COURSE CHARACTER AREA

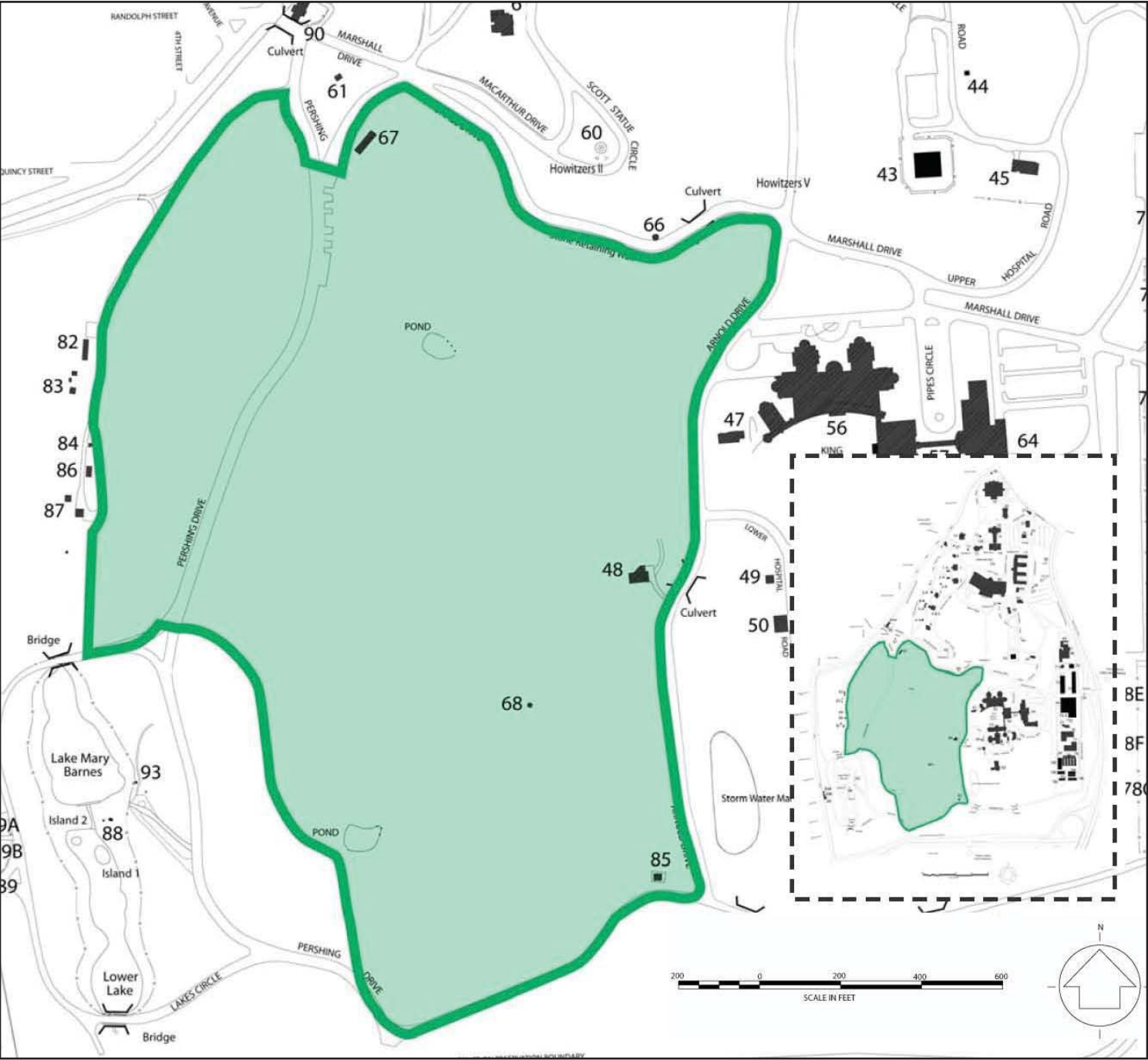


Figure 5.38: Map of the Golf Course Character Area (EHT Tracerics, Inc., 2007)

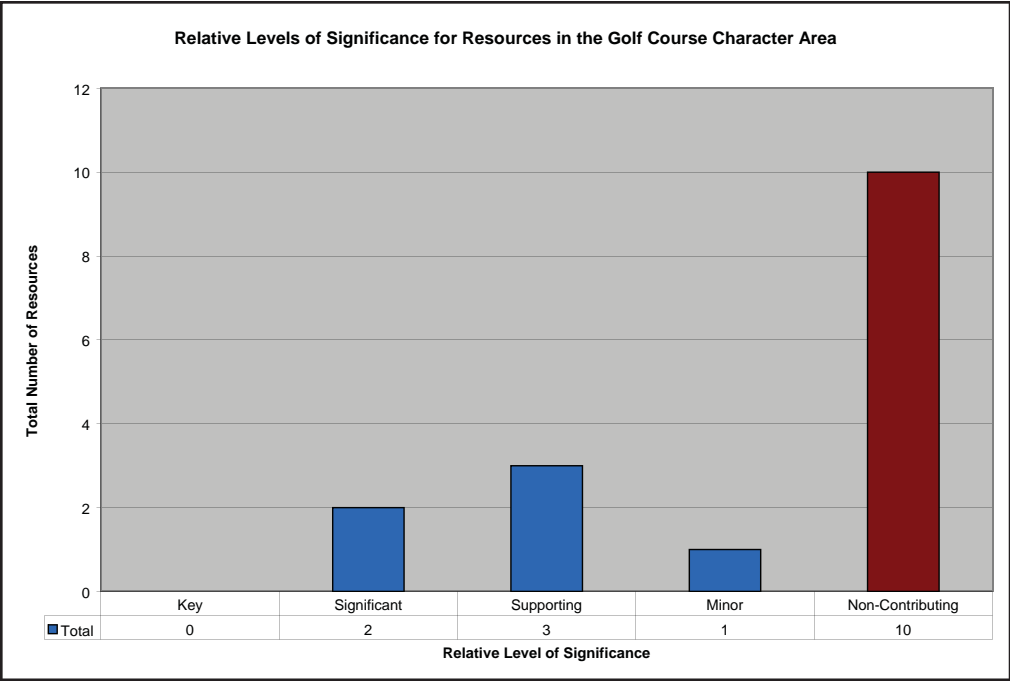


Figure 5.39: Levels of significance for resources in the Golf Course Character Area (EHT Tracerics, Inc., 2007)

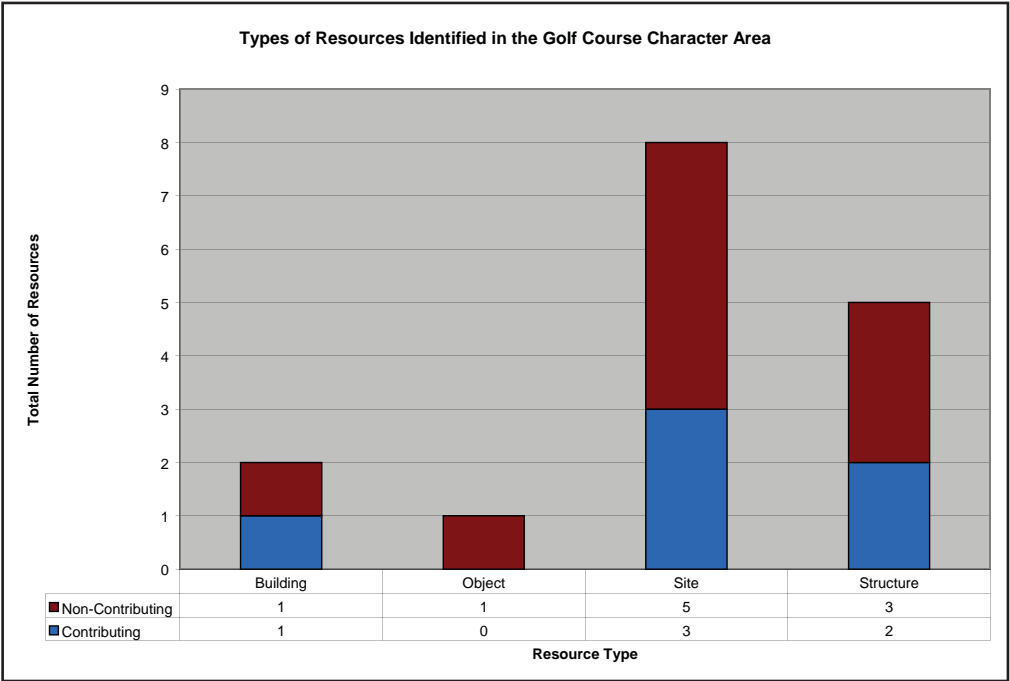


Figure 5.40: Resource types identified in the Golf Course Character Area (EHT Tracerics, Inc., 2007)

HOSPITAL COMPLEX CHARACTER AREA

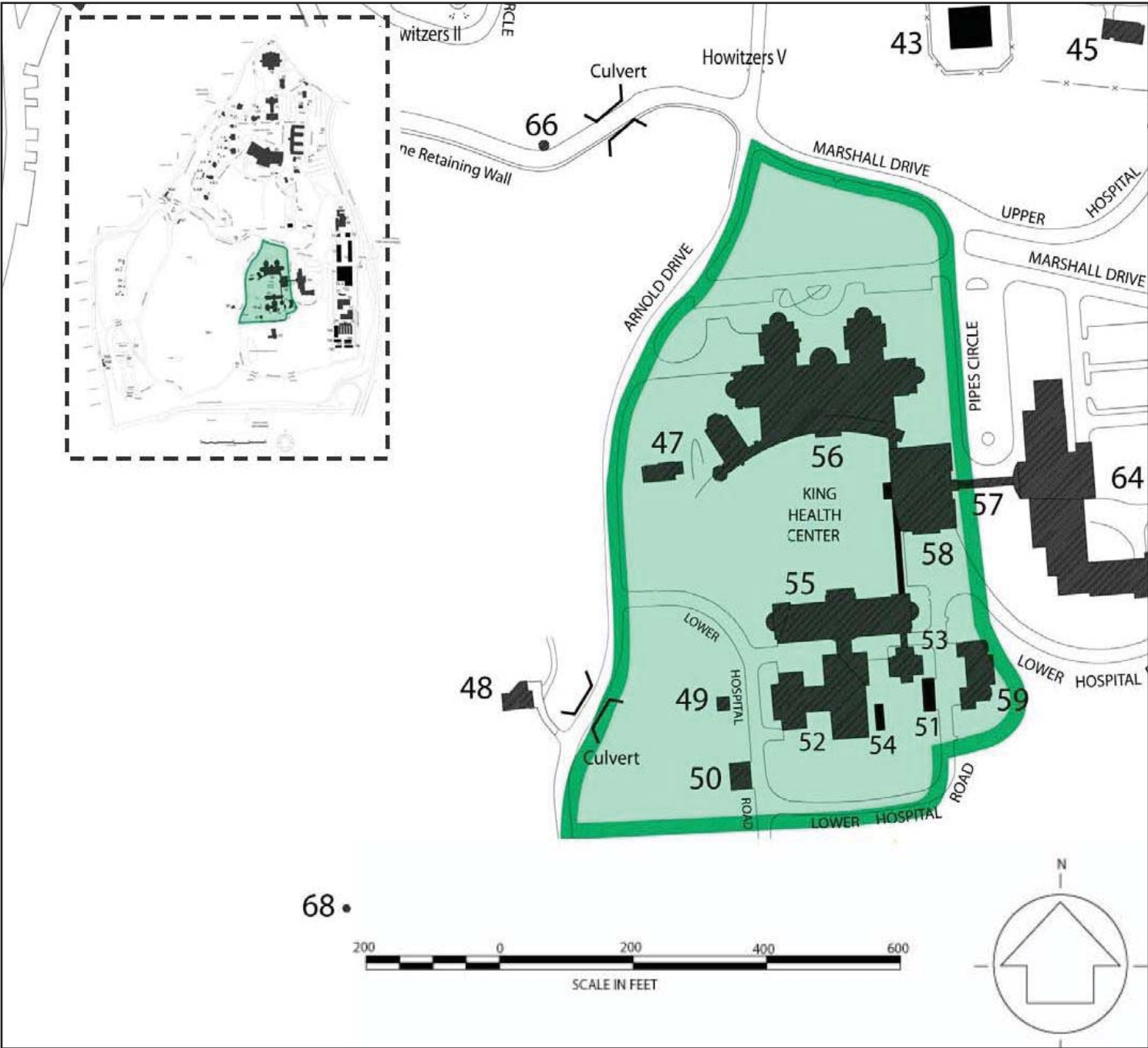


Figure 5.41: Map of the Hospital Complex Character Area (EHT Tracerics, Inc., 2007)

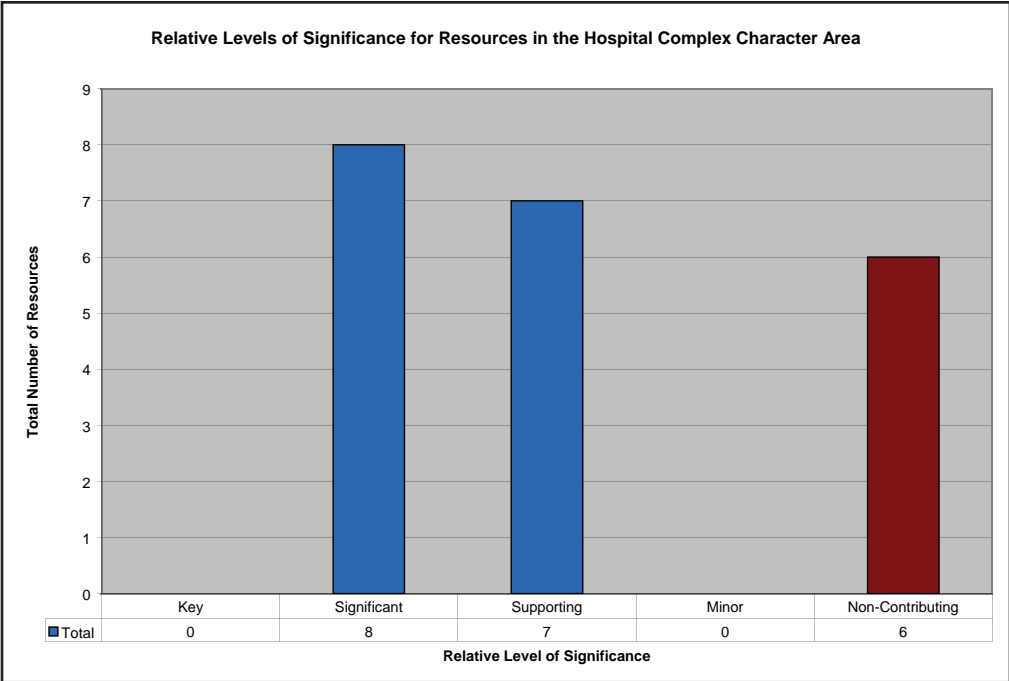


Figure 5.42: Levels of significance for resources in the Hospital Complex Character Area (EHT Tracerics, Inc., 2007)

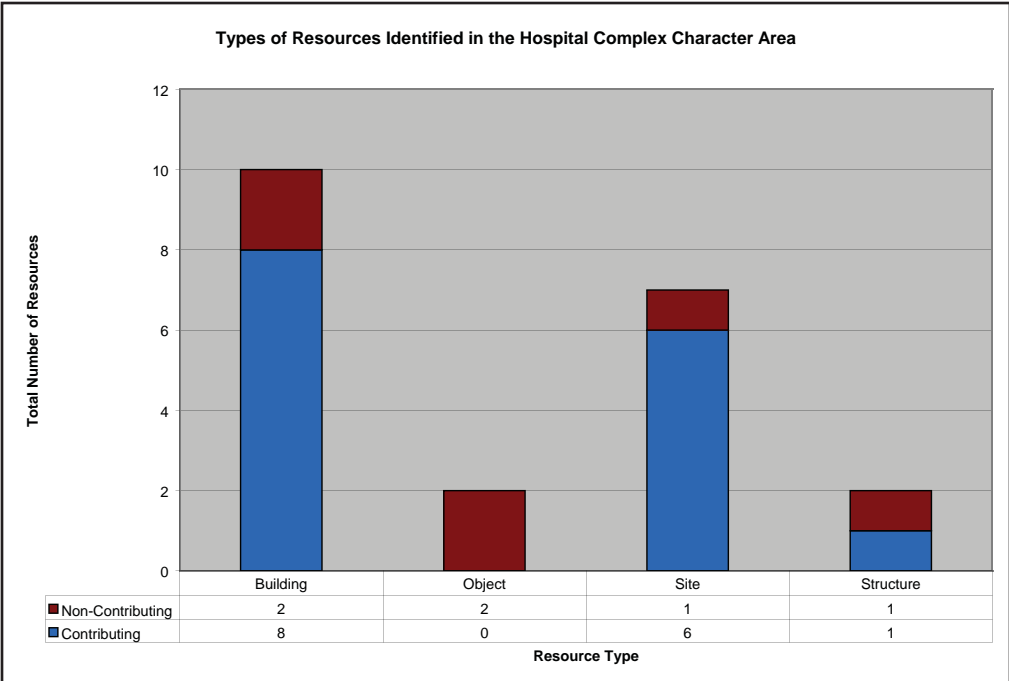


Figure 5.43: Resource types identified in the Hospital Complex Character Area (EHT Tracerics, Inc., 2007)

LAKES CHARACTER AREA

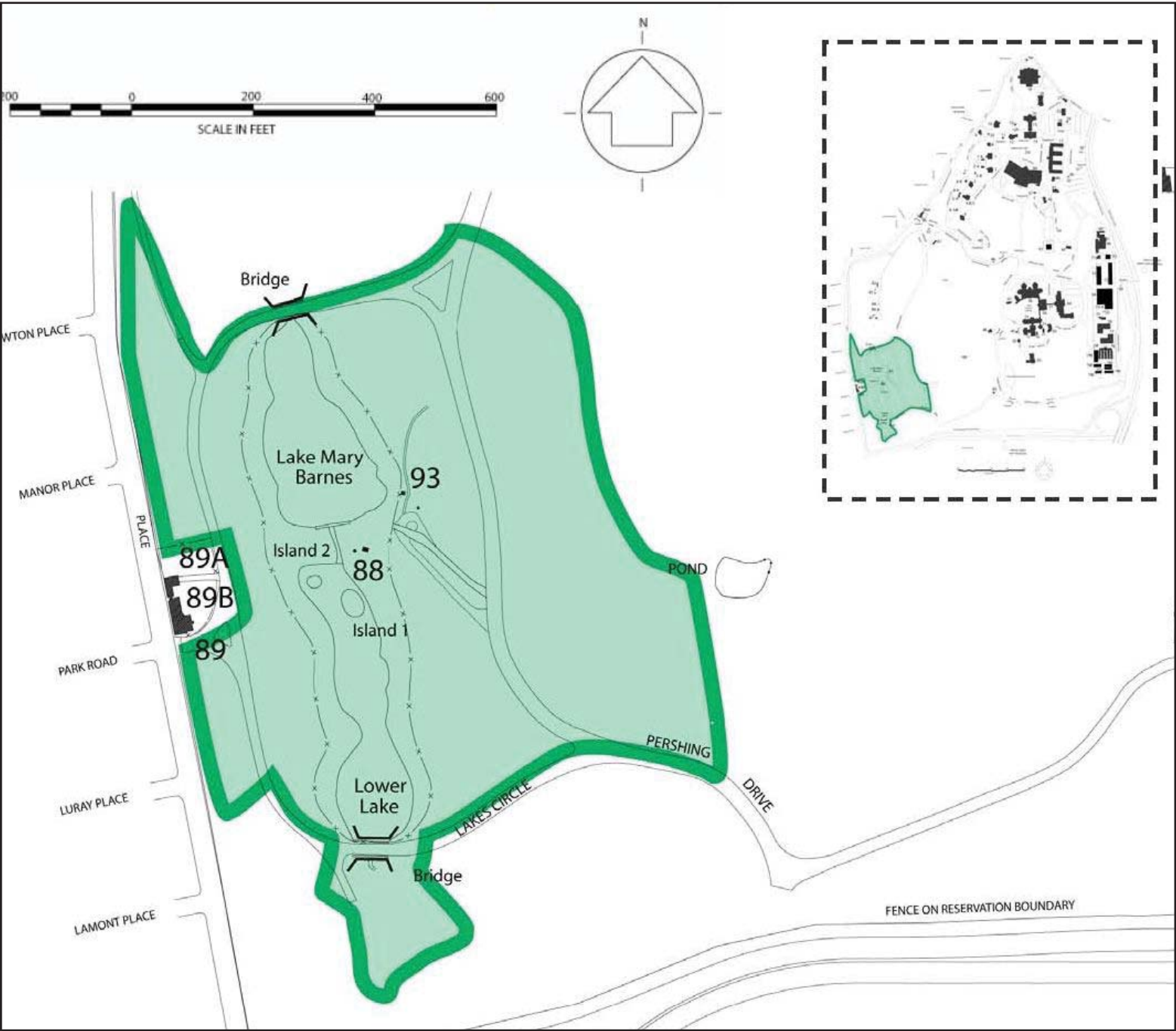


Figure 5.44: Map of the Lakes Character Area (EHT Tracerics, Inc., 2007)

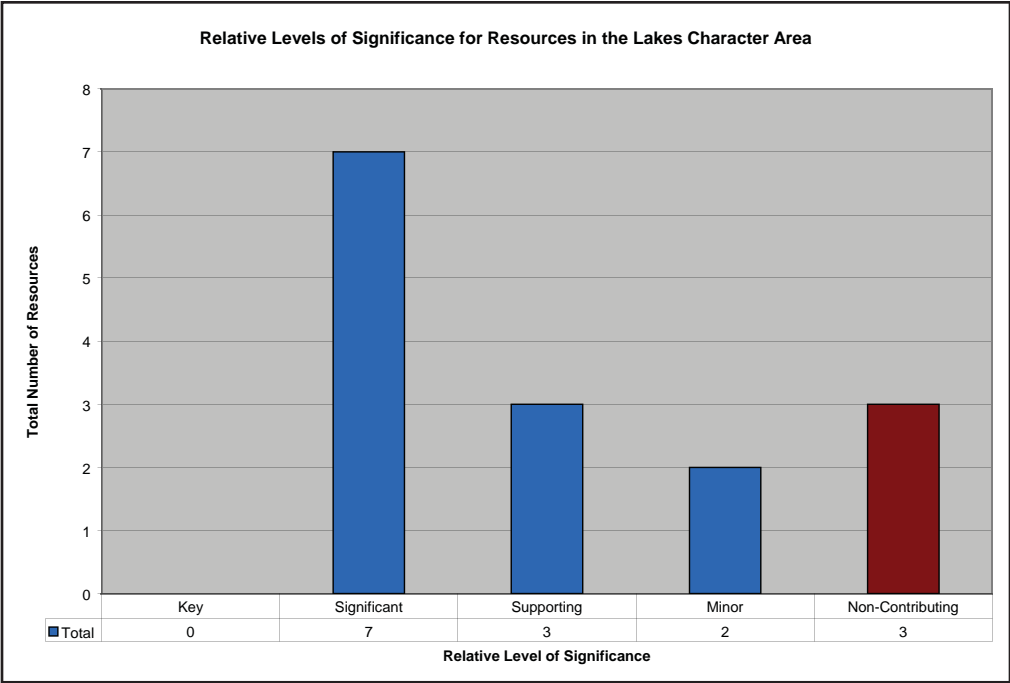


Figure 5.45: Levels of significance for resources in the Lakes Character Area (EHT Tracerics, Inc., 2007)

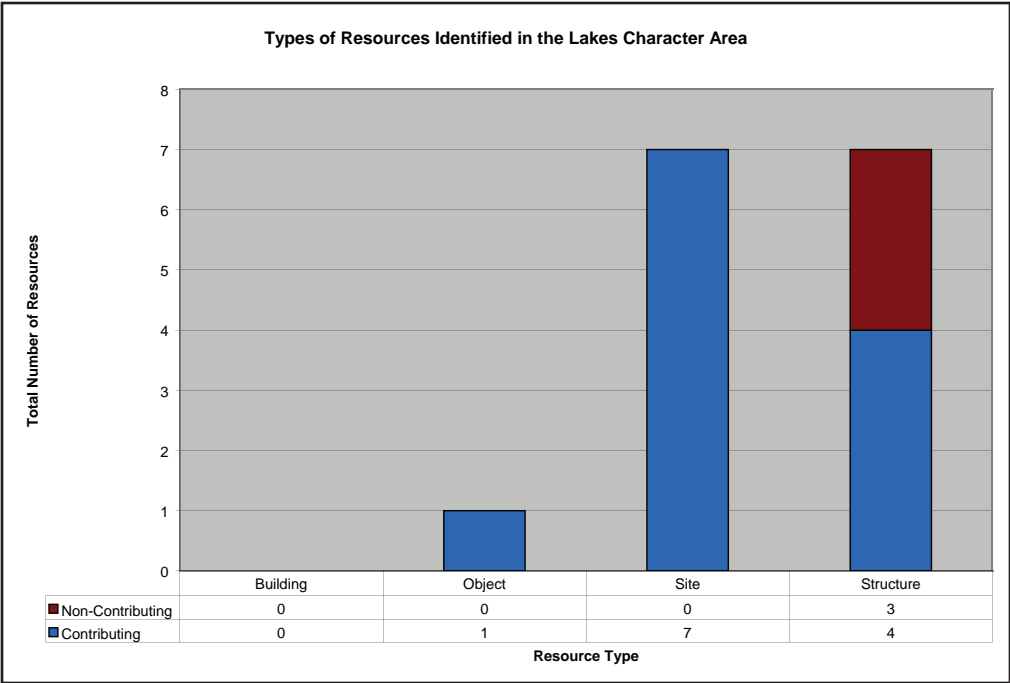


Figure 5.46: Resource types identified in the Lakes Character Area (EHT Tracerics, Inc., 2007)

SAVANNAH II CHARACTER AREA

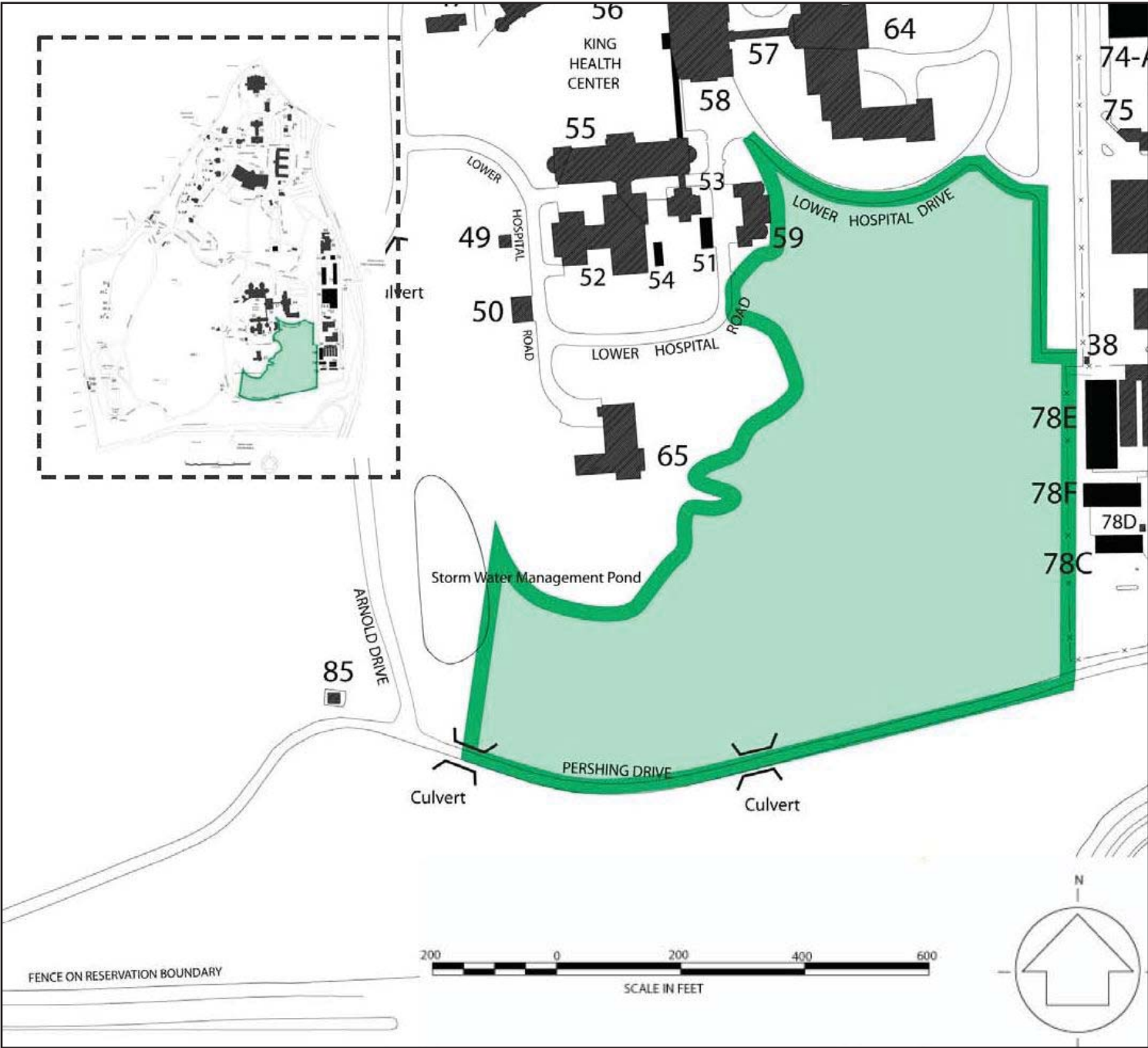


Figure 5.47: Map of the Savannah II Character Area (EHT Traceries, Inc., 2007)

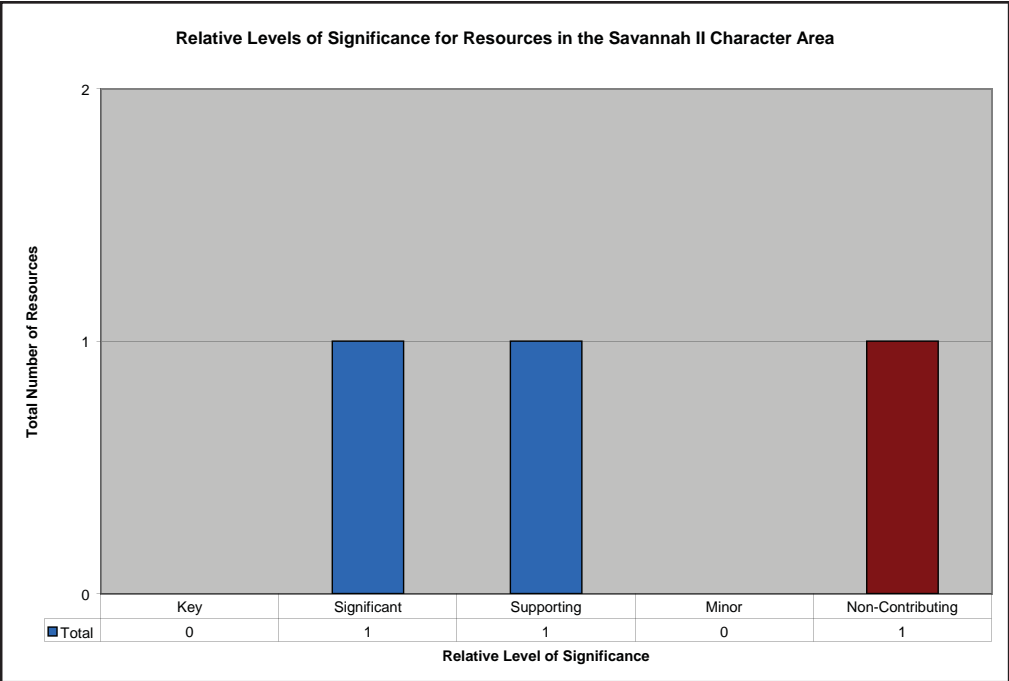


Figure 5.48: Levels of significance for resources in the Savannah II Character Area (EHT Traceries, Inc., 2007)

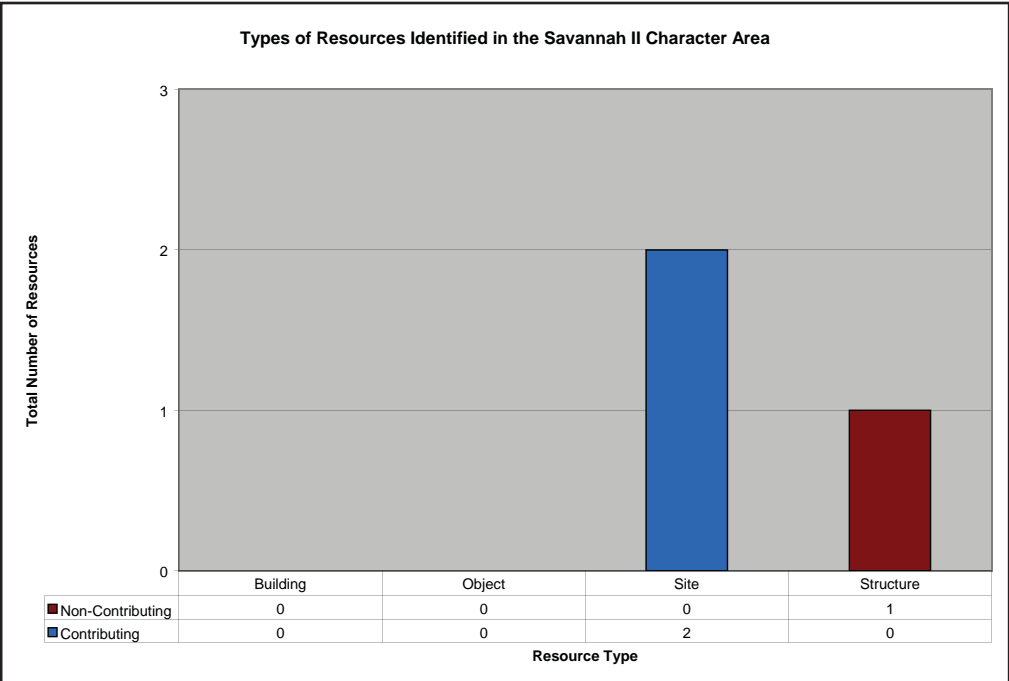


Figure 5.49: Resource types identified in the Savannah II Character Area (EHT Traceries, Inc., 2007)

1947/1953 IMPACT CHARACTER AREA

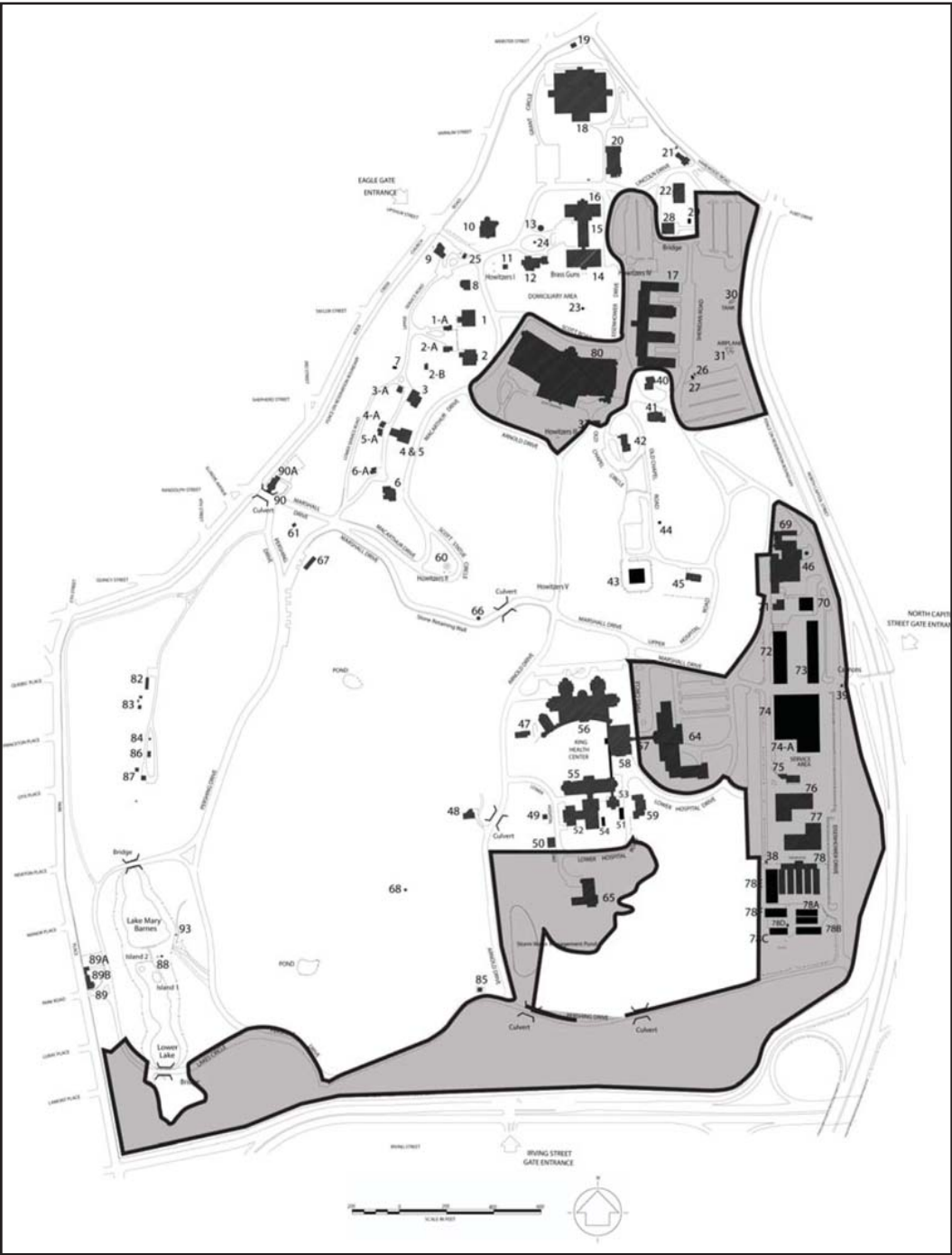


Figure 5.50: Map of the 1947/1953 Impact Area Character Area (EHT Tracerics, Inc., 2007)

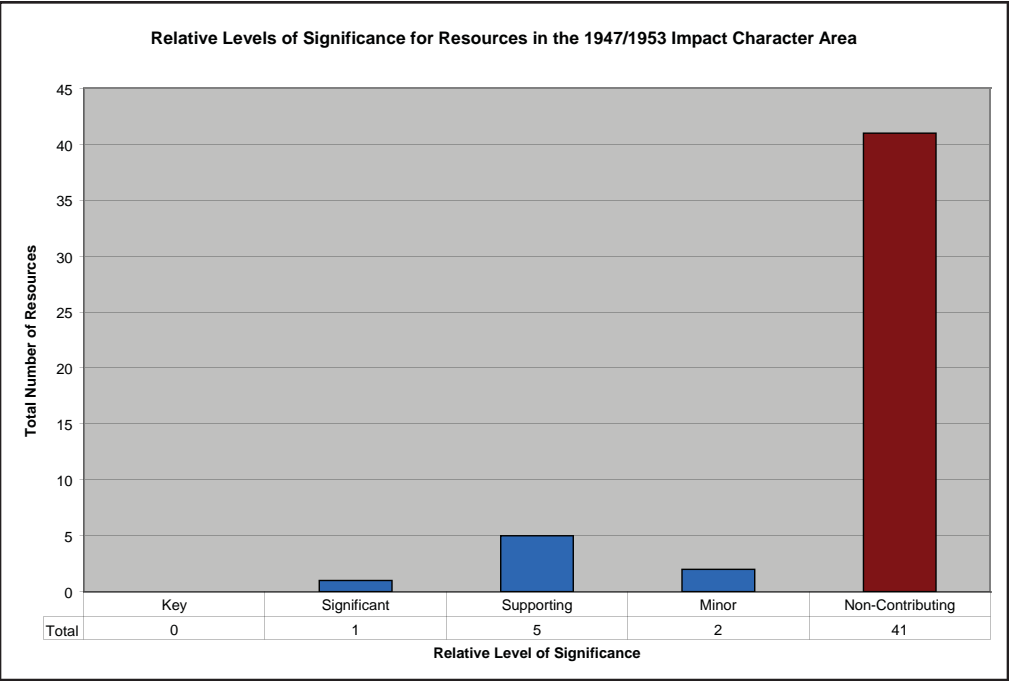


Figure 5.51: Levels of significance for resources in the 1947/1953 Impact Area Character Area (EHT Tracerics, Inc., 2007)

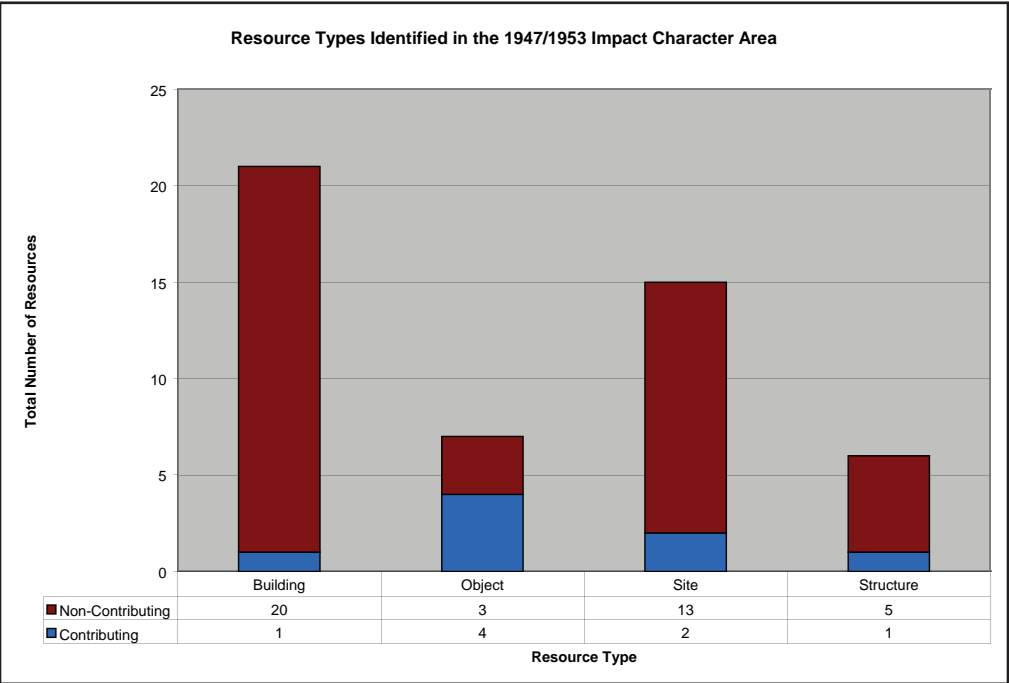


Figure 5.52: Resource types identified in the 1947/1953 Impact Area Character Area (EHT Tracerics, Inc., 2007)

FENCE/ENTRY/PERIMETER CHARACTER AREA

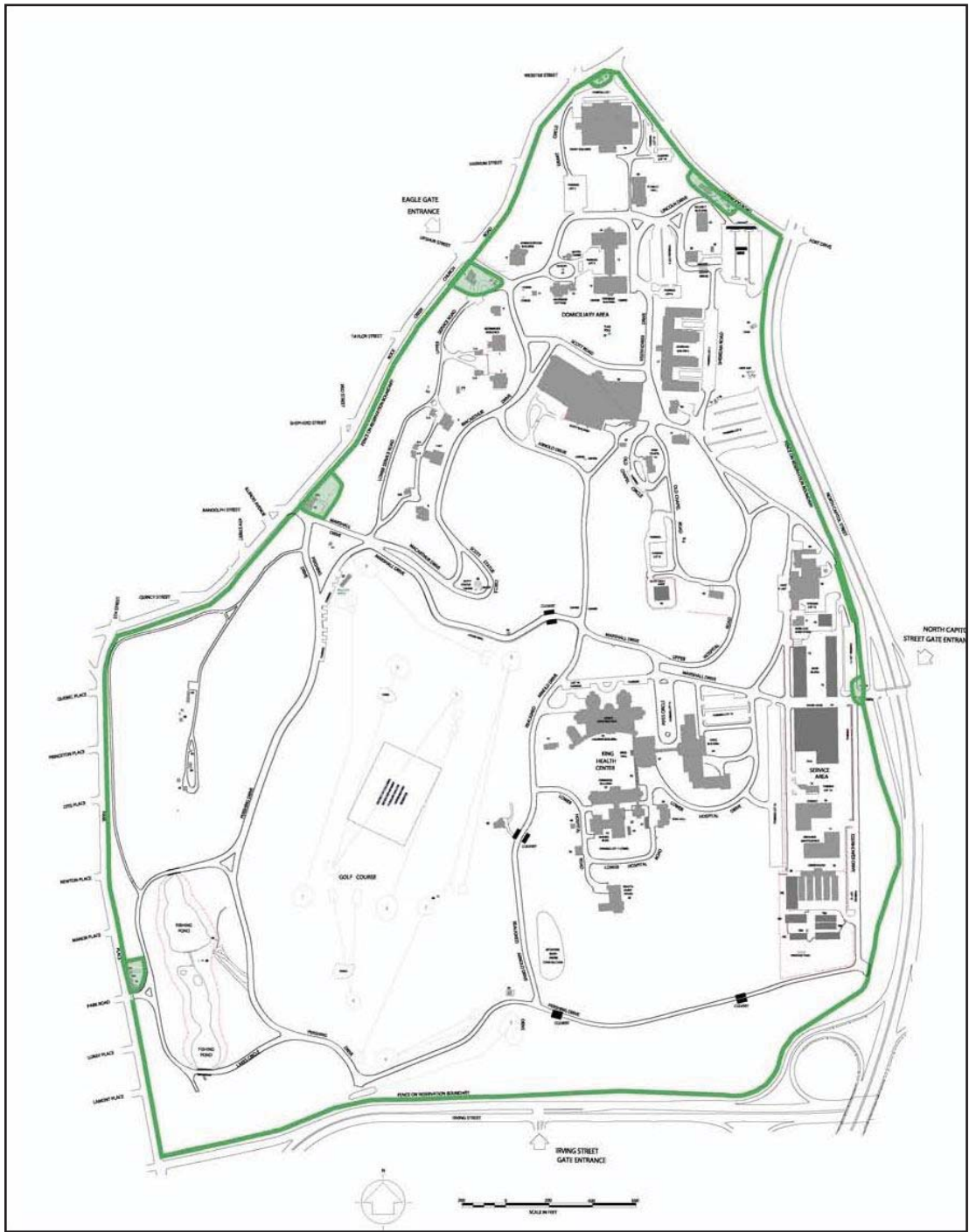


Figure 5.53: Map of the Fence/Entry/Perimeter Character Area (EHT Traceries, Inc., 2007)

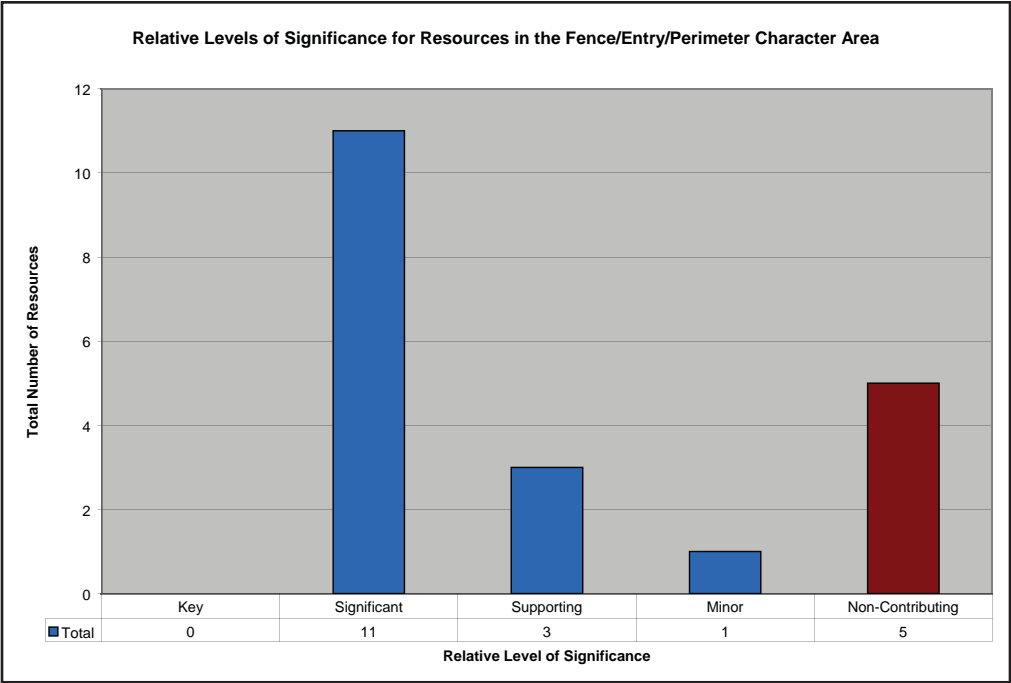


Figure 5.54: Levels of significance for resources in the Fence/Entry/Perimeter Character Area (EHT Traceries, Inc., 2007)

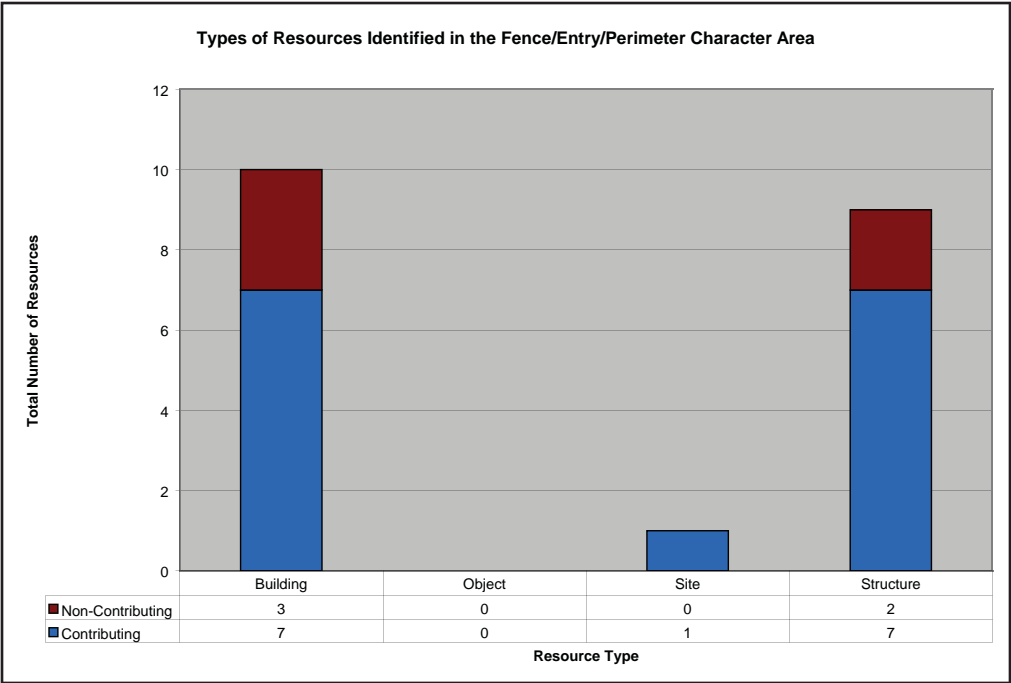
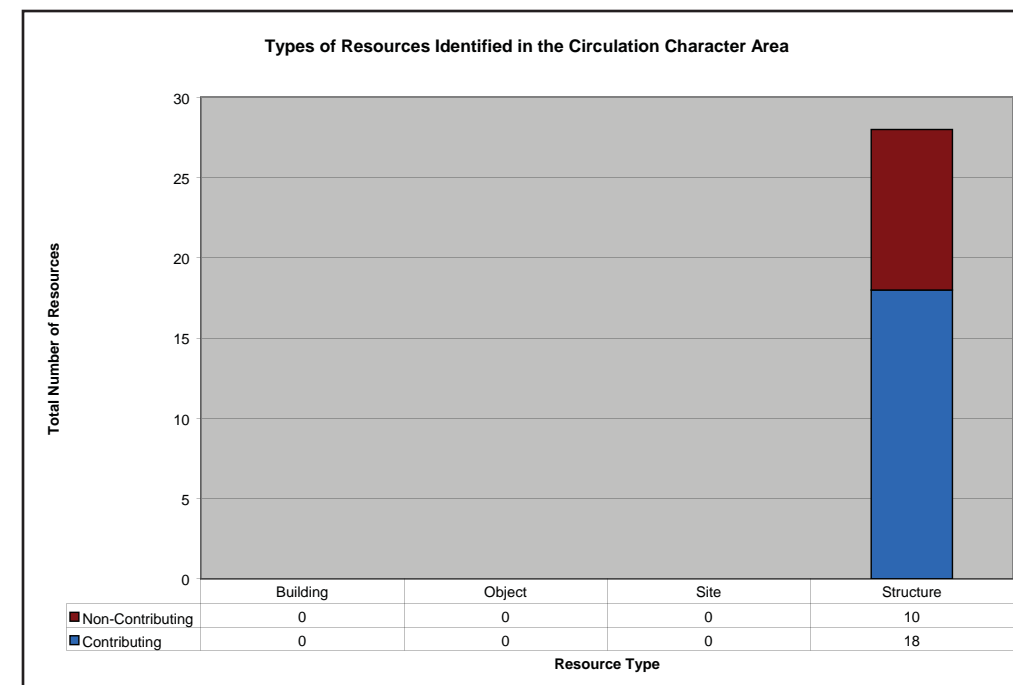
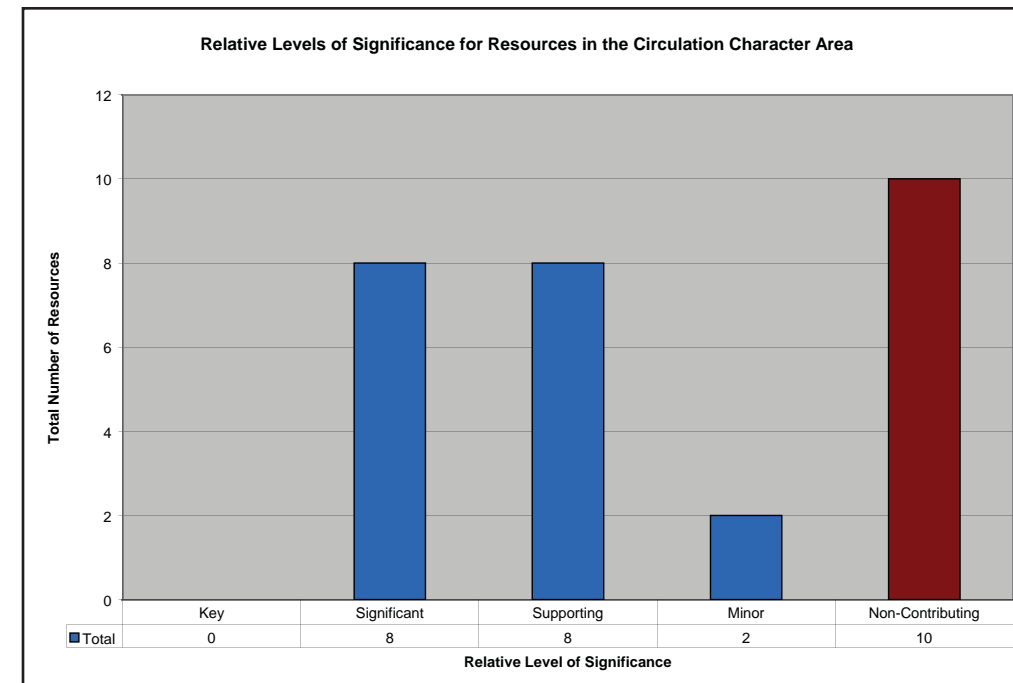


Figure 5.55: Resource types identified in the Fence/Entry/Perimeter Character Area (EHT Traceries, Inc., 2007)



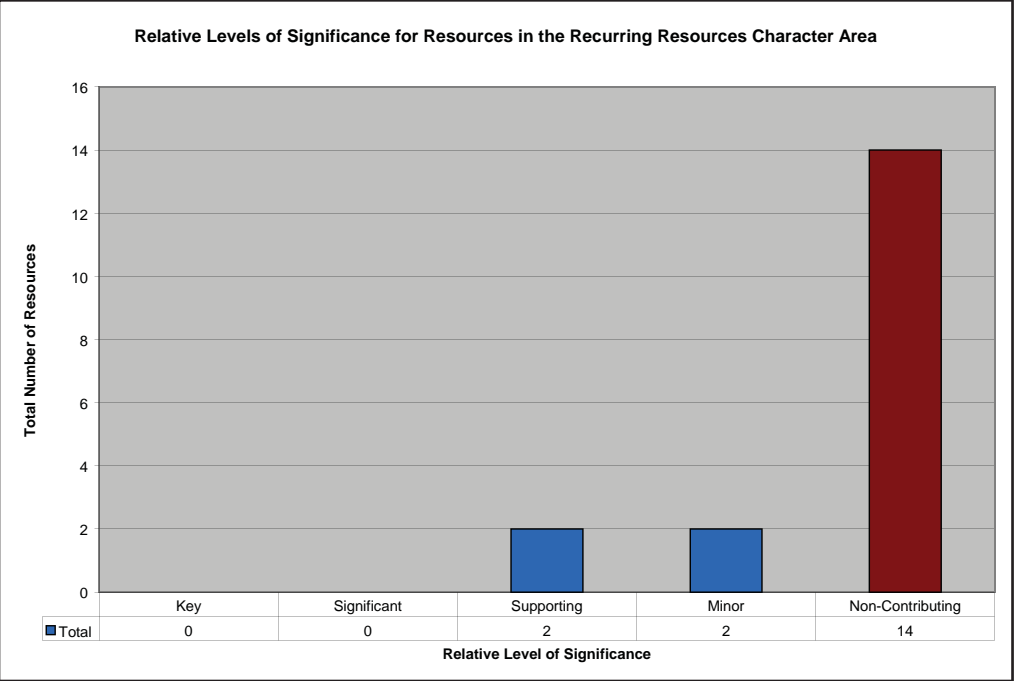


Figure 5.59: Levels of significance for resources in the Recurring Resources Character Area
(EHT Traceries, Inc., 2007)

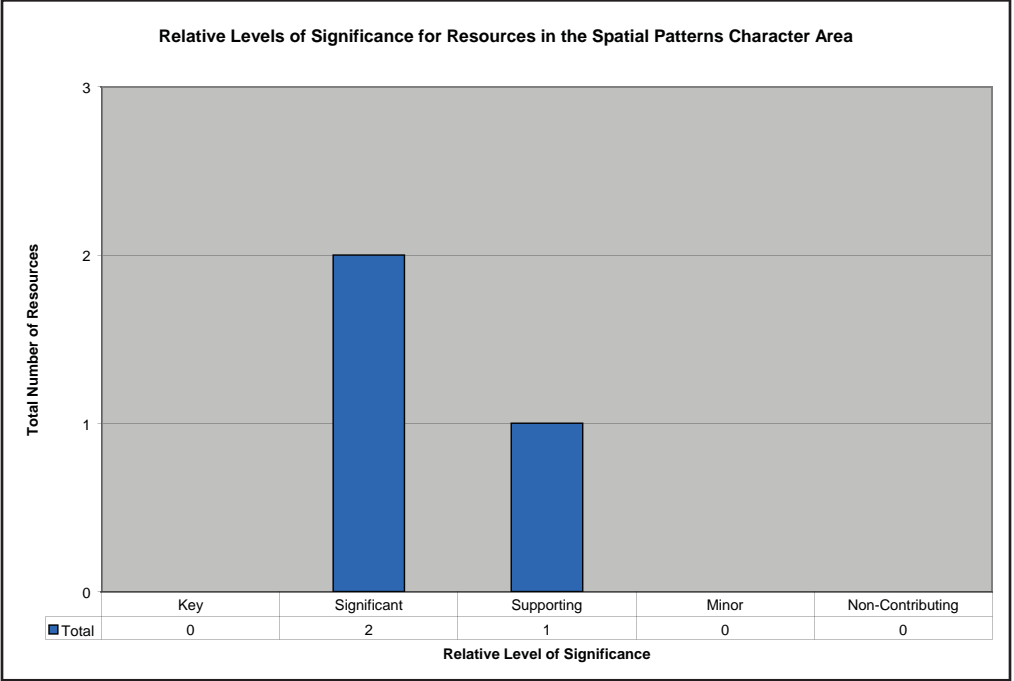


Figure 5.61: Levels of significance for resources in the Spatial Patterns Character Area
(EHT Traceries, Inc., 2007)

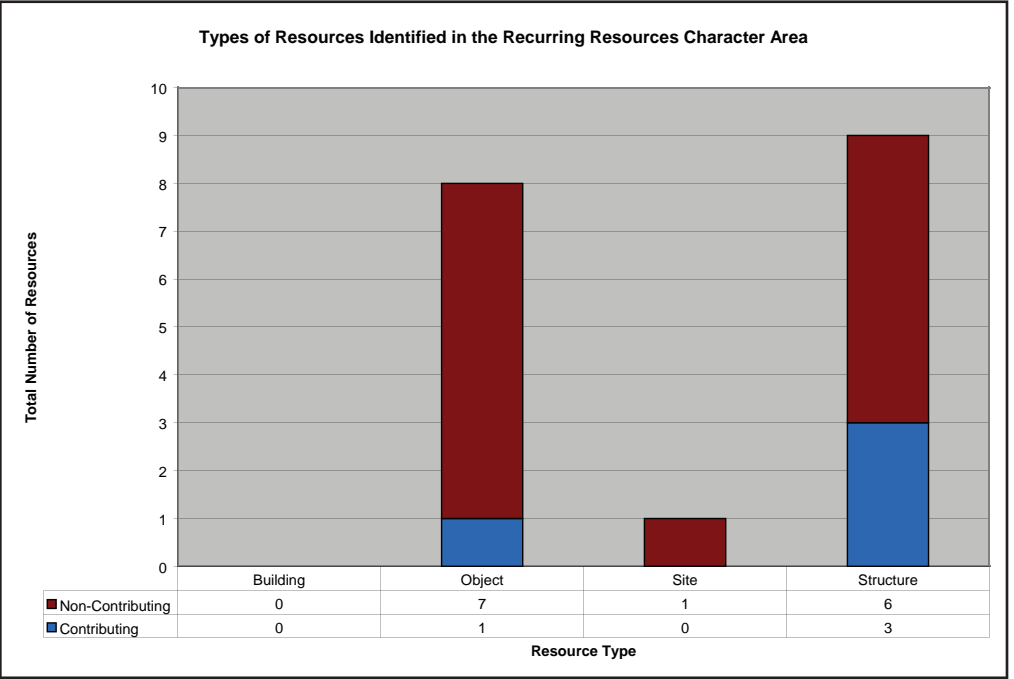


Figure 5.60: Resource types identified in the Recurring Resources Character Area
(EHT Traceries, Inc., 2007)

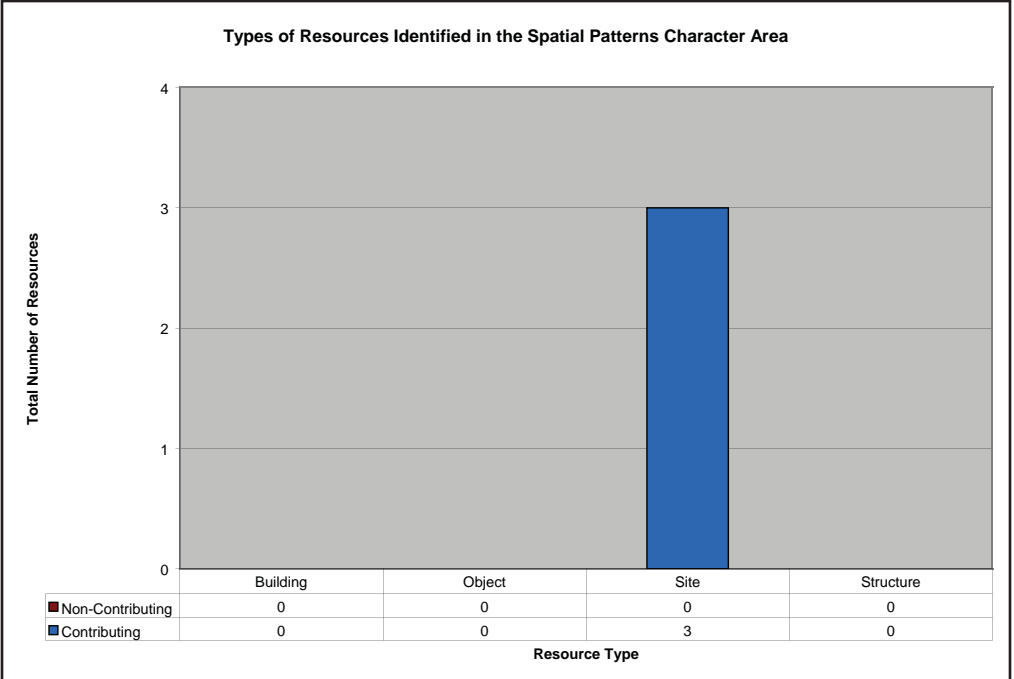


Figure 5.62: Resource types identified in the Spatial Patterns Character Area
(EHT Traceries, Inc., 2007)

5. EVALUATION OF CHARACTER AREAS

Based on the quantitative evaluations of the individual resources, each Character Area was then assessed using a similar set of rankings for Relative Significance (key, significant, supporting, minor, and non-contributing). Because the evaluation of the Character Area is based on the collective contribution of its resources to the National Register-eligible AFRH-W Historic District, non-contributing resources can be located in contributing Character Areas, and contributing resources can be located in non-contributing Character Areas.

The quantitative evaluation of the individual resources led to the following findings for the fourteen Character Areas:

Table 5.3 Character Area Evaluation	
CHARACTER AREA	ASSESSMENT
Central Grounds	Key
Savannah I	Supporting
Scott Statue	Significant
Chapel Woods	Significant
Garden Plot	Supporting
Golf Course	Minor
Hospital Complex	Significant
Lakes	Significant
Savannah II	Significant
1947/1953 Impact	Non-contributing
Fence/entry/perimeter	Supporting
Circulation	Supporting
Spatial Patterns	Significant
Recurring Resources	Not Applicable

The status of Central Grounds Character Area as the historic core of the Home resulted in its assessment as a Key Character Area. The Central Grounds contains the Home’s earliest and most significant resources. The buildings, structures, and sites retain a high level of integrity, representing the tenure of George W. Riggs from 1842 to 1851 and the establishment of the U.S. Military Asylum in 1851. This Character Area includes all four of the Key resources, which have been formal recognized as an historic district for their significance by both the District of Columbia and the federal governments.

Significant Characters Areas include Scott Statue, Chapel Woods, Hospital Complex, Lakes, Savannah II, and Spatial Patterns. These Character Areas include a notable number of Significant and Supporting resources that are collectively important to the historic significance of the National Register-eligible AFRH-W Historic District. The Scott Statue Character Area, for example, is an important element in the historic designed landscape of the Home. The life-sized statue of General Winfield Scott, an early proponent for the founding of the Military Asylum and benefactor of the institution, distinguishes the Scott Statue Character Area. In the 1870s, the Board of Commissioners intentionally planned and vigorously protected the dramatic view southward from the statue

to the dome of the U.S. Capitol. Similarly, the Board of Commissioners and its successor (AFRH) have protected the Chapel Woods Character Area as woodlands since the federal government acquired the property from George W. Riggs in 1851. The most notable built resource in the Chapel Woods Character Area is Rose Chapel (Building 42), completed in 1870. Old Chapel Circle surrounds the chapel with woodlands along the perimeter. Freestanding resources such as the Gardener’s Quarters (Building 40), the Secretary to the Quartermaster’s Quarters (Building 41), and the Engineer’s Quarters (Building 45) are located in Chapel Woods Character Area. Of the twelve resources in the Chapel Woods Character Area, all but four are significant individually.

Supporting Character Areas include Savannah I, Garden Plot, Fence/Entry/Perimeter, and Circulation. These Character Areas contain resources that have been evaluated as Key, Significant, Supporting, Minor, and Non-Contributing, and thus collectively possess a moderate level of importance to the historic significance of the Home. For example, the Fence/Entry/Perimeter Character Area consists of perimeter fencing along the boundaries of the Home, gates at each of its active and abandoned entrances, and built resources associated with those gates. Although the boundaries changed frequently during its early years and again in the mid- and late twentieth century, the property’s perimeter is a character-defining feature that is necessary to understand the historic context of the Home.

The Golf Course is the only Character Area assessed as Minor. A nine-hole golf course was established on the grounds in 1900, although it was most likely crude in form. The “U.S. Soldiers’ Home Golf and Tennis Club” was formed on March 28, 1911, and by 1931, the golf course had matured into a well-manicured nine-hole course. The existing golf course, dating from circa 1952 after the Home’s dairy herd was sold and major agricultural activities ceased, was altered in 1956, 1968, and 1991 as the landscape was further developed to allow for the addition of two water hazards and the course reconfigured. Therefore, the Golf Course Character Area represents the Home’s long history of providing recreational opportunities to its residents. However, change in land use, topography, and vegetation during the 1950s construction of the current golf course collectively compromise the integrity of the Character Area and have resulted in the assessment of Minor.

The 1947/1953 Impact Area, the only Non-Contributing Character Area, is a large area primarily along the eastern and southern edges of the property. This area is characterized by large-scale, multi-story, mid-twentieth-century masonry buildings and large surface parking lots to the north, numerous small-scale utilitarian structures and the multi-storied Pipes Building (Building 64) to the southeast and open land to the south. A majority of the construction in this area represents the expansion efforts of the master plans, which called for the demolition and replacement of almost all existing buildings and structures on the property. Although all of the elements of the master plans were not executed, the new construction that did occur disregarded the original road patterns, altered the traditional scale and feel of the Home, and departed significantly from the stylistic character of the original buildings and structures. Therefore, the 1947/1953 Impact Area was assessed as Non-Contributing.

A more detailed discussion of each Character Area is found in Volume II of the HPP.

RESOURCE INVENTORY

The detailed inventory of the individual resources at the Home comprises Volume II of the HPP. The inventory includes the survey documentation and evaluation findings for 250 buildings, structures, objects, and sites identified during on-site surveys of the Home between 2004 and 2006.

ORGANIZATION OF RESOURCE INVENTORY

The resource inventory includes four types of reports:

1. A tabular report of general information for all 250 resources;
2. A tabular report of the evaluations of all 144 contributing resources;
3. Individual tabular reports for each of the fourteen Character Area, listing the resources within that Character Area; and
4. Individual resource reports for each of the 250 resources.

The individual resource reports include the following information:

- Historic and current names;
- Resource type, classification, and function;
- Relevant dates and sources;
- Construction information (including architects and builders where available);
- Current landmark designation and recommended status within the National Register-eligible AFRH-W Historic District;
- A brief narrative including resource description and summary history;
- Evaluation of the resource;
- Recommendation for the treatment of contributing resources; and
- Images and location maps of the resource.

(Endnotes)

- 1 U.S. Department of the Interior, National Park Service, National Register of Historic Places, How to Apply the National Register Criteria for Evaluation, (Washington, D.C.: National Park Service, 1990, revised 1997), 8.
- 2 U.S. Department of the Interior, National Park Service, National Register of Historic Places, How to Complete the National Register Registration Form, (Washington, D.C.: National Park Service, 1977, revised 1997), 18-23; The National Register includes a category identified as “Other,” which for the purposes of this HPP have been given identifying terms.
- 3 Ibid, 15.
- 4 Stanley Hall Chapel (Building 20) is currently used for religious activities but was originally constructed as a recreation center for the members of the Home.
- 5 MB 1: 28 October 1868, 233-234.
- 6 Greenhorne & O’Mara Inc., “Phase IA Archeological Assessment of the Armed Forces Retirement Home, 3700 N. Capitol Street, Washington, D.C. 20011,” 23.
- 7 Ibid, 23; The unnamed complex on the Corcoran property referred to in the Archeology Report prepared by Greenhorne & O’Mara may actually be the Carlise Cottage and associated outbuildings, which was purchased by George W. Riggs in 1842. Carlise Cottage was constructed prior to 1842; this is supported by historical accounts that indicate Riggs occupied the cottage during the construction of Corn Rigs. The Corcoran property, purchased by William Corcoran in 1851, was known as Harewood and was located to the south of the Carlise Cottage. The Corcoran property and the Emily Wood house are no longer within the boundaries of the Home, as this property sold in 1951 and 2004, respectively. Harewood is now the site of the Washington Hospital Center.

CHAPTER 6: IMPLEMENTATION OF THE HISTORIC PRESERVATION PLAN



ARMED FORCES RETIREMENT HOME-WASHINGTON HISTORIC PRESERVATION PLAN

CHAPTER 6: IMPLEMENTATION OF THE HISTORIC PRESERVATION PLAN

This chapter describes how Armed Forces Retirement Home (AFRH) will protect the National Register-eligible Armed Forces Retirement Home-Washington (Home or AFRH-W) Historic District (Historic District) and its associated historic and cultural landscape resources through the implementation of the AFRH-W Historic Preservation Plan (HPP). The HPP presents implementation methods that are designed to ensure that AFRH understands and complies with the legal and technical requirements of historic preservation appropriate for the Historic District, while making practical, economic decisions for the use and maintenance of its resources.¹ The HPP will be enforced under the Programmatic Agreement (PA) among the District of Columbia State Historic Preservation Office (DC SHPO), the Advisory Council on Historic Preservation (ACHP), the National Park Service (NPS), and AFRH relating to the implementation of the Home's approved Master Plan. The PA provides a review process for AFRH undertakings that may affect the Historic District. In addition, AFRH, the District of Columbia Office of Planning (OP), and the National Capital Planning Commission (NCPC) have agreed to a Memorandum of Understanding (MOU) related to the review of work proposed for non-federal purposes. Therefore, it is anticipated that the actions put forward by the HPP are consistent with and will be supported by the PA and the MOU.²

This chapter includes general guidance as to the appropriate approach for the protection and treatment of the Historic District and its resources for future generations; goals and objectives for the preservation management of the Historic District; recommendations for actions necessary to implement the HPP; and standards for the appropriate treatment of resources based on their relative level of significance and the Secretary of the Interior's Standards for the Treatment of Historic Properties and associated guidelines. It presents internal policies and procedures to guide AFRH in complying with relevant federal laws and regulations that govern the protection and preservation of built, landscape, and archeological resources, while maintaining the AFRH's mission. It also addresses when DC SHPO and the District of Columbia Department of Consumer and Regulatory Affairs (DCRA) approvals are necessary for work in the Historic District, and provides directions for applying for these approvals. Finally, it provides forms to assist and facilitate AFRH in its compliance with the HPP.

I. GENERAL GUIDELINES FOR THE PROTECTION AND TREATMENT OF THE HISTORIC DISTRICT

A. *THE HOME IS A SIGNIFICANT HISTORIC PROPERTY ELIGIBLE FOR LISTING IN THE NATIONAL REGISTER OF HISTORIC PLACES AS AN HISTORIC DISTRICT.*

The National Register-eligible AFRH-W Historic District is comprised of the entire 272-acre Washington branch of AFRH.³ The significance of the Historic District is derived from its role as the oldest national care facility for retired and disabled enlisted veterans of the U.S. Army, as a presidential retreat, and as an extensive and admired designed landscape that functioned historically and continues to function as a park for the residents of the Home, and which was opened to the public at large periodically in the past. The Historic District has a period of significance from 1842-1951 (1842 through 1851 and 1851 through 1951), which represents the Home's most significant era from its initial years as the retreat of George Washington Riggs and as the U.S. Military Asylum to its planning and management as a rural retreat in the city for retired and disabled enlisted veterans of all branches of the U.S. military.

B. *THE OVERALL SETTING OF THE HOME IS A SIGNIFICANT HISTORIC DESIGNED LANDSCAPE.*

AFRH acknowledges the overall setting of the Home as a significant designed landscape characterized by the juxtaposition of building clusters, tree canopies, and large open spaces, complemented by vegetation, designed landscape elements, and connected by a curvilinear circulation system. The goal of the HPP is to protect this setting and its picturesque character through an understanding and protection of its elements and their individual and relative significance as presented in the HPP and the National Register of Historic Places (National Register) nomination for the Historic District.

C. IMPLEMENTATION OF THE HPP SHALL BE CONSISTENT WITH THE SIGNIFICANCE OF THE HISTORIC DISTRICT AND ITS CONTRIBUTING RESOURCES.

The implementation of the HPP calls for the protection and enhancement of the Historic District as an entity as well as of its individual parts, including contributing built, landscape (both designed and natural), and archeological resources, in a manner consistent with the significance of the Home during its overall period of significance, and the physical and aesthetic manifestation of that character as a unified whole.

D. ALL WORK AFFECTING THE HOME’S REAL PROPERTY SHALL BE IMPLEMENTED IN A MANNER THAT IS COMPATIBLE WITH THE SIGNIFICANCE OF THE HISTORIC DISTRICT AND ITS CONTRIBUTING RESOURCES, AND CONSISTENT WITH THE SECRETARY OF THE INTERIOR’S STANDARDS FOR THE TREATMENT OF HISTORIC PROPERTIES.

All work affecting real property, whether it be Capital Improvement: Adaptive Use, Preservation [Maintenance, Repair, and Restoration]; Alteration; Abandonment/Mothballing; Disposal [Demolition/Removal, Transfer, Negotiated Sale, Donation, and Sale]; or Ground-Disturbing Activities, whether it affects built or landscape resources, or whether it was anticipated or not, should always be implemented in a way that is compatible with the character of the Historic District during the overall period of significance and consistent with the terms of the controlling PA.

E. THE HPP SHALL BE INTEGRATED INTO THE AFRH-W MASTER PLAN.

AFRH, as the steward of the Historic District, recognizes the role of the HPP in the master planning process and anticipates the integration of the HPP into the AFRH-W Master Plan.

F. THE HPP SHALL BE CONSISTENT WITH THE PURPOSES AND PROCEDURES SET FORTH IN THE PROGRAMMATIC AGREEMENT AND THE MEMORANDUM OF UNDERSTANDING.

AFRH is in consultation with the DC SHPO, ACHP, NPS, and other consulting parties for the Section 106 Review of the AFRH-W Master Plan with the goal of developing a PA that will set forth the process for handling Section 106 review over the twenty-year period covered by the master plan. The PA will set forth recitals and

stipulations that establish the policy and procedures for reviewing certain undertakings anticipated by AFRH for the Home, as well as mitigation measures. AFRH shall attach the HPP to the PA by reference, and it shall attach the PA to the HPP to confirm the concurrence between these two documents. Therefore, the HPP shall be consistent with the terms of the relevant MOU among AFRH, OP, and NCPC that provides a review process for federal and non-federal resources within the AFRH-W campus. The AFRH Historic Preservation Standard Operating Procedures (HP SOP) in Chapter 6 reflect this coordination.

II. GENERAL GOALS AND OBJECTIVES FOR PRESERVATION MANAGEMENT PRACTICES

The HPP provides the information and direction necessary to manage the Historic District, as a whole and with its associated individual contributing resources, in a manner that will obtain the most efficient and productive use in harmony with the mission of AFRH, while maintaining the historic integrity of the Historic District and its contributing resources. This will be done in accordance with the terms of the controlling PA and MOU.

AFRH will achieve this goal for the Home through the following means:

1. Managing all uses and activities affecting the Historic District and its contributing resources with full acknowledgement of their historic significance and listing in the National Register;
2. Endeavoring to keep contributing resources in productive use by using contributing resources where feasible, and considering new uses for under-utilized resources;
3. Identifying the preservation needs and potential effects of proposed undertakings on the Historic District and its contributing resources early in AFRH’s decision-making process, prior to budgeting and internal approvals;
4. Executing undertakings that affect the Historic District and its contributing resources in accordance with the Secretary of the Interior’s Standards for the Treatment of Historic Properties and associated guidelines;
5. Avoiding adverse effects to the Historic District and its contributing resources where possible, and when avoidance of adverse effects is not possible, minimizing or mitigating the effects in accordance with this HPP and the controlling PA;
6. Maintaining open lines of communication through the master planning process and the controlling PA among AFRH, DC SHPO, ACHP, NPS, and the other consulting parties, and the MOU among AFRH, OP, and NCPC;
7. Maintaining a record of decisions affecting the Historic District and contributing resources by entering Cultural Resource Management (CRM) actions in the AFRH-W Resource Inventory/ Cultural Resource Management Database (AFRH-W RI/CRM Database); and

8. Following an established procedure for identifying and processing undertakings that may affect the Historic District and its resources in accordance with the HPP and providing information to the consulting parties on undertakings in accordance with the process required in the PA.

III. IMPLEMENTATION ACTIONS

To achieve the goal of protecting the historic integrity of the Historic District and its contributing resources, while obtaining the most efficient and productive use in support of the mission of AFRH, the following actions will be implemented.

A. *IMPLEMENT THE HISTORIC PRESERVATION PLAN.*

AFRH will place the HPP into effect by carrying out the Implementation Actions.

B. *NOMINATE THE HOME TO THE NATIONAL REGISTER.*

In 2007, AFRH prepared a nomination for the Home in its entirety as an historic district to the National Register. The nomination was based on the findings of the HPP and addressed the Home's significance as a built and designed landscape.

Because AFRH is a federal agency within the Executive Branch of the federal government, the nominating process calls for the direct submission of the nomination to the Keeper of the National Register (Keeper). Consistent with the requirements of the National Register Federal Program Regulations (published as 36 CFR 60), in October 2007, AFRH forwarded the nomination to DC SHPO and the Mayor of the District of Columbia for a 45-day comment period. As there were no comments regarding the nomination, at the end of the 45 days, AFRH's Federal Preservation Officer approved the nomination and forwarded it to the Keeper of the National Register for listing. The Keeper certified that the proposed AFRH-W Historic District nomination met the National Register criteria and listed the property on December 5, 2007. Further, the Historic District will be listed in the District of Columbia Inventory of Historic Sites in 2008. The certified Registration Form will be attached by reference to the HPP and to the controlling PA.

C. *COMPLY WITH FEDERAL PRESERVATION LAWS AND REGULATIONS.*

AFRH will comply with the National Historic Preservation Act (NHPA), as interpreted by the controlling PA, and with other preservation laws that apply to AFRH or as may apply to AFRH as the result of new legislation, amendments to current legislation, or modification of regulations.

D. *TRAIN THE FEDERAL PRESERVATION OFFICER/SENIOR POLICY OFFICIAL IN THE PROPER IMPLEMENTATION OF HISTORIC PRESERVATION RESPONSIBILITIES AND DUTIES.*

In March 2007, AFRH's Chief Operating Officer (COO) appointed AFRH's Chief Architect as the Federal Preservation Officer (FPO) as required under Section 110(c) of NHPA, and as the Senior Policy Official (SPO) as required under Executive Order 13287, March 3, 2003 (EO 13287, also known as Preserve America) to oversee its historic preservation program and compliance responsibilities for the respective EOs and federal preservation laws and regulations.⁴

Both regulations stipulate that the FPO complete the appropriate training regarding Section 110 as offered by the ACHP within one year of the appointment. The FPO is responsible for ensuring that AFRH is aware of and complies with all federal responsibilities relating to historic preservation. The FPO serves as the point of contact regarding all policies, procedures, activities, and implementation relating to the Historic District and its contributing resources, including the controlling PA, and the AFRH's policy towards its stewardship responsibilities. The FPO prepares all reports required under federal law, including reporting as required every three years under EO 13287 and annually according to Executive Order 13327, February 6, 2004 (EO 13327) detailing AFRH's preservation-related status, programs, and activities. As appropriate, these responsibilities include any reports required under the controlling PA. The Home's eligibility as an historic district suggests that the FPO work closely with AFRH's Senior Real Property Officer (SRPO) to ensure that the preservation requirements are incorporated into the AFRH asset management plan in accordance with Section 3(e) of EO 13327, which is known as "Federal Real Property Asset Management."

In addition to the federal responsibilities, the FPO is responsible for ensuring that the AFRH-W staff of the Home is informed and trained in the requirements for the implementation of the HPP. This will include training the AFRH-W Director and the AFRH-W Chief of Campus Operations (CCO) in proper implementation procedures.

E. *TRAIN THE AFRH-W CHIEF OF CAMPUS OPERATIONS IN THE PROPER IMPLEMENTATION OF HISTORIC PRESERVATION RESPONSIBILITIES AND DUTIES.*

AFRH will ensure that it implements the HPP on a day-to-day basis by working with the AFRH-W Director and the CCO. This will include training the CCO in the HPP's General Guidelines, its Goals and Objectives in Preservation Management Practices, and in the execution of the Historic Preservation Standard Operating Procedures. Specifically, the FPO and the CCO will work together to institutionalize the protection of the Historic District and its contributing resources through the coordination of the Office of Campus Operations' Computerized Maintenance Management Program (CMMS) and the AFRH-W RI/CRM Database. Further, the FPO and CCO will assist each other in establishing internal practices that will facilitate the application of proper preservation practices based on the Secretary of the Interior's Standards for the Treatment of Historic Properties.

F. IMPLEMENT SPECIFIC MITIGATION ACTIONS IN RESPONSE TO UNDERTAKINGS ASSOCIATED WITH AFRH-W MASTER PLAN

In coordination with the development of the AFRH-W campus in accordance with the approved AFRH-W Master Plan, AFRH and developers agree to perform a number of specific actions to mitigate the adverse affects of the development on AFRH-W. The mitigation calls for actions regarding general AFRH processes and procedures which are to be undertaken by AFRH, as well as actions directed to mitigate undertakings affecting specific Development Zones. The Master Plan divides the AFRH-W campus into Development Zones: AFRH Zone; Zone A; Zone B; and Zone C. (See Development Zone Map). Zone A is scheduled to be developed first and, therefore, mitigation related to the development of Zone A is included below. Additional mitigation actions for Development Zones B and C will be developed as detailed planning for future development takes place and these actions will be recorded in amendments to the controlling PA.

1. SPECIFIC ACTIONS TO BE UNDERTAKEN BY AFRH

- a. AFRH will retain the services of a Cultural Resources Manager (CRM) to assist AFRH in the implementation of the 2007 Historic Preservation Plan (HPP). The CRM will be retained within twelve (12) months of NCPC’s approval of the AFRH-W MP.
- b. AFRH will plant additional trees to replace those required for the relocation of two golf holes due to the Zone A development. Trees will be replaced on a 1-to-1 basis in accordance with AFRH Treatment Recommendations for Landscape Resources in Chapter 6 of the 2007 HPP at the time the golf holes are relocated.
- c. AFRH will develop and implement a Historic Preservation Maintenance Program (HPMP) designed to identify and prioritize the maintenance needs of the contributing historic (built, natural and designed landscape, and archeological) resources. This plan will be developed and implemented within two (2) years of NCPC’s approval of the AFRH-W MP. Copies will be provided to Parties and Consulting parties upon written request after its completion.
- d. AFRH will integrate the AFRH-W Resource Inventory/Cultural Resource Management Database into the Home’s proposed Computerized Maintenance Management System (CMMS) at the time the new CMMS is brought online. It is anticipated that this system will be brought on line within two (2) years of NCPC’s approval of the AFRH-W MP.
- e. AFRH will complete an update to an August 2007 tree survey to include Zones B and C within one (1) year of commencement of rent payments from the Zone A development (Rent payments will commence with the issuance of the first Certificate of Occupancy for Zone A). Copies will be provided to Parties and Consulting Parties upon written request after its completion.

- f. AFRH will develop a landscape master plan for the AFRH Zone and Zones B and C of the campus. This plan would be developed within one (1) year of commencement of rent payments from Zone A and will be based on the AFRH MP, HPP, and the updated tree survey identified in #5 above. Implementation of the landscape master plan will begin within one (1) year of completion of the Landscape Master Plan. This document will be distributed to the Parties and Consulting Parties for review and comment during its development.
- g. AFRH will complete specific landscape projects as follows (see Appendix D):
 - a. Scott/Sheridan Promenade Project within three (3) years of NCPC’s approval of the AFRH-W MP,
 - b. Scott Building Tree Planting Program will be completed as part of the landscape master plan developed in item #5 above
- h. AFRH will perform a condition assessment of the historic fence along the western perimeter of the site, and perform stabilization, which will be followed by regular periodical maintenance activities to prevent further deterioration of the fence. The assessment will be conducted within two (2) years of NCPC’s approval of the AFRH-W MP.
- i. Specific Phase 1 archaeological assessments and surveys, as required by the Guidelines for Archaeological Investigations in the District of Columbia and recommended by the AFRH-W Phase 1A archaeological study prepared by Greenhorne and O’Mara, will be conducted in defined areas of Limits of Disturbance (LODs) associated with the development locations shown in the Master Plan prior to undertaking related ground disturbance. The assessments and surveys will cover the LODs for all infrastructure, utilities, buildings, and structures. These investigations should be conducted well in advance of the ground disturbance to avoid conflict with development schedules.
- j. AFRH will comply with height limits and screening guidance in the Master Plan to protect viewsheds as identified in the HPP and AFRH MP.

2. SPECIFIC ACTIONS TO BE UNDERTAKEN FOR ZONE A

- a. Developer will rehabilitate and adaptively use, in conformance with the Secretary of Interior’s Standards for Rehabilitation (36 C.F.R. 67) and its associated Guidelines the following buildings in Zone A:
 - 1. Barnes Building (Building 52)
 - 2. Forwood Building (Building 55)
 - 3. King Hall (Building 59)
 - 4. Viewing Stand (Building 50)
 - 5. Bandstand (Building 49)
 - 6. Mess Hall (Building 57)
 - 7. Mess Hall Corridor (Building 58)
 - 8. Hostess House (Building 53)

9. Quarters 47 (Building 47)

Developer will develop a stabilization and maintenance plan of the buildings and structures listed above no later than 120 days after the effective date of the Master Lease for Zone A. Rehabilitation for these buildings and structures listed above will commence in accordance with the Project Schedule submitted as part of the Project Plan for the first non-infrastructure phase of development.

- b. Developer will rehabilitate historic landscape resources in Zone A:
 - 1. Forwood Building Grounds to the extent grounds are located in Zone A and controlled by developer. (LaGarde and secured grounds remaining within the AFRH Zone are excluded until such time LaGarde is leased to the developer);
 - 2. Pershing Drive Street Trees, south and east: Developer will preserve the historic orientation of Pershing Drive and shall preserve, to the maximum extent possible, the allee of trees bordering Pershing Drive. If not possible to save all the trees, the Developer will replant trees of the same species with the intent of restoring the historic allee;
 - 3. Hospital Complex Quadrangle to the extent grounds are located in Zone A and controlled by developer. (LaGarde and secured grounds remaining within the AFRH Zone are excluded until such time LaGarde is leased to the developer);
 - 4. Specimen Trees in Hospital Lawn. If it is not possible to save all trees, the Developer will replant trees of the same species in an AFRH agreed upon location within the Hospital lawn.; and
 - 5. Pasture Recreation: Developer will preserve to the maximum extent possible the orientation, unaltered topography, and configuration of the Historic Pasture in Zone A. Also, historic trees in the northwest section of the Historic Pasture shall be preserved to the maximum extent possible. If it is not possible to save all trees, the Developer will replant trees of the same species in an AFRH agreed upon location within the Historic Pasture.
- c. Developer will devise and implement an educational interpretation program including signage focusing on the history of AFRH and AFRH-W in accordance with the Development Agreement with AFRH for Zone A.
- d. The Developer will complete a tree-planting program and the maintenance of historic trees in accordance with the approved Master Plan and HPP over the course of the Zone A development.
- e. Specific Phase 1 archaeological assessments and surveys, as required by the Guidelines for Archaeological Investigations in the District of Columbia and recommended by the AFRH-W Phase 1A archaeological study prepared by Greenhorne and O'Mara, will be conducted in defined areas of Limits of Disturbance (LODs) associated with the development locations shown in the Master Plan prior to undertaking related ground disturbance. The assessments and surveys will cover the LODs for all infrastructure, utilities, buildings, and structures. These investigations should be conducted well in advance of the ground disturbance to avoid conflict with development schedules.
- f. Developer will comply with height limits and screening guidance in the Master Plan to protect viewsheds as identified in the HPP and AFRH MP

3. SPECIFIC ACTIONS TO BE UNDERTAKEN FOR ZONE B

As a condition of development for Zone B, the selected developer will be required to complete the following, but not limited to, specific mitigations:

- a. Restoration of historic iron fence along the western perimeter of Zone B.
- b. Specific Phase 1 archaeological assessments and surveys, as required by the Guidelines for Archaeological Investigations in the District of Columbia and recommended by the AFRH-W Phase 1A archaeological study prepared by Greenhorne and O'Mara, will be conducted in defined areas of Limits of Disturbance (LODs) associated with the development locations shown in the Master Plan prior to undertaking related ground disturbance. The assessments and surveys will cover the LODs for all infrastructure, utilities, buildings, and structures. These investigations should be conducted well in advance of the ground disturbance to avoid conflict with development schedules.
- c. Developer will comply with height limits and screening guidance in the Master Plan to protect viewsheds as identified in the HPP and AFRH MP.

4. SPECIFIC ACTIONS TO BE UNDERTAKEN FOR ZONE C

As a condition of development for Zone C, the selected developer will be required to complete the following, but not limited to, specific mitigations:

- a. Restoration of the historic iron and masonry and iron fences along the western perimeter of Zone C.
- b. Relocation of Community Gardens from Zone C to AFRH Zone. Potential relocation sites will be identified as part of the Landscape Master Plan to be developed by AFRH.
- c. Undertake specific landscaping to screen Quarters 90 (Randolph Street Gatehouse, Building 90) from the northernmost development on Zone C.
- d. Specific Phase 1 archaeological assessments and surveys, as required by the Guidelines for Archaeological Investigations in the District of Columbia and recommended by the AFRH-W Phase 1A archaeological study prepared by Greenhorne and O'Mara, will be conducted in defined areas of Limits of Disturbance (LODs) associated with the development locations shown in the Master Plan prior to undertaking related ground disturbance. The assessments and surveys will cover the LODs for all infrastructure, utilities, buildings, and structures. These investigations should be conducted well in advance of the ground disturbance to avoid conflict with development schedules.
- e. Developer will comply with height limits and screening guidance in the Master Plan to protect viewsheds as identified in the HPP and AFRH MP.

G. APPOINT A CULTURAL RESOURCES MANAGER.

To ensure that AFRH meets its obligations with respect to historic resources, the COO will appoint a Cultural Resources Manager (CR Manager), either as a staff or consulting position to work under the supervision of and to assist AFRH’s FPO. The CR Manager will be a qualified preservation professional certified under the requirements of 36 CFR 61.

The CR Manager’s tasks will include the following:

- Understanding the content and application of the HPP and its implementation methods;
- Understanding AFRH’s responsibilities under Section 110 and Section 106 of the NHPA and other related federal laws and regulations, and advising the FPO in the implementation of those responsibilities;
- Understanding and guiding AFRH in the application of the Secretary of the Interior’s Standards for the Treatment of Historic Properties and associated guidelines;
- Assisting the FPO with Cultural Resource Management (CRM) duties, including maintaining interaction and coordination with AFRH-W’s CCO and DC SHPO;
- Managing the AFRH-W RI/CRM Database;
- Assisting the FPO in the completion of proposals for and implementation of preservation treatment actions affecting contributing resources (built and landscape); and
- Assisting the FPO in the appropriate care of surplus or “mothballed” buildings and structures.
- Assisting the FPO in the review of AFRH and AFRH-W planning documents that will affect the Historic District and contributing resources.

H. APPLY THE SECRETARY OF THE INTERIOR’S STANDARDS FOR THE TREATMENT OF HISTORIC PROPERTIES TO INDIVIDUAL CONTRIBUTING RESOURCES OF THE HISTORIC DISTRICT IN A MANNER CONSISTENT WITH THEIR RELATIVE LEVEL OF SIGNIFICANCE.

To ensure that AFRH applies the appropriate standard of treatment to all work affecting contributing resources, AFRH will rely on the findings of the HPP to direct the appropriate treatment for these resources. The AFRH-W Resource Inventory (RI) Database identifies all resources (both contributing and non-contributing) within the Historic District and provides basic information on each. It states the contributing status of each resource and an assessment of the significance of the resource (Relative Level of Significance or RLS) within the context of the significance of the Historic District.

Treatment standards correlating to each contributing resource’s Relative Level of Significance utilize the Secretary of the Interior’s Standards for the Treatment of Historic Properties, Standards and Guidelines for the Treatment of Archeology and Historic Preservation, and Guidelines for the Treatment of Cultural Landscapes. If the evaluation found the resource to be non-contributing to the Historic District, there are no preservation treatment requirements per se; however, it is anticipated that (1) any changes to the non-contributing resources

must comply with the Treatment Standards in correspondence with the restrictions found in the discussion of Exempt Activities and (2) the treatment will not have an adverse effect on the Historic District or any contributing resources within the Historic District. In addition, a record of all non-exempt actions affecting the real property is required.

If the evaluation found the resource to be contributing to the Historic District, the inventory identifies its Relative Level of Significance using four levels: Key, Significant, Supporting, and Minor. This Relative Level of Significance corresponds to a prescribed treatment that follows the Secretary of Interior’s Standards and associated guidelines for all work affecting contributing resources, appropriate to their individual Relative Level of Significance. To ease the matching of a resource with the appropriate treatment, the AFRH-W RI Database presents the appropriate treatment on data sheets. AFRH will follow the recommendations to the extent feasible in proposing and implementing treatment of its contributing (built and landscape) resources. A substantial modification from the recommended treatment requires review of the undertaking under the Section 106 review process.

The Treatment Standards are presented in a table that describes the appropriate treatment for contributing resources based on their Relative Levels of Significance. The tables also indicate the procedures that AFRH will follow when proposing treatments for contributing resources, depending on their Relative Level of Significance, and indicates the role of the DC SHPO in reviewing proposed treatment. The Treatment Standards also address actions affecting non-contributing resources to insure that changes to these resources will not have an adverse affect on the Historic District.

I. INTEGRATE THE HPP INTO THE MASTER PLANNING PROCESS.

To ensure that the master planning process includes historic preservation planning principles espoused by the HPP, AFRH will integrate the HPP into the AFRH-W master planning process.

J. IDENTIFY AND PRIORITIZE REAL PROPERTY NEEDS.

First, in accordance with EO 13287, EO 13327, and Section 110 of the NHPA, AFRH will report to the federal government on a regular basis as to the status of its inventory of historic resources, assessment of the general conditions and management needs of its real property, and identification of the steps underway or planned to meet those management needs. This report will identify and prioritize the needs based on the Relative Level of Significance of the affected resources, AFRH’s mission, and the severity of need. Further, it will include an evaluation of the suitability of the resources to contribute to the community economic development initiative, including heritage tourism, taking into account AFRH’s mission needs, public access considerations, and the long-term preservation of the properties. As required by EO 13287, this report will be updated and made available to the ACHP and the Secretary of the Interior every three years.

Second, in accordance with EO 13327, AFRH will develop and implement an AFRH asset management process, which will be reported annually. Because the Home has been determined eligible for listing as an historic district, AFRH will respond to the requirements of EO 13327 in concert with its efforts to respond to EO 13287.

AFRH will ensure that the goals of the two executive orders are met in a manner that will advance contemporary use of its historic resources, as well as protect and enhance those historic resources, and promote their efficient and economical use.

Under the direction of the COO, the FPO, with assistance from the CR Manager, will coordinate efforts with the SRPO to ensure that AFRH meets the requirements of the executive orders.

Third, AFRH will develop and implement a Historic Preservation Maintenance Program (HPMP) designed to identify and prioritize the maintenance needs of the Home’s contributing (built and natural) resources.

K. PREPARE FORMAL DOCUMENTATION PRIOR TO UNDERTAKING SUBSTANTIAL OR EXTENSIVE WORK ON KEY AND SIGNIFICANT RESOURCES.

To assure the appropriate protection and treatment of all Key and Significant resources within the Historic District, AFRH will be responsible for the preparation of formal documentation of these resources prior to the implementation of any substantial or extensive work on these resources, whether it is for the purposes of alteration or restoration.

“Substantial or extensive work” is defined as any work that calls for the alteration or removal of major portions of historic fabric or which has the potential to modify or diminish the integrity of the resource. The definition does not include minor alterations such as the modification of an interior space for a new use (e.g. alteration of a former sleeping room into an office, or the addition of new partitions that are clearly distinct from the historic surroundings), the addition of clearly definable elements (such as an ADA ramp), or the replacement of an existing non-original element with a well-documented reconstruction of the original (the replacement of altered entrance steps or non-original windows with new elements that match the original as identified and documented to the satisfaction of the FPO and, if appropriate, the DC SHPO), as long as the work will not result in the irreversible loss of integrity. In certain cases, such as the alteration, replacement, or installation of systems (i.e. electrical, mechanical, and/or HVAC, etc.), or window replacement, a proposed undertaking may appear to meet the definition of “substantial or extensive work” due to its comprehensive character; however, the manner in which the work is proposed may exclude the application of the definition. In all cases, the FPO will make the final determination as to whether a proposed undertaking meets the “substantial or extensive work” definition and thereby requiring the preparation of formal documentation of the resource.

The documentation will identify the history and significance of the resource, its role within the historic context of the AFRH-W Historic District, character-defining materials, spaces, and features, detail appropriate preservation treatments, and provide contract specifications for routine maintenance, rehabilitation, repair, and alteration projects for the resources. AFRH will be responsible for the preparation of the documentation for each resource proposed to undergo “substantial or extensive work” prior to the submission of a DC SHPO Undertaking Review Request (URR) and will consider the documentation findings prior to proposing the specific undertaking so that the findings may be fully integrated into the formal proposal.

Recommended formal documentation includes preparation of one of the following formal reports: Historic Structure Report (HSR) or Historic American Building Survey (HABS)/Historic American Engineering Record (HAER) for built resources, and Historic American Landscape Surveys (HALS) for the cultural landscape. The reports will be prepared using the relevant methodology and product standards.

L. IMPLEMENT AFRH-W RESOURCE INVENTORY/CRM DATABASE.

An AFRH-W RI Database was prepared as part of the HPP and is appropriate for use as the basis for an AFRH-W RI/CRM Database. As feasible, the AFRH-W RI/CRM Database will be coordinated with the AFRH-W’s Computerized Maintenance Management System (CMMS) that is operated by the AFRH-W Office of Campus Operations (OCO).

M. REPLACE CURRENT CMMS WITH NEW CMMS SOFTWARE THAT ALLOWS EASY INTEGRATION WITH THE AFRH-W RESOURCE INVENTORY/CRM DATABASE.

The AFRH-W OCO is planning to replace or update the current CMMS. The selection criteria for the new software would include the capability for easy integration with the AFRH-W Resource Inventory/CRM Database, such as automatic flagging of activities that will take place in locations that may affect Contributing resources. The OCO should work with the FPO to integrate the new/updated CMMS with the AFRH-W Resource Inventory/CRM Database.

N. PROVIDE DC SHPO WITH AN ANNUAL REPORT OF ACTIVITIES RELATED TO THE IMPLEMENTATION OF THE HPP.

FRH shall report annually to the DC SHPO as to the activities related to the HPP to ensure the DC SHPO that AFRH is maintaining its commitment to the HPP, the controlling PA, and the MOU. The report will be provided to the DC SHPO annually within sixty (60) days of the completion of the Fiscal Year.

O. CONDUCT SPECIFIC PHASE 1 ARCHAEOLOGICAL ASSESSMENTS AND SURVEYS

Specific Phase 1 archaeological assessments and surveys, as required by the Guidelines for Archaeological Investigations in the District of Columbia and recommended by the AFRH-W Phase 1A archaeological study prepared by Greenhorne and O’Mara, will be conducted in defined areas of Limits of Disturbance (LODs) associated with the development locations shown in the Master Plan

prior to undertaking related ground disturbance. The assessments and surveys will cover the LODs for all infrastructure, utilities, buildings, and structures.

IV. PRESERVATION MANAGEMENT OVERVIEW

A. GENERAL POLICIES

The DC SHPO has determined that the Home is eligible for listing in the National Register and, consistent with this determination, AFRH intends to nominate the property in its entirety to the National Register. Accordingly, AFRH has identified and evaluated all resources within the boundaries of the Home in consultation with DC SHPO to determine their relative level of significance.

In 2006, AFRH submitted a draft Master Plan for the AFRH-W campus to NCPC. This Master Plan delineates the campus into four zones: the AFRH Zone, which contains the majority of the historic resources associated with the campus, Development Zone A, which includes the southeast portion of the campus, Development Zone B, which is a small portion of the southwest campus, and Development Zone C, which is a portion of the mid-western section of the campus. As the boundaries of the Historic District are congruent with the boundaries of the AFRH-W campus, all these zones fall within the historic district boundaries. AFRH intends to identify and contract with private entities to ground lease the land that comprises each of the three Development Zones with privately owned infrastructure, buildings, and structures.

As a result of this development, AFRH has entered into a “Memorandum of Understanding and Statement of Land Use Review Process for the Development of the Armed Forces Retirement Home-Washington Site” (MOU) to direct how reviews of federally and privately owned resources sited on federal land will be handled.⁵¹ This MOU states that following the approval of the Master Plan, the land and resources occupied by AFRH and AFRH-W will be reviewed following federal review processes, including NCPC and Section 106 and 110 of the NHPA, while privately owned resources on ground-leased federal land will be treated as privately-owned resources subject to the District of Columbia zoning, building, and historic preservation laws and regulations.

All proposed work that may affect contributing resources, regardless of their location within the Historic District, will be reviewed by AFRH through its OCO and CMMS and AFRH-W RI/DB to insure that the appropriate approved AFRH-W Historic Standard Operating Procedures will be followed. Work affecting all non-contributing resources within the AFRH Zone that does not adversely affect the Historic District shall require no further consultation with the DC SHPO; however, AFRH will record in the AFRH-W RI/CRM Database basic information regarding the execution of non-exempt treatment to non-contributing resources. All work on non-contributing resources within the Development Zones will not be monitored or documented by AFRH-W.

¹ See Appendix: “Memorandum of Understanding and Statement of Land Use Review Process for the Development of the Armed Forces Retirement Home-Washington Site”

B. AFRH ORGANIZATION

AFRH is the umbrella organization that oversees the Home. AFRH’s administrative offices are located at the Home. AFRH is headed by a COO, who is assisted in the administration of AFRH by a Chief Financial Officer (CFO) and a Chief Architect (CA). The AFRH-W, also known as the Home, is headed by a Director, who is supported by a Deputy Director and Secretary. Functions of the Home are divided into three major areas: Resident Services, Healthcare Services, and Campus Operations. A chief officer heads each of these divisions. In addition, there is a Business Center and a support staff.

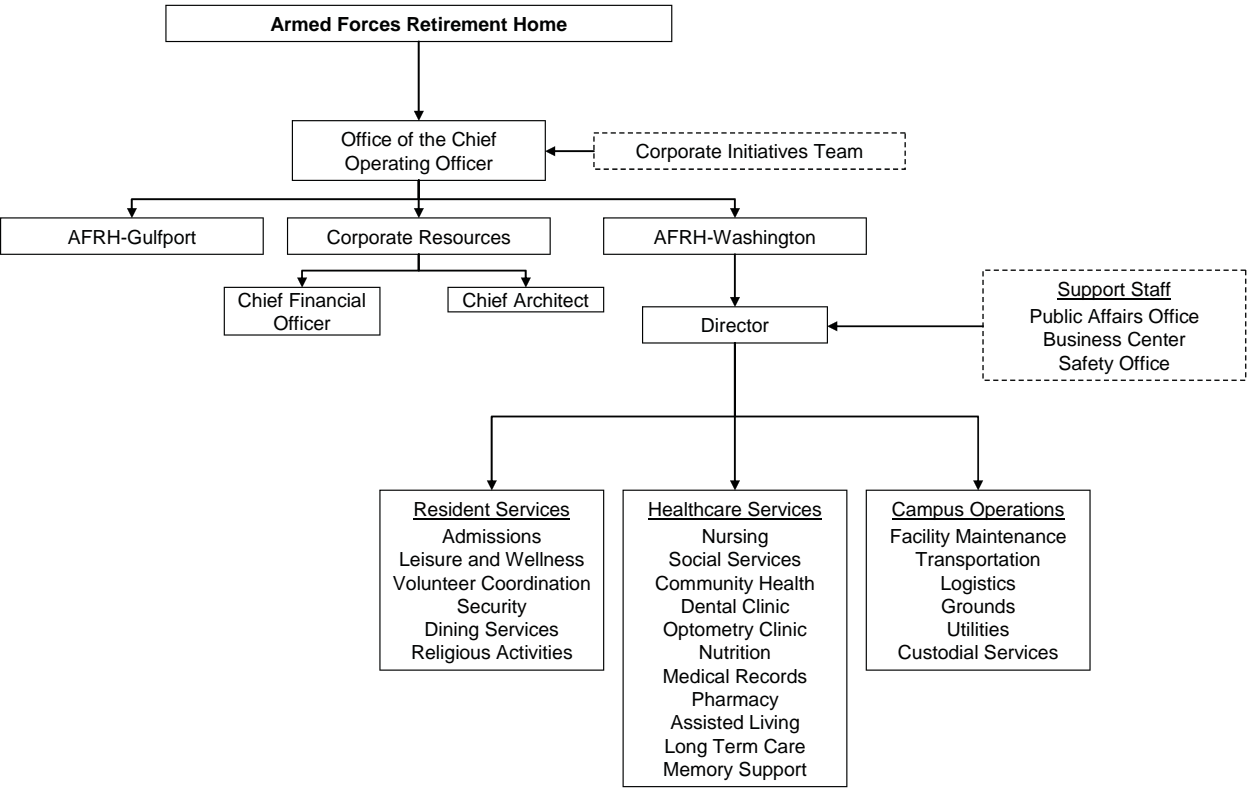


Figure 6.1: AFRH Organizational Chart (EHT Traceries, Inc., 2007)

C. DEFINITION OF UNDERTAKING

An undertaking is defined by NHPA as a “project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; and those requiring a Federal permit, license or approval.”⁶ With limited exceptions, all work related to real property at the Home is under the direct or indirect jurisdiction of AFRH, a federal agency under the Executive Branch of the federal government, and, that work requires a federal permit, license, or approval from the NCPC, all such work is considered to be an undertaking.⁷

Please note that work undertaken by an AFRH ground-lease Developer in Development Zones (i.e. outside the AFRH Zone and as defined by the AFRH-W Master Plan) on contributing resources that will be occupied for non-federal purposes may fall under the terms of the “Memorandum of Understanding and Statement of Land Use Review Process for the Development of the Armed Forces Retirement Home-Washington Site” (MOU) requiring District of Columbia review and, hence, will not be considered “Undertakings” as defined by Section 106 and 110 of the NHPA.

Real property refers to land and improvements to land, buildings, and facilities, including improvements and additions, and utilities and infrastructure systems. It includes changes that affect all resource types as identified by the HPP, including buildings, structures, objects, and sites. Various undertakings occur or are anticipated to occur at the Home that will affect its real property. These activities are organized into major and related undertakings of Capital Improvement: Adaptive Use, Preservation [Maintenance, Repair, and Restoration], and Alteration; Abandonment/Mothballing; Disposal (Demolition/Removal, Transfer, Negotiated Sale, Donation, and Sale); and Ground-Disturbing Activities.

D. CATEGORIZATION OF UNDERTAKINGS

Undertakings related to real property are categorized as:

TABLE 6.1: CATEGORIZATION OF UNDERTAKINGS	
Major Undertaking	Related Undertaking
Capital Improvement	Adaptive Use
	Preservation: Maintenance
	Preservation: Repair
	Preservation: Restoration
	Alteration
Abandonment/ Mothballing	
Disposal	Demolition/Removal
	Transfer
	Negotiated Sale
	Donation
	Sale
	Ground Lease
New Construction	
Ground-Disturbing Activities	Within Archeologically Sensitive Zones
	Unanticipated Discoveries

1. CAPITAL IMPROVEMENTS

Capital Improvement is a major category of undertakings to the real property, constituting an improvement that increases the Home’s material worth and extending its useful life by a substantial length of time. The subcategories of Capital Improvement are:

ADAPTIVE USE

Adaptive use is the permanent conversion or change in function or use of all or part of real property. It is the creation of a new use for a real property that has outlived its current use, through the identification of a compatible use for the resource that is possible through repair, alterations, and additions concomitant with the preservation of those portions or features that convey its historic or cultural values.

PRESERVATION

Preservation is the process of taking actions necessary to sustain the existing form, integrity, and materials of an historic property and/or resource. There are three primary types of Preservation:

- Maintenance: work required to preserve and maintain a real property in the condition that it may be used effectively for its designated purpose;
- Repair: correction of deficiencies in failed or failing components of existing real properties or systems; and
- Restoration: returning a property or resource to its appearance at a particular period. This may include the removal of inappropriate elements, modification of altered elements, or the addition of missing elements.

ALTERATION

Alteration is a change to the property or resource that may or may not be historically appropriate. Substantial alteration is an extensive change, one that modifies an essential element, or one that results in a loss of integrity.

2. ABANDONMENT/MOTHBALLING

Abandonment is the act of vacating a resource without plans for its future. Mothballing is act of temporarily securing a vacant or unused real property and its component features to protect against damage by weather, vandalism, or break-ins.

3. DISPOSAL

Disposal is any authorized method to divest control or responsibility for real estate and real property by transfer, negotiated sale, sale, donation, or ground lease.

DEMOLITION

Demolition is the destruction of real property of the whole or part of real property.

TRANSFER

Transfer is the conveyance of real property to the control of another federal agency authorized by law or regulation.

NEGOTIATED SALE

Negotiated Sale is the sale of real property to a state, local government body, or tax-supported entity for fair market value.

SALE

Sale is the conveyance of real property as authorized by law or regulation.

DONATION

Donation is the conveyance of real property to a state or local government, or tax-supported entity, or other when the real property has no commercial value or the estimated sales proceeds are less than the estimated cost of continued care and handling.

GROUND LEASE

Ground Lease is the negotiated long-term lease of real estate, which may or may not include real property, to a private entity. Such a lease may grant extensive rights to use and occupancy, including demolition and new construction, as well as full care and maintenance.

4. NEW CONSTRUCTION

New Construction is the process of erecting or assembling of new real property. It references the work required to add, expand, extend, alter, convert, or replace existing real property.

5. GROUND DISTURBING ACTIVITIES

Ground Disturbing Activities are those activities in which the physical ground is broken and/or disturbed during the execution of an undertaking.

WITHIN ARCHEOLOGICALLY SENSITIVE ZONES

Within Archeologically Sensitive Zones is the action of locating archeological resources within areas that have been predicted to be an archaeological-related site.

UNANTICIPATED DISCOVERIES

Unanticipated Discoveries is the action of discovering archeological resources in areas that have not been predicted to be archeologically related sites and within which there was no anticipation of discovering resources.

E. EXEMPT UNDERTAKINGS

Certain undertakings are exempt from review by DC SHPO once reviewed by the FPO. These include:

- Undertakings that address an imminent threat to human health and safety;
- Undertakings specifically addressed as exempt through a fully executed PA or an individual MOA executed in conformance with 36 CFR 800.14; and/or
- Undertakings specifically addressed in the HPP as AFRH-W EXEMPT ACTIVITIES. AFRH can conduct these activities without notice to, review by, or other action by the FPO unless specifically stated in Table 6.2: AFRH-W EXEMPT ACTIVITIES.

It is anticipated that the implementation of Exempt Activities will be recorded in the AFRH-W RI/CRM Database, following the procedures outlined in the Historic Preservation Standard Operating Procedures (HP SOP).

TABLE 6.2 AFRH-W EXEMPT ACTIVITIES FOR BUILT RESOURCES (BUILDINGS, STRUCTURES, AND OBJECTS)	
<i>Contributing</i>	<i>Non-Contributing</i>
<ul style="list-style-type: none"> Maintenance of exterior elements in accordance with AFRH-W HP SOP for Maintenance; This includes cleaning of masonry, metal, or painted wood with water if the water pressure does not exceed 100 PSI Repair of exterior elements in accord with AFRH-W HP SOP for Repair when the elements are not visible when viewed from surrounding area Repair of interior elements in accord with AFRH-W HP SOP for Maintenance when the elements are not visible within contributing spaces Repair of interior elements located within non-contributing spaces In-kind refinishing (including painting of previously painted surfaces) of exterior elements in accord with AFRH-W HP SOP for Maintenance when the elements are not visible when viewed from surrounding area In-kind refinishing of interior elements in accord with AFRH-W HP SOP for Maintenance when the elements are not visible within contributing spaces Repainting of interior surfaces that were previously painted In-kind replacement of exterior elements that are not visible when viewed from surrounding area In-kind replacement of interior elements that are not visible within contributing spaces In-kind replacement of interior elements within non-contributing spaces Repair or replacement of small, functional non-original/non-historic elements when not harmful to historic material and the action is reversible Introduction of energy conservation measures that are not visible or that do not alter or detract from the qualities that make resources contributing or the Historic District eligible Interior modifications associated with compliance with the Americans with Disabilities Act (ADA) of 1990 (28 CFR Part 35) when located within non-contributing spaces and not visible on the exterior when viewed from surrounding area Maintenance of contributing interior spaces when following AFRH-W HP SOP for Maintenance 	<ul style="list-style-type: none"> Repair of exterior elements Refinishing of exterior elements Replacement of exterior elements as long as replacement is same or similar in-kind (i.e., roof material, color, profile, etc.) and the original/replacement element is not obtrusive in the Historic District All interior work, including maintenance, repair, refinishing, and replacement of elements Introduction of energy conservation measures as long as not visually obtrusive to the Historic District Modifications associated with compliance with the Americans with Disabilities Act (ADA) of 1990 (28 CFR Part 35) as long as not visually obtrusive to the Historic District

TABLE 6.3 AFRH-W EXEMPT ACTIVITIES FOR LANDSCAPE (DESIGNED AND NATURAL) RESOURCES	
<i>Contributing</i>	<i>Non-Contributing</i>
<ul style="list-style-type: none"> Maintenance of masonry site features such as roads (including curbs, gutters, and roadbeds), bridges, culverts, fire lanes, paths, and sidewalks in accord with the AFRH-W HP SOP for Maintenance; This includes cleaning of masonry, metal, or painted wood with water if the water pressure does not exceed 100 PSI Maintenance of recurring site features such as fences, gates, benches, etc. in accord with the AFRH-W HP SOP for Maintenance Repair in-kind of masonry site features and recurring site features in accord with the AFRH-W HP SOP for Maintenance Maintenance of lawn and field grasses Replanting of annual and perennial plants in planting beds, pots, and urns Cyclical pruning of trees and shrubbery Removal or control of invasive species trees and plant material Removal of damaged or dead trees and plant material with CRM notification prior to action 	<ul style="list-style-type: none"> Maintenance of masonry features such as roads (including curbs, gutters, and roadbeds), fire lanes, paths, and sidewalks Maintenance of recurring site features such as street lamps, trash cans, benches, and the like Repair of masonry site features such as roads (including curbs, gutters, and roadbeds), fire lanes, paths, and sidewalks using in-kind or similar materials Repair of recurring site features such as street lamps, trash containers, benches, etc. using in-kind or similar materials Cyclical pruning of trees and shrubbery Maintenance of lawn and field grasses Removal of damaged or dead trees and plant material

TABLE 6.4 AFRH-W EXEMPT ACTIVITIES FOR ARCHEOLOGICAL RESOURCES (KNOWN POTENTIAL ARCHEOLOGICAL SITES AND ARCHEOLOGICAL SENSITIVE ZONES)	
<i>Contributing</i>	<i>Non-Contributing</i>
<ul style="list-style-type: none"> Maintenance work on existing features within boundaries of site (such as roads, fire lanes, mowed areas, disposal areas, and ditches) that does not involve ground disturbance Replanting of pre-existing planting beds Removal of dead or damaged non-contributing natural plant resources with CR Manager notification seven days prior to action 	<ul style="list-style-type: none"> N/A

V. HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES FOR AFRH-W UNDERTAKINGS

AFRH has established Historic Preservation Standard Operating Procedures (HP SOP) for the treatment of its contributing historic and cultural landscape (built and landscape) resources, as well as for handling the possibility of disturbance of the archeological sensitive zones. The procedures presented in each HP SOP are based on AFRH’s responsibilities as a federal agency within the Executive Branch and reflect the requirements of Section 110 and Section 106 of NHPA and its associated regulations. These procedures are coordinated with procedures of the AFRH-W OCO that are presently in effect at the Home. Should the OCO modify its procedures, the HP SOPs will be changed accordingly to ensure the continuation of an efficient system with optimum protection afforded to the Historic District and its contributing resources.

A. LIST OF THE HOME’S HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES

AFRH has prepared HP SOPs for the Home. These include:

- AFRH HP SOP #1: Section 106 Review for All Undertakings
- AFRH HP SOP #2: Capital Improvement: Adaptive Use
- AFRH HP SOP #3: Capital Improvement: Preservation – Maintenance
- AFRH HP SOP #4: Capital Improvement: Preservation – Repair
- AFRH HP SOP #5: Capital Improvement: Preservation – Restoration
- AFRH HP SOP #6: Capital Improvement: Alteration
- AFRH HP SOP #7: Abandonment/Mothballing
- AFRH HP SOP #8: Disposal: Demolition/Removal
- AFRH HP SOP #9: Disposal: Transfer, Negotiated Sale, Donation, or Sale
- AFRH HP SOP #10: Disposal: Ground Lease
- AFRH HP SOP #11: New Construction
- AFRH HP SOP #12: Ground Disturbing Activities and Treatment of Archeological Resources
- AFRH HP SOP #13: Responding to ARPA Violation
- AFRH HP SOP #14: Coordination of NEPA with Cultural Resource Requirements
- AFRH HP SOP #15: Determination of Exemption

B. GUIDANCE FOR SECTION 106 COMPLIANCE

AFRH will coordinate compliance under Section 106 of the NHPA when pursuing an undertaking related to real property that may affect the Historic District and/or its contributing resources. To assist AFRH with the review process, a series of HP SOPs is included in the HPP. The HP SOPs provide guidance and systematic direction for complying with Section 106. AFRH HP SOP #1 relates to Section 106 and is the basic process that is necessary in all cases; the HP SOPs that follow are specific to individual undertakings and provide guidance specific to the individual undertakings.

C. STANDARD FORMS TO ASSIST IN SECTION 106 COMPLIANCE

The HPP includes two standard forms designed to assist AFRH’s administration with the Section 106 compliance process. The forms will ease the review process by ensuring that all necessary information is included for each stage of review. The forms include:

- AFRH Historic Preservation Action Request (HPAR)
- DC SHPO Undertaking Review Request (URR)

D. AFRH HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES FOR UNDERTAKINGS

The HPP includes fifteen HP SOPs: an individual HP SOP for each of the thirteen defined undertakings and an additional HP SOP addressing the procedures for determination of an exemption. Several of the HP SOPs are broad in focus, as they relate to areas that are introductions to the basic HP SOP covering the Section 106 Review Process, others include a systematic process, and some include a flow chart to assist AFRH with their implementation.

AFRH HP SOP #1

HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES

FOR

SECTION 106 REVIEW FOR ALL UNDERTAKINGS

POLICY:

AFRH will review all activities defined in the HPP as undertakings, unless specifically “Exempt” or falling under the MOU as a private action subject to District of Columbia zoning, building, or historic preservation laws and regulations and therefore not considered an undertaking. This review will use the general process stated in Section 106 of NHPA and its regulations.

PROCEDURES:

The procedure presented below represents a refinement of the general Section 106 Review Process to reflect AFRH’s administrative structure, AFRH-W’s maintenance management procedures (as implemented by its OCO), and the review process as agreed in the controlling PA. Specifically, this approach to Section 106 review allows AFRH and the DC SHPO to consult directly to avoid, minimize, or mitigate any adverse effects to the Historic District and its contributing resources. This process applies to the review of all projects involving federal buildings or federal uses, or projects that are privately developed for private purposes by an Action Agent (AFRH or its tenants, its permittees, or associated developers) on federally-owned land at AFRH-W. The process will be initiated upon execution of the appropriate AFRH-W Historic Preservation Standard Operating Procedure (AFRH-W HPSOP)

STEP 1: INTERNAL REVIEW

The Action Agent will initiate internal review of the proposed action by completing a Cultural Resources Management Action Request (CRMAR), an internal form that is submitted by the applicant to the OCO. Based on the CRMAR, the OCO will determine whether the proposed action involves historic resources and/or properties at AFRH-W by using the AFRH-W RI/CRM Database.

DOES NOT INVOLVE HISTORIC RESOURCES AND/OR PROPERTIES...

If the proposed action does not involve historic resources or properties, the OCO will forward the document to the FPO who will document the finding in the AFRH-W RI/CRM Database. The FPO will sign the CRMAR and will file the form in FPO records. The FPO, in coordination with the OCO, will then instruct the Action Agent to proceed without further review unless review is required by NCPC and/or CFA.

INVOLVES HISTORIC RESOURCES AND/OR PROPERTIES...

If the proposed action does involve historic resources and/or properties, the OCO must determine whether the proposed action is an Exempt Activity, as defined in Tables 6.2, 6.3, and 6.4 of this chapter of the HPP. The OCO will note the determination in Section 1 of an Historic Preservation Action Request (HPAR), an internal form used to document actions made to historic resources. The OCO will then attach the HPAR to the CRMAR and submit the forms to the FPO.

PROPOSED ACTION IS AN EXEMPT ACTIVITY...

If the OCO has made a determination that the proposed action is an Exempt Activity, the FPO will sign the HPAR, note the determination in the AFRH-W RI/CRM Database, and file the CRMAR and HPAR in FPO records. The FPO, in coordination with the OCO, will then instruct the Action Agent to proceed without further review.

PROPOSED ACTION IS NOT AN EXEMPT ACTIVITY...

If the OCO has made a determination that the proposed action is not an Exempt Activity, the FPO must then make an initial determination of effect and note the determination in Section 2 of the HPAR.

ACTION WILL NOT RESULT IN ADVERSE EFFECTS...

If the proposed action does not have potential to adversely affect historic resources and/or properties associated with AFRH-W, the FPO will note the determination in an Undertaking Review Request (URR), a form that initiates consultation with DCSHPO. The FPO will submit the completed URR to DCSHPO. If DCSHPO concurs with a determination of No Effect, DCSHPO will note concurrence by signing the URR and returning the URR to the FPO. The FPO will then sign the URR as proof of receipt and file the signed URR with the CRMAR and HPAR in the FPO records. The FPO, in coordination with the OCO, will then instruct the Action Agent to proceed without further review.

ACTION WILL POTENTIALLY RESULT IN ADVERSE EFFECT(S)...

If the proposed action does involve historic resource and/or properties at AFRH-W, is non-exempt, and has potential to adversely affect historic resources/properties associated with AFRH-W, AFRH will initiate internal consultation with the FPO, the AFRH-W CR Manager, and the Action Agent to resolve the adverse effect(s).

INTERNAL CONSULTATION ELIMINATES ADVERSE EFFECT(S)...

If internal consultation among the FPO, CR Manager, and Action Agent results in the elimination of Adverse Effects, the FPO will note the determination in a URR and submit the URR to DCSHPO. If DCSHPO concurs

with a determination of No Effect, DCSHPO will note concurrence by signing the URR and returning the URR to the FPO. The FPO will then sign the URR as proof of receipt and file the signed URR with the CRMAR and HPAR in the FPO records. The FPO, in coordination with the OCO, will then instruct the Action Agent to proceed without further review.

INTERNAL CONSULTATION DOES NOT ELIMINATE ADVERSE EFFECT(S)...

If the adverse effect(s) cannot be eliminated internally, AFRH (the FPO, CR Manager, and Action Agent) will initiate consultation with the DCSHPO to resolve the adverse effect(s). The FPO will complete a URR noting the determination of Adverse Effect and submit the URR to DCSHPO to initiate consultation.

CONSULTATION WITH DCSHPO ELIMINATES ADVERSE EFFECT(S)...

If consultation between AFRH (FPO, CR Manager, and Action Agent) and DCSHPO results in the elimination of Adverse Effects, the FPO will revise the URR and submit the URR to DCSHPO. If DCSHPO concurs with a determination of No Effect, DCSHPO will note concurrence by signing the URR and returning the URR to the FPO. The FPO will then sign the URR as proof of receipt and file the signed URR with the CRMAR and HPAR in the FPO records. The FPO, in coordination with the OCO, will then instruct the Action Agent to proceed without further review.

CONSULTATION WITH DCSHPO DOES NOT ELIMINATE ADVERSE EFFECT(S)...

If consultation between AFRH (FPO, CR Manager, and Action Agent) and DCSHPO does not result in the elimination of Adverse Effects, AFRH must initiate formal Section 106 Review.

STEP 2A: INITIATE SECTION 106 REVIEW

If Adverse Effect(s) cannot be eliminated by initial consultation between AFRH and DCSHPO, AFRH will initiate formal Section 106 Review by inviting ACHP to comment on the action. AFRH is also required to formally notify the NPS if the proposed action will affect the National Historic Landmark (NHL). AFRH must then initiate formal consultation with DCSHPO (and NPS if an NHL is affected) to determine whether the Adverse Effect(s) can be avoided, minimized, or mitigated.

ACTION DOES NOT REQUIRE FEDERAL AGENCY REVIEW...

If the proposed action does not require agency review by the National Capital Planning Commission (NCPC) or the Commission of Fine Arts (CFA), AFRH will continue Section 106 consultation with DCSHPO (and NPS if NHL affected). Once DCSHPO (and NPS if NHL affected) and AFRH are in agreement of avoidance, minimization, or mitigation measures, AFRH will prepare record of agreement documenting these measures. The record of agreement must be signed by both DCSHPO and AFRH to finalize Section 106 consultation.

ACTION REQUIRES FEDERAL AGENCY REVIEW...

Typically, the following actions require federal agency review:

- Site acquisition;
- Building construction or exterior renovation, with or without related site improvements;
- Site development such as grading, landscaping, street and road extensions;
- Improvements involving changes in cartway configurations and surface parking; and
- All forms of commemorative works.

If the proposed action is a project that is privately developed for private purposes, NCPC will only require review of the action if the plans deviate from the NCPC-approved Final Master Plan. CFA will require review of all above actions, regardless of whether the project is intended for AFRH use or requires a building permit.

If the proposed action requires federal agency review by NCPC and/or CFA, AFRH will execute the “AFRH Design Review Process” while continuing Section 106 consultation with DCSHPO (and NPS if NHL affected).

DCSHPO AND AFRH COME TO AN AGREEMENT...

Once a record agreement is signed, the FPO will revise the URR and submit the URR to DCSHPO. If DCSHPO concurs with a determination of No Effect, DCSHPO will note concurrence by signing the URR and returning the URR to the FPO. The FPO will then sign the URR as proof of receipt and file the signed URR with the CRMAR, HPAR, and a copy of the record of agreement in the FPO records. The Action Agent may then proceed based on stipulations set forth in the record of agreement.

DCSHPO AND AFRH DO NOT COME TO AN AGREEMENT...

If DCSHPO and AFRH are not able to come to an agreement, AFRH must initiate dispute resolution with ACHP as required by Section 106 and defined in the Programmatic Agreement. AFRH must make a decision based on ACHP comments and inform DCSHPO of the decision before submitting for Final Review. DCSHPO will note No Agreement in the URR and return the URR to the FPO. The FPO will then sign the URR as proof of receipt and file the URR with the CRMAR, and HPAR in the FPO records. The Action Agent may then proceed based on the final decision by AFRH.

STEP 2B: AFRH DESIGN REVIEW PROCESS

Projects subject to the AFRH Design Review Process can be categorized in two groups:

1. Projects involving federal buildings or federal uses; and
2. Projects that are privately developed for private purposes.

NCPC will perform review in accordance with the Memorandum of Agreement among AFRH, NCPC, and the District of Columbia Office of Planning (MOU) and NCPC policies and procedures for projects that involve federal buildings or federal uses at the AFRH-W site.

NCPC will not perform design review on projects that are privately developed for private purposes and receive a building permit unless they deviate from the NCPC-approved AFRH Final Master Plan and so require and amendment to the Master Plan. Some examples of projects requiring amendments would include projects requiring the combining of parcels, projects resulting in the elimination of roads, and projects proposing increases in building heights.

To execute the AFRH Design Review Process, AFRH will initiate consultation with the staffs of NCPC (if required), CFA, and the DC Historic Preservation Review Board (HPRB) and will continue consultation with DCSHPO. The AFRH Design Review Process involves three stages of review:

1. Concept-Level Review (CFA, NCPC – if required, and DCSHPO);
2. Preliminary Review (NCPC – if required and DC SHPO); and
3. Final Review (CFA, NCPC – if required, and DCSHPO).

At the Concept Review and Final Review stages for projects involving either federal buildings or federal uses, or projects that are privately developed for private purposes, AFRH and the Action Agent will create identical design submissions for each reviewing body using the level of detail required by CFA, and the submissions will be reviewed concurrently by the required entities. AFRH will meet sequentially or jointly with CFA, DCSHPO, and NCPC (if required) in accordance with their respective review calendars to receive feedback and comments. The DCSHPO has the option to request review by HPRB for additional feedback and comment at both levels of review. DCSHPO and NCPC (if review is required under the terms of the MOU) also require a Preliminary Review to provide feedback after tentative design decisions have been made but before detailed design work begins. To insure successful Final Review of the proposed action, AFRH and the Action Agent will incorporate feedback from Concept Review, Preliminary Review, and Section 106 Consultation in the submission for Final Review.

AFRH must continue consultation with DCSHPO between all stages of the AFRH Design Review Process. If NCPC review is required, Section 106 consultation must be finalized prior to the submission for Final Review; therefore, AFRH must prepare and DCSHPO and AFRH must sign a record of agreement documenting all avoidance, minimization, and mitigation measures agreed upon during consultation and include the record in the final NCPC submission.

If NCPC review is required, AFRH must receive final NCPC approval before the AFRH Design Process is considered complete. For projects not requiring NCPC approval, the AFRH Design Process is considered complete upon Final Review by CFA and DCSHPO.

DCSHPO AND AFRH DO NOT COME TO AN AGREEMENT...

If after final DCSHPO review, DCSHPO and AFRH are not in agreement, AFRH must initiate dispute resolution with ACHP as required by Section 106 and defined in the Programmatic Agreement. AFRH must make a decision based on ACHP comments and inform DCSHPO of the decision. If NCPC approval is required, AFRH must inform DCSHPO of the decision before submitting for Final NCPC Review.

FEDERAL BUILDING OR FEDERAL USE...

Once the required final reviews are completed, federally-funded projects may proceed with the proposed action as stipulated in the record of agreement and any further requirements associated with NCPC final approval, if required. The FPO will revise the URR based on the record of agreement (if applicable) and submit the URR to DCSHPO. DCSHPO will sign the URR, noting concurrence or No Agreement, and return the URR to the FPO. The FPO will then sign the URR as proof of receipt and file the signed URR with the CRMAR, HPAR, and a copy of the record of agreement (if applicable) in the FPO records. The Action Agent may then proceed based on stipulations set forth in the record of agreement or, in the case of no agreement between DCSHPO and AFRH, based on a final decision by AFRH.

PRIVATE DEVELOPMENT FOR PRIVATE USE...

If the project is privately developed for private use, the Action Agent must receive a DCRA building permit before proceeding. The DC building permit process requires review by HPRB in accordance with the DC historic preservation law. The AFRH Design Review Process outlined above engages HPRB in Section 106 review at DCSHPO option, and the final design review by DCSHPO, acting as staff for HPRB, will constitute the building permit review. Once the building permit has been issued, the FPO will revise the URR and submit the URR to DCSHPO. DCSHPO will note concurrence by signing the URR and returning the URR to the FPO. The FPO will then sign the URR as proof of receipt and file the signed URR with the CRMAR, HPAR, a copy of the record of agreement (if applicable), and a copy of the building permit in the FPO records. The Action Agent may then proceed based on stipulations set forth in the record of agreement and/or building permit.

AFRH HP SOP #2

HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES

FOR

CAPITAL IMPROVEMENT: ADAPTIVE USE

POLICY:

Adaptive Use is a desirable solution to the problem of using a contributing resource that no longer has a useful function consistent with AFRH’s mission. To avoid or minimize adverse effects on the resource, the FPO will work with the COO, the AFRH-W Director and CCO, and the CR Manager to select a new use that both fulfills AFRH’s mission and is compatible with the resource that is unable to function as intended and will not diminish its significance or integrity. All work will comply with the Secretary of the Interior’s Standards for the Treatment of Historic Properties.

PROCEDURES:

The Proposer initiates AFRH HP SOP #1 for Section 106 Review for All Undertakings.

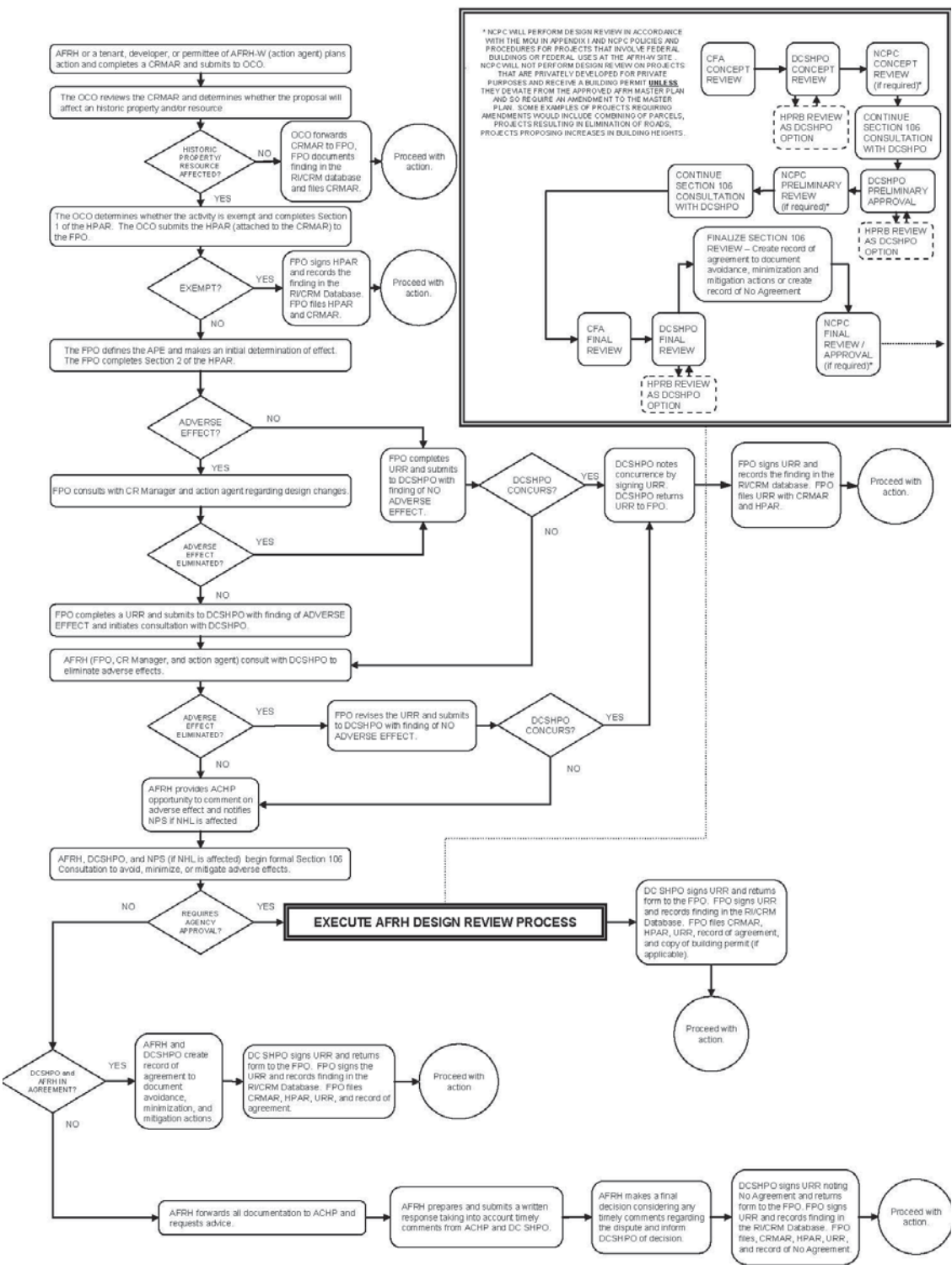


Figure 6.2: AFRH Action Review Process (EHT Traceries, Inc., 2007)

AFRH HP SOP #3

HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES

FOR

CAPITAL IMPROVEMENT: PRESERVATION –MAINTENANCE

POLICY:

The protection and preservation of the Historic District and its contributing resources requires the implementation of appropriate and regular planning for maintenance procedures, which are based on the Secretary of the Interior’s Standards for the Treatment of Historic Properties and associated guidelines. This plan, known as the AFRH-W Historic Preservation Maintenance Program (HPMP), shall provide for preventative maintenance (including routine, scheduled, and unscheduled activities) and for emergency maintenance of all contributing resources (including all built and landscape [designed and natural]) within the Historic District.

The HPMP will address all contributing resources, through a Built Resources section and a Landscape (designed and natural) section. The initial plan will be devised by the OCO in concert with the FPO and will be completed within one year of the implementation of the HPP. The OCO and FPO will update the HPMP on an annual basis.

The Built Resources section will address built resources using the findings from the 2006 Facility Assessment Report (assessing the conditions of the Home’s primary built resources) and the 2007 Ten-Year Facility Maintenance Plan (scheduled for completion in 2007), in conjunction with the resources’ Relative Level of Significance, their individual importance to AFRH’s mission, and the severity of need. This section will include a list of maintenance priorities indicating both the contributing resource location and required discipline, will address issues related to maintenance needs, processes, and proposed scheduling, and will cover the assessments of building systems, basic architectural code analyses, and cost estimates. Contributing resources not covered in the Facility Assessment and Ten-Year Facility Maintenance Plan will be included in the HPMP as appropriate. The Built Resources section will present the information in a manner consistent with the organization, definitions, and evaluations of the HPP. The assessment will be prepared in a manner allowing for easy entry of findings into the AFRH-W RI/CRM Database.

The Landscape Resources section of the HPMP will address landscape (designed and natural) resources using findings from the 2007 Landscape Management Plan (scheduled for completion in 2007), which will present a management program that outlines a schedule for the maintenance, repair, and replanting of landscape resources,

the standards and guidelines for implementation, and the prioritization of need, with information gathered in the preparation of the HPP. The plan will take into account resources’ Relative Level of Significance of the resources, their individual importance to AFRH’s mission, and the severity of need. document the general conditions of landscape (designed and natural) resources found at the Home, identify, locate, and assess the condition of the landscape elements, as well provide cost estimates for proposed work. Contributing resources not covered in the Facility Assessment and Ten Year Facility Maintenance Plan will be included in the HPMP as appropriate. The Landscape Resources section will present the information in a manner consistent with the organization, definitions, and evaluations of the HPP. The assessment will be prepared in a manner allowing for easy entry of findings into the AFRH-W RI/CRM Database.

To the extent practical, AFRH will devise a reasonable schedule to implement the recommended maintenance priorities for both the built and landscape resources. Further, to maintain control over the implementation of the HPMP, the CCO will coordinate with the FPO to devise a methodology for integrating the identification and protection of contributing resources, and the scheduling of maintenance activities into the OCO’s CMMS. This effort utilizes the list of Exempt Activities in an effort to minimize unnecessary paperwork. See Table 6.2: Exempt Activities.

AFRH will ensure that all staff and contractors conducting maintenance and custodial duties affecting contributing resources within the Historic District, will be trained in the application of the Secretary of the Interior’s Standards for the Treatment of Historic Properties. In all cases, treatments should be undertaken using the gentlest means possible, avoiding actions that cause or may cause damage to historic materials. The FPO, in consultation with the CCO, will devise training standards to be included in all relevant maintenance contracting agreements. This is anticipated to include a list of approved training courses in prescribed maintenance treatments and certification requirements for maintenance personnel. See Tables 6.4 (AFRH Treatment Recommendations for Buildings and Structures), and 6.5 (AFRH Treatment Recommendations for Objects).

PROCEDURES

STEP 1: THE PROPOSER SUBMITS A SERVICE ORDER REQUEST FOR A MAINTENANCE ACTIVITY

The Proposer submits a Service Order Request (SOR) for maintenance activity at the Home to the OCO for consideration. The request may be generated by AFRH Administration, AFRH-W Administration, a Tenant/ Permittee within the Home, or a Developer/Owner on ground-leased land within the Home. The Proposer may submit the request to the OCO via telephone to the emergency work desk, in person to the emergency work desk, via e-mail to the OCO, or authorize staff may enter the SOR into the CMMS.

STEP 2: THE OCO SCREENS THE REQUEST

The OCO screens and analyzes the SOR at the OCO’s work desk following OCO procedures, assigns a priority (emergency, urgent, or routine) and completes a work order. If the request requires a type of activity that may affect a contributing resource, the CMMS will flag the request for review by the CCO. The CCO’s review includes the Resource Datasheet including the Recommended Treatments from the AFRH-W RI/CRM Database and the confirmation that the proposed determination is or is not an Exempt Activity (See HP SOP #15). If the request is for an Exempt Activity, the CCO will document the finding for recording in the AFRH-W RI/CRM Database, and authorize the request to proceed without further CRM review. If the request is for an activity that is **not exempt**, the proposed action is considered an undertaking and the process moves to HP SOP #1.

IN CASE OF EMERGENCIES

DURING A REGULAR WORK DAY

If the SOR is prioritized as an emergency during the course of a regular work day, the CCO will attempt to notify the FPO prior to taking action. If this is not possible, the CCO will notify the FPO as soon as possible. Upon notification, the FPO looks to the controlling PA for guidance.

DURING AFTER HOURS

Outside of the regular work day, all emergency calls are made to the Security office. The Security officer on duty will determine if a call meets the formal classification of emergency, which is defined as damage to government property, potential loss of life, or potential loss of mission. Upon the determination that there is a real emergency, the Security Officer will directly contact the Maintenance Contractor who is authorized to take immediate action to resolve the problem. In the act of notifying the Maintenance Contractor, the Security Officer will record the request in the Security Blotter. The following business day, in the course of regular review of the Security Blotter, the OCO will review the action, assess the conditions resulting from the emergency and subsequent actions and, as appropriate, notify the FPO of any damage or problems that may have affected contributing resources. Upon notification, the FPO will work in concert with the OCO to take any necessary action to mitigate effects and, as necessary, proceed to the appropriate SOP.

TABLE 6.5 AFRH TREATMENT RECOMMENDATIONS FOR BUILDINGS AND STRUCTURES

		Key	Significant	Supporting	Minor
Protect and maintain the resource’s original/historic elements.	Interior	√	√		
	Exterior	√	√	√	√
Implement AFRH HPMP for original/historic elements.	Interior	√	√		
	Exterior	√	√	√	
Repair original/historic elements using in-kind materials and finishes.	Interior	√			
	Exterior	√	√	√ When practical	√ When practical
Replace original/historic elements only if a repair is not possible. Replacement should replicate materials and finishes.	Interior	√			
	Exterior	√	√	√ Replacement can be relocated or closely similar to original/historic materials and finished as practical	√ Replacement can be relocated or closely similar to original/historic materials and finished as practical
Prior to proposing any work prepare FPO-directed appropriate level of documentation	Interior	√	√		
	Exterior	√	√		
AFRH ACTION					
Prepare HPAR for internal review by FPO (in coordination with CR Manager).		√	√	√	√
Prepare URR and submit to the DC SHPO for review. This will require documentation of existing conditions, and may require historic research.		√	√	√	
Record project action in AFRH-W RI/CRM database.		√	√	√	√
Initiate work only upon receipt of DC SHPO written approval or expiration of review period.		√	√	√	
EXEMPT ACTIVITIES FOR ALL RESOURCE LEVELS OF SIGNIFICANCE: <ul style="list-style-type: none">• Routine and cyclical preservation maintenance tasks: See AFRH HP SOP #3 Capital Improvements: Preservation – Maintenance.• Repair/replacement of small, functional non-original/non-historic elements when no harm to historic material and the action is reversible.• Re-painting only of painted surfaces.• No-impact cleaning (water pressure must not exceed 100 PSI). * Practical is defined as the action that balances functional requirements, daily operations and needs, available materials, financial resources, and time requirements with the visual impact, importance of the element to the resource’s integrity, and the public benefits to be accrued by the action.					

TABLE 6.6 AFRH TREATMENT RECOMMENDATIONS FOR OBJECTS					
	Key	Significant	Supporting	Minor	
Protect and maintain the resource’s original/historic surfaces and structure.	√	√	√	√	
Implement AFRH-W HPMP for original/historic surfaces and structure.	√	√			
Repair original/historic surfaces and structure only using in-kind materials and finishes.	√	√	√ When practical*	√ When practical*	
Replace original/historic surfaces and structure only if a repair is not possible. Replacement should replicate materials and finishes.	√	√	√ Replacement can be replicated or closely similar to original/historic materials and finishes as practical	√ Replacement can be replicated but may be generally similar to original/historic materials and finishes as practical	
AFRH ACTION					
Prepare HPAR for internal review by FPO (in coordination with CR Manager).	√	√	√	√	
Prepare URR and submit to the DC SHPO for review. This will require documentation of existing conditions, and may require historic research.	√	√	√		
Record project action in AFRH-W RI/CRM database.	√	√	√	√	
Initiate work only upon receipt of DC SHPO written approval or expiration of review period.	√	√	√		
EXEMPT ACTIVITIES FOR ALL RESOURCE LEVELS OF SIGNIFICANCE: <ul style="list-style-type: none"> Routine and cyclical preservation maintenance tasks: See AFRH HP SOP #3 Capital Improvements: Preservation – Maintenance. Repair/replacement of small, functional non-original/non-historic elements when no harm to historic material and the action is reversible. Re-painting only of painted surfaces. No-impact cleaning (water pressure must not exceed 100 PSI). * Practical is defined as the action that balances functional requirements, daily operations and needs, available materials, financial resources, and time requirements with the visual impact, importance of the element to the resource’s integrity, and the public benefits to be accrued by the action.					

TABLE 6.7 AFRH TREATMENT RECOMMENDATIONS FOR LANDSCAPE RESOURCES					
	Key	Significant	Supporting	Minor	
Protect and maintain the historic character of the landscape resource.	√	√	√	√	
Implement AFRH-W HPMP for landscape resources.	√	√	√	√ To the extent practical	
Replace damaged or dead natural original/historic plant material when necessary.	√	√	√	√ To the extent practical	
When replacing natural original/historic plant material, use the same species or, if not available, a similar species that resembles the size and form of the vegetation. Substitute cultivars of original plants when originals cannot be located.	√	√	√	√ To the extent practical	
When replacing non-original/non-historic plant material, use plant species known to be on site during the appropriate sub-period defined for the Home. Substitute cultivars of period-appropriate plant species when originals cannot be located.	√	√ To the extent practical	√ To the extent practical	√ To the extent practical	
When rehabilitating or modifying landscape resources, respect the historic relationship between the built and natural resources to ensure the preservation of the landscape design.	√	√	√ To the extent practical	√ To the extent practical	
AFRH ACTION					
Prepare HPAR for internal review by FPO (in coordination with CR Manager). .	√	√	√	√	
Prepare URR and submit to the DC SHPO for review. This will require documentation of existing conditions, and may require historic research.	√	√			
Record Project action using AFRH-W RI/CRM database.	√	√	√	√	
Initiate work only upon receipt of DC SHPO written approval or expiration of review period.	√	√			
EXEMPT ACTIVITIES FOR ALL RESOURCE LEVELS OF SIGNIFICANCE: <ul style="list-style-type: none"> Routine and cyclical preservation maintenance tasks. See AFRH HP SOP #3 Capital Improvements: Preservation – Maintenance. Planting of annuals when no harm to historic plant materials and the action is reversible. Removal of dead or damaged non-historic/non-original natural plant resources. * Practical is defined as an action that balances functional requirements, daily operations and needs, available materials, financial resources, and time requirements with the visual impact, importance of the element to the resource’s integrity, and the public benefits to be accrued by the action.					

AFRH HP SOP #4

HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES

FOR

CAPITAL IMPROVEMENT: PRESERVATION – REPAIR

POLICY:

The preservation of the Historic District and its contributing resources requires the implementation of appropriate and regular plan for repairs based on the Secretary of Interior’s Standards for the Treatment of Historic Properties and associated guidelines. This plan shall provide for routine and scheduled repairs and shall be implemented by qualified personnel trained in proper repair procedures for historic resources. Unscheduled repairs are addressed under Maintenance (HP SOP #3) as emergencies.

AFRH shall make a reasonable effort to maintain the defining historic characteristics that represent the property, including the scale, proportion, rhythm, fenestration, materials, orientation and siting, form, color, and ornamentation of its built resources, as well as the defining landscape characteristics that represent the Home, including the retention of historic open space, tall tree canopies, and historic views.

PROCEDURES:

STEP 1: FPO REVIEWS AFRH-W RI/CRM DATA ON THE RESOURCE

When considering repair, the FPO, with the assistance of the CR Manager, shall first locate the resource proposed for repair using AFRH-W RI/CRM Database and review the Resource Datasheet for that resource to ascertain the resource’s contributing status and Relative Level of Significance; and ascertain the Recommended Treatment Standard.

STEP 2: FPO DIRECTS IMPLEMENTATION OF RECOMMENDED TREATMENT STANDARDS

The FPO, with assistance from the CR Manager, directs the application of the Recommended Treatment Standards using the Secretary of Interior’s Standards for the Treatment of Historic Properties and associated guidelines for all repair work. The FPO reviews and documents the work, and if necessary, arranges the DC SHPO reviews as outlined in the Recommended Treatment Standards.

IN CASE OF EMERGENCIES

All emergency repairs are handled under SOP #3 – Maintenance.

AFRH HP SOP #5

HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES

FOR

CAPITAL IMPROVEMENT: PRESERVATION – RESTORATION

POLICY:

Restoration of contributing resources is encouraged. When seeking to restore a resource, AFRH will rely on proper and appropriate documentation to guide its decisions. Prior to initiating restoration of a resource, a period of significance shall be established as the basis for the design. The work will be based on the Secretary of the Interior’s Standards for the Treatment of Historic Properties, specifically the Restoration Standards, and associated guidelines. Such work will be based on adequate documentation, executed by appropriately skilled artisans, and executed with the appropriate materials to ensure that the finished design represents an accurate depiction of the historic appearance.

PROCEDURES:

STEP 1: FPO REVIEWS AFRH-W RI/CRM DATA ON THE RESOURCE

When considering restoration, the FPO, with the assistance of the CR Manager, shall first locate the resource proposed for restoration using AFRH-W RI/CRM Database and review the Resource Datasheet for that resource to ascertain the resource’s contributing status and Relative Level of Significance; and ascertain the Recommended Treatment Standard.

STEP 2: FPO DIRECTS CR MANAGER TO CONDUCT/OVERSEE DOCUMENTATION OF RESOURCE

If directed by the resource’s Relative Level of Significance, the FPO will make a determination as to whether the proposed undertaking meets the definition for “substantial or extensive work.” This determination will direct the level of documentation required prior to developing a final proposal for the work. The FPO will direct

the CR Manager to conduct or oversee the appropriate level of research and documentation of the resource’s history and physical condition. The preparation of a Historic Structures Report (HSR) is one appropriate vehicle for organizing and presenting the research, analysis, evaluation and recommendations for a restoration. AFRH will be guided in such efforts by the National Park Services’ *Preservation Brief Number 43: The Preparation and Use of Historic Structure Reports*. HABS/HAER for built resources and HALS for the cultural landscape are also approved documentation methods.

STEP 3: FPO DETERMINES A PERIOD OF SIGNIFICANCE

The FPO reviews the documentation and determines an appropriate period of significance for use as the basis for the restoration design, taking into consideration whether any later alterations and/or additions has achieved significance on its own, making it inappropriate to proceed with restoration to an earlier period.

STEP 4: FPO INITIATES HP SOP #1

The FPO initiates HP SOP #1 for Section 106 Review of All Undertakings.

AFRH HP SOP #6

*HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES

FOR

CAPITAL IMPROVEMENT: ALTERATION*

POLICY:

When it is necessary for a contributing resource to undergo alteration, as when the use of a building or structure must change for an updated use or expanded purpose, or landscape must be reconfigured to respond to changing functions or circulation patterns, the change shall be minimized to the extent possible to retain a compatible appearance and to avoid diminishing the resource’s historic integrity.

When the use of a building or structure must change or a landscape must be altered, AFRH will attempt to devise a design that is consistent to the extent feasible with the original/historic spatial and physical character of the resource. AFRH will endeavor to avoid changes in use requiring alterations that will change the exterior appearance of the building or require demolition of key elements that define its character. If it is not possible to avoid changes, efforts will be made to minimize or mitigate changes.

Prior to preparing a final proposal for review, the FPO will determine whether the alteration meets the “substantial or extensive work” definition and then direct the appropriate level of documentation necessary to properly guide the proposed undertaking.

PROCEDURES:

STEP 1: FPO REVIEWS AFRH-W RI/CRM DATA ON THE RESOURCE

When considering alteration, the FPO, with the assistance of the CR Manager, shall first locate the resource proposed for restoration using AFRH-W RI/CRM Database and review the Resource Datasheet for that resource to ascertain the resource’s contributing status and Relative Level of Significance; and ascertain the Recommended Treatment Standard.

STEP 2: FPO DIRECTS CR MANAGER TO CONDUCT/OVERSEE DOCUMENTATION OF RESOURCE

If directed by the resource’s Relative Level of Significance, the FPO will make a determination as to whether the proposed undertaking meets the definition for “substantial or extensive work.” This determination will direct the level of documentation required prior to developing a final proposal for the work. The FPO will direct the CR Manager to conduct or oversee the appropriate level of research and documentation of the resource’s history and physical condition. The preparation of a Historic Structures Report (HSR) is one appropriate vehicle for organizing and presenting the research, analysis, evaluation and recommendations for a restoration. AFRH will be guided in such efforts by the National Park Services’ *Preservation Brief Number 43: The Preparation and Use of Historic Structure Reports*. Historic American Building Survey (HABS)/Historic American Engineering Record (HAER) for built resources and Historic American Landscape Surveys (HALS) for the cultural landscape are also approved documentation methods.

STEP 3: FPO DETERMINES A PERIOD OF SIGNIFICANCE

The FPO reviews the documentation and determines an appropriate period of significance for use as the basis for the alteration design, taking into consideration whether any later alterations and/or additions has achieved significance on its own, making it inappropriate to proceed with restoration to an earlier period.

STEP 4: FPO INITIATES HP SOP #1

The FPO initiates HP SOP #1 for Section 106 Review of All Undertakings.

AFRH HP SOP #7

*HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES

FOR

ABANDONMENT/MOTHBALLING*

POLICY:

When a contributing built (building, structure, or object) resource is to be vacated or abandoned, the resource must be protected from weather and the premises secured from vandalism. AFRH will take appropriate action to ensure that the specific physical (materials, construction methods, etc.) of the historic building or structure are taken into account when securing the building or structure by following the NPS *Preservation Brief 31: Mothballing Historic Buildings*.

PROCEDURES:

The FPO AFRH HP SOP #1 for Section 106 Review for All Undertakings.

AFRH HP SOP #8

*HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES

FOR

DISPOSAL: DEMOLITION/REMOVAL*

POLICY:

AFRH will make serious efforts to avoid the demolition or removal of contributing resources from the Historic District. If appropriate, a building, structure, designed landscape, or natural resource should be moved as a last resort to avoid demolition.

PROCEDURES:

STEP 1: FPO PREPARES RATIONALE FOR PROPOSED DEMOLITION/REMOVAL

The FPO prepares a statement of rationale for the proposed demolition or removal of a contributing resource. The FPO will work with the Proposer in preparing the statement of rationale.

STEP 2: FPO INITIATES SECTION 106 REVIEW

The FPO initiates AFRH HP SOP #1 for Section 106 Review for All Undertakings.

STEP 3: FPO ARRANGES FOR DOCUMENTATION OF RESOURCE

Upon DC SHPO’s acceptance of the undertaking but prior to demolition or removal, the FPO arranges for the documentation of Key and Significant resources following HABS/HAER or HALS Standards for Recordation (See Appendices). Supporting and Minor resources shall be documented with black-and-white archival photographs.

STEP 4: FPO APPROVES DOCUMENTATION AND SUBMITS TO DC SHPO

The FPO reviews and approves HABS/HAER/HALS documentation upon completion, submitting it to the DC SHPO for comments. The DC SHPO has thirty calendar days to review and comment on documentation. AFRH responds to DC SHPO comments within thirty calendar days of receipt.

The DC SHPO will provide AFRH a dated receipt documenting the submission. If no reply is received from the DC SHPO after thirty calendar days from dated receipt of the submission, AFRH will assume concurrence with its documentation.

AFRH HP SOP #9

***HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES***

FOR

DISPOSAL: TRANSFER, NEGOTIATED SALE, DONATION, OR SALE

POLICY:

If AFRH disposes of a contributing resource through transfer, negotiated sale, donation or sale, covenants that provide for the long-term preservation of the resource shall be attached to the transaction document. If the preservation of the resource is not anticipated or there is no assurance of preservation, HABS/HAER/HALS documentation shall be completed prior to the completion of the transaction (See Appendices).

PROCEDURES:

STEP 1: FPO PREPARES RATIONALE FOR DISPOSAL AND SELECTED METHOD

The FPO prepares a statement of the rationale for the proposed transfer, negotiated sale, sale, or donation of a contributing resource using the URR.

STEP 2: FPO INITIATES SECTION 106 REVIEW

The FPO, with assistance from the CR Manager, initiates AFRH HP SOP #1 for Section 106 Review for All Undertakings.

STEP 3: FPO ARRANGES FOR DOCUMENTATION OF RESOURCE

If the preservation of a resource is not anticipated or there is no assurance of preservation through legal documents accompanying the undertaking upon DC SHPO’s acceptance of the undertaking but prior to transfer, negotiated

sale, donation, and/or sale, the FPO arranges for the documentation of Key and Significant resources following HABS/HAER/HALS Standards for Recordation (See Appendices). Supporting and Minor resources shall be documented with black-and-white archival photographs.

STEP 4: FPO APPROVES DOCUMENTATION AND SUBMITS TO DC SHPO

The FPO reviews and approves the HABS/HAER/HALS documentation upon completion, submitting it to the DC SHPO for comments. The DC SHPO has thirty calendar days to review and comment on documentation. AFRH responds to DC SHPO comments within thirty calendar days of receipt.

The DC SHPO will provide AFRH a dated receipt documenting the submission. If no reply is received from the DC SHPO after thirty calendar days from dated receipt of the submission, AFRH will assume concurrence with its documentation.

AFRH HP SOP #10

***HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES***

FOR

DISPOSAL: GROUND LEASE

POLICY:

AFRH has the authority to sell or lease real estate and deposit revenue into its trust fund to support its operations and mission. If AFRH enters into a ground lease, covenants that provide for the protection and long-term preservation of any contributing resources to be affected shall be attached to the transaction document. If the preservation of the resource is not anticipated or there is no assurance of preservation with the ground lease, HABS/HAER/HALS documentation shall be completed prior to the completion of the transaction (See Appendices).

PROCEDURES:

STEP 1: FPO PREPARES RATIONALE FOR GROUND LEASE

The FPO prepares a statement of the rationale for the proposed ground lease of a contributing resource using the URR.

STEP 2: FPO INITIATES SECTION 106 REVIEW

The FPO, with assistance with the CR Manager, initiates AFRH HP SOP #1 for Section 106 Review for All Undertakings.

STEP 3: FPO ARRANGES FOR DOCUMENTATION OF RESOURCE

Upon DC SHPO’s acceptance of the undertaking but prior to ground leasing, the FPO arranges for the documentation of Key and Significant resources following HABS/HAER/HALS Standards for Recordation (See Appendices). Supporting and Minor resources shall be documented with black-and-white archival photographs.

STEP 4: FPO REVIEWS AND APPROVES DOCUMENTATION AND SUBMITS TO DC SHPO

The FPO reviews and approves the HABS/HAER/HALS documentation upon completion, submitting it to the DC SHPO for comments. The DC SHPO has thirty calendar days to review and comment on documentation. AFRH responds to DC SHPO comments within thirty calendar days of receipt.

The DC SHPO will provide AFRH a dated receipt documenting the submission. If no reply is received from the DC SHPO after thirty calendar days from dated receipt of the submission, AFRH will assume concurrence with its documentation.

AFRH HP SOP #11

***HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES

FOR

NEW CONSTRUCTION***

POLICY:

New construction placed into Character Areas with a Key, Significant, or Supporting Relative Level of Significance shall be designed to be compatible with the Character Area as guided by the approved Master Plan. There is a preference for new construction in Character Areas with diminished integrity, such as those determined to have a Minor Relative Level of Significance or Non-Contributing status. New construction in the latter Character Areas should respect the aesthetic character of the Historic District and the adjacent National Register-eligible properties in a manner consistent with the guidance of the approved Master Plan.

All new construction must be responsive to the recommended approaches as set forth in the design guidelines presented in the approved Master Plan, as well as the *Secretary of the Interior’s Standards for the Treatment of Historic Properties*.

PROCEDURES:

STEP 1: FPO INITIATES SECTION 106 REVIEW

The FPO, with assistance with the CR Manager, initiates AFRH HP SOP #1 for Section 106 Review for All Undertakings.

AFRH HP SOP #12

*HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES*

FOR

*GROUND DISTURBING ACTIVITIES AND TREATMENT OF
ARCHEOLOGICAL RESOURCES*

POLICY:

Ground-disturbing activities may affect areas of the National Register-eligible AFRH-W Historic District that have been identified as potential archeological sites or as Archeological Sensitivity Zones (ASZ); similarly, ground-disturbing activities in other areas may result in an unanticipated discovery of an archeological deposit. AFRH is committed to the protection of archeological deposits regardless of whether they are found within pre-identified ASZs or are unanticipated discoveries.

Under the Archeological Resources Protection Act (ARPA) of 1979, it is a felony for persons to excavate, remove, damage, or otherwise deface any archeological resource or paleontological remain located on federal land. Consistent with ARPA, archeological investigations may be allowed at the Home, if the purpose of the investigation is for research. Ground-disturbing activities conducted exclusively for purposes other than archeological investigation, include but are not limited to excavation of underground conduits, may disturb archeological deposits; such activities are considered undertakings under Section 106 and require following specific procedures. See Table 6.7: AFRH Treatment Recommendations for Ground Disturbance and Archeological Resources.

PROCEDURES:

In the event that an undertaking involving Ground Disturbance is proposed, the following procedures shall be adhered to:

**STEP 1: FPO DETERMINES IF LOCATION OF GROUND DISTURBANCE IS WITHIN AN ASZ
OR KNOWN POTENTIAL ARCHEOLOGICAL SITE.**

If a proposed action will involve any ground disturbance at the Home, the FPO will locate the site of the proposed ground disturbance in relationship to the archeology assessment maps prepared in 2004 by Greenhorne and O’Mara (See Appendices). If the action will take place within a potential archeological site or ASZ, the FPO will inform DC SHPO before initiating work.

**PROCEDURES IF WITHIN KNOWN POTENTIAL ARCHEOLOGICAL SITES AND/OR
ARCHEOLOGICALLY SENSITIVE ZONES:**

If the proposed action is to affect a known potential archeological site and/or ASZ at the Home, AFRH will arrange for the appropriate level of archeological study in accordance with ARPA and the “Guidelines for Archaeological Investigations in the District of Columbia” (1998). The ARPA and its regulations present a detailed description of the procedures for obtaining archeological investigation permits, and include definitions, standards, and procedures to be used by all federal land managers in providing protection for archeological resources. Regulations allow the ARPA review to be accomplished as part of the contracting process as long as the standards established are followed.

STEP 1: FPO NOTIFIES DC SHPO

To facilitate consultation and encourage consideration of a broad range of alternatives, the FPO notifies the DC SHPO by submitting a URR outlining any proposed excavation, construction or any other ground-disturbing activity (“Ground-Disturbing Activity”) on any portion of the Home early in project planning process. The URR will be accompanied by a report of additional Phase 1 archeological investigation of all areas that will be subject to ground-disturbing activities. This report will include additional historical and map research that completes a finer-grained identification of archeological potential, and the categorization of specific levels of disturbance and filling of the subject areas. Please note that upon review o the URR, the DC SHPO may require testing areas of archeological potential to determine National Register eligibility, and mitigation of adverse effects through data recovery or other means. (See Step 2).

STEP 2: AFRH AND DC SHPO ENTER INTO CONSULTATION

Prior to implementing Ground-Disturbing Activity in an ASZ, the FPO consults with the DC SHPO to prepare and implement plans for the identification, evaluation, and treatment of any National Register-eligible or -listed archeological resources in an ASZ.

STEP 3: FPO SELECTS ARCHEOLOGIST

The FPO, in consultation with any other administrative staff of AFRH, selects a qualified professional archeologist to conduct the archeological study.

An individual must meet the requirements of the Archaeological Resources Protection Act of 1979 (43 CFR 7.8(a)(1)) and the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation (36 CFR Part 61). These qualifications include a professional degree from an accredited school in anthropology or archeology, or equivalent experience, the demonstrated ability to carry out the work in question as well as to carry the research to completion, at least eighteen months of specialized training or professional experience, and at least one year of historical archeology experience in order to conduct historic investigations. The individual should have at least one year of supervised field and analytic experience in the Washington area. Because of the potential to identify prehistoric sites at the Home, the individual must demonstrate prehistoric expertise and experience.

An institution must show evidence of qualified archeologist on staff, access to an adequate curatorial facility, and certify that all required materials will be delivered no later than 90 days after the final report is submitted to AFRH.

AFRH commits that all archeological work at the Home takes into account current professional standards and guidelines, including the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Properties, the “Guidelines for Archaeological Investigations in the District of Columbia” (1998) and the ACHP’s Handbook on the Treatment of Archeological Properties (1988).

STEP 4: WHEN AN ARCHEOLOGICAL PERMIT IS NECESSARY

If necessary to gain a permit for an archeological investigation, the FPO oversees the archeologist’s preparation of the application. The application will include the documentation required under ARPA’s regulations as published in 32 CFR § 229.6 and 32 CFR § 229.8. The FPO submits the application for the permit to the DC SHPO.

The DC SHPO will review the request and provide a technical review of the application. If the DC SHPO approves the application, it will be forwarded to the Department of Interior for issuance.

The FPO may revoke the permit if it is determined:

- The terms of the permit are not being met;
- The work to be accomplished has been misrepresented;
- Continuation of the work poses a hazard to public health or safety;
- Continuation of the work conflicts with military functions; and
- In the case of revocation, the individual or institution may appeal this decision. The permittee shall forward the appeal to COO for review by DC SHPO. DC SHPO will sign the Determination of Appeal. Grounds for evaluating any possible penalties are set forth in ARPA.

The FPO’s determination to revoke a permit is done in consultation with the COO, CR Manager, and AFRH administration.

STEP 5: CONSULTATION FOR IDENTIFICATION, EVALUATION, AND TREATMENT

Prior to initiating Ground-Disturbing Activity within an ASZ, the FPO and the CR Manager, in consultation with DC SHPO during early project planning, determines if such Ground-Disturbing Activity has the potential to adversely affect, as defined in 36 CFR 800.16(i), National Register-eligible or -listed archeological resources in that ASZ.

The FPO provides the DC SHPO with written notification of their determination that also includes a description of the proposed Ground-Disturbing Activity, its APE, the reasons for its determination, and a summary of any previous archeological investigation of the archeological resources.

The DC SHPO reviews the notification and provides AFRH with its comments within fifteen calendar days of receipt.

The FPO considers the DC SHPO’s comments in reaching a final determination.

If the DC SHPO objects to AFRH’s determination of no potential adverse effect of the proposed Ground-Disturbing Activity on National Register-eligible or -listed archeological resources, then the matter will be resolved in accordance with the Section 106 review process. If the DC SHPO fails to respond within fifteen calendar days, AFRH can proceed under the assumption that comments will not be received from the DC SHPO.

IF NO POTENTIAL FOR ADVERSE EFFECT:

If the FPO determines that the proposed Ground-Disturbing Activity has no potential to adversely effect a National Register-eligible or -listed archeological resource, then AFRH may proceed with the proposed Ground-Disturbing Activity.

IF POTENTIAL FOR ADVERSE EFFECT:

If the FPO determines that the proposed Ground-Disturbing Activity has the potential to adversely affect a National Register-eligible or -listed archeological resource, AFRH develops an Archeological Work Plan. The Work Plan includes information relevant to complete the identification and evaluation of such archeological resource and a treatment plan that contains measures to minimize or mitigate the adverse effect.

STEP 6: DC SHPO REVIEWS WORK PLAN

Prior to its implementation of the Work Plan, the FPO, submits the Work Plan to the DC SHPO for review and concurrence. The DC SHPO will provide AFRH a dated receipt documenting the submission. If no reply is received from the DC SHPO after thirty calendar days from dated receipt of the submission, AFRH will assume concurrence with its finding.

If the DC SHPO concurs in the Work Plan, AFRH implements the plan. If the DC SHPO objects to the Work Plan within thirty calendar days of receipt of the Work Plan, AFRH shall address the objection by either revising the Work Plan in accordance with the DC SHPO’s recommendations or resolving the matter in accordance with the Section 106 review process.

STEP 7: FPO IMPLEMENTS WORK PLAN

Implementing the Archeological Work Plan requires the FPO to make a reasonable and good faith effort to define the specific boundaries of the locations of the archeological resources.

STEP 8: FPO DETERMINES ELIGIBILITY

In consultation with the DC SHPO, the FPO applies the National Register criteria under 36 CFR Part 63, “Determinations of Eligibility for Inclusion in the National Register of Historic Places,” as amended, to the archeological resources identified within the APE during execution of the Work Plan that have not been previously evaluated. If AFRH and the DC SHPO concur that the National Register criteria are met, the archeological resources shall be considered eligible for listing in the National Register. If they do not agree, the FPO submits the matter to the Keeper of the National Register for resolution.

STEP 9: FPO DEVELOPS AND SUBMITS TREATMENT PLANS

If archeological resources are determined eligible, the FPO considers various options, such as avoidance, preservation in place, documentation, and data recovery.

Treatment plans for archeological data recovery will include, but are not limited to:

- A detailed research design that specifies the research problems and goals, and describes appropriate methods for collecting and interpreting data;
- Provisions for ongoing consultation with DC SHPO; and
- Measures for permanent curation of the National Register-eligible or -listed archeological resource’s artifacts and associated records.

The FPO submits the Treatment Plan to the DC SHPO for its review. The DC SHPO will provide AFRH a dated receipt documenting the submission.

STEP 10: REVIEW OF TREATMENT PLAN

If the DC SHPO approves the Treatment Plan, AFRH implements the plan.

If the DC SHPO objects within the thirty calendar days, the dispute will be resolved in accordance with the

Section 106 review process. If no reply is received from the DC SHPO after thirty calendar days from dated receipt of the submission, AFRH will assume concurrence with its finding and may proceed with implementation of the Treatment Plan.

STEP 11: AFRH AND DC SHPO REVIEW IMPEMETATION

During the implementation of a Ground-Disturbing Activity, the FPO holds periodic meetings with and/or permits site visits by the DC SHPO to review and discuss implementation of the archeological work and treatment plans, including excavation. CR Manager records these meetings and site visits, and provides copies of such records to the DC SHPO upon written request. The DC SHPO may contact the FPO to schedule additional visits during normal working hours in order to observe on-site activities.

STEP 12: FPO SUBMITS FINAL REPORT

Within one year following the complete implementation of an Archeological Work Plan or Treatment Plan for a proposed Ground-Disturbing Activity on a portion of the Home, whichever is later, FPO submits a draft final report describing the archeological work to the DC SHPO for review and comment. The FPO consults with the DC SHPO to ensure that the draft final report presents the required content in the appropriate format and presenting required content.

Within thirty calendar days of receipt of the DC SHPO’s comments, the FPO completes the final report, taking into account the comments and recommendations of the DC SHPO. The FPO submits two copies of the final report to the DC SHPO and one copy of the final report to the Martin Luther King, Jr. Memorial Library or another relevant public archival repository in the District of Columbia identified by the DC SHPO in a timely manner.

STEP 13: FPO ARRANGES FOR CURATION OF ARTIFACTS AND ASSOCIATED RECORDS

As AFRH owns and is responsible for permanent curation of the artifacts and associated records from National Register-eligible or -listed archeological resources recovered during its ownership of the Home in accordance with 36 CFR Part 79, “Curation of Federally Owned and Administered Archaeological Collections,” the FPO will arrange for curation.

PROCEDURES IF UNANTICIPATED DISCOVERY:

AFRH is committed to protecting archeological resources whose discovery has not been anticipated. In such a case, the FPO will evaluate the resource’s eligibility, and make reasonable efforts to minimize harm to the site and resources though the completion of the Section 106 review process.

As unanticipated discoveries of archeological resources may take place during construction or as a result of other ground-disturbing activities at the Home, all AFRH staff and contractors shall be informed of the procedures necessary if such a discovery occurs.

If an archeological resource is discovered during the construction of any undertaking or ground-disturbing activities, AFRH shall treat the site as eligible and avoid the site insofar as possible until a determination of eligibility to the National Register is made.

Although unlikely, there is the potential for the discovery of Native American human remains and funerary objects at the Home. The Native American Graves Protection Act (NAGPRA) requires that in the event of a discovery of Native America human remains or cultural objects, the FPO must attempt to identify the human remains or objects, to lineal descendants or culturally affiliated contemporary tribes, must treat the remains and objects in a manner deemed appropriate by the lineal descendants or culturally affiliated tribes, and must repatriate the findings to legitimate claimants. The FPO will ensure that the provisions of NAGPRA are implemented first if any unanticipated discovery includes human remains, funerary objects, or Native American sacred objects.⁸

STEP 1: WORK STOPS

The supervisor stops work in the area of the deposits immediately upon notice of an unanticipated discovery. Work may continue in other areas.

The area of the discovery is to be treated as eligible for listing in the National Register and kept intact until a formal determination of eligibility is made. Protection of the site is to be implemented immediately.

STEP 2: SUPERVISOR NOTIFIES FPO AND AFRH-W OCO

The supervisor of the work notifies FPO and OCO immediately upon learning of the discovery. The FPO notifies the COO.

STEP 3: FPO NOTIFIES DC SHPO

The FPO notifies the DC SHPO within twenty-four hours of notification of the discovery.

STEP 4: FPO ARRANGES FOR INITIAL FIELD EVALUATION

The FPO arranges for a professional archeologist to make a field evaluation of the context of the deposit and its probable age and significance, record the findings in writing, and document with appropriate photographs and drawings.

If disturbance of the deposits is minimal and the excavation can be relocated to avoid the site, the FPO notifies the DC SHPO of the relocation in writing and directs the CR Manager to record the action in the AFRH-W RI/CRM Database.

If the excavation cannot be relocated, the FPO notifies the DC SHPO to initiate an expedited Section 106 review process.

STEP 5: FPO INITIATES SECTION 106 REVIEW

The FPO notifies the DC SHPO of the need to initiate an expedited Section 106 consultation.

If the site is located within the boundaries of the National Historic Landmark or National Monument, the FPO notifies NPS and the National Trust for Historic Preservation of the discovery and invites them to participate in the consultation.

STEP 6: FPO DIRECTS DETERMINATION OF ELIGIBILITY

The FPO guides a qualified archeologist to conduct test excavations at the discovery site for determining National Register eligibility.

If resources are determined ineligible for inclusion in the National Register:
If the DC SHPO and AFRH agree that the deposits are ineligible for inclusion in the National Register, the FPO directs the CR Manager to prepare a record of the determination, and the undertaking may proceed.

IF IT IS NOT POSSIBLE TO DETERMINE NATIONAL REGISTER ELIGIBILITY FROM DISCOVERY:

The FPO prepares an emergency testing plan in coordination with DC SHPO.

IF RESOURCES ARE DETERMINED ELIGIBLE FOR INCLUSION IN THE NATIONAL REGISTER:

The FPO and the DC SHPO create a Work Plan for the data recovery.

The archeologist proceeds with a Data Recovery Work Plan in compliance with the procedures set forth in the controlling PA.

IF THE DC SHPO AND AFRH CANNOT AGREE ON THE QUESTION OF ELIGIBILITY:

AFRH submits the documentation to the Keeper of the National Register for a determination of eligibility. Upon receipt of the Keeper’s determination, AFRH will proceed accordingly.

STEP 7: FPO SUBMITS COMPLETION REPORT TO DC SHPO

Upon completion of the work in accordance with the approved work plan, the FPO submits two copies of the

archeologist’s Completion Report to the DC SHPO and one copy of the final report to the Martin Luther King, Jr. Memorial Library or another relevant public archival repository in the District of Columbia identified by the DC SHPO in a timely manner. A copy of the report will be filed at the office of the FPO.

STEP 8: RESUMPTION OF UNDERTAKING

Upon acceptance of the Completion Report by the DC SHPO, the undertaking may resume in accordance with recommendations of the report.

In situations where the National Environmental Policy Act (NEPA) was involved with the review of the original undertaking, environmental consideration under the NEPA may be required prior to continuing the activity.

TABLE 6.8 AFRH TREATMENT RECOMMENDATIONS FOR GROUND DISTURBANCE AND ARCHEOLOGICAL RESOURCES				
	Key	Significant	Supporting	Minor
Determine if proposed Ground Disturbing Activity is located within ASZs.	√	√	√	√
Avoid proposing Ground-Disturbing Activity that has potential to adversely affect identified ASZ.	√	√	√	√
If necessary to engage in Ground-Disturbing Activity contact DC SHPO and provide documentation to support that all archeological work meets all federal and District of Columbia laws, regulations, professional standards, and guidelines.	√	√	√	√
If engaging in Ground-Disturbing Activity in an unidentified area and an unanticipated discovery is made, stop work immediately and contact the DC SHPO.	√	√	√	√
AFRH ACTION				
Notify DC SHPO in writing of any proposed excavation, construction, or other ground disturbing activity that will occur on previously identified archeological sites.	√	√	√	√
Consult with DC SHPO to prepare and implement plans for identification, evaluation, and treatment of any NR-eligible or NR-listed archeological resources.	√	√	√	√
Record project action in AFRH-W RI/CRM database.	√	√	√	√
EXEMPT ACTIVITIES FOR ALL RESOURCE LEVELS OF SIGNIFICANCE: Maintenance work on existing features such as roads, fire lanes, mowed areas, disposal areas, and ditches that does not involve ground disturba				

AFRH HP SOP #13

***HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES

FOR

RESPONDING TO ARPA VIOLATION***

POLICY:

The ARPA makes it a felony for persons to excavate, remove, damage, or otherwise deface any archeological resource or paleontological remain located on federal land, including the Home. The ARPA also provides the legal penalties for unauthorized acts that include the excavation, removal, damage, alteration, defacement, or the attempt of such acts, of any archeological resource more than 100 years of age on federal land. The ARPA defines an archeological resource as any material remains of past human life or activities that are of archaeological interest. Such remains include but are not limited to pottery, basketry, bottles, weapons, projectiles, tools, structures or portions of structures, pit houses, rock paintings, rock carvings, intaglios, graves, human skeletal materials, or any portion or piece of the foregoing items. Paleontological specimens, deposits, and remains found in archeological contexts are considered significant data under the ARPA and are afforded legal protection under the ARPA. The ARPA establishes definitions, standards, and procedures to be used by federal agencies in providing protection for archaeological resources. Regulations allow ARPA review to be accomplished as part of the contracting process as long as the standards established in ARPA regulations are followed.

The FPO in concert with the CR Manager will implement a proactive plan to preserve and protect all known archeological sites.

The FPO will periodically monitor the condition of known archeological sites for evidence of vandalism.

PROCEDURES:

In the event that an ARPA violation is discovered at the Home, the following procedures shall be followed:

STEP 1: ARPA VIOLATION DISCOVERED

The FPO reports the violation to the COO, the OCO, and the DC SHPO.

The COO notifies the District of Columbia Metropolitan Police of the violation and the police conduct a criminal investigation. The FPO visits the site with the COO, AFRH-W Director, and the DC SHPO.

STEP 2: OCO SECURES SITE

The OCO secures the site under the supervision of the FPO until police arrive.

In cooperation with local police, the FPO arranges for the documentation of the violation through reports, drawings, photographs, and provides a copy of the documentation to the DC SHPO.

If violation results in harm to or destruction of any Native American tribal, religious, or cultural properties, AFRH must act in accordance with NAGPRA, including notifying any Native American tribe that may consider the site as having religious or cultural importance.

STEP 3: ARCHEOLOGIST CONDUCTS EMERGENCY SALVAGE/DATA RECOVERY

The FPO coordinates with the DC SHPO to retain a qualified archeologist to conduct emergency salvage/data recovery, as necessary.

STEP 4: FPO DIRECTS RECORDATION OF INCIDENT

The FPO directs the CR Manager to record the incident the AFRH-W RI/CRM Database and submits a record to the DC SHPO.

STEP 5: PROSECUTION

When the perpetrator is apprehended, AFRH charges the violator with ARPA violation, and the crime is prosecuted.

AFRH HP SOP #14

***HISTORIC PRESERVATION
STANDARD OPERATING PROCEDURES***

FOR

***COORDINATION OF NEPA WITH CULTURAL RESOURCES
REQUIREMENTS***

POLICY:

The National Environmental Policy Act (NEPA) calls for the federal government to “... preserve important historic, cultural, and natural aspects of our national heritage....”⁹ Within the NEPA, 40 CFR § 1502.16 identifies the incorporation of historic and cultural resources into the development of Environmental Assessments (EA) and Environmental Impact Statements (EIS), and 40 CFR § 1502.25 discusses the integration of the environmental impact analysis with those surveys and studies required by the NHPA.¹⁰ NEPA studies never occur without NHPA studies; however, NHPA studies may be required when no NEPA requirement exists. NEPA itself in no way directs, replaces, or supersedes the NHPA.

The FPO will consider its Section 106 responsibilities as early as possible in the NEPA process, and plan its public participation, analysis, and review in such a way that the purposes and requirements of both statutes can be met in a timely and efficient manner.

When NEPA is required for an undertaking at the Home, the FPO shall review the action that is categorically excluded under NEPA to determine if the action still qualifies as an undertaking requiring review under Section 106 pursuant to 36 CFR § 800.3(a).

Under the revised 36 CFR Part 800 regulations, Section 106 may be coordinated with the NEPA process. If the FPO decides that it will use the NEPA process for Section 106 purposes [36 CFR § 800.8(c)], it must inform the DC SHPO and the ACHP of this intention and comply with Standards for Developing Environmental Documents to Comply with Section 106 [36 CFR § 800.8(c)(1)].

PROCEDURES:

The FPO responds to requests from the AFRH administration regarding NEPA requirements.

AFRH HP SOP #15

HISTORIC PRESERVATION STANDARD OPERATING PROCEDURES

FOR

DETERMINATION OF EXEMPT ACTIVITIES

POLICY:

In order to assure that undertakings are properly identified, the CCO will authorize the initial determination of Exempt Activities.

PROCEDURES:

STEP 1: AFRH-W OCO RECEIVES A REQUEST FOR ACTION:

Requests for routine or emergency action regarding the Home can be submitted by any resident or administrative staff, AFRH administrative staff, by a Tenant/Permittee, or by a Developer/Owner. A request may be submitted in the form of a visit to the OCO, a telephone call to OCO, an e-mail to OCO, or by the preparation of a CMMS online form. Following standard AFRH-W maintenance management procedures, once a request is made, a OCO staff member will enter the required information to initiate the process.

STEP 2: OCO FLAGS AN ACTION THAT MAY AFFECT A CONTRIBUTING RESOURCE

This information includes a description of the request and an identification of the location at the Home. The OCO will flag an action that may affect a contributing resource by reviewing a list of all actions and locations and noting the potential on the CMMS online form. The updated/new CMMS to be implemented in 2008 will automatically flag all pre-identified actions and locations with potential for affecting contributing resources using information from the AFRH-W RI/CRM Database.)

STEP 3: CCO DETERMINES WHETHER THE REQUEST INVOLVES AN EXEMPT ACTIVITY

When a location is flagged by the CMMS as near or associated with a contributing resource, the Chief of the OCO (CCO) will be informed of the potential and will review the request to determine if the request calls for an exempt activity. If the CCO confirms that the requested action is an exempt activity listed in the HPP, the CCO will authorize the exemption, thus permitting the request to proceed through normal procedures without further review.¹¹ The CCO's authorization will be documented for recordation in the AFRH-W RI/CRM Database.

If the request includes non-exempt activities that are near or associated with a contributing resource, the CCO will proceed to Step 3 and initiate the preparation of a HPAR.

STEP 4: CCO PREPARES A HPAR

Upon determination that the request requires a HPAR, the CCO completes a HPAR and submits it to the FPO for consideration. The FPO will review the HPAR under the procedures in HP SOP#1.

(Endnotes)

- 1 This report references AFRH-W Historic District as eligible for listing because the historic property was not listed as the date of publication of this final draft of the report. Should the property be listed prior to the publication of the report, this text will be corrected. Particularly helpful were publications of the Advisory Council on Historic Preservation, the National Park Service (briefs, bulletins, and Guidelines for the Treatment of Cultural Landscapes, 1996 ed.), and the U.S. General Services Administration (Historic Preservation Technical Procedures database and the Preservation Desk Guide). Excellent examples of report organization that assisted in the development of this plan include the Integrated Cultural Resources Management Plans (ICRMP) for the U.S. Military Academy (Geo-Marine, Inc., 2001), the Fort Bragg, Camp Mackall, and Simmons Army Airfield (Griffin Social Technologies, 2001), Fort Benning, Georgia and Alabama (February 2006). Also helpful were the Historic Preservation Consultant’s Report: Handicapped Accessibility, Ariel Rios Federal Building, and the Custodial Maintenance Plan for Historic Rooms & Materials at the U.S. Court of Appeal.
- 2 The parties are now involved in consultation related to the establishment of a PA that will control the real property activities (undertakings) at AFRH-W.
- 3 (n.b. will change to “listed”)
- 4 For the purposes of this HPP, the positions of Federal Preservation Officer (FPO) and Senior Policy Official (SPO) will be referred to as FPO.
- 5 See Appendix: “Memorandum of Understanding and Statement of Land Use Review Process for the Development of the Armed Forces Retirement Home-Washington Site.”
- 6 36 CFR 800.16 (y)
- 7 See Chapter 7: Federal Preservation Requirements and Processes.
- 8 Removal or excavation of Native American human remains and/or cultural objects must be carried out in accordance with 43 CFR § 10.3.
- 9 National Environmental Policy Act, Section 101(b)(4).
- 10 National Environmental Policy Act, 40 CFR § 1502.16.
- 11 The HPP and the executed PA will be consistent in the identification of exempt activities.

CHAPTER 7: FEDERAL PRESERVATION REQUIREMENTS AND PROCESSES



ARMED FORCES RETIREMENT HOME-WASHINGTON HISTORIC PRESERVATION PLAN



CHAPTER 7: FEDERAL PRESERVATION REQUIREMENTS AND PROCESSES

Chapter 7 provides the background information necessary to understand Armed Forces Retirement Home’s (AFRH) legal responsibilities for protecting its historic resources in accordance with relevant preservation and special review requirements, and offers guidance on the compliance process.

FEDERAL LAWS

This section identifies and explains the federal laws and regulations that affect the preservation, management, treatment, and development of Armed Forces Retirement Home-Washington (Home or AFRH-W) and its contributing resources. In most cases, these laws call for the participation of the federal agency and the DC State Historic Preservation Officer (DC SHPO). Section 106 of the National Historic Preservation Act (NHPA) includes the participation of the Advisory Council on Historic Preservation (ACHP) and interested parties. The relevant laws include:

- National Historic Preservation Act of 1966, as amended (NHPA)
- Section 110
- Section 111
- Section 106
- Executive Order No. 13287
- Executive Order 13327
- Antiquities Act of 1906
- Historic Sites Act of 1935
- Archaeological Resources Protection Act of 1979 (ARPA)
- National Environmental Policy Act (NEPA)
- The National Capital Act of 1952, as amended
- Act Establishing a Commission of Fine Arts, 1910, as amended
- Executive Order No. 3524

Of these laws and regulations, Section 110 of the NHPA is the most relevant for AFRH as it directs the agency’s responsibilities for the day-to-day maintenance and treatment of its contributing resources. This Historic Preservation Plan (HPP) provides the information and guidance necessary for AFRH to comply with Section 110. However, if AFRH engages in specific undertakings that exceed the threshold of approved work as defined in this HPP, the agency is responsible for initiating the process required as part of Section 106.

The information below explains the requirements for each law and special review requirement, and how each relates to AFRH.

THE NATIONAL PRESERVATION ACT OF 1966 (NHPA)

16 U.S.C. 470H-2

The NHPA is the most important federal preservation law affecting AFRH. If AFRH decides to move forward on changes that will affect the AFRH-W Historic District and/or its contributing resources, AFRH must comply with all federal preservation laws and regulations.¹ Section 110 of the NHPA relates to ongoing management responsibilities, while Section 106 outlines the requirements for specific actions.

SECTION 110

Applies to the Home and all contributing resources (built, natural, and designed landscape).

Section 110 of the NHPA sets forth the basic responsibilities of every federal agency regarding historic properties under their control. It states that each agency must establish a historic preservation program that includes the identification, evaluation, and nomination of historic properties to the National Register of Historic Places (National Register), in consultation with the ACHP, SHPO, local governments, and other interested parties.

In summary, these requirements include:

- Being responsible for the preservation of historic properties under the ownership or control of the agency;
- Preparing and implementing a preservation program that:
 - identifies, evaluates, and nominates historic properties to the National Register;
 - manages and maintains these historic properties in a way that takes their preservation and protection into account;
 - gives special consideration to National Historic Landmarks (NHL); and
 - ensures compliance with the regulations of ACHP (Section 106 requirements).

Section 110 also directs the federal agency to the Department of the Interior (DoI) regulations, because the Secretary of the Interior is responsible for maintaining and publishing standards for the preservation, rehabilitation, restoration, and reconstruction of historic and archeological properties. The *Secretary of the Interior’s Standards for the Treatment of Historic and Archeological Properties* are included as an appendix to this document. The NHPA requires federal agencies to apply these standards in the protection and management of their historic properties, including built, natural, and designed landscape resources. The standards must be followed for all work related to the Home and its resources. The regulations guiding Section 110 are published at 52 CFR §4727.²

SECTION 111

Under Section 111 of NHPA, federal agencies may identify and implement alternative uses, including adaptive use, for historic properties owned by the agency that are unneeded for current or projected agency needs. This allows leasing to any person or organization, or an exchange any property owned by the agency with comparable historic property, if the agency head determines that the lease or exchange will adequately insure the preservation of the historic property. Secondly, Section 111 requires that the proceeds from the lease or exchange will be used to preserve the property. Thirdly, it provides for the head of any federal agency, after consultation with the AHCP, to enter into contracts for the management of the agency’s historic properties

AFRH holds leasing authority of its own under the National Defense Authorization Act for Fiscal Year 2002. Because of this act, AFRH may use proceeds from the lease or exchange of historic property for AFRH’s operations.

The regulations guiding Section 111 are published at 16 CFR 18.

SECTION 106

Applies to specific proposals (i.e. “undertakings”) affecting the Home and all contributing resources, such as removal of a character-defining feature, replacement of original windows, demolition, building addition, new construction, re-alignment of roads, or cutting or planting of trees.

Section 106 of the NHPA requires that federal agencies take into account the effects of a specific undertaking on properties listed in or eligible for listing in the National Register and that the agencies give the ACHP a reasonable opportunity to comment on the effects of that undertaking.

The ACHP’s regulations (36 CFR §800) establish what is popularly known as the “Section 106 Review Process.”³ The purpose of this section of the regulations is to assist the agency in the development of ways to avoid, minimize, or mitigate adverse effects on historic properties.

This process anticipates the preparation of a Memorandum of Agreement (MOA) or a Programmatic Agreement (PA) that formalizes the agency’s commitment to the avoidance, minimization, or mitigation of adverse effects on identified historic properties.

The NHPA gives a higher level of protection to National Historic Landmarks (NHLs) than is given to other National Register-eligible or -listed properties. Regulations for this aspect of Section 110 (found at 36 CFR 800.10) present the special requirements for protecting for NHLs.⁴

AFRH must comply with Section 106 requirements for undertakings by following the procedures presented in the HPP.

The regulations guiding Section 106 are published at 36 CFR §800.

EXECUTIVE ORDER 13287 (MARCH 3, 2003)

Applies to the Home and all contributing resources (built, natural and designed landscape)

Executive Order 13287 (EO 13287) reaffirms the federal government’s leadership in the management and preservation of historic properties.⁵ Part of the George W. Bush Administration’s “Preserve America” initiative to promote community efforts to preserve and celebrate the nation’s cultural and national heritage, EO 13287 redefines federal stewardship responsibilities for planning and accountability, and recognizes the cultural, social, and economic benefits of federally-owned historic properties.⁶

EO 13287 applies primarily to executive branch agencies, such as AFRH, and departments with real property management responsibilities and is a stewardship tool to help the federal government to identify and track the status of its management of historic properties, as well as to assess effectively its historic properties. It requires federal agencies to consider federal historic properties as assets that not only contribute to the advancement of agencies’ individual missions, but also help encourage local economic development.

In summary, EO 13287 requires federal agencies, including AFRH, to:

- Explore partnerships that promote local economic development while sustaining the long-term preservation and productive use of historic properties.⁷
- Clarify and explain the agency’s historic preservation program and its approach to stewardship of historic properties (especially how the agency identifies, protects, manages, and uses historic properties)
- Assess their historic property inventory and evaluate the status of its current historic preservation and management program, including its compliance with Sections 110 and 111 of the NHPA (16 U.S.C. 470h-2 & 470h-3).
- Submit progress reports every third year on their stewardship of historic properties to ACHP and the Secretary of the Interior for inclusion in a report to the President that “outlines the state of the federal government’s historic properties and their contribution to local economic development.”⁸

EXECUTIVE ORDER 13327 (FEBRUARY 4, 2004)

Applies to the Home and all resources (built, natural and designed landscape)

Executive Order 13327 (EO 13327) establishes a federal policy promoting efficient and economical use of federal real property assets. The EO requires the head of each federal agency to designate a Senior Real Property Officer (SRPO), who is responsible for developing and implementing an agency asset management planning process in accordance with the terms of the EO and for submitting an agency asset management plan on an annual basis.

EO 13327 also creates the Federal Real Property Council (FRPC) to guide the agencies in their management of real property assets and to facilitate the success of asset management plans. FRPC is composed of all

agency SRPOs, Controller of Office of Management and Budget (OMB), Administrator of General Services, and the Deputy Director for Management, who will chair FRPC. The intent of FRPC is to establish national performance standards to be used by all federal agencies in their agency asset management planning processes, while providing a means to assists SRPOs in their work.

Under EO 13327, AFRH’s COO is required to designate an SRPO, who, in turn, is responsible for development and implementation of an AFRH asset management plan. The SRPO is required to submit the plan to the OMB annually.

THE ANTIQUITIES ACT OF 1906

16 U.S.C. §§ 431-433

Applies to the area designated as a National Monument.

The Antiquities Act authorizes the President to designate “historic landmarks, historic and prehistoric structures, and other objects of historic and scientific interest” that are owned by the federal government as National Monuments. The Antiquities Act is used rarely as a designation tool because the later NHPA addresses preservation on the federal level in a much more comprehensive manner, and it is more commonly used to obligate the controlling federal agency to provide the proper care and management of archaeological or natural land features. Nevertheless, the Antiquities Act is the basis for President William J. Clinton’s designation of the “President Lincoln and Soldiers’ Home National Monument” at the Home.

Although the President Lincoln and U.S. Soldiers’ Home National Monument is located at the Home, a 1999 cooperative agreement between AFRH and the National Trust for Historic Preservation (NTHP) gives NTHP responsibility for restoration and rehabilitation of the National Monument. In 2005, Section 106 of the NHPA was invoked to clarify the compliance responsibilities. A programmatic agreement (PA) among AFRH, the NTHP, and the DC SHPO was signed to provide for the appropriate consultation and review by the DC SHPO of the decision-making and implementation of the stabilization, preservation, restoration and rehabilitation of the President Lincoln and Soldiers’ Home National Monument and other historic properties covered by cooperative agreement or lease between AFRH and the NTHP. The PA also establishes a Preservation Advisory Committee of which the DC SHPO is a member, but AFRH is not. The PA requires preliminary, schematic or detailed plans for Lincoln Cottage and plans and specification developed for other historic properties covered by the cooperative agreement to be submitted by the NTHP to the DC SHPO for review and comment; the NTHP agrees to submit plans to AFRH for information purposes only. (See Appendices for copies of the cooperative agreement, first and second modifications, and the Programmatic Agreement.)

THE HISTORIC SITES ACT OF 1935

16 U.S.C. §§ 461-467

Applies to the area designated as a National Historic Landmark.

The Historic Sites Act authorizes the designation of NHLs. Although rarely used since the passage of the NHPA in 1966, this act provides the current statutory authorization for the National Historic Landmarks Program. Amendments to the NHPA in 1980 provide additional protection afforded NHLs.

For AFRH, NHL designation for a portion of its landholdings means that AFRH must give special consideration for the NHL, above that afforded the other National Register-eligible or -listed properties and their resources for undertakings that may affect the NHL.

THE NATIONAL ARCHAEOLOGICAL RESOURCES PROTECTION ACT OF 1979 (ARPA)

16 U.S.C. §§ 470AA-470MM.

Applies to any area within the Home that is to have a major ground disturbance, such as an excavation for new construction.

The Archaeological Resources Protection Act (ARPA) governs the protection of archaeological resources at the federal level. It prohibits the removal, excavation, or alteration of archeological resources located on federal land without a permit from the DoI. The DoI only issues these permits for research purposes. All artifacts found during this permitted work remain the property of the United States. Regulations relating to this law at found at 36 CFR §79.

The purpose behind the law is to “secure, for the present and future benefit of the American people, the protection of archaeological resources and sites which are on public land and Indian land and to foster increased cooperation and exchange of information between governmental authorities, the professional archaeological community, and private individuals having collections of archaeological resources.”⁹

Section 14, added by the 1988 amendments, requires the major land-managing federal departments, including Department of Defense (DoD), to plan and schedule archeological surveys of the lands under their control.

Over the years, archeologists have completed four investigations at the Home. No significant archeological

resources have been found on the campus thus far. (See Appendices for summaries of the reports.) These findings acknowledge that there are sites or zones at the Home that may have significant archeological resources. AFRH must keep this in mind when considering any ground-disturbing activities and establish whether the ground to be disturbed has been identified as an archeologically sensitive site or zone.

THE NATIONAL ENVIRONMENTAL POLICY ACT OF 1969 (NEPA)

42 U.S.C. §§ 4321-4327

Applies to any proposed undertaking of major proportion, such as the preparation of a new master plan, the construction of new buildings, or a substantive change in use that would bring increased traffic to the site.

Although the National Environmental Policy Act (NEPA) is primarily concerned with the impact of a federal undertaking on the natural environment, it also applies to historic and cultural landscape resources. Federal law requires an environmental review to include consideration of the effects on urban quality, historic and cultural resources, and the design of the built environment; however, the NEPA only requires an environmental review when the proposed undertaking is defined as “major.” When this happens, the NEPA and the NHPA processes work together to minimize the duplication of effort. Activities related to the NEPA are not included in this HPP.

SPECIAL REVIEWS

As a steward of a federal property in the National Capital Region, AFRH must comply with certain special review requirements for activities associated with real estate and real property that may or may not have specific relevance to historic preservation. The National Capital Planning Commission (NCPC) and the Commission of Fine Arts (CFA) undertake these reviews. In addition, the *Comprehensive Plan for the National Capital – Federal Elements* includes policies that are relevant to the Home.¹⁰

NATIONAL CAPITAL PLANNING COMMISSION

40 U.S.C. § 71d(A)

Applies to any proposed undertaking of major proportion, such as the preparation of a new master plan, the construction of new buildings, or a substantive change in use that would bring increased traffic to the site.

MASTER PLANS

Section 5(a) of the National Capital Act of 1952, as amended, gives the NCPC responsibility for reviewing the preparation of federal and District of Columbia plans and projects that will affect the *Comprehensive Plan for the National Capital*. This review of plans and projects within the National Capital Region is required prior to the preparation of construction plans originated by an agency for proposed developments and projects as well as to commitments for the acquisition of land, to be paid for in whole or in part from federal or District funds. The act calls for the NCPC to advise and consult in the preparation by the agency of plans and programs in preliminary and successive stages.

The NCPC requires master plans for “installations” on which more than one principal building, structure, or activity is located or is proposed to be located. It defines a master plan as “an integrated series of documents which present in graphic, narrative, and tabular form the present composition of an installation and the plan for its orderly and comprehensive long-range development, generally over a period of 20 years.”¹¹ It includes narrative materials and data, maps and drawings, and presentation materials that describe and illustrate existing conditions and proposed developments and changes in conditions on the “installation.”

A NCPC-approved master plan is a required preliminary stage of planning prior to agency preparation and submission of site and building plans for individual projects. As a matter of practice, the NCPC will not approve, or recommend favorably on, project plans when there is no approved master plan unless the agency provides an explanation satisfactory to the NCPC as to its reasons for not submitting a current master plan, or modification thereto, for the “installation.”¹²

The NCPC’s Executive Director may extend, modify, or waive any requirement pertaining to the scope and content of a master plan on properties where such requirements cannot be met because of the unique or special character or quality of the installation affected. Where such extension, modification, or waiver involves contents of the master plan that may reasonably be expected to address or involve potential significant off-site effects, the NCPC will provide notice to potentially affected public agencies and, if appropriate, provide opportunity for consultation.

Relevant to the Home, the NCPC uses the master plan as a basic guide in its review of and action on three types of undertakings:

- Proposed land acquisitions, changes in land use, and/or preliminary and final site and building plans for individual construction and development projects on an installation within the region;
- Preliminary and final site and building plans for federal public buildings on an installation within the District of Columbia; and
- Advance programs of capital improvements of federal agencies, pursuant to Section 7(a) of the Planning Act.

Master plan submissions to the NCPC must include an historic preservation report that addresses compliance with Section 106 of the NHPA. The Section 106 Review must be completed prior to the NCPC’s final action.

Before participating in any action related to the Master Plan, please review the *Environmental and Historic Preservation Policies and Procedures*, adopted by NCPC April 1, 2004.¹³ (See Appendices.)

COMPREHENSIVE PLAN FOR THE NATIONAL CAPITAL – FEDERAL ELEMENTS

The District of Columbia’s guiding planning document, the *Comprehensive Plan for the National Capital: Federal Elements* states goals, objectives, and planning policies to direct and manage growth in the District. This plan contains both Federal Elements and District of Columbia Elements.

The Federal Elements of the Comprehensive Plan, prepared by the NCPC, directs existing and future federal lands and facilities in the National Capital Region, and contains recommendations for growth and development of the National Capital Region. These seven elements contain policy guidelines for Federal Workplace, Foreign Mission and International Organizations, Transportation, Parks and Open Space, Federal Environment, Preservation and Historic Features, and Visitors. The NCPC develops and administers the Federal Elements.

Preservation and Historic Features: Most relevant to AFRH are policies included in this element. These address the federal government’s role through:

- **National Capital Image**, which calls for the preservation and enhancement of the image and identity of the Nation’s Capital and region through new design and development respectful of the guiding principles of the L’Enfant and Senate Park Commission Plan of 1902 (McMillan Plan);
- **The Historic Plan of Washington, D.C.**, which addresses the protection and enhancement of the symbolic character of the nation’s capital as defined by the L’Enfant Plan; and
- **Stewardship of Historic Properties**, which calls for responsible stewardship of historic buildings and landscapes.

“Stewardship of Historic Properties” is the most important to AFRH. It provides fifteen policies specifically relevant to AFRH and its implementation of the HPP for the Home. They include:

1. Sustain exemplary standards of historic properties;
2. Identify and protect historic properties and disseminate information about their significance to the public;
3. Support campus master planning and other planning initiatives as an opportunity to evaluate potential historic resources and to develop management plans for their protection and use;
4. Ensure that properties not yet listed in the *National Register of Historic Places* are nonetheless noted for their potential future significance and are treated accordingly. Effort should be taken to identify and protect significant modernist architecture and landscapes, and properties that convey an evolving understanding of cultural significance;
5. Identify and protect both the significant historic design and integrity and the use of historic landscapes and open space;
6. Protect the settings of historic properties, including views to and from the sites where significant, as integral parts of the historic character of the property;
7. Protect significant archaeological resources by leaving them intact, and maintain an inventory of sites with a potential for archaeological discovery;
8. Conduct archaeological investigations at the earliest phases of site or master planning phases in order to avoid the disturbance of archaeological resources;

9. Use historic properties for their original purpose or, if no longer feasible, for an adaptive use that is appropriate for the context and consistent with the significance and character of the property;
10. Ensure the continued preservation of federal historic properties through on-going maintenance and transfer to an appropriate new steward when disposal of historic properties is appropriate;
11. Ensure that new construction is compatible with the qualities and character of historic buildings and their settings, in accordance with the *Secretary of the Interior’s Standards for the Treatment of Historic Properties* and the *Guidelines for Rehabilitating Historic Buildings (sic)*;
12. Coordinate with local agencies, citizen groups, and property owners in the identification, designation, and protection of historic properties, public and private, because collectively these resources reflect the image and history of the National Capital Region;
13. Work cooperatively with local agencies to ensure that development adjacent to historic properties not detract from their historic character;
14. Recognize that historic federal properties are sometimes important for local history and ensure that locally significant characteristics or qualities are maintained; and
15. Plan, where feasible, for federal historic properties to serve as catalysts for local economic development and tourism.

“Parks and Open Space” calls for the conservation and enhancement of the federal park and open space system of the National Capital Region, efforts to ensure that adequate resources are available for future generations, and promotion of an appropriate balance between open space resources and the built environment.

This element is relevant to this HPP in its presentation of policies related to Preservation and Maintenance of open space and parks, as seen in two items (number 5 and number 7) of the element:

5. Conserve portions of military reservations that add significantly to the inventory of park, open space, and natural areas and should, to the extent practicable, be used by the public for recreation. Examples include Andrews Air Force Base, Fort Belvoir, U.S. Soldiers’ and Airmen’s Home [*sic*], Fort Meade, and Marine Corps Base Quantico;
- and
7. Maintain and conserve trees and other vegetation in the landscaped buffer areas on federal installations in a natural condition. Perimeter roads and cleared areas on these sites should be kept to a minimum, carefully landscaped, and managed in a manner that addresses security, aesthetics, and natural character.

Other Federal Elements of the Comprehensive Plan relevant to AFRH include:

“Federal Environment,” which presents the plan’s goal that the federal government “conduct its activities and manage its property in a manner that promotes the National Capital Region as a leader in environmental stewardship and preserves, protects, and enhances the quality of the region’s natural resources, providing a setting that benefits the local community, provides a model for the country, and is worthy of the Nation’s Capital.”¹⁴

“Foreign Mission and International Organizations” calls for the federal government to plan and secure a welcoming environment for the location of diplomatic and international activities in Washington, D.C. in a manner that is appropriate to the status and dignity of these activities, while enhancing Washington’s role as one of the great capitals of the world.

U.S. COMMISSION OF FINE ARTS

40 U.S.C. 104, 36 STAT 371

Applies to any proposed undertaking of major proportion, such as the preparation of a new master plan, the construction of new buildings

EXECUTIVE ORDER 3524 (JULY 28, 1921)

The Commission of Fine Arts (CFA) was established in 1910 to provide advice and comments on public buildings to be erected by the federal government in the District of Columbia. Related to this, Executive Order 3524 affects AFRH as it directs the CFA to review designs of “statues, fountains, and monuments, and all important plans for parks and all public buildings,” constructed by the executive department, which “in any essential way” may affect the appearance of the City of Washington or the District of Columbia. CFA advises the agency as to the merits of such designs before the agency’s executive officer having charge of the project gives final approval.¹⁵

To meet these requirements, all plans for new buildings at the Home must be submitted to the CFA for advice and comment as to their merits prior to ARFH proceeding with the work.¹⁶

(Endnotes)

- 1 The ACHP’s summary of the NHPA is included in the Appendices.
- 2 The NHPA regulations requiring federal agency compliance (36 CFR §110) are included in full in the Appendices, as amended through August 2005.
- 3 The ACHP regulations (36 CFR §800) are included in full in the Appendices, as amended through August 2005.
- 4 The “United States Soldier’s Home” NHL is within the boundaries of the Home.
- 5 A copy of Executive Order 13287 is included in full in the Appendices.
- 6 United States, The Advisory Council on Historic Preservation, The Preserve America Executive Order Report to the President, Washington, D.C., 15 February 2006, 2.
- 7 Ibid, 6.
- 8 United States, Executive Order 13287, Washington, D.C., 3 March 2003, Sec. 3(c).
- 9 The National Archaeological Resources Protection Act of 1979, Public Law 96-95, codified as 16 USC §§ 470aa-470mm.
- 10 National Capital Park Commission, “Comprehensive Plan for the National Capital: Federal Elements” adopted 5 August 2004.
- 11 National Capital Planning Commission. “Submission Guidelines for Submitting Agencies,” <http://www.ncpc.gov/info/guidelines.html> (accessed on 8 February 2007).
- 12 Ibid.
- 13 On 1 April 2004, the NCPC adopted its updated and revised Environmental and Historic Preservation Policies and Procedures. The Policies and Procedures were originally adopted on 13 September 1979 and amended on 3 September 1981, 21 October 1982. The revised policies adopted on 1 April 2004 represent the first wholesale revisions and updating of the policies in over twenty years.
- 14 National Capital Planning Commission, Comprehensive Plan for the National Capital: Federal Elements, adopted by Commission on 5 August 2004 (available online from the Commission at http://www.ncpc.gov/publications_press/compplan.html).
- 15 Kohler, Sue A., The Commission of Fine Arts: A Brief History 1910-1990 (Washington, D.C: The Commission of Fine Arts, 1991), 204-205.
- 16 CFA will only review the design of new buildings, not the privately-developed buildings at the Home.

