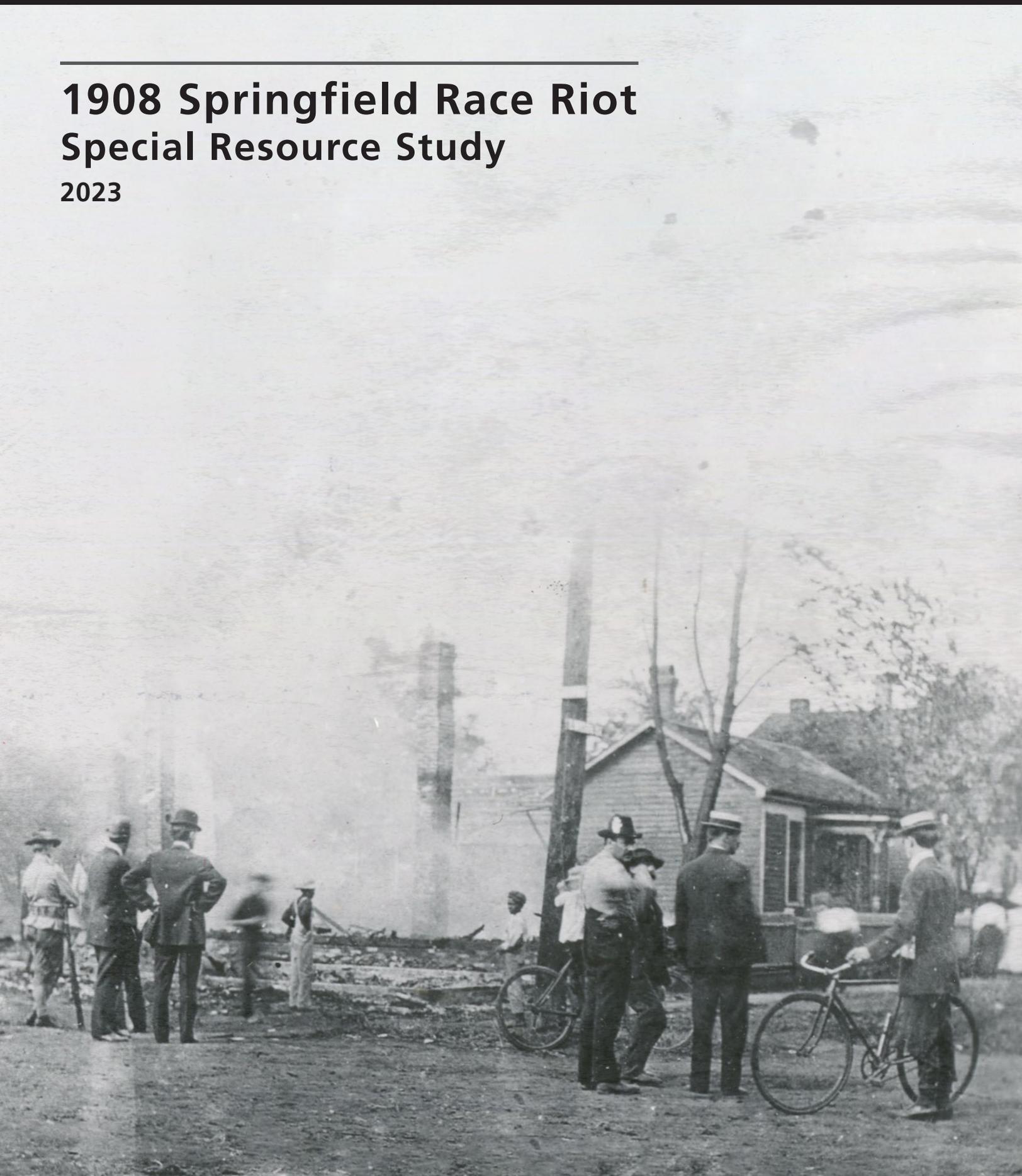




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# 1908 Springfield Race Riot Special Resource Study

2023



**COVER PHOTO:**

**HOMES AT 12TH STREET AND MASON STREET BURNED DURING THE 1908 SPRINGFIELD RACE RIOT. COURTESY OF THE CITIES AND TOWNS COLLECTION, ABRAHAM LINCOLN PRESIDENTIAL LIBRARY AND MUSEUM.**

# EXECUTIVE SUMMARY

## INTRODUCTION

On December 27, 2020, Congress passed Public Law 116-260, which directed the Secretary of the Interior to conduct a special resource study (SRS) of the Archeological Site near Madison Street and the 10th Street Rail Corridor (henceforth referred to as “the Archeological Site”) and other sites in Springfield, Illinois, associated with the 1908 Springfield Race Riot (see appendix A for a copy of this legislation). Based on the legislated directive, this special resource study investigates the potential of the study area as an appropriate addition to the national park system. For purposes of this study, the Archeological Site comprises three component sites excavated in 2016 and 2021–2022, defined here by their Smithsonian trinomials (unique site numbers assigned by the Illinois State Museum): 11SG1432, 11SG1532, and 11SG1533.

Per the congressional directive, the study team also identified other sites in Springfield associated with the race riot. Including the Archeological Site, 13 sites were evaluated in this study. Other sites that were identified played an important role in the race riot but no longer exist. These sites are described in chapter 2 as “Other Resources No Longer Extant.” This special resource study evaluates each of the 13 sites using established criteria for evaluating the national significance, suitability, feasibility, and need for direct National Park Service (NPS) management that must be met for a site to be considered for inclusion in the national park system as a new unit. The legislation further requires that the study process follow the National Park System New Areas Studies Act (54 United States Code [USC] 100507) and that the Secretary of the Interior submits a report containing the results of the study along with any recommendations from the Secretary to the House of Representatives Committee on Natural Resources and the Senate Committee on Energy and Natural Resources.

## RESOURCE OVERVIEW

As directed by Public Law 116-260, resources studied in this report include the Archeological Site (11SG1432, 11SG1532, and 11SG1533) and other sites in Springfield, Illinois, associated with the 1908 Springfield Race Riot that the study team identified as the Badlands Riot Area, the Levee Riot Area, Sangamon County Courthouse/Old State Capitol, Firehouse No. 5, the home of Mabel Hallam, Kate Howard’s Boarding House, the site of Scott Burton’s lynching, the site of William Donnegan’s lynching, the Illinois Executive Mansion, Camp Lincoln, St. John’s Hospital, and the gravesites of Scott Burton and William Donnegan in Oak Ridge Cemetery. The National Park Service consulted a variety of subject matter experts to inform the application of SRS criteria.

## SUMMARY OF FINDINGS

National Park Service *Management Policies 2006*, section 1.3, directs that proposed additions to the national park system must meet four legislatively mandated criteria: (1) national significance, (2) suitability, (3) feasibility, and (4) need for direct NPS management. All four of these criteria must be met for a study area to be considered for

addition to the national park system. This study finds that resources within the study area meet all four criteria. Therefore, per the requirements of 54 USC 100507, the study includes management alternatives that describe what the National Park Service considers to be the most effective and efficient approach to protecting significant resources and providing for public enjoyment. If legislation for the establishment of a new unit or units is drafted, it will draw from study findings and these management alternatives but does not have to. Ultimately, this information is provided to inform Congress of the options available and the communities, stakeholders, and potential partners that are critical for engagement should they choose to act on this study's positive findings and designate these sites as a national park system unit. The findings for each of the sites analyzed are described as follows.

**National Significance** – The study area was found to be nationally significant for its association with a deadly race riot in the hometown of Abraham Lincoln that was widely reported in the national media and was a precipitating event for the formation of the National Association for the Advancement of Colored People (NAACP). The properties that both contribute to the national significance of the study area and retain integrity to convey that significance are the Badlands Riot Area (including archeological deposits from the period of significance); the Archeological Site; Firehouse No. 5; and the Executive Mansion.

**Suitability** – While the National Park Service manages sites that protect stories and resources associated with the founding of other civil rights organizations, none commemorate the founding of the NAACP and, specifically, the horrifically violent event that helped precipitate its founding. Furthermore, the study area is powerful as a place that can contextualize systemic anti-Black violence and, in particular, Jim Crow-era race riots. Very few such sites exist, and none are known that include intact resources from the riot or whose settings retain integrity to convey a sense of the violent destruction. Based on this comparative analysis with sites that preserve similar resources inside and outside the national park system, the four properties found to be nationally significant, above, are also found collectively to meet the SRS criteria for suitability.

**Feasibility** – The Archeological Site meets all the factors considered under the analysis of feasibility. The site is of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor access. Property owners and the public have demonstrated strong support for a potential designation. Current land ownership patterns, economic and socioeconomic impacts, and potential threats to the resources do not appear to preclude the study area from potentially becoming a new unit of the national park system. The property owners have documented their intent to donate property in support of a potential designation. The National Park Service evaluated a smaller and larger footprint and determined that proper management of the site can be fulfilled reasonably in either option. The site would require new infrastructure to support visitation and resource protection, but infrastructure is expected to be limited and could be scaled to meet visitor needs, available space, and funding. Along with the strong community support, the NAACP, City of Springfield, Hospital Sisters Health System St. John's Hospital, and other local organizations are willing to develop partnerships in support of the site. The other three sites identified in national significance were evaluated in feasibility. These sites did not meet all the factors and are not further evaluated.

**Direct NPS Management** – The study finds that direct NPS management of the site is necessary to ensure long-term protection of resources. National Park Service management is necessary to provide a more cohesive management approach with interpretation and visitor opportunities. Both landowners, the public, and local community organizations have expressed strong support for the designation of a new national park unit.

**NPS Management Alternatives** – The study concludes that there are two options, a smaller and a larger boundary in which the National Park Service could reasonably manage the site and meet resource protection and visitor experience objectives. There is high potential for partnerships which may be a factor in the level to which additional visitor service can be provided. The larger boundary would likely be the most effective and efficient alternative if the site was managed in a collaborative manner with a robust group of partners. In this case, the expanded area would allow for a wider range of visitor experiences and services. A smaller boundary would likely be the most effective and efficient alternative if partnerships were less viable or if it was determined that most visitor services and experiences could be addressed off-site.

## **CONCLUSION**

The National Park Service finds that the Archeological Site meets all four criteria necessary to be considered eligible for designation as a new unit of the national park system. The landowners, the City of Springfield, the NAACP, and local community organizations have expressed strong support for a national park designation and for future partnerships with the National Park Service to protect and manage the site.

## A GUIDE TO THIS REPORT

This special resource study is organized into the following chapters. Each chapter is briefly described below.

**Chapter 1: Study Purpose and Background** provides a brief description of the study area and an overview of the study's purpose, background, and process. This chapter also summarizes the NPS findings on the special resource study.

**Chapter 2: Historical Background and Resource Description** provides a historical overview and site description of the 1908 Springfield Race Riot—the archeological remains of the burned homes are a rare survival from a race riot—and the founding of the National Association for the Advancement of Colored People (NAACP) in its aftermath.

**Chapter 3: Evaluation of Study Area for Inclusion in the National Park System** describes the evaluation criteria and findings of the special resource study. Criteria discussed include national significance, suitability, feasibility, and need for direct NPS management.

**Chapter 4: Public Outreach** describes public outreach efforts conducted by the National Park Service in connection with the study. The chapter includes a summary of major input that was provided by the public during the initial phases of the study.

**The appendixes** include the legislation authorizing this special resource study, NPS policy criteria for the inclusion of new parks in the national park system, references cited in the study, and preparers and consultants.

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# CHAPTER 1: STUDY PURPOSE AND BACKGROUND

## PURPOSE OF THE SPECIAL RESOURCE STUDY

New lands are typically added to the national park system by an Act of Congress or presidential proclamation. However, before deciding to create a new national park unit, Congress needs to know whether the area and its resources meet established criteria for designation. The National Park Service (NPS), on behalf of the Secretary of the Interior, is often tasked with evaluating new areas for compliance with these criteria and documenting the agency’s findings in a special resource study.

On December 27, 2020, Congress directed the Secretary of the Interior to conduct a special resource study of the Archeological Site near Madison Street and the 10th Street Rail Corridor (henceforth “the Archeological Site”) and other sites in Springfield, Illinois, associated with the 1908 Springfield Race Riot, to determine if the study area would be an appropriate addition to the national park system (Public Law 116-260, section 432). For purposes of this study, the Archeological Site comprises three component sites excavated in 2016 and 2021–2022, defined here by their Smithsonian trinomials (unique site numbers assigned by the Illinois State Museum): 11SG1432, 11SG1532, and 11SG1533. Per the congressional directive, the National Park Service also identified other sites in Springfield associated with the race riot through research and outreach to subject matter experts. Including the Archeological Site, 13 sites were evaluated in this study. Other sites that were identified played an important role in the race riot but no longer exist. These sites are described in chapter 2 as “Other Resources No Longer Extant.”

This special resource study evaluates the Archeological Site and other sites in Springfield associated with the 1908 Springfield Race Riot for potential inclusion in the national park system. The study is intended to provide Congress with information about the study area and its relationship to established criteria for NPS park lands.

## ORGANIZATION OF DOCUMENT

This study presents information about historical background and existing conditions in “Chapter 2: Historical Background and Resource Descriptions.” “Chapter 3: Evaluation of Study Area for Inclusion in the National Park System” analyzes the national significance of the 1908 Springfield Race Riot site, its suitability and feasibility for inclusion in the national park system, and its need for direct NPS management. “Chapter 4: Public Outreach” describes the National Park Service’s efforts to involve the public, including local residents, and to collect public input during the study.

## OVERVIEW OF THE STUDY AREA

The study area examined in this report includes sites throughout north, east, and downtown Springfield, Illinois. The environment is urban, and many of the sites are within walking distance of each other (see figure 1). The central resource per the study legislation, the Archeological Site, lies on the east and west sides of the 10th Street Rail Corridor between

Mason and Madison Streets, approximately five blocks north of Lincoln Home National Historic Site and two blocks east of the Abraham Lincoln Presidential Library. Most of the devastation associated with the 1908 Springfield Race Riot was concentrated in an area between Jefferson and Mason Streets and 9th and 12th Streets in what was called the Badlands neighborhood. This area is evaluated in this study as the “Badlands Riot Area,” and the Archeological Site is situated within it. The Levee, which at the time was a commercial strip located along Washington Street between 7th and 10th Streets, was also devastated and is evaluated in this study as the “Levee Riot Area.” These sites represent violence against Black property and Jewish businesses during the riot.

Other sites evaluated in this study represent violence against Black bodies and include the sites of the lynchings of Scott Burton and William Donnegan and the gravesites of these two men in Oak Ridge Cemetery. The other sites represent key moments or key associations of the riot, for example, centers of Black agency in responding to the riot (Firehouse No. 5); places associated with inciters of the riot (Home of Mabel Hallam, Kate Howard’s Boarding House); the hospital where many Black victims and White rioters were treated (St. John’s Hospital); places of refuge made available to Black citizens (the Illinois Executive Mansion, Camp Lincoln); and the Sangamon County Courthouse as the central legal institution associated with the riots.

The 1908 Springfield Race Riot took place over the course of a weekend, with most of the physical destruction taking place Friday, August 14, 1908, in the Levee and the Badlands.

Immediately following the riot, the Badlands remained vacant for several years, serving as an open landfill. The Archeological Site and its vicinity were covered over during the 1920s and leveled off, likely for the construction of a warehouse for the Barker Lubin Lumber Company. Sometime in the late 20th or early 21st century, St. John’s Hospital purchased the area of the Archeological Site west of the railroad tracks and converted it into a surface parking lot. The subsurface resources there remained buried until 2014, when archeologists with Fever River Research excavated the site as part of National Historic Preservation Act Section 106 compliance actions for a Federal Railroad Administration railway expansion project. During the 2014 excavation, archeologists discovered seven foundations, five of which were burned during the 1908 Springfield Race Riot. In 2021, as part of the same railway expansion project, Fever River Research conducted test excavations on the east side of the railroad tracks and uncovered additional burned archeological remnants and the foundations of two more homes destroyed during the riot. These building foundations and associated artifact assemblages are the last known physical remains of buildings that were directly impacted by the 1908 Springfield Race Riot.



**FIGURE 1. OVERVIEW OF THE 1908 SPRINGFIELD RACE RIOT STUDY AREA, INCLUDING THE LOCATIONS OF PROPERTIES EVALUATED DURING THE STUDY**

## STUDY METHODOLOGY/PROCESS

The following methodology was used to evaluate the 1908 Springfield Race Riot study area against the special resource study criteria:

1. **Assess public opinion and ideas about managing the site.** During the study process, the National Park Service conducted public outreach about the special resource study. The agency collected information on a variety of topics, including the level of public support for inclusion of the 1908 Springfield Race Riot sites within the national park system and other (non-NPS) options for protecting the study area's resources and providing opportunities for visitors. Chapter 4 summarizes public outreach activities and input collected during this phase of the study.
2. **Evaluate the study area against the criteria for inclusion in the national park system.** Per Public Law 91-383, section 8, as amended by section 303 of the National Parks Omnibus Management Act (Public Law 105-391), 54 USC 100507, and NPS *Management Policies 2006*, section 1.3, properties must meet certain criteria to qualify as a new unit of the national park system. Potential new units must:
  - possess nationally significant natural and/or cultural resources,
  - be a suitable addition to the national park system,
  - be a feasible addition to the national park system, and
  - require direct management by the National Park Service that cannot or will not be accomplished by another governmental entity or by the private sector.
3. **Evaluate NPS management alternatives.** According to NPS policy and guidelines for special resource studies, if the resources meet the criteria for inclusion within the national park system and the need for direct NPS management is identified, then the study process continues with an analysis of management options available within the National Park Service.
4. **Transmit the study report to Congress.** Following completion of this special resource study, the study report and summary findings will be transmitted by the National Park Service to the Secretary of the Interior. The Secretary of the Interior will then transmit the study and any recommendation to Congress.

## COMPLIANCE WITH THE NATIONAL ENVIRONMENTAL POLICY ACT

Per the requirements of 54 USC 100507, each study must be “completed in compliance with the National Environmental Policy Act of 1969” (42 USC 4321 et seq.). This study complies with the National Environmental Policy Act (NEPA) of 1969, as amended, which mandates that all federal agencies analyze the impacts of major federal actions that have a significant effect on the environment.

A categorical exclusion was selected as the most appropriate NEPA pathway for this study.

The study is excluded from requiring an environmental assessment or environmental impact statement because there is no potential for impacts on the human environment under normal circumstances. The applicable categorical exclusion is in the category of: “Adoption or approval of surveys, studies, reports, plans, and similar documents which will result in recommendations or proposed actions which would cause no or only minimal environmental impact” (NPS NEPA Handbook, 3.2 (R)).

Public involvement is not required for categorical exclusions. However, 54 USC 100507 requires special resource studies to be prepared with public involvement, including at least one public meeting in the vicinity of the area under study. A site visit and public informational meeting were held during the study process during August 9–12, 2022, in Springfield, Illinois. The meeting provided an opportunity to inform the public about the study process and gain an understanding of whether there was public support for the creation of a park or other NPS involvement. This meeting was well attended by several local community organizations, and public support for the study was positive. Public outreach activities are discussed further in chapter 4.

## **ADDITIONAL STUDY REQUIREMENTS**

Section 432 of Public Law 116-260 (December 27, 2020) directs the Secretary of the Interior to conduct a special resource study of the Archeological Site near Madison Street and the 10th Street Rail Corridor and other sites in Springfield, Illinois, associated with the 1908 Springfield Race Riot. The study “shall (A) evaluate the national significance of the study area; (B) determine the suitability and feasibility of designating the study area as a unit of the National Park System; (C) consider other alternatives for preservation, protection, and interpretation of the study area by the Federal Government, State or local government entities, or private and non-profit organizations; (D) consult with interested Federal agencies, State or local governmental entities, private and nonprofit organizations, or any other interested individuals; and (E) identify cost estimates for any Federal acquisition, development, interpretation, operation, and maintenance associated with the alternatives. There are no additional study requirements specified.”

## **STUDY LIMITATIONS**

Special resource studies serve as reference sources for members of Congress, the National Park Service, and other persons interested in the potential designation of an area as a new unit of the national park system. The reader should be aware that the analysis and findings contained in this report do not guarantee future funding, support, or any subsequent action by Congress, the US Department of the Interior, or the National Park Service.

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## CHAPTER 2: HISTORICAL BACKGROUND AND RESOURCE DESCRIPTIONS

### INTRODUCTION

The historical background and resource descriptions of this chapter contain information that is relevant to the evaluation of the study area in chapter 3.

The historical background describes the riot and provides context for the events leading up to it, as well as its aftermath. The resource description section addresses the Archeological Site and other sites associated with the 1908 Springfield Race Riot. This section contains brief overviews and descriptive information about the study area and related resources. Congress directed the Secretary of the Interior to conduct a special resource study of the Archeological Site near Madison Street and the 10th Street Rail Corridor, and other sites in Springfield, Illinois associated with the 1908 Springfield Race Riot. For purposes of this study, this resource will be described as the “Archeological Site” and consists of sites documented as 11SG1432, 11SG1532, and 11SG1533, which include the remnants of properties destroyed during the riot.

### HISTORICAL BACKGROUND

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

Twenty-five years later, the issuance of the Emancipation Proclamation followed by the end of the Civil War and the passage of the 13th Amendment changed the status of millions of African Americans from enslaved to free. The growth of the free Black population expanded existing efforts for racial equality and demands for improved race relations. However, White people perceived Black economic and social progress as threatening; they passed anti-Black legislation and instigated violence that would have long-lasting effects. This backlash against African Americans was not limited to the South and has a long history in the North. At the turn of the 20th century, migration and immigration increased economic competition in Northern towns and cities, including Springfield, Illinois. White residents perceived the concurrent Black upward social mobility as threatening to the racial hierarchy.

Acts of racial terror are typically associated with the American South, but in fact, they were a national phenomenon. Between 1890 and 1910, there were approximately 1,970 recorded lynchings of African Americans in the United States (Linder n.d.). Another extreme form of racial violence is the phenomenon of the race riot, a prolonged form of mob-related civil disorder in which race plays a key role, especially mob violence by or against a marginalized group (Encyclopedia of Arkansas 2022). Before and during the Civil War, race riots occurred primarily in northern cities, although the phenomenon shifted dramatically to southern cities during the Reconstruction era (1861–1900). Then, during the Jim Crow era (beginning in 1880s), the phenomenon reemerged in the North as well as the West so that instances of

deadly race riots, although not a universal occurrence in American cities, erupted in every region across the United States.

This sharp rise in the number and geographic spread of race riots was due to the structural factors discussed above, which created heightened racial tensions across American cities. When political messaging, White newspapers, and literature propagating racist ideology, focused on these factors and framed them as threats to the White-dominated racial hierarchy, and they stoked anxiety that became a precondition for violence. This ideology—which drew from contemporary trends, including social Darwinism, scientific racism, and a deep-seated anxiety among White men over the idea of interracial sexual attacks on White womanhood—had broad national appeal among White audiences. This racist framework focused White concerns over demographic, political, social, and economic turbulence and exacerbated existing racial tensions. It was a call to action and primed White populations for violence, so that all that was needed was a precipitating event to unleash collective behavior in the form of a riot. The overwhelming majority of precipitating events in the Jim Crow era were real or alleged instances of interracial sexual assault or murder, primed by the widespread myth of the rapacious Black male (Collins 2012, 1–33; Tokarska-Bakir 2015, 2–4). These factors were all present in Springfield in 1908.

At the turn of the 20th century, Illinois appeared to have relatively calm race relations. In 1905, the state passed an act that made both mob violence and lynching felonies, joining dozens of other states that had passed similar legislation in the years before and after (Laws of the State of Illinois 1905). Yet the home state of the “Great Emancipator,” Abraham Lincoln, would become the site of three of the worst race riots in US history: the Springfield Riot of 1908, East St. Louis Riot of 1917, and the Chicago Riot of 1919.

Springfield grew rapidly at the turn of the century, from 24,963 residents in 1890 to 51,678 in 1910 (SangamonLink 2014). The influx of newcomers included people of African descent, whom the city’s White residents perceived as a threat to their economic and political stability despite the fact that they accounted for a relatively small proportion of the population (7.2% in 1890, 6.5% in 1900 and 5.7% in 1910) (Landis 2002, 31; Senechal de la Roche 2008a, 16, 49). Racial tension and discrimination were not new, however, and Springfield’s Black citizens—long conscious of their subordinate place in society, yet always defiant—had systems in place to resist. In the 1830s, Springfield’s small Black community organized itself to promote self-reliance and self-improvement, forming churches and organizations in defiance of the state’s Black Codes. This repressive corpus of laws, repealed at the end of the Civil War, controlled the movements and restricted the rights of African Americans in the state. Over time, the Black community organized celebrations, such as Emancipation Day, to assert its agency in White public spaces and fight White social control. Members of the Black community served in the military, fought the nation’s wars, and joined veterans’ organizations. They opened businesses, were awarded political appointments by the governor, held city jobs, and began moving into historically White and affluent neighborhoods. As the Black population grew, so too did the practice of segregation throughout the city. The Black community responded to segregation by forming its own political organizations and social groups. At least seven politically aligned Black newspapers, such as *The State Capital* and *The Illinois Record*, flourished, reporting on relevant news and

politics. These newspapers also informed, coordinated, and organized the community and fought back against racist rhetoric from White newspapers, White community leaders, and White politicians. Most importantly, the community protected itself. Race riots and lynching around the country were reported in the media, and African American newspapers and leaders at the local and national levels encouraged Black communities to arm themselves and look after their own safety rather than place their trust in the government (Landis 2002, 1–86).

By 1900, distinct economic classes had emerged within Springfield's African American community. While some flourished, others did not. A large concentration of Black residents lived in an area that came to be known as the Levee. A commercial district with residential tenements, the neighborhood was located in the central-northeast section of the city, near 8th and Washington Streets. One block north was a predominantly Black neighborhood that was called the Badlands. Despite their reputations as high-crime areas of urban blight, a reputation fueled by the White press, the Levee and the Badlands were the social and economic center of the city's Black community and attracted people of all socioeconomic backgrounds. The Levee featured Black-owned and Jewish-owned businesses, including restaurants, hotels, grocery stores, barbershops, and a theater, as well as White-owned businesses. Importantly, according to American conceptions of race at the time of the riot, Jewish people (like certain other groups of marginalized Europeans) were considered not fully White and therefore racially inferior. As a result, the Jewish community was susceptible to racist, anti-Semitic violence, as will be discussed below (Slayton 2017; Brodtkin 1994; Goldstein 2006). The Levee also supported less respectable and illegal businesses such as gambling parlors, saloons, cocaine dens, and brothels. These illicit activities exposed the entire neighborhood to harsh criticism by White as well as Black business owners, professionals, ministers, and politicians.

The diversity of class and race in the Levee and the Badlands made it a vibrant and complex section of the city but also opened it to misunderstanding and attack (Landis 2002, 74). Both White and Black citizens decried the saloons as houses for “low lifers” and “Negro” criminals and blamed them for the area's high crime. And while there were saloons that may have included criminal elements, these establishments in general served as important community gathering places. They were centers for working-class social and political life and political centers for Black Democrats and Republicans. Furthermore, only 7 of the 22 saloons in the Levee were owned by African Americans. Yet the mix of class and race and legitimate and illicit activities in the Levee and the Badlands were leveraged by those who resented the thriving Black community in the city. Corrupt politicians allowed illicit activities there to continue and profited politically from it (Landis 2002, 64–66, 70–78). The perceived lawlessness and political corruption within the Levee and Badlands neighborhoods was used to malign the city's entire Black population (Landis 2022, 77–83; Senechal de la Roche 2008a, 21–25). Concerns about Black criminality and immorality were further stoked by the White press. However, this obsession was a cover for the White population's larger anxieties concerning Black success. As centers of Black entrepreneurship and consumerism, the neighborhoods were symbols of Black economic success and social mobility. The existence of the Levee and Badlands, along with Black families moving into more affluent White neighborhoods and earning better jobs and political appointments,

challenged and threatened notions of white superiority and its ability to contain Black people economically, spatially, and socially (Senechal de la Roche 2008a, 21–25, 147–152). It was in this context that the precipitating event of the 1908 Springfield Race Riot occurred.

In August 1908, 17-year-old Joe James and 36-year-old George Richardson—both African American men—were being held in the Sangamon County Jail. James was a transient individual from Alabama who moved to Springfield in search of work. He arrived on June 1, 1908, and was arrested for vagrancy the next day after a disagreement with some local people (*Illinois State Journal* 1908). During a month of incarceration, he demonstrated sufficiently good behavior that on the evening of July 4, the county prison guards sent him out to buy food. While on this errand, James entered a saloon to play piano and drink and failed to return to the jail. That night, a White mining engineer named Clergy Ballard was killed in an altercation with a man who broke into his home and fell asleep on the floor of his daughter's room. The next morning, James was found sleeping on the side of a street a few blocks away from Ballard's home and was charged for the crime without evidence (Senechal de la Roche 2008a, 18–19).

George Richardson was a Springfield resident and the grandchild of William Fleurville, a successful barber who had been an acquaintance of Abraham Lincoln. Richardson worked as a brick carrier at construction sites. He was accused of sexually assaulting a White woman named Mabel Hallam on August 13, 1908, at her home. Richardson was doing remodeling work on a nearby building at the time of Hallam's alleged attack. When Hallam reported the crime the next day, she reasoned that the only potential suspects would be the men who were working on the building near her house. Police gathered the men for a lineup and Hallam tentatively identified Richardson as her attacker (Senechal de la Roche 2008a, 18–19).

News spread quickly of Mabel Hallam's alleged assault and a crowd of mostly young, White men began to form outside the county jail around noon on Friday, August 14, 1908, demanding that Joe James and George Richardson be lynched (Rogers 1909). Fearing that the growing mob would wreak havoc on the jail, County Sheriff Charles Werner decided to move the two inmates to a jail in Bloomington about 60 miles away. Werner telephoned local, wealthy citizens who owned fast, reliable cars and asked for assistance. Harry Loper, a prosperous, White business owner, volunteered. Loper stated that he had lived through a riot in Cincinnati and believed that by removing James and Richardson from the hostile situation, he might help avert a similar event in Springfield (Senechal de la Roche 2008a, 27–28). Loper drove the two prisoners, along with two sheriff's deputies, to a train station from which they were safely carried to Bloomington.

By 7:00 p.m., the mob at the county jail began to turn threatening and soon erupted when they learned that the two inmates had been transported to Bloomington with Loper's help. Someone shouted, "On to Loper's!" which prompted the crowd to head to his upscale restaurant at the corner of 5th and Monroe, just a few blocks away. The mob arrived at around 8:00 p.m. and began by shouting threats and obscenities at Loper, who was hiding inside with some of the restaurant staff. The state militia soon arrived, which sparked further violence. The mob hurled bricks and other objects at the militia, overturned Loper's car and set fire to it, and then shattered all the restaurant's windows. At that point,

hesitation set in until Kate Howard, the proprietor of a downtown boarding house, taunted the men in the crowd, shouting that White women wanted protection and that this was the only way to get it. The mob rushed into the restaurant and spent nearly an hour looting and burning it.



**FIGURE 2. DESTRUCTION OF LOPER'S RESTAURANT**  
COURTESY OF THE CITIES AND TOWNS COLLECTION, ABRAHAM LINCOLN PRESIDENTIAL LIBRARY AND MUSEUM

Elsewhere, crowds of White rioters moved into the Levee commercial district along Washington Street between 7th and 9th Streets and began attacking businesses that served the African American community. Driven by their racist and anti-Semitic thinking and by a desire to punish Jewish storeowners for serving Black customers, the rioters attacked Jewish-owned businesses and Black-owned businesses there. By the time the rioters arrived, most African American residents had left town or found shelter elsewhere, for example, with sympathetic Whites or at government-designated shelters such as Camp Lincoln, the Illinois State Arsenal, and the governor's mansion (Illinois Executive Mansion) (Senechal de la Roche 2008a, 28–31; Landis 2002, 102). The few who remained stayed to defend their property, stationing themselves in second-floor apartments and firing shots into the crowd to ward off rioters. Despite their efforts, rioters returned fire and looted most of their stores.

The mob would spend nearly two hours attacking businesses in the Levee. A Jewish eyewitness would attest years later that Reuben Fishman's pawn shop, the first Jewish-owned business targeted, was ransacked because the mob knew it stocked firearms. The

press at the time of the riot reported a similar intent. Other contemporary sources challenged this ascribed intent (“purely fabricated”). Senechal de la Roche notes that anti-Semitism was very likely a motivation since while most non-Black-owned businesses were bypassed by the mob or only incidentally damaged, almost all of those non-Black-owned businesses that were deliberately ransacked or destroyed were Jewish-owned, and there were at least two Jewish-owned businesses that were not on Washington Street that the mob went out of its way to destroy (Senechal de la Roche 2008a, 30–35; Carpenter et al. 2009, 58–60; Charities and the Commons 1908, 710). When quoting Fishman about the destruction of his business, the *Illinois State Journal* chose to render his statement in broken English that readers would recognize as an ethnic stereotype. These events are further evidence that the driving force behind the mob and its supporters in the Springfield community was not so much anger over the alleged injustice to Mabel Hallam as it was rage against groups—especially the Black community but also other marginalized groups—perceived by the rioters to be social outsiders and inferiors threatening the established social order (Tokarska-Bakir 2015).<sup>1</sup>



**FIGURE 3. HOMES AT 10TH AND MADISON STREETS BURNED BY THE MOB**  
COURTESY OF THE CITIES AND TOWNS COLLECTION, ABRAHAM LINCOLN PRESIDENTIAL LIBRARY AND MUSEUM

When rioters reached the east end of the Levee around 11:00 p.m., they headed north on 9th Street to the Badlands. They began burning homes in the neighborhood at 9th and Madison and from there fanned out and burned at least two dozen homes and businesses over the course of three hours. At the corner of 10th and Madison Streets, the mob found William Smith, a Black man who suffered from paralysis. Allegedly spurred on by Kate Howard and

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<sup>1</sup> See Tokarska-Bakir (2015) in general for a discussion of the similarities between the underlying causes of the Springfield Race Riot of 1908 and of anti-Jewish pogroms in Poland following World War II.

despite the protests of some of their fellow rioters, men dragged Smith from his home and beat him mercilessly until a White bystander intervened and carried him to safety. Smith's home, later destroyed by fire, is one of the remnant structures in archeological site 11SG1432 (House A), discussed below.

At 2:00 a.m., rioters reached the home of Scott Burton, a 56-year-old African American barber who stayed behind to protect his property. As rioters approached his house, Burton fired his shotgun into the crowd at least twice before fleeing through his backyard. Kate Howard, again leading the mob, was grazed by buckshot. Some rioters spotted Burton attempting to escape and began pummeling him mercilessly. They dragged his body into the street and hung him from a dead tree, killing him. In what was known as a spectacle lynching, the rioters continued to mutilate his dead body and danced around his corpse. They also took souvenirs from the tree on which he was lynched. Around 2:30 a.m., militia reinforcements arrived and effectively put an end to the first day of violence in Springfield (Senechal de la Roche 2008a, 35–40; Landis 2002, 98; Mansberger and Stratton 2016).

During that first day and subsequently as the riot spread, the Black community did not sit idle as passive victims. Historian Anthony Landis notes that “African Americans in Springfield used their institutions, organizations and community networks to develop and implement an organized resistance to the Riot of 1908” (Landis 2002, 69). In the Levee, African Americans positioned themselves in second-story windows and opened fire on the mob, repelling several attempted advances before running low on ammunition and withdrawing. Elsewhere, near Pat Allen's saloon, Black snipers on the roof of a nearby building held off the mob until the militia arrived and dispersed it. As noted above, Scott Burton was lynched while defending his home. But before he was seized by the mob and murdered, he fired a shotgun twice into their midst as they approached his door (*Daily Illinois State Register* 1908b). On the east side of town, which was more heavily populated by African Americans, neighborhood residents organized a security system. Black men and women patrolled the streets at the interior and exterior of the neighborhoods, keeping an eye on train cars to make sure no rioters disembarked. The women patrollers reported their findings to the men at set intervals. Armed men took up positions near the railroad tracks and took control of the South Grand rail car to use for transport. The men threatened and drove off White people they encountered, in some cases allegedly assaulting them. The mob did not attack these neighborhoods (Landis 2002, 95–115). Meanwhile, despite having been dismissed by the mayor during the riot, the African American firefighters of Firehouse No. 5 responded to fires and fought to save Black homes and businesses (Mansberger and Stratton 2018, 335; Landis 2002, 131–132). Their heroism was ignored in the local press, which reported that the firefighters wanted to leave their posts in order to leave town and protect themselves (*Daily Illinois State Register* 1908a). Amid the general mayhem and lack of support from city officials, many African Americans succeeded in protecting their families and property.

On Saturday morning, the second day of the riot, the violence briefly abated as more state militia arrived. Governor Charles Deneen designated the state arsenal as a temporary refuge for Black residents and positioned troops near the state capitol and in areas that were targeted the night before. The governor also opened his executive mansion to shelter Black

refugees. Around 7:00 p.m. that day, crowds started to gather again downtown. By 7:30 p.m., two mobs had formed in an African American neighborhood on the southeast side of town.

At some point, a mob gathered outside the home of William Donnegan, a retired shoemaker in his eighties who had made shoes for Abraham Lincoln and served as an Underground Railroad operative. He was also a member of the Prince Hall Masons of Central Lodge #3, the same organization that currently owns Firehouse No. 5 (Most Worshipful Prince Hall Grand Lodge of Illinois n.d.).<sup>2</sup> Donnegan and his family lived at the corner of Spring and Edwards Streets in a middle-class White neighborhood near the state capitol. William Donnegan, who was Black, was married to a White woman, Sarah Rudolph Donnegan, and was quite prosperous. Donnegan is believed to have been targeted by the mob for these reasons (Abraham Lincoln Association 2006). Men from the crowd gathered outside of Donnegan's house and forced him to his front yard, beat him with bricks, and cut his throat with a razor. The men then dragged him across the street to a school yard, tied a clothesline around his neck, and attempted to hang him from a maple tree. As they had with Burton, members of the mob danced around the dying man (Landis 2002, 111). Militia troops found Donnegan shortly afterwards and carried him to St. John's Hospital, where he died the next day.



FIGURE 4. A CROWD CHOPS UP THE TREE FROM WHICH SCOTT BURTON WAS LYNCHED AND TAKES PIECES AS SOUVENIRS. PUBLISHED IN THE CHICAGO TRIBUTE AUGUST 17, 1908. SOURCE: WIKIMEDIA COMMONS.

By Saturday evening, the number of militia troops outnumbered the entirety of the Black population of Springfield, yet they were unsuccessful in preventing further mob violence. The National Guard cordoned off the downtown business district, and its largest regiment

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<sup>2</sup> This fact was brought to the attention of the study team by Ken Page, President of the Springfield Chapter of the ACLU and a member of the Prince Hall Masons.

was deployed to the Badlands, where most of the Black homes had already been burned. Although soldiers were promptly dispatched to disperse the mobs that were forming, they did not always arrive in time to stop the violence, as in the case of the lynching of William Donnegan. On the east side, soldiers were stationed at key intersections rather than at unprotected Black homes, and by disarming the Black patrols they removed a means of self-protection. Despite their numbers, the militia had its hands full. Rioters were conducting hit-and-run attacks over much of the city, and exhausted soldiers rushed to hot spots in response to a constant stream of reports, including numerous false alarms. Eventually, however, the sheer number of soldiers had the effect of quelling the violence and, aside from a few minor instances, the riot was over by Sunday morning (Landis 2002, 112–115; Senechal de la Roche 2008a, 45).

In the end the rioters had targeted almost three dozen businesses in the Levee, approximately half of which were Black-owned and most of the rest Jewish-owned. Of the businesses targeted, typically those that were White- or Jewish-owned were looted while Black business were burned to the ground. Black homes and businesses outside the Levee were destroyed as well, including more than 40 houses and businesses in the Badlands (Mansberger and Stratton 2018, 28). Non-Black homes were marked by white handkerchiefs or sheets and mostly bypassed by the mob unless the owners were considered friendly to the Black community (Walling 1908; Carpenter et al. 2009, 59–60). Damages suffered by African American businesses are estimated at \$100,000 in 1908 dollars, the equivalent of over \$3 million today (US Bureau of Labor Statistics 2023).<sup>3</sup> In the aftermath, 107 people, both Black and White, were indicted for riot, arson, larceny, and murder. Only one, Abraham Raymer, a Russian Jewish immigrant, was convicted at trial (for petty larceny) (Landis 2002, 106–108; Senechal de la Roche 2008a, 159–173; Charities and the Commons 1908, 709–711). Kate Howard, under indictment for inciting and leading the rioters and described in the press as at the forefront of almost every notorious incident of the riot, committed suicide on August 26 (*The Broad Axe* 1908). William Donnegan and Scott Burton were laid to rest in Oak Ridge Cemetery in Springfield, the same cemetery in which Abraham Lincoln is buried (Oak Ridge Cemetery n.d.).

The 1908 Springfield Race Riot was covered extensively in both the local and national press. Newspapers recounted the events in detail, and postcards circulated with pictures of the destruction. Governor Deneen became one of the first to respond to the riot, publicly condemning the mob violence and urging the community to restore law and order. The local White press praised rioters for addressing the “Black problem” in Springfield, although they would eventually shift the blame to rowdy, lower-class Whites in an attempt to repair the image of upper-class residents. The reluctance of White witnesses to testify against rioters, the justice system’s general reluctance to prosecute White citizens, and the press’s efforts to shift the blame to White social outsiders may be why only poorer and less powerful rioters like Howard and Raymer were indicted, and why newspaper accounts seem to place

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<sup>3</sup> This figure—approximately \$3,038,000—is based on \$100,000 in 1913 dollars (not 1908) since this is the earliest year that the inflation calculator accommodates. If 1908 dollars were the starting point, the amount in modern dollars would be higher still.

Howard at the head of every incident during the riot (Senechal de la Roche 2008a, 47–48, 101, 113; Charities and the Commons 1908, 709–711).

One of the most influential articles to address the riot was “The Race War in the North” by William English Walling. Walling was a White civil rights activist and journalist from Chicago who traveled to Springfield to report on the riot. While in Springfield, Walling quickly discovered the bias in the local press and began to understand how widespread anti-Black sentiments were. Walling realized that a riot like the one in Springfield could break out at any moment, anywhere in the country. Understanding the urgency of the situation, Walling concluded his article on the Springfield riot by asking, “. . . who realizes the seriousness of the situation, and what large and powerful body of citizens is ready to come to [the race’s] aid?” (Walling 1908).

Walling’s call to action captured the attention of civil rights leaders across the nation, including Mary White Ovington. Ovington was a White suffragist and journalist in New York who initiated the push to create a unified civil rights organization after reading Walling’s article. She invited Walling and others to New York to help draft a formal call to action and began laying the foundation for what would become the National Association for the Advancement of Colored People (NAACP). Among those who determined to attend and take action were Ida B. Wells-Barnett and W. E. B. Du Bois, both of whom were already established civil rights activists.

Ida B. Wells-Barnett was particularly moved by the riot in Springfield. A Black resident of Chicago at the time, Wells-Barnett was already an outspoken journalist and leader of the national anti-lynching campaign. She made several references to the 1908 Springfield Race Riot in her work, including in her well-known speech of 1909 entitled “Lynching, Our National Crime.” That same year, she became a founding member of the NAACP and in 1910 established the Negro Fellowship League, whose mission was to provide community support and employment assistance for Black migrants from the South, like Joe James (Schechter n.d.; NPS 2008a, 8).

Another founding member of the NAACP was W. E. B. Du Bois, a Black intellectual and leader whose civil rights activism was shaped by his experiences in Atlanta. He had been horrified by the spectacle lynching of Sam Hose there in 1899 but continued to believe that Black self-improvement and appeals to reason with White society could yield results. Du Bois was a founding member of the Niagara Movement in 1905, which advocated academic education for African Americans, economic reconstruction, Black suffrage, and protest to accomplish these goals. Then, in September 1906, the Atlanta race massacre erupted. Du Bois came face-to-face with White brutality. His feelings of helplessness and vulnerability during the riot, and his impotence as a leader afterwards, changed him (Capeci and Knight 1996). Two years later, his outrage over the 1908 Springfield Race Riot reinvigorated his commitment to an active struggle, and he moved to New York to accept the position of director of NAACP publications and research and serve as editor of its magazine, *The Crisis*.

The NAACP was founded on February 12, 1909, a date chosen because it was the centennial of Abraham Lincoln’s birth. The riot in Springfield gained national attention in part due to

the city's association with President Lincoln, helping to emphasize how poor race relations remained a century after Lincoln's birth. The riot thus became a catalyzing moment for the founding of the NAACP. The organization was interracial from its inception, and it fought for racial equity and justice for African Americans through legislative advocacy, legal challenges, publicity campaigns, and direct action such as protests and demonstrations. This aggressive approach contrasted sharply with the conciliatory "accommodationist" approach taken by contemporary Black leaders such as Booker T. Washington.

From the start, the NAACP directly addressed racist violence and injustice against African Americans. Although unable to prevent it, the organization succeeded in focusing national attention on anti-Black incidents, criticizing the perpetrators, and broadly publicizing Black perspectives and discontent (Crouthamel 1960). The NAACP funded legal appeals to cases of discrimination and, during its first two decades, won several major cases involving voting rights, residential segregation, peonage, and judicial procedure. The NAACP also sponsored a nationwide campaign to boycott *The Birth of a Nation*, the 1915 film that contained images of racist violence, including a lynching, and promoted white supremacy (Wallace 2003). The NAACP fought to end discrimination in the railway system after a promising US Supreme Court ruling in *McCabe v. Atchison, Topeka & Santa Fe Railway* (1914), but it abandoned its legal efforts after the federal government took over the rail lines and refused to halt segregation even against Black World War I service members. The NAACP also devoted significant resources to anti-lynching campaigns, and in 1922, the group succeeded in getting the Dyer Anti-Lynching bill out of a congressional subcommittee, the first such success with anti-lynching legislation. (The bill passed the House of Representatives but died in a Senate filibuster.) In the 1920s and 1930s, the NAACP developed a long-term legal strategy to fight segregation and racial discrimination, but due to limited funding, the organization became focused on public education. The strategy involved fighting for equality in Black schools and Black teachers' salaries in regions where Jim Crow was so entrenched that a full attack on segregation was not yet feasible; attacking segregation directly at graduate and professional schools; and using publicity campaigns and community engagement to expose the inherent and cross-racial harm of segregation and to gain support for the cause among White people. Examples of early victories include a voter registration drive in Atlanta in 1919 that resulted in better funding for Black high schools and a victory in the Maryland Court of Appeals in *Murray v. Pearson* (1936), which desegregated the University of Maryland Law School. During the Great Depression, however, funding became increasingly scarce, and this hampered the organization's efforts (NPS 2000, 40–41, 55–68; 2008a, 10–11; 2009a, 24–27).

In the 1940s, discriminatory treatment of returning Black World War II veterans sparked outrage and brought new energy to the civil rights movement. The NAACP, with a new generation of brilliant lawyers, steady financial support from White philanthropists, and a growing Black membership, renewed its offensive. The organization played a critical role in landmark civil rights efforts such as the desegregation of public education (the 1954 *Brown vs. Board of Education* Supreme Court case, the desegregation of the University of Mississippi [1962], and the desegregation of the University of Alabama [1963]); the desegregation of public accommodations (the Albany Movement [1961–1962], the 1956 *Gayle v. Browder* Supreme Court Case, the 1963 Jackson Movement sit-ins and protests, and

the 1963 March on Washington); equal voting rights (the 1939 *Lane v. Wilson* Supreme Court case; challenges to White-only primaries, including the 1944 *Smith v. Allwright* Supreme Court decision; and voter education and voting drives); and fair housing opportunities (challenges to racial covenants and segregated public housing) (NPS 2000). Nationally significant civil rights leaders within the organization, in addition to those mentioned above, included Thurgood Marshall and Medgar Evers.

The NAACP became one of the “Big Five” organizations at the forefront of the modern civil rights movement from 1954 to 1964, and today, it is one of the oldest and largest civil rights organizations in the nation (NPS 2009a, 73). The NAACP is recognized as a leading institution in the history of African American resistance to racist violence and intimidation.

In Springfield, in the immediate aftermath of the 1908 race riot, members of the city’s African American community made difficult decisions about their futures. Hundreds lost their jobs and homes, and thousands fled the city, never to return. (Many African Americans remained, however, determined to persevere despite worsening race relations in the 1910s and 1920s (Holst 2019). In fact, after 1920, the number of Black residents rebounded and grew. The Levee soon recovered and remained an African American commercial and entertainment district. By 1920, the district had expanded east, and within a few decades, this eastern end became a thriving Black hotel district (Mansberger and Stratton 2018, 136). The Badlands, on the other hand, did not fare as well. Much of the neighborhood was destroyed during the riot, including over 40 houses and businesses, sometimes entire rows of structures along city blocks. The *Illinois State Journal* reported on August 15, 1908, that “the entire district between Mason and Jefferson streets and Ninth and Eleventh streets, covering four square blocks, was wiped out. From one point eighteen fires were counted at one time,” and the next day noted that “the ‘bad lands,’ a territory east of Eighth street between Jefferson and Mason streets, once the scene of activity and infested with negroes, is now spread with ruin and desolation. The majority of huts that were occupied by negroes are now smouldering ashes” (Mansberger and Stratton 2018, 111–112). But many other buildings were left standing.

Life in the Badlands carried on but did not return to normal. There were gaping holes in the fabric of the community. Destruction of homes and businesses during the riot left behind empty lots. Economic and social conditions in the Badlands continued to decline (Mansberger and Stratton 2018, 28, 113–114). On some lots, residents rebuilt houses or businesses, but new owners took over some lots for industrial uses, and other lots were abandoned and left vacant. Sanborn Fire Insurance Company maps from 1917 still showed gaps where buildings had stood in 1908, notably along 10th Street between Mason and Madison Streets (where the Archeological Site, described below, is situated) (Illinois Library Digital Collection n.d.). A few decades later, the northeast quadrant of the Badlands—which includes only the northeastern-most block of the Badlands Riot Area (described below)—was cleared for the creation of the John Hay Homes, a 600-unit public housing complex built in 1940. This urban renewal project did not benefit the Black community; most of the evicted tenants were African American, but only 10% of the new homes were open to Black residents (Holst 2019; Mansberger and Stratton 2018, 60). While some parts of the

neighborhood were rebuilt or revitalized, other sections never recovered from the riot and continued to decline or remained abandoned.

## Detail of the Riot Area

1908 Springfield Race Riot Special Resource Study

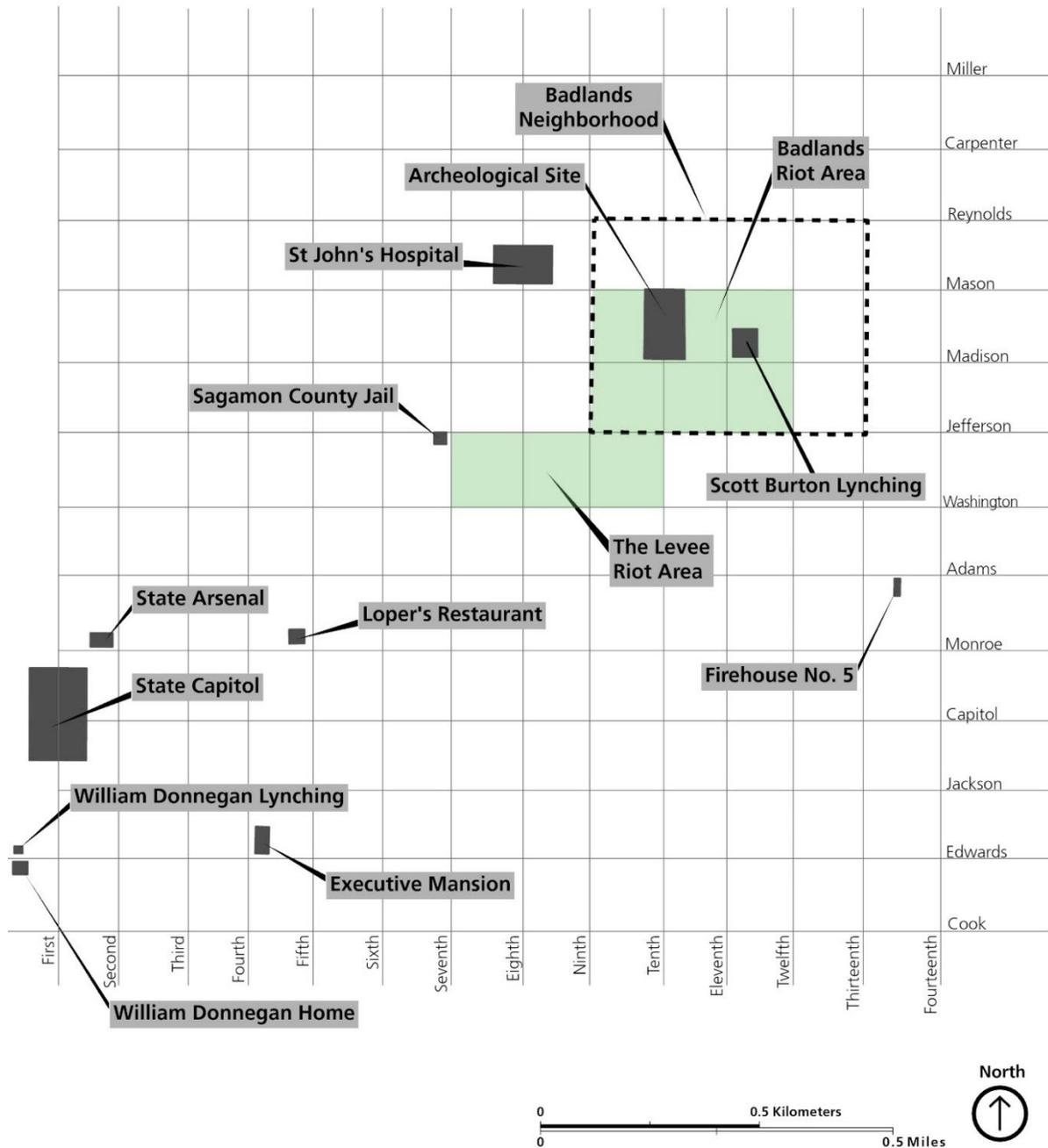


FIGURE 5. DETAIL OF THE AFFECTED AREA OF THE 1908 SPRINGFIELD RACE RIOT, INCLUDING SELECT RESOURCES THAT ARE NO LONGER EXTANT

## RESOURCE DESCRIPTIONS

The 1908 Springfield Race Riot was a citywide event with an aftermath lasting for years beyond the mid-August days of violence. White rioters came from many areas of the city and targeted Black citizens and their homes and businesses throughout neighborhoods like the Levee and the Badlands. The rioters also targeted other places of work and residence, particularly Jewish-owned businesses, and White people sympathetic to the Black community. Springfield's African Americans sought to defend themselves and their property, while others hid or sought refuge throughout the city and at state-protected locations. Given the expansive geographic scope of the riot, the list of resources described below should not be considered an exhaustive account of significant associated resources. Instead, the locations are tied to the most prominent incidents associated with the riots.

### **The Badlands Riot Area (Including Archeological Deposits from the Period of Significance)**

A mob of White rioters attacked and burned down a sizeable portion of the Badlands neighborhood on the evening of August 14 and the early morning of August 15, 1908. The neighborhood was bound roughly by Jefferson Street, 9th Street, Reynolds Street, and 13th Street, but the heaviest rioting occurred for several blocks along Madison Street.<sup>4</sup> For purposes of this study, the Badlands Riot Area is defined as the area between Jefferson and Mason Streets and between 9th and 12th Streets. Located within this riot area are two other sites under evaluation in this study, the site of Scott Burton's lynching and the Archeological Site.

Additional archeological resources dating to this study's period of significance, beyond the excavated Archeological Site, are highly probable throughout the Badlands Riot Area. The excavations at sites 11SG1432, 11SG1532, and 11SG1533 (described below) have demonstrated that archeological resources survive, with the potential to yield important information about the 1908 Springfield Race Riot. Information from other archeological deposits throughout the Badlands Riot Area, including under parking areas adjacent to the excavated Archeological Site, could complement information derived from the Archeological Site and from documentary sources and enhance the overall understanding of this event.

As noted above, at the time of the riot, the Badlands was a vibrant neighborhood, albeit one with a questionable reputation in the White press and among certain groups in the city. Much of the neighborhood was destroyed during the riot. Within the Badlands Riot Area, some lots were later rebuilt for residential or commercial use, but others were taken over for industrial use or left abandoned. In the late 20th century, Madison and Jefferson Streets were realigned east of 11th Street so that they now crisscross before becoming a single broad thoroughfare—Clear Lake Avenue/Highway 97 (previously, all the streets had been arrayed

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<sup>4</sup> Sources agree that the Badlands was bound by Reynolds and Jefferson Streets and by 9th Street to the west. Senechal de la Roche (2008a, 16) says that the neighborhood ran for "several blocks" east of 9th Street. Mansberger and Stratton (2016, 55–56) depict it as stretching to 15th Street. The Springfield Race Riot Reconnaissance Survey (NPS 2019, 16) bound it at 13th Street in the east, which has been adopted here.

in a grid and ran north-south or east-west) (Mansberger and Stratton 2016, 48–56; Senechal de la Roche 2008a, 16).

The Badlands Riot Area today evokes a sense of emptiness. While 10th Street remains a rail corridor, the area to the west is now dominated by St. John’s Hospital parking lots, along with open brownfield sites. The area between 10th and 11th Streets is characterized by open, overgrown lots, a warehouse, and a large mid-20th-century Salvation Army facility. The area east of 11th Street was redeveloped in the 20th century and is characterized by the backyard lawns of a single-family dwelling housing development and apartment community and by the small green spaces and parking area around the Springfield Housing Authority offices. Views north and south beyond the Badlands Riot Area are industrial, with city utilities structures and infrastructure and private commercial spaces. Views to the west are dominated by the St. John’s Hospital complex.



**FIGURE 6. OVERVIEW OF THE BADLANDS RIOT AREA IN AUGUST 2022. LEFT: LOOKING EAST-NORTHEAST FROM THE CORNER OF 9TH STREET AND MADISON STREET ON THE EDGE OF THE RIOT AREA, TOWARDS THE ARCHEOLOGICAL SITE. RIGHT: LOOKING NORTH ALONG 11TH STREET NEAR ITS INTERSECTION WITH MADISON STREET, NEAR THE SITE OF SCOTT BURTON’S LYNCHING; AHEAD AND TO THE RIGHT IS THE MODERN HOUSING DEVELOPMENT WHERE THE JOHN HAY HOMES USED TO BE SITUATED (NPS PHOTOS).**

### **The Archeological Site near Madison Street and the 10th Street Rail Corridor**

The Archeological Site, which comprises sites 11SG1432, 11SG1532, and 11SG1533, is located within the Badlands Riot Area and has been identified as the approximate point where the violent assault on the neighborhood began. The site includes the remains of seven houses that were burned down during the riot. The area around the Archeological Site is largely empty and devoid of the dense residential development that had defined the Badlands neighborhood.

#### **Site 11SG1432**

This site contains intact archeological remnants and foundations of five burned homes and associated material belongings. One of these five homes (House A) belonged to William Smith, the elderly Black man and invalid who was dragged from his home and beaten by the mob. After the riots, this site was leveled and filled in for a lumber company warehouse and, later, a surface parking lot. According to the archeological site report, it “represents a unique ‘snapshot in time’ of a diverse neighborhood as it existed at the time of the 1908 riot”

(Mansberger and Stratton 2016, 272–277). The site was discovered as part of the National Historic Preservation Act Section 106 compliance project associated with the 2014 Carpenter Street Underpass rail improvement. The site was determined eligible for the National Register of Historic Places in April 2016 by the Federal Railroad Administration under criteria A and D, with Illinois State Historic Preservation Officer concurrence (see additional details in chapter 3, “Existing Historic Designations”) (Mansberger and Stratton 2016, 272–277). The artifacts found at the site are currently in the possession of Fever River Research, the cultural resource management firm that conducted the archeological excavation and, per agreement, will be transferred to the Illinois State Museum for permanent curation.

### Sites 11SG1532 and 11SG1533

These sites contain archeological deposits and the foundations of two homes burned during the riot and associated material belongings. These sites were the homes of two African American women, Susan Lewis (11SG1532) and Della Smith (11SG1533). After the riot, the building sites were leveled and filled in. In 1920, a one-story commercial building with an associated parking lot was built on top of the deposits. The commercial building was razed in 2021 in association with the adjacent rail improvement project. The site was discovered during the National Historic Preservation Act Section 106 compliance project associated with the 2014 Carpenter Street Underpass rail improvement. The site was determined eligible for the National Register of Historic Places in February 2022 by the Federal Railroad Administration under criteria A and D, with Illinois State Historic Preservation Officer concurrence (see additional details in chapter 3, “Existing Historic Designations”). The artifacts found at the site are currently in the possession of Fever River Research, the cultural resource management firm that conducted the archeological excavation, and per agreement will be transferred to the Illinois State Museum for permanent curation.



FIGURE 7. SITE 11SG1432 (LEFT) AND SITES 11SG1532 AND 11SG1533 (RIGHT) IN AUGUST 2022 (NPS PHOTOS)

## The Levee Riot Area

On August 14–15, 1908, after destroying Loper’s restaurant, a mob of White rioters selectively attacked storefronts in the Levee commercial strip located along Washington Street between 7th and 10th Streets. The rioters damaged or destroyed almost three dozen businesses, approximately half of which were White- or Jewish-owned and the other half Black-owned. At the time of the riot, this area consisted mostly of two- and three-story brick buildings, the ground floors of which housed saloons, small restaurants, pawn shops, barber shops, grocers, and other small businesses. The upper floors of the buildings were inexpensive rental units. Interspersed among legitimate business were illicit ones, which contributed to the sordid reputation placed upon the entire district. The 1908 riot destroyed the Levee, but it soon rebounded. The Levee remained an African American commercial and entertainment district that, by 1920, had expanded east, and within a few decades, this eastern expansion became a thriving Black hotel district (Mansberger and Stratton 2018, 136). The Levee continued to evolve and redevelop. Today, the north side of Washington Street is dominated by the campus headquarters of the Horace Mann Company, including a multistory building and one of the largest green spaces in downtown Springfield, while the south side of the street is dominated a parking ramp and the Bank of Springfield Convention Center. A surface parking area is also on the eastern end of the strip (Mansberger and Stratton 2016, 296ff (appendix II); Senechal de la Roche 2008a, 16).



**FIGURE 8. OVERVIEW OF THE LEVEE RIOT AREA IN AUGUST 2022. LEFT: LOOKING EAST DOWN WASHINGTON STREET AT ITS INTERSECTION WITH 7TH STREET. TO THE LEFT IS THE HORACE MANN CAMPUS AND TO THE RIGHT FURTHER DOWN THE STREET IS THE BANK OF SPRINGFIELD CONVENTION CENTER. RIGHT: THE SAME INTERSECTION, LOOKING SOUTHEAST TOWARDS THE PARKING STRUCTURE (CONVENTION CENTER TO ITS LEFT) (NPS PHOTOS)**

## Sangamon County Courthouse/Old State Capitol

The Sangamon County Courthouse was the central legal institution associated with the riots. It was here that George Richardson was identified by Mabel Hallam in a police lineup and where he and Joe James were incarcerated. Their subsequent removal from the courthouse incited the rioters. In the aftermath of the riot, Joe James was convicted for the murder of Clergy Ballard at the courthouse and sentenced to hang. The courthouse was also the site of 107 trials (and 106 acquittals) of rioters for charges associated with violence, disorder, and property damage. The mob attacked a Black man at the courthouse during the riot, and a

state militia encampment was later established on the grounds as the state sought to reestablish order (Carlson 2020, 31, 40; Senechal de la Roche 2008a, 160–173).

The Sangamon County Courthouse was built in 1853 as the Illinois State Capitol. An ornate and complex two-story Greek Revival building, the courthouse is constructed of dolomite, with a signature tiled lantern dome and roofs, along with twin four-pillared portico entries on the north and south sides of the building. The county acquired the building in 1869 and used it as a courthouse. Sangamon County made extensive renovations to the building in 1899 and 1900, including rearranging its interior, raising it 11 feet to add an additional floor of county offices, and remodeling its roof and cupola with metal, among other changes to the building’s circulation. The county sold the building to the state in 1962 to be operated as a historic site, and it was restored to appear as it would have during Abraham Lincoln’s tenure in state politics in the 1850s and 1860s, which included removing the additional floor. Therefore, during the riots, the building was one story taller than it is today and had different material finishes on the roof and dome. The building was designated as a National Historic Landmark in 1961 and is currently operated as Old State Capitol State Historic Site by the Illinois Department of Natural Resources (Lissandrello 1961).



FIGURE 9. SANGAMON COUNTY COURTHOUSE IN AUGUST 2022 (NPS PHOTO)

### Firehouse No. 5

Located at 1310 East Adams Street, Firehouse No. 5 was the home of Springfield’s all-Black fire company, comprising six men in 1908. These men fought fires set by the mob during the race riot despite being dismissed from service when the riot started (Mansberger and Stratton 2002; Landis 2002).

Firehouse No. 5 was a municipal fire station constructed in 1901 as a two-story rectangular brick building with a flat roof. The building underwent significant alterations after the 1908 riots. Today, on the first floor, the primary elevation is covered with vinyl siding and has a

metal double door offset towards the west. The second floor has three symmetrical double-hung vinyl windows beneath a single limestone lintel and a cornice layer of less-weathered brick. The station's pair of engine doors have been removed and the space covered over. Additionally, its Colonial Revival pressed metal cornice and its terracotta frieze reading "Engine No. 5 House" with garlands have also been removed. Both sides of the firehouse have glass block windows on the first floor and vinyl double-hung windows on the second floor, as well as one metal door each towards the front of the building beneath glass block transoms. The east façade additionally has a metal fire escape leading to a metal door on the second floor. The firehouse is currently owned by Prince Hall Masons of Central Lodge #3 and is used for lodge purposes.



**FIGURE 10. FIREHOUSE NO. 5 IN AUGUST 2022. LEFT: EXTERIOR OF FIREHOUSE NO. 5. RIGHT: THE INTERIOR ENGINE BAY. THE ENGINE DOORS ARE AHEAD AND THE HATCH ACCESSING THE FORMER SLIDING POLE IS VISIBLE ON THE CEILING (NPS PHOTOS)**

### Home of Mabel Hallam

Mabel Hallam's home is the site of her alleged assault by George Richardson, one of the two incidents that are widely credited with sparking the Springfield riots in 1908. Constructed around 1880, the one-story single-family home is of vernacular gable front and wing architectural style. Covered with wood siding and an asphalt shingle roof, the character-defining feature of the home is a gabled dormer covered porch on the wing oriented towards the street, finished with brick piers, along with wooden steps, spindles, and decking. The primary face of the porch front has a one-over-one window symmetrically adjacent to the front door. The primary gable front elevation has two symmetrical double-hung sash windows. The back, eastern face of the house has an irregular saltbox gable end with an asymmetrically placed door and a double pair of windows. Analysis of Sanborn Fire Insurance Company maps from 1896 and 1917 suggests that the home originally was a T-shaped cross-gabled building, but sometime after 1917, an addition was constructed at the back of the house to fill in the wing. The front porch has also been reconfigured; at the time of the riot, the porch was an "L" shape inset between the wing and the central block of the house, which was covered with an extended tin roof rather than a gabled dormer (Stratton et al. 2005; Library of Congress 1896, 1917). The house is still in use as a private residential

home. Because this property did not meet the criteria for national significance (see analysis, below), the owner was not contacted about this study, and the address and photograph will not be included here.

### **Kate Howard’s Boarding House**

The boarding house at 113 and 115 North 6th Street is associated with Kate (Conner) Howard. Howard was widely cited in the press as a prime instigator of mob violence at almost every major incident of the riot and was indicted for her role. A few weeks after the riot, she was arrested in this boarding house, where she secretly took poison before being escorted to the county jail. She collapsed and died as she climbed the steps of the jail (Senechal de la Rocha 2008b, 30, 37–38, 48, 173).

The building is a three-story, mixed-use brownstone with storefronts at street level. Employing a Colonial Revival design motif, the upper-level windows have decorative red terracotta molded pediments and matching sills (with several exceptions). Additionally, the building’s cornice includes molding on the fascia, ornamental modillions and dentils, and a molded red terracotta frieze. Built sometime before 1884 (when it first appeared on Sanborn Fire Insurance Company maps), the building’s upper floors were historically used as a hotel and boarding house. Adjacent to a later three-story mixed-use brownstone from the early 20th century, the building is little changed since the period of significance. The building has not been significantly modified since the time of the riot. The building is currently zoned as Central Shopping District, a commercial zoning that may also accommodate residential usage.



FIGURE 11. KATE HOWARD’S BOARDING HOUSE IN AUGUST 2022 (NPS PHOTO)

## The Site of Scott Burton’s Lynching

White rioters lynched Scott Burton near his home in the vicinity of 11th Street and Madison Street, beating him mercilessly before hanging him from a dead tree. At the time of the riot, this area was a mixed residential and commercial neighborhood with a gridded urban street plan. Today, east of 11th Street, the vicinity of the site features the Springfield Housing Authority office building, with open lawns and a parking lot south of Madison Street and an apartment community of single-family dwellings with lawns and open park areas north of Madison Street. West of 11th Street is an abandoned rehabilitation center, thrift store, and empty lots. Jefferson Street, Madison Street, and Mason Street have been realigned east of 11th Street so that they no longer form a grid. A historical marker at the southeast corner of Madison Street and 11th Street commemorates the “Area of Scott Burton’s Lynching.”

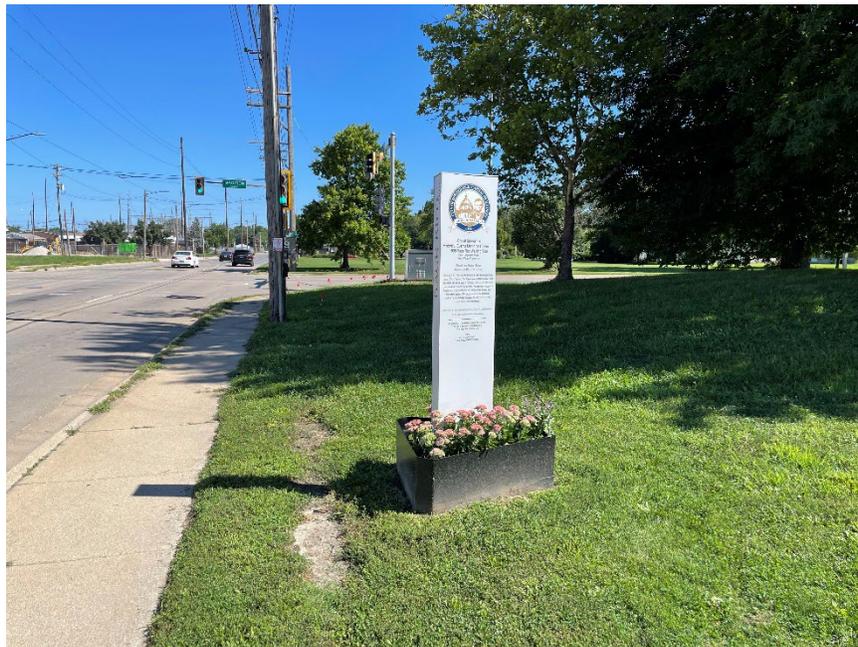


FIGURE 12. AREA OF SCOTT BURTON’S LYNCHING WITH MODERN MEMORIAL MARKER IN AUGUST 2022 (NPS PHOTO)

## The Site of William Donnegan’s Lynching

William Donnegan was lynched by White rioters in a schoolyard across the street from his home at the corner of Spring and Edwards Streets. At the time of the riot, this was a middle-class White neighborhood near the state capitol. The area has changed dramatically since then. The site of Donnegan’s home is now a commercial building occupied by the WCIA-WCLX television station, and the former schoolyard site is now the Illinois State Museum. The area is dominated today by private, commercial, and government buildings, offices, and parking lots. A historical marker at the northeast corner of the intersection, in front of the museum, commemorates the “Site of Edwards School and William Donnegan’s Lynching.”



FIGURE 13. SITE OF WILLIAM DONNEGAN'S LYNCHING AND THE FORMER EDWARDS SCHOOL IN AUGUST 2022 (NPS PHOTO)

### **The Illinois Executive Mansion**

During the riot, the state militia was deployed to the executive mansion to protect Governor Charles Deneen. From this location, Governor Deneen authorized state troops to protect Black neighborhoods and offered state shelter sites to protect African Americans fleeing violence. The governor also offered protection to Black refugees in the mansion itself. The house is an ornate, Renaissance Revival, three-story brownstone with limestone accents. Key among its extensive architectural detailing, the mansion has prominent chimneys on either side of a hipped roof with gabled pediments, and its primary elevation is symmetrically centered around a portico entrance upheld by Corinthian columns. While the mansion was constructed in 1855 and has received extensive renovations (more than doubling in size via additions behind the primary elevation), the last major change to its exterior appearance occurred from 1898 to 1900. Therefore, the primary elevation and front half of the mansion appears now as it did in 1908. The building is now referred to as the Illinois Governor's Mansion and continues to operate as the governor's official residence (Sculle 1976).



FIGURE 14. THE ILLINOIS EXECUTIVE MANSION IN AUGUST 2022 (NPS PHOTO)

## Camp Lincoln

The camp is located on the northwest side of Springfield, at 1301 N. MacArthur Boulevard. The camp was established in 1886 as a training center for the Illinois state militia. During the 1908 race riot, Black refugees sought state militia protection here and, after nightfall, were moved under guard to the Illinois State Arsenal. A few permanent structures existed at that time, including a hospital (demolished in the 1920s) and a commissary. The camp was substantially altered during the Great Depression and into the World War II era: a brick range house, machine gun range, and pistol range were constructed; a new water system was installed; the course of Spring Creek, which runs through the camp, was straightened; all roads were resurfaced; and the campgrounds were landscaped. The commissary building, constructed in 1903, is the only building remaining that has an association with the early period of the camp, and it has no known associations with the events of the 1908 race riot (WPA Writers Project 1941; Sausaman and Myers 1984). Camp Lincoln remains in use as a military installation, including for units of the Illinois National Guard (Illinois National Guard 2022). No photographs of the relevant areas of this military compound were available.

## St. John's Hospital

Demonstrating a racially progressive orientation during the Springfield Race Riot of 1908, St. John's Hospital treated both Black victims and White rioters who were injured in the violence, including William Donnegan, who died here from injuries sustained during his lynching. First built in 1875, the hospital at the time of the riot was located at the intersection of 8th and Mason Streets, a brick or stone building complex approximately half of a city block in size. The institution has evolved throughout the 20th and into the 21st century, and today St. John's Hospital is an expansive modern medical campus encompassing several city blocks. While it prominently features a blending of historic and newer construction, the oldest portions appear to be from the 1930s. Sanborn Fire Insurance Company maps suggest that the 1930s portion of the hospital was built in the same location as its much smaller predecessor hospital. The modern hospital includes

commemorative murals and a reflective garden dedicated to the 1908 riot. However, none of the hospital buildings, features, or structures from the time of the event are extant.

The portion of the Archeological Site west of the railroad tracks (site 11SG1432) was located on the property of St. John's Hospital, which donated this parcel to the City of Springfield after the site was discovered and its importance recognized. Additional archeological deposits related to the 1908 Springfield Race Riot are likely to be found under the adjacent hospital parking areas.



FIGURE 15. ST. JOHN'S HOSPITAL IN AUGUST 2022, THE SITE OF THE HOSPITAL BUILDING IN 1908 (NPS PHOTO)

### **Scott Burton and William Donnegan Gravesites (Oak Ridge Cemetery)**

Oak Ridge Cemetery is the final resting place for both Scott Burton (block 24, section S1-4-10) and William Donnegan (block 5, section 83), the Black men lynched during the riot. Donnegan's body is interred within the formerly segregated "Colored Section" of the cemetery. The cemetery is also the burial place of two of the White rioters, Kate Howard and John Colwell. Colwell was killed during the riot, likely by African Americans defending themselves, and Howard died by suicide the following week after being indicted for inciting violence. These four individuals are each buried in different parts of the cemetery. For the riot's centennial in 2008, their gravestones were replaced with new ones bearing a uniform inscription about the race riot and its role in the creation of the NAACP. Operated by the City of Springfield, Oak Ridge is a 180-acre oak and prairie landscaped cemetery with over 12 miles of roads. Since it opened in 1856, the cemetery has been expanded significantly from its original 28.4 acres, and over 75,000 people have been interred there. The cemetery is also the location of Abraham Lincoln's tomb, which is a designated National Historic Landmark. For reasons that will be discussed in chapter 3, "Evaluation of National Significance," only the gravesites of Burton and Donnegan are evaluated as potential contributing sites to the study area.



FIGURE 16. GRAVESITES OF SCOTT BURTON (LEFT) AND WILLIAM DONNEGAN (RIGHT) IN AUGUST 2022 (NPS PHOTOS)

### Other Resources No Longer Extant

The list below includes properties that are no longer extant but which were noteworthy during the riots. While these sites are significant in the narrative, they do not contribute to the study area because they lack integrity to convey their historical associations (Stratton et al. 2005). In August 2022, the study team visited these sites and confirmed that they are no longer extant. Some of the addresses provided below are cited differently in various sources because the city’s lot numbering system has changed since 1908.

- **William Donnegan Home (118 West Edwards Street) and the Old Edwards School (Edwards Street and Spring Street).** A mob attacked Donnegan’s home on the evening of August 15 and lynched him in the old Edwards schoolyard across the street. The home was eventually demolished and is now the site of a commercial building occupied by the WCIA-WCLX television station. The school is now the site of the Illinois State Museum.
- **Clergy Ballard Home (1150 North 7th Street).** Clergy Ballard’s murder outside of his home was one of the two incidents that sparked the 1908 Springfield Race Riot. That home has been replaced by another residence at this location.
- **Sangamon County Jail (North 7th Street and Jefferson Street).** A lynch mob formed here on August 14, 1908, in search of Joe James and William Richardson. The mob turned to rioting when they learned that the two men had been removed to safety. This area has been redeveloped.
- **Harry Loper’s Restaurant (223 South 5th Street).** This restaurant was the first location attacked and destroyed by the mob when it was discovered that Loper had assisted the sheriff in removing Joe James and William Richardson to safety. This area has been redeveloped.

- **Clark Duncan Home (312 North 12th Street), redeveloped/replaced by another residence; Albert Debose Home (919 East Cass Street), redeveloped; Samuel Willis Home (417 North 5th Street), redeveloped; Clarence Harvey Home (1144 North 7th Street), stands vacant.** All four of these homes were targets of mob violence in the hours and days after the main events of the 1908 Springfield Race Riot had ended in the Badlands.
- **The Illinois State Arsenal (Second Street and Monroe Street).** This site was a state militia encampment and a location designated by the governor for African Americans to seek protection during the riots. The arsenal burned down in 1934, and the area has been redeveloped.

## CHAPTER 3: EVALUATION OF STUDY AREA FOR INCLUSION IN THE NATIONAL PARK SYSTEM

This chapter presents the evaluation of the identified locations with the four criteria that must be met for a study area to be considered for designation as a national park unit. The application of these criteria follows guidance outlined in *NPS Management Policies 2006* Section 1.3 *Criteria for Inclusion* (appendix B), which implements 54 USC 100507. For a study area to be considered for designation as a potential new unit of the national park system, it must fully meet the following four criteria for evaluation:

1. possess nationally significant resources,
2. be a suitable addition to the system,
3. be a feasible addition to the system, and
4. require direct NPS management or administration instead of alternative protection by other agencies or the private sector.

These four criteria are analyzed sequentially, and several pathways exist for concluding the study process based on individual criteria findings. The findings presented in this chapter will serve as the basis for a formal recommendation from the Secretary of the Interior to Congress on the appropriateness of the study area for designation as a new unit of the national park system. A summary of these findings can be found at the end of this chapter.

### EVALUATION OF NATIONAL SIGNIFICANCE

#### Criteria for Establishing National Significance

*NPS Management Policies 2006*, section 1.3.1, directs that proposed additions to the national park system must possess significance at the national level. For cultural resources, national significance is evaluated by applying the National Historic Landmark (NHL) nomination criteria contained in 36 CFR Part 65.5. The use of the NHL criteria to determine national significance is the only link between the special resource study process and the NHL program regulations. Usage of these criteria does not recommend or confer landmark designation. All properties would need to undergo a separate NHL designation process governed by NHL program regulations.

The quality of national significance can be ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage. *NPS Management Policies 2006* provides that a resource will be considered nationally significant if it meets the following four criteria:

1. It is an outstanding example of a particular type of resource.
2. It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage.
3. It offers superlative opportunities for public enjoyment or scientific study.

4. It retains a high degree of integrity as a true, accurate, and relatively unspoiled example of the resource.

In addition to the four standards, nationally significant cultural resources must also satisfy at least one of the six following National Historic Landmark criteria (NPS 1999):

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

### **Existing Historic Designations**

**The Madison Street/10th Street Rail Corridor Archeological Site: Eligible for Listing in the National Register of Historic Places.** In 2016 and 2022, with concurrence from the Illinois State Historic Preservation Officer, the constituent sites (11SG1432, 11SG1532, and 11SG1533) were each determined to be eligible for listing in the National Register of Historic Places at the national level under criterion A (for association with the 1908 Springfield Race Riot, an event that served as the catalyst for the founding of the NAACP), at the local level under criterion A (for association with early Black heritage in Springfield), and at the local level under criterion D (in part because they contain archeological deposits with excellent integrity that represent a significant alternative source of information about a community that was often portrayed unfavorably by contemporary sources) (Mansberger and Stratton 2016; Valenstein to Leibowitz 2016; Stratton and Mansberger 2022; Mayer to Schick 2022).

**Old State Capitol: National Historic Landmark and Illinois State Historic Site.** The Old State Capitol was designated as a National Historic Landmark on July 4, 1961 (reference

#66000331), for its association with nationally significant themes related to politics and government; with nationally significant individuals, including Abraham Lincoln, Stephen A. Douglas, and Ulysses S. Grant; and as a nationally significant example of Greek Revival style architecture. The site's period of significance is 1839–1865. The site is currently operated as Old State Capitol State Historic Site by the Illinois Department of Natural Resources.

**The Illinois Executive Mansion: National Register of Historic Places.** The executive mansion was listed in the National Register of Historic Places on July 19, 1976 (reference #76000728), at the state level of significance, for its historic and ongoing use as the governor's residence, for associations with political and social events significant to Illinois state history, and for architectural significance. The site's period of significance is from 1855 to present. The site remains in use as the primary residence of the governor of Illinois and is maintained by the Illinois Governor's Mansion Association.

**Oak Ridge Cemetery: National Register of Historic Places.** Oak Ridge Cemetery was listed in the National Register of Historic Places on August 4, 1995 (reference #95000986), at the local level of significance under criterion C, for outstanding representations of art, architecture, and landscape architecture in the Romanesque Revival and Classical Revival styles. The site's period of significance is 1855–1945. The site is currently an active cemetery owned by the City of Springfield and overseen by the Oak Ridge Cemetery Board of Managers. The tomb of Abraham Lincoln lies within the cemetery and is individually designated as a National Historic Landmark (1960).

## **National Significance Analysis**

The 1908 Springfield Race Riot site will be evaluated for national significance under criteria 1 and 6.

### **Criterion 1**

Properties considered for national significance under NHL criterion 1 can be associated with either a specific event marking an important moment in US history or with a pattern of events or a historic movement that made a significant contribution to the development of the United States. The 1908 Springfield Race Riot is a particularly evocative example of the nationwide race riots that came to define the Jim Crow era and its growing racial segregation. What makes this specific event singularly important, and what lends it national significance, is that it was the catalyst for the formation of the NAACP.

The 1908 Springfield Race Riot is particularly evocative because it occurred in the hometown of Abraham Lincoln, the "Great Emancipator."<sup>5</sup> Springfield was where he served in the state legislature, where he lived when elected president, and where he was eventually laid to rest. Although anti-Black violence in the North typically did not receive press attention, the 1908 Springfield Race Riot drew a national audience primarily because it

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<sup>5</sup> Although Lincoln did not grow up in Springfield, numerous sources—both contemporary and modern—refer to it as his hometown. See, for example, Walling 1908, 530; Senechal de la Roche 2008a, 2; Merritt 2008, 3; Carlson 2020, 39; and the Chicago Commission on Race Relations noted that the 1908 Springfield riot happened "within half a mile of the only home [Lincoln] ever owned" (1920, 1).

occurred a few months before the centennial of Lincoln's birth and in his hometown. Activists focused on these associations to illustrate how little race relations had advanced since Emancipation, and they emphasized the need for a unified civil rights organization. The riot prompted direct action by many civil rights leaders and drew national attention to acts of racial terror. As a result, the 1908 Springfield Race Riot became a critical impetus for the formation of the NAACP. Ida B. Wells-Barnett, leader of the national anti-lynching campaign and a founding member of the NAACP, made several references to the 1908 Springfield Race Riot in her work, including in her well-known speech titled "Lynching, Our National Crime."

The NAACP is recognized as a nationally significant institution in the history of African American resistance to racist violence and intimidation from its founding in 1909. As discussed in chapter 2, during its first two decades, the NAACP won several major cases involving voting rights, residential segregation, peonage, and judicial procedure, and sponsored a nationwide campaign to boycott the racist film, *The Birth of a Nation*. The organization's advocacy succeeded in bringing the Dyer Anti-Lynching bill out of congressional subcommittee in 1922, the first time anti-lynching legislation made it to a floor vote. After World War II, the NAACP played a critical role in landmark civil rights efforts such as the desegregation of public education, the desegregation of public accommodations, equal voting rights, and fair housing opportunities. As noted above, the organization was recognized as one of the "Big Five" groups at the forefront of the modern civil rights movement from 1954 to 1964.

The NAACP has had a profound and lasting impact on the national struggle for civil rights and has contributed to shaping the nation's modern sociopolitical landscape. Today, the NAACP is one of the oldest and largest civil rights organizations in the country. Its historical significance has already been recognized in an NPS National Historic Landmarks Program theme study, and in 2008, the NPS Civil Rights Framework was revised partly to add events related to the founding of the NAACP (NPS 2008a, 2009a).

With some exceptions, all the properties described in the "Resource Descriptions" section of chapter 2 are associated with important aspects of the riot and contribute to the significance of the study area under criterion 1. The exceptions are Kate Howard's Boarding House and the Gravesites of Scott Burton and William Donnegan, for reasons described below, and the other resources no longer extant since nothing of these sites remains to convey their historic significance.

This study found no evidence that Kate Howard's Boarding House played a direct role in the 1908 Springfield Race Riot. Although Howard herself played an important role in the riot, she is otherwise not a nationally significant figure. Because of this and the fact that the boarding house did not play a direct role in the 1908 Springfield Race Riot, its mere association with Howard is not sufficient to lend it significance for purposes of this study. Therefore, the boarding house is dismissed from further consideration.

The gravesites of Scott Burton and William Donnegan in Oak Ridge Cemetery are physical locations that represent an essential theme of the 1908 Springfield Race Riot; however, they cannot be considered further in this study. The National Historic Landmark criteria state

that a grave or burial ordinarily is not eligible for designation unless it “is of a historical figure of transcendent national significance and no other appropriate site, building or structure directly associated with the productive life of that person exists” (title 36 CFR §65.4(b)(4)). Since neither Burton nor Donnegan is a figure of transcendent significance, their gravesites do not meet this exception and cannot be considered further in this study. Nevertheless, a brief discussion of their significance follows for use in park planning, should a new unit be authorized by Congress.

The 1908 Springfield Race Riot was a racially motivated terror event during which a White mob inflicted violence on Black persons and property, with the intent of erasing Black individuals and Black communities from the city. While several resources contributing to this study area are representative of violence to Black-owned property during the riot (the Badlands Riot Area and the Archeological Site, for example), none are powerfully representative of violence against the bodies of Black individuals. Lynching is an extreme form of anti-Black violence. The sites of Burton’s and Donnegan’s lynchings are analyzed below, but this study later demonstrates that they do not retain integrity to convey their historic significance and will not be considered further. Burton’s and Donnegan’s gravesites may have represented this theme, but they do not meet the NHL exception criteria. Even though there will be no sites moving forward in this study that directly represent the racially motivated erasure of human life, this theme is fundamental to the narrative of the race riot. Furthermore, the gravesites are part of the ongoing memorialization of the history of the 1908 Springfield Race Riot. The new gravestones placed in 2008 demonstrate that the Springfield community regards these sites as important to its history.

Finally, some comments are warranted regarding the importance of the Archeological Site. The site is significant under criterion 1 for both its tangible and intangible qualities: The site’s physical remains are a rare survival from a race riot; its surrounding environment remains evocative of the aftermath of a race riot; and the archeological data derived from the site could enhance understanding of the riot. Furthermore, additional archeological deposits related to the 1908 Springfield Race Riot are likely to be found in the areas surrounding the excavated Archeological Site, including under the adjacent Hospital Sisters Health System parking lot and elsewhere throughout the Badlands Riot Area. The information yielded by the excavated archeological deposits—and potentially by deposits yet to be discovered elsewhere—may answer important research questions about the 1908 Springfield Race Riot and enrich the understanding of this particular event.

For example, these archeological deposits may serve as a significant alternative source of information about the communities targeted by the mob, communities that were largely mischaracterized in contemporary written sources. Research questions to be addressed might include: “What were the living standards of the occupants at the time of the riot?”; “Do the houses deserve the characterization as ‘shanties’ or ‘huts,’ as so labeled by contemporary sources?”; and “To what degree do the material remains challenge or support contemporary accounts of African American living standards in the Badlands?” (Mansberger 2018).

## Criterion 6

National Historic Landmark criterion 6 was developed to recognize the information potential of archeological resources. Justification of significance under criterion 6 must detail what nationally significant information the site is likely to yield and whether the information already produced is nationally significant. Integrity of archeological resources hinges on the research potential of their undisturbed deposits.

Considered in isolation, the Archeological Site has the potential to answer research questions related to the changing structure of the urban landscape of Springfield in the 19th and 20th centuries, the consumer choices and quality of life of the occupants, and the material expressions of the racial identity of the occupants. The archeological investigators recommended, and this current study analysis agrees, that these are locally significant questions related to the development of the city of Springfield (Mansberger and Stratton 2016, 272–276; Stratton and Mansberger 2022, 147–149, 151–156). Furthermore, the thorough excavation of the Archeological Site and the pending destruction of part of it due to rail corridor construction suggest that the site’s potential to yield additional information might be exhausted. This leads the current study to conclude provisionally that the Archeological Site is not nationally significant under criterion 6.

A reassessment in the future may be warranted, however. This criterion 6 analysis has considered the Archeological Site in isolation, but if the information it has yielded—and that it or surrounding sites may yield in the future—is evaluated in aggregate with information from other sites of racial violence, it may be found to contribute to nationally significant research questions about the phenomenon of race riots and, more broadly, about the causes and outcomes of racial and class violence that cannot be otherwise addressed since these events are fundamentally destructive in nature. The archeology of racial violence is gaining increasing attention, and further research may demonstrate that the archeology of the 1908 Springfield Race Riot can contribute to this important field of research.<sup>6</sup>

## Integrity

The resources in the study area will first be assessed for integrity to convey their historical significance under criterion 1. Then, the end of this section will discuss the integrity of the Archeological Site from a criterion 6 perspective; that is, whether the archeological deposits are sufficiently intact to convey data about the race riot.

Four of the properties that were described in chapter 2, and that were determined above to satisfy national significance criterion 1, also retain integrity to convey their historical significance under that criterion. These properties are the Archeological Site, the Badlands Riot Area, Firehouse No. 5, and the Executive Mansion. The integrity analysis begins with these properties below. The six remaining properties have been altered since the time of the

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<sup>6</sup> There was a surge of historical studies of race riots in the 1970s (see, for example, Williams 1972). This work is enhanced today by increasing numbers of archeological studies. For example: González-Tennant’s study (2018) of the Rosewood massacre makes strong use of archeological evidence, and an ongoing study in Tulsa, Oklahoma, may confirm the existence of mass graves of victims of the Tulsa race massacre (Brown 2019; Archaeological Institute of America 2021).

1908 Springfield Race Riot to the extent that they have lost historic integrity. These properties are the Levee Riot Area, Sangamon County Courthouse, the Home of Mabel Hallam, the Site of Scott Burton's Lynching, the Site of William Donnegan's Lynching, and St. John's Hospital.

Despite the renovations and additions discussed under resource descriptions in chapter 2, the executive mansion remains recognizable as the historic governor's mansion of 1908 with integrity of location, setting, feeling, association, design, workmanship, and materials. Firehouse No. 5 retains its integrity of location and setting from the time of the race riot; however, the exterior alterations discussed in chapter 2 have compromised aspects of design, materials, and workmanship and, therefore, its ability to convey its original architectural character. Most significantly, its engine doors have been removed and the space covered over with vinyl, which compromises the building's ability to convey its historical function as a firehouse. This last alteration, however, is reversible, and its current owners have signaled their intention to conduct renovations that would restore the exterior façade. Furthermore, the interior of the structure retains integrity to convey its historical function. Given the importance of the property's associations with Black agency and response to anti-Black violence during the race riot, Firehouse No. 5 is determined to retain integrity to convey its historic association with the race riot. These two properties, therefore, are contributing to this study area.

The integrity of the Archeological Site, the Badlands Riot Area, and the Levee Riot Area will be assessed in terms of whether they can convey the destructive outcome of the riot, which was an act of violent erasure. Acts of erasure are willful and deliberate, representing the intentional work of actors in the service of cultural or racial dominance and oppression. For purposes of assessing integrity, there is an important distinction between properties whose absence and historical significance are both associated with violent destruction versus historic properties that are absent due to benign neglect and the passage of time.<sup>7</sup> In the latter case, the absent property lacks integrity because the character-defining features that would convey its historical significance have been lost. For sites whose historical significance is associated with violent erasure, however, the absence itself is historically significant, and the analysis of integrity must assess the extent to which the site evokes that absence. In such cases, absence is a character-defining feature of the site's setting. In the case of the 1908 Springfield Race Riot, a White mob violently attacked and destroyed Black neighborhoods because of racial hatred. The sites they targeted would retain integrity of location, setting, feeling, and association if they were to evoke a sense of the desolation and absence caused by this historical event (Pham 2017, 75–76, 95).<sup>8</sup>

The Badlands Riot Area and the Archeological Site retain high integrity to convey their national significance and specifically to convey the violent destruction of Black lives,

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<sup>7</sup> This line can be blurred since one form of erasure is the willful neglect of an oppressed culture's heritage, leading to loss over time rather than during a single violent event (Pham 2017, 75). A discussion of this nuance is not relevant to the current analysis. The key concept here is erasure that is willful and deliberate.

<sup>8</sup> An increasing number of individuals within the historic preservation community have been discussing and writing about erasure and absence as an aspect of integrity. Pham's work on this in the context of racist violence was particularly helpful and relevant to the present study.

communities, and property. West of 11th Street, the riot area is characterized by parking lots, vacant lots, warehouses, and the Archeological Site—the burned, subsurface remains of homes and businesses. In this part of the study area, the White mob succeeded in its purpose, and what remains is the legacy of their work. As discussed above, on several city blocks, entire rows of homes were destroyed and in some cases were never rebuilt (Mansberger and Stratton 2018, 28). After the riot, the community lived with these absences, these voids in their community, and the site today—even though its physical appearance is different than it would have been immediately after the riot—continues to evoke destruction and dislocation. Although life went on in the Badlands after the riot, the neighborhood did not rebound and revitalize like the Levee did. In this sense, the Archeological Site and the Badlands Riot Area retain high integrity of location, association, setting, and feeling to convey their historical character. These sites are contributing to the study area.



**FIGURE 17. THE BADLANDS RIOT AREA WITH THE ARCHEOLOGICAL SITE NEAR MADISON STREET AND THE 10TH STREET RAIL CORRIDOR, VISIBLE IN AUGUST 2022 (TOP AND BOTTOM) (NPS PHOTO)**

The Levee Riot Area, on the other hand, does not convey absence. As described in the historical background, the district rebounded after the riot and expanded within a decade. Redevelopment has continued to revitalize this area so that today it lacks a sense of emptiness and desolation. The area is now dominated by the thriving campus of a large insurance and financial services corporation, a convention center, and a parking structure—the essence of “urban renewal” in modern America. The Levee Riot Area lacks integrity of feeling, setting, and association to convey a sense of violent destruction and absence. The area, therefore, lacks integrity to convey its historical significance and is not contributing to the study area.



FIGURE 18. THE LEVEE RIOT AREA IN AUGUST 2022 (SEE ALSO PHOTOS UNDER “THE LEVEE RIOT AREA” RESOURCE DESCRIPTION, ABOVE) (NPS PHOTO)

Five other properties described in chapter 2 have been altered since the time of the 1908 race riot to the extent that they have lost historic integrity. The Sangamon County Courthouse has been restored to its mid-19th-century appearance, which has compromised its integrity of materials, design, feeling, and association. The Mabel Hallam home retains aspects of location, setting, and association as a single-family home in a modest Springfield residential neighborhood. However, the reconfiguration of the porch, changes to the primary elevation’s roof line, and changes to the shingles have compromised its integrity of design, materials, workmanship, and—since it no longer appears as it did at the time of the alleged incident between Mabel Hallam and George Richardson—feeling. The sites and local environments of Scott Burton’s lynching and of William Donnegan’s lynching have been dramatically altered by development, and both lack integrity of setting, feeling, and association. St. John’s Hospital retains none of the buildings, features, or structures that existed during the race riot and therefore has lost its integrity associated with the 1908 race riot; its services and location remain relevant, however. These five properties lack integrity to convey their historical associations with the race riot as discussed under the criterion 1 analysis and therefore are not contributing to this study area.

Integrity is defined differently for archeological sites being evaluated under criterion 6 than it is for other criteria. Whereas under other evaluation criteria the assessment of integrity is grounded in an understanding of a property’s physical features and how they relate to its historical associations or attributes, integrity in an archeological context under criterion 6 is grounded in the ability of the archeological deposits to convey data that can answer nationally significant research questions (NPS 2016; Little et al. 2000).

Within the current study area, the integrity of the archeological deposits is excellent. The archeological excavation of site 11SG1432 found intact deposits for Houses A through E,

although the integrity of Houses F and G had been compromised. In general, the investigation found that after the race riot, disturbances to the remains were minimal, and furthermore, Houses A and B were capped with clean subsoil fill, further protecting the integrity of those buried deposits (Mansberger and Stratton 2016, 91–92, 111–112, 135, 155–156, 172–173, 273). Excavation of sites 11SG1532 and 11SG1533 revealed intact artifact-rich deposits from the time of the race riot as well as substantial middens associated with earlier occupation of the structures, which retain their ability to convey archeological data. The sites had laid vacant for over a decade after the race riot until a commercial building constructed in 1920 capped them. Demolition of this structure as part of the Springfield Rail Improvements Project was overseen by archeological monitors to ensure minimal impact to subsurface deposits. Subsequent test trenches and test pits confirmed intact deposits. Because construction activities for the rail project cannot avoid sites 11SG1532 and 11SG1533, they underwent phase III mitigation for data recovery (Stratton and Mansberger 2022, 99–101, 134–136, 147–149, 151–157). These sites demonstrate that significant archeological deposits from the period of significance exist in the rail corridor (Mansberger and Stratton 2016, 5–11). Furthermore, the history of development within the district shows that significant deposits from the same time period likely are preserved elsewhere. Therefore, subsurface archeological remains throughout the Badlands Riot Area should be considered as having a high degree of integrity.

### **Conclusion: Summary of National Significance Evaluation**

The study area is found to be nationally significant under criterion 1 for its association with a deadly race riot in the hometown of Abraham Lincoln that was widely reported in the national media and that was a precipitating event for the formation of the NAACP. The following resources contribute to the national significance of the study area and retain integrity to convey that significance:

- The Badlands Riot Area (including archeological deposits from the period of significance)
- The Archeological Site near Madison Street and the 10th Street Rail Corridor (11SG1432, 11SG1532, 11SG1533)
- Firehouse No. 5
- The Executive Mansion

Therefore, these resources will be further evaluated in this study under SRS Criterion 2 – Evaluation of Suitability in the next section.

## EVALUATION OF SUITABILITY

### Criteria for Establishing Suitability

To qualify as a potential addition to the national park system, an area that is nationally significant must also meet the criterion for suitability. *NPS Management Policies 2006*, section 1.3.2, states “an area is considered suitable for addition to the national park system if it represents a natural or cultural resources type that is not already adequately represented in the national park system or is not comparably represented and protected for public enjoyment by other federal agencies, tribal, state, or local governments, or the private sector.” (See appendix B for the full text of the criteria for inclusion.) Adequacy of representation is determined on a case-by-case basis through the comparison of the proposed area to other similar resources within the national park system or other protected areas. The comparison should determine whether the study area would expand, enhance, or duplicate resources or visitor use opportunities found in other areas.

### Type of Resource Represented by the Study Area

Four resources in the study area satisfied the criteria for national significance and will now be evaluated for suitability. The Archeological Site and the Badlands Riot Area (in which the Archeological Site is situated) represent rare survivals of a race riot. Firehouse No. 5 and the Illinois Executive Mansion are buildings associated with, respectively, Black and White/governmental responses to the riot. The study area’s period of significance is 1908, the year of the Springfield race riot, including its precipitating events and the crucial media coverage that ultimately served as the call to action heeded by the founders of the NAACP.

### Theme or Context in which the Study Area Fits

In considering the most appropriate historical themes with which the study area is associated, this study referenced the *Revisions of the National Park Service’s Thematic Framework* (NPS 1994), as well as more recent studies that identified, and sought to remedy gaps in the current thematic framework used to evaluate national significance for national historic landmarks and national park units. These studies, conducted in partnership with the Organization of American Historians and others, include *Civil Rights in America: A Framework for Identifying Significance Sites* (NPS 2008a) and the *African American National Historic Landmarks Assessment Study* (2008b). This study concludes that the 1908 Springfield Race Riot site is associated with the following theme and theme topics:

#### NHL Theme II: Creating Social Institutions and Movements

Subtheme 1: Clubs and Organizations

Subtheme 2: Reform Movements

This theme focuses on the diverse formal and informal structures, such as voluntary associations, through which people express values and live their lives. Americans generate temporary movements and create enduring institutions to define, sustain, or reform these values (NPS 1994). The current study acknowledges the uncomfortable fact that white supremacy was a cultural value in most of the United States during the Jim Crow era and was

expressed and reinforced by, for example, the segregated veterans and fraternal organizations that developed in Springfield during the 19th century (chapter 2). This study does not celebrate these organizations and their ideology but rather the reform movements and organizations that emerged to challenge them in the aftermath of the race riot. Specifically, Ida B. Wells-Barnett was already leading the national anti-lynching campaign and the Springfield riot inspired her to become a founding member of the NAACP.

## **NHL Theme IV: Shaping the Political Landscape**

### **Subtheme 1: Parties, Protests, and Movements**

This theme encompasses political and governmental institutions that create public policy and those groups that seek to shape both policies and institutions. Sites associated with political leaders, theorists, organizations, movements, campaigns, and grassroots political activities all illustrate aspects of the political environment. The political landscape has been shaped by military events and decisions, by transitory movements and protests, and by political parties. Places associated with leaders in the development of the American constitutional system, such as Abraham Lincoln's home in Illinois and the birthplace of Martin Luther King Jr. in Atlanta, Georgia, embody key aspects of the political landscape (NPS 1994). The event represented by the study area gave rise to the NAACP, an organization that for the rest of the 20th century would serve as a leader in the modern civil rights movement by challenging systems of white supremacy on the streets and in the courts. These efforts ultimately reshaped the nation's political institutions towards a more equitable application of the rights guaranteed by the Constitution.

### **Theme Topic: Era of Jim Crow**

In the NPS *African American NHL Assessment Study*, the Scholars Meeting Group determined to prioritize the 1880s–1930s, designating the period as the “Era of Jim Crow” to encompass both its thematic and chronological aspects (NPS 2008b). The Era of Jim Crow includes a number of historical trends and events; the most relevant to the current study are institution and community-building post-Reconstruction and extreme racial violence and intimidation against African Americans. The Levee and the Badlands in Springfield represent communities built in response to anti-Black discrimination and intimidation, and the race riot is a notable example of extreme racial violence.

### **Theme Topic: Migration and Movement**

In the NPS *African American NHL Assessment Study*, the Scholars Meeting Group recommended this theme as a target for future research and nomination efforts (NPS 2008b). Broader than the settlement/exploration area of significance category currently used by the NHL program, African American movement extends beyond the simple “peopling” of the United States to encompasses the reality that, in Black history, movement becomes a method for either claiming or being denied freedom in American society. This theme also closely aligns with the Racial Intimidation and Violence theme because voluntary movement by African Americans was often an attempt to escape intimidation and violence, leading to the establishment of maroon communities during enslavement, all-Black townships, African repatriation movements, and expatriation to other countries. The theme also captures the

history of movements based on economic factors (history of labor, agriculture, American industry) and the demographic and institutional results (urbanization, suburbanization, unionism). The 1908 Springfield Race Riot represents an intersection of the themes. The Great Migration, in part, brought African Americans to Springfield in large numbers, and the establishment of Black neighborhoods and business districts, such as the Levee and the Badlands, represents movement within the urban space of Springfield in response to the social and economic pressures of White intimidation and violence.

### **Theme Topic: Racial Violence and Intimidation**

In the NPS *African American NHL Assessment Study*, in order to address critically underrepresented themes in the national park system, the Scholars Meeting Group recommended Racial Violence and Intimidation as a thematic area warranting future research and documentation (NPS 2008b). This theme spans the establishment, maintenance, and demise of the American slave system; lynching and White racial riots of the late 19th and early 20th centuries; and violence during the 1950s and 1960s civil rights movement. The theme also encompasses the history of resistance to such violence through anti-lynching campaigns; the establishment of institutions, such as the NAACP; theories such as nonviolence and self-defense; and other efforts.

### **Theme Topic: Criminal Injustice**

In the NPS civil rights thematic framework, “criminal injustice” was identified as a prominent theme that represents a gap in the current NPS framework for establishing the national significance of sites (NPS 2008a). The theme covers multiple topics and minority groups, often with a focus on violence and harassment towards these groups—including by law enforcement—and how they were categorized as antisocial and a menace to society. This sort of villainization and dehumanization was essential to the context in which racial violence occurred, and the injustices typically persisted after the violence—that is, the perpetrators were not convicted. Lynching throughout the late 19th and early 20th centuries is identified as a civil rights crime applicable to this theme. The 1908 Springfield Race Riot exemplifies this theme in its representation of extreme violence against Black property and Black bodies that went essentially unpunished.

### **Comparative Analysis of Resources Similar to the 1908 Springfield Race Riot Site**

A comparative analysis is needed to determine if duplicate resource protection and visitor opportunities are already offered by NPS units or other land management entities. Resources similar to those found in the 1908 Springfield Race Riot study area could include protected sites that are associated with the founding of the NAACP and other civil rights organizations or that are outstandingly representative of mass racial violence during the Jim Crow era, in particular survivals of race riots demonstrating violent erasure. Examples of similar resources are described here.

### **Similar Resources in the National Park System**

**Harpers Ferry National Historical Park, Harpers Ferry, West Virginia.** In 1905, W. E. B. Du Bois gathered a group of men in Buffalo, New York, to hold the inaugural meeting of the

Niagara Movement, a civil rights organization that preceded the NAACP. The men were refused accommodations in Buffalo, so they convened in nearby Fort Erie, Ontario, instead. The organization held its first official meeting in the United States a year later at Storer College in Harpers Ferry, West Virginia. The meeting in Harpers Ferry was a four-day conference that Du Bois would later recall as “one of the greatest meetings that American Negroes ever held” (Du Bois and Huggins 1986). The campus where the meeting took place is in Harpers Ferry National Historical Park in West Virginia and is protected by the National Park Service. The park actively works with the local NAACP branch, community churches, and the Harpers Ferry Historical Association to celebrate the Niagara Movement. Each August, the park commemorates the Niagara Movement with an educational program and pilgrimage to John Brown’s Fort.

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

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

**Medgar and Myrlie Evers Home National Monument, Jackson, Mississippi.** This site is associated with racially motivated violence that gained national attention. The property was the home of Medgar and Myrlie Evers, both of whom were leaders in the civil rights movement. The mid-century house in the Elaine subdivision of Jackson, the first post-World War II subdivision created for middle-class African Americans in Mississippi. Medgar Evers was the first field secretary for the NAACP in Mississippi and was at the forefront of every major civil rights event in the state from 1955 until his assassination. He was murdered in his own driveway by a lone rifleman in June 1963. His assassination was the first murder of a nationally significant civil rights leader, and it both shocked and galvanized the civil rights movement, becoming one of the catalysts for the passage of the Civil Rights

Act of 1964. Evers's murderer was brought to trial twice in 1964, and in both cases, the all-White jury deadlocked, requiring the judge to declare mistrials. In 1994, he was finally convicted of the murder and sentenced to life in prison (Baughn 2018).

### **Similar Resources outside the National Park System**

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

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

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

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

**Elaine Massacre Memorial, Helena-West Helena, Arkansas.** On September 29, 1919, roughly 100 Black farmers gathered at Hoop Spur Church near Elaine, Arkansas, to meet with union representatives. A few men were stationed outside the church guarding the meeting when shots were fired, and a White man was killed. Many White farmers began to worry that Black farmers were staging an uprising. Soon, hundreds of Whites gathered in the Elaine area to attack any and every Black person they saw. Governor Charles Brough requested federal troops be brought in to restore order, though they only aided the attack against the Black community. Though exact numbers remain unknown, an estimated 200 people were killed during the violence in Elaine. Hundreds of African Americans were arrested in connection with the riot. Ida B. Wells-Barnett interviewed some of them in Helena and, from their testimony, produced the pamphlet “The Arkansas Race Riot.”

On September 29, 2019, a memorial to the massacre was officially dedicated in the nearby city of Helena-West Helena. The memorial’s location in a park across from the Phillips County Courthouse is not known to be associated with the events of the massacre, but the courthouse was where the initial trials of the 12 Black men charged with murder as a result of the massacre were held. Many crucial details about the massacre are still unknown, and the community remains divided about the story. Sites associated with the Elaine Massacre are currently being studied for potential inclusion in the national park system.

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

The devastation was largely ignored by the press and denied by Tulsa residents for years. The massacre resurfaced in the 1990s when the State of Oklahoma commissioned a full study of the event that revealed its true magnitude. Few physical resources associated with the riot have been identified, though archeological resources are likely to exist. Few structures survived that date even to the period of reconstruction immediately after the riot. These structures are included within the 100 Block North Greenwood Avenue Historic District, listed in the National Register of Historic Places in 2021 (National Register #100006631) at the local level of significance for associations with commerce and Black ethnic heritage. The John Hope Franklin Reconciliation Park was completed in 2009 to memorialize the Tulsa Race Massacre and shine a light on the role African Americans played in building Oklahoma. The Greenwood Cultural Center is an organization that is working to preserve and educate the Tulsa community about the legacy of the Greenwood district. The National Park Service completed a reconnaissance survey for the 1921 Tulsa Race Riot in 2005.

## Suitability Analysis

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

Very few public commemorations of African Americans' suffering during the post-slavery era exist today. Formal remembrances of national racial history tend to celebrate the civil rights movement's victories, focusing on individual achievements and success stories rather than reflecting on the deeply-rooted, violent resistance that upheld the racial caste system for so long. Honoring civil rights activists and embracing their successes is appropriate and due, but when they are not accompanied by meaningful engagement with the difficult history of systematic violence perpetrated against black Americans for decades after slavery, such celebrations risk painting an incomplete and distorted picture. (Equal Justice Initiative 2017)

The 1908 Springfield Race Riot study area is uniquely suited to engage with the history of systemic violence as the precipitating event for the establishment of the NAACP. Furthermore, it represents a particular and historically important kind of violence—the phenomenon of race riots—during the Jim Crow era when race rioting underwent an important shift from a sporadic regional phenomenon (mostly in Northern cities before and during the Civil War, then mostly in Southern cities during Reconstruction) to a more frequent and nationwide phenomenon (NPS 2008b, 8; Collins 2012, 1–3).

The Medgar and Myrlie Evers Home National Monument is among those sites noted by the Equal Justice initiative that, while important, honors a civil rights activist whose successes transcend his assassination. The interpretive focus of the monument is on the leadership and legacy of Medgar and Myrlie Evers. The systematic violence that they led a struggle against provides the background for the monument's purpose, not the purpose itself. The Legacy Museum and National Memorial for Peace and Justice in Montgomery is closer to the mark: Its purpose is to educate the public about the general history of violence and oppression directed against African Americans. However, the museum and memorial do not focus specifically on race riots, nor do they preserve the site of an actual historic event associated with racial violence. The museum and memorial are primarily commemorative and therefore are not comparable to a site that preserves a sense of place associated with a moment of violence.

The Elaine Massacre Memorial and the John Hope Franklin Reconciliation Park and Greenwood Cultural Center, on the other hand, do represent race riots during the Jim Crow era. However, like the Legacy Museum and National Memorial for Peace and Justice, both are primarily commemorative in nature. The Elaine Massacre Memorial is in a park across from the Phillips County Courthouse, where the initial trials of the 12 Black men charged with murder as a result of the massacre were held. The memorial's location is not known to be associated with the events of the massacre. The John Hope Franklin Reconciliation Park educates the public about the Tulsa Race Massacre and the role African Americans played in building Oklahoma but does not preserve surviving resources from the event. In both cases, few resources associated with the race riots have been identified.

Therefore, the archeological component of the study area sets it apart and serves as a tangible resource with historic associations, as well as a potential source of data: since African American properties were, historically, targets of racial violence, intimidation, and destruction, archeological remains may be the only resources for research and documentation of large portions of African American history (NPS 2008b, 5–6). Additionally, the setting of the Archeological Site and the Badlands Riot Area powerfully convey a palpable sense of the violence and destruction wrought by the rioters. Finally, the study area is distinguished from the Elaine Massacre Memorial and the John Hope Franklin Reconciliation Park and Greenwood Cultural Center by its association with the founding of the NAACP, a nationally significant civil rights organization, which is analyzed next.

Carter G. Woodson Home National Historic Site and Mary McLeod Bethune Council House National Historic Site represent individuals connected with nationally significant organizations that furthered the cause of equity for African Americans. In this sense their purposes are broadly similar to that of the NAACP. In terms of evaluating suitability, however, the historical significance of the NAACP is not duplicative of these organizations. The NAACP is widely recognized as one of the most influential civil rights organizations of the 20th century—one of the “Big Five” organizations, as they were commonly referred to at the time (NPS 2009a, 73). Furthermore, the NAACP differs from the Association for the Study of African American Life and History and the National Council of Negro Women in that it was (and is) an interracial organization. Inclusion of a site related to the founding of the NAACP as a national park unit or other comparably protected site would expand and enhance the national narrative of the civil rights movement and would fill a gap among reflective sites that represent important civil rights organizations (NPS 2008a, ii, 11).

Three of the resources described above are associated with the founding of the NAACP: Harpers Ferry National Historical Park, the United Charities Building, and the Ida B. Wells-Barnett House. Each of the three represent individuals (W. E. B. Du Bois, Ida B. Wells-Barnett) or organizations (the Niagara Movement, the National Negro Committee) that can trace a direct line to the founding of the NAACP (NPS 2008a, 10–11; 2009b, 14). These individuals and organizations acted to found the NAACP; however, they were not the impetus. The 1908 Springfield Race Riot was the precipitating event that put in motion the people and organizations who established the NAACP a year later. In this sense, the Springfield Race Riot provides essential context that expands and enhances—not duplicates—the stories of these individuals and organizations. Additionally, two of the sites—the United Charities Building and the Ida B. Wells-Barnett House—are not open or comparably represented for public enjoyment.

The study area in Springfield has the potential to expand, enhance, and protect important resources and visitor use opportunities at sites associated with Jim Crow-era racial violence. These resources add important context to existing national park units associated with racial violence but that focus primarily on the successes of civil rights activists. They furthermore represent a striking example of the systemic anti-Black violence that existed in the North after the Civil War, a theme that may productively challenge the common perception that racial hatred and violence was a uniquely Southern phenomenon.

Just as significantly, the resources in the study area provide important historical context for the founding of the NAACP through their representation of the event that inspired the NAACP's founders to renew their efforts in combating systematic violence against Black Americans. These historical associations currently are not comparably represented and protected for public enjoyment within or outside of the National Park Service, and the resources in the study area can fill that gap.

### **Conclusion: Summary of Suitability Evaluation**

While the National Park Service manages sites that protect stories and resources associated with the founding of other civil rights organizations, none commemorate the founding of the NAACP and, specifically, the horrifically violent event that helped precipitate its founding. Furthermore, the study area is powerful as a place that can contextualize systemic anti-Black violence and, in particular, Jim Crow-era race riots. Very few such sites exist, and none are known that include intact resources from the riot or whose settings retain integrity to convey a sense of the violent destruction. Based on this comparative analysis with sites that preserve similar resources inside and outside the national park system, the four properties found to be nationally significant, above, are also found collectively to meet the SRS criteria for suitability. Therefore, each of these properties is further evaluated in this study under SRS Criterion 3 – Evaluation of Feasibility, as follows.

### **EVALUATION OF FEASIBILITY**

An area that is nationally significant and meets suitability criteria must also meet feasibility criteria to qualify as a potential addition to the national park system. To be feasible as a new unit or as an addition to an existing unit of the national park system, an area must be of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor access (taking into account current and potential impacts) and be capable of efficient administration by the National Park Service at a reasonable cost.

The evaluation of national significance identified four sites as nationally significant under NHL criteria: (1) the Archeological Site near Madison Street and the 10th Street Rail Corridor (11SG1432, 11SG1532, 11SG1533), (2) the Badlands Riot Area, (3) Firehouse No. 5, and (4) the Illinois Executive Mansion. For an area to be considered feasible as a new unit of the national park system, a variety of factors must be considered. In evaluating feasibility of the land parcels, the National Park Service considered the following factors:

- size and boundary configuration
- land ownership and land uses
- existing and potential threats to the resources
- access and potential for public education and interpretation
- public support

- economic and socioeconomic impacts
- costs associated with acquisition, development, and operation

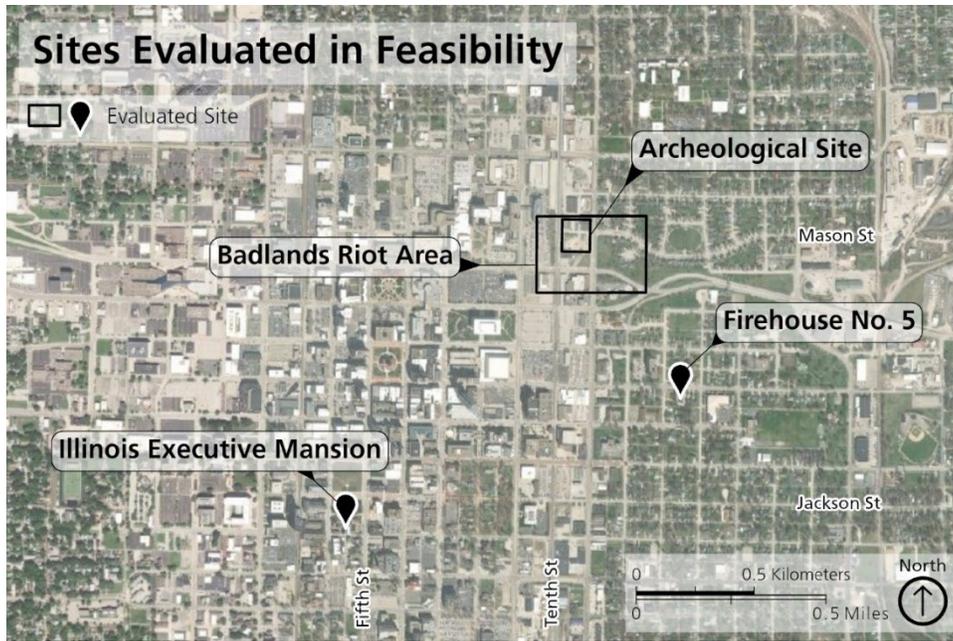
Although these factors are considered individually below, the evaluation of the feasibility of establishing a new national park unit considers all the above factors in the context of current NPS management. Evaluation of these factors under criterion 3 must consider if the National Park Service can feasibly manage the potential new park unit given current agencywide limitations and constraints.

## **Boundary Configuration, Land Ownership, and Land Use**

### **Boundary Configuration**

To fulfill the requirements of this special resource study, a high-level analysis is provided to better understand whether the National Park Service can feasibly manage the site. All the sites are located at different land parcels within Springfield, Illinois (see Figure 19 below). The properties include the following:

1. The Archeological Site near Madison Street and the 10th Street Rail Corridor (11SG1432, 11SG1532, 11SG1533) is located between 9th and 11th Streets on East Madison Street (Highway 97). North 11th Street borders to the east, which is also known as Reconciliation Way. The 10th Street railroad corridor and associated right-of-way run through the middle of the Archeological Site.
2. The Badlands Riot Area is focused along Madison Street between 9th and 12th Streets.
3. Firehouse No. 5 is located at 1310 East Adams Street.
4. The Illinois Executive Mansion is located at 410 East Jackson Street.



**FIGURE 19. THE FOUR SITES EVALUATED IN THE 1908 SPRINGFIELD RACE RIOT FEASIBILITY STUDY**

The four nationally significant sites would require some form of transportation between sites. The Archeological Site is located within the Badlands Riot Area and represents one place to interpret the series of events that occurred throughout the Badlands Riot Area. Firehouse No. 5 and the Illinois Executive Mansion are located approximately 1.2 miles from one another, and each is approximately 1 mile from the Archeological Site. The distance between the four sites does not present a reasonable configuration and is not ideally suited to creating a district of contiguous properties or provide a seamless visitor experience, including group tours, special events, and programming coordination, with adequate space for interpretation at each site. Additionally, to support NPS management at the four sites, operational logistics would need to be considered to bridge the distance between the sites. The study determined that a smaller boundary with a single site focusing on the Archeological Site within the Badlands Riot Area would be more feasible to manage from a boundary perspective.

### **Ownership and Land Use**

The portion of the Archeological Site on the west side of the railroad track (site 11SG1432) consists of a narrow strip of land bordered by St. John’s Hospital parking areas, the railroad track right-of-way, and Madison Street. St. John’s donated this land to the City of Springfield. The NAACP has led an effort in partnership with Hanson Professional Services Inc., the City of Springfield, and Hospital Sisters Health System to design a commemorative memorial for this parcel. The design of the memorial includes a landscaped area with interpretive walls and panels meant to allow visitors a time of reflection on the 1908 Springfield Race Riot and a space to allow for healing. The city has signed an ordinance notifying the National Park Service that this city-owned property would be donated to the National Park Service in support of a new national park unit. The city further notes that the land donation is also for the purpose of the proposed monument.

Hospital Sisters Health System has expressed a willingness to donate additional land around the Archeological Site in support of a potential national park unit designation. Hospital Sisters Health System submitted a letter of support for a designation of the Archeological Site as a national park unit, mentioning their long partnership with the NAACP, local elected officials, and other stakeholders to commemorate victims of the riot and educate visitors. Hospital Sisters Health System expressed interest in serving as a partner to the National Park Service at this site.

The portion of the Archeological Site on the east side of the railroad track (sites 11SG1532 and 11SG1533) is also owned by the City of Springfield. The city's land use plan calls for a portion of this parcel to be used for an expansion of the City Water, Light, and Power municipal plant. At the time of the study, archeological investigations were ongoing and contributing additional information about the extent of the archeological remains at this location. These findings may influence this city's plan for the parcel and may inform the potential extent of any future protected area boundary.

The property on the southeast corner of the Archeological Site, at 221 North 11th Street and surrounding parcels (15 total parcels) in the city block from Madison Street to Jefferson Street (PIN 14270456002), are owned by the City of Springfield (Sangamon County Assessor 2022). Although these properties are not historically significant, acquiring these additional parcels as part of the site boundary could provide for additional preservation of the Archeological Site by allowing space for visitor services and administrative offices so that any future memorial, infrastructure, and exhibits would not have to be built on top of the Archeological Site.



FIGURE 20. EXTERIOR PHOTO OF 221 NORTH 11TH STREET LAND PARCEL (NPS PHOTO)

Firehouse No. 5 is owned by the Prince Hall Masons of Central Lodge #3 and is used for Lodge purposes. Representatives of the lodge are in the process of renovations to preserve the building and retain its historic integrity through private funds and grants. The lodge is dedicated to preserving this property and its important story, although the owners do not wish to have an NPS management presence at the site at this time and continue using the space as a private venue. A wayside is located at the front of the property. Firehouse No. 5 is in the residential zone of Springfield.

The Badlands Riot Area is loosely defined as the blocks between Jefferson and Mason Streets and 9th and 12th Streets. North of Madison Street is a largely empty space that includes St. John's Hospital parking lots west of 10th Street, open brownfield sites, and flat, replanted lawns. This area also includes the Archeological Site described above and potentially other subsurface remnants of the riot. The mixed use of privately owned land and the distance spread out across several city blocks would make it difficult for National Park Service to manage.

The Illinois Executive Mansion was renamed in 2018 to the Illinois Governor's Mansion (mansion) and is owned and operated by the Office of Governor. The building has served as an official residence of the governor of Illinois since its construction in 1855. The building has undergone a few renovations since 1976 to preserve the historic integrity and retain characteristics of a functioning residence. The property was added to the National Register of Historic Places in 1976. The Illinois Executive Mansion offers guided tours to visitors on specific days throughout the week. As the property is the residence of the governor of Illinois, National Park Service ownership or management would not be appropriate.

### **Potential Boundaries**

After analyzing the size, potential park boundary configuration, land ownership, and land use of the area, the National Park Service concludes that a potential park boundary that includes the four sites is not ideal due to the dispersed land parcels. The large extent of the Badlands Riot Area and the approximately 1-mile distance between the separate land parcels associated with each site could pose challenges for NPS management and staffing that would require additional operational and logistical planning. Visitor movement within the Badlands Riot Area and between the sites would require measures to support opportunities for a seamless visitor experience.

The current owner of Firehouse No. 5 is in the process of renovating and preserving the historic integrity of the site through private funding and grants. This work will be a positive contribution to the local community, honoring the history of the building. The current property owner expressed a desire for partnership opportunities and does not intend to sell or donate the property or have an NPS presence. At the request of the property owner, this property is not further analyzed beyond any information that is publicly available. For these reasons, it is determined that this property is not feasible at this time.

Since the Archeological Site is within Badlands Riot Area, opportunities exist to preserve resources and provide a positive visitor experience in a smaller space more feasible for the National Park Service to manage. In addition, markers and a walking tour are currently available to visitors. Due to the large landscape associated with the Badlands Area, it is not further analyzed as a whole and determined not feasible at this time.

The Illinois Executive Mansion and associated resources are preserved into perpetuity and preserved with historic integrity. In addition, the building has other purposes than serving as a national park unit. For these reasons, this property is not further analyzed and determined not feasible at this time.

Since the Archeological Site near Madison Street and the 10th Street Rail Corridor represents the most ideal boundary for a potential national park designation, the National Park Service considered the boundary that would provide both preservation of the Archeological Site as well as adequate space for visitor services. Two potential boundaries and configurations that both include the Archeological Site are both considered feasible.

**Option 1** – Option 1 is shown in purple on the potential boundary map in figure 21 below. This option is the smallest potential boundary for a potential national park unit designation. This boundary includes the entire Archeological Site. The potential boundary includes protection of the Archeological Site by preserving the archeological remains underground and providing visitor services on top of the Archeological Site. This option allows for a small access easement but no visitor parking or restrooms.

**Option 2** – Option 2 is shown in black on the potential boundary map in figure 21 below. This option is a slightly larger boundary to include the Archeological Site, additional land currently used as the hospital parking lot, and potentially more of the land parcel to the east. This boundary would allow for additional space for visitor parking and related services such as restrooms and visitor contact facilities. This larger boundary would allow for more extensive preservation of the Archeological Site by avoiding services and facilities on the site. The parcel to the southeast could also play a role if repurposed, but its long-term future is unclear at this time.

Both the smaller and the larger boundary provide adequate size and configuration where the National Park Service could reasonably manage and provide resource protection. The owners, Hospital Sisters Health System and the City of Springfield, have expressed intent in donating land to the National Park Service to support the establishment of a new national park unit.

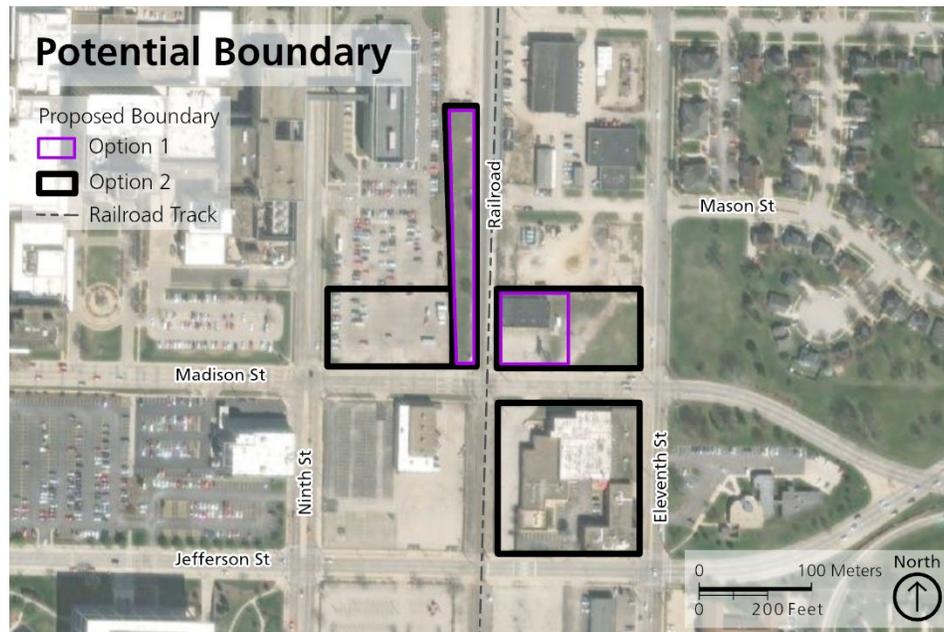


FIGURE 21. POTENTIAL BOUNDARY OPTIONS FOR A 1908 SPRINGFIELD RACE RIOT NATIONAL PARK UNIT

## **Zoning and Surrounding Land Use**

The Comprehensive Plan for the City of Springfield for 2017–2037 (City of Springfield 2018) was adopted in January 2018 to provide a land-use framework with policy and guidance. The vision strives for “an attractive, connected and growing city, that maintains and builds upon its unique and special past, while providing a proud new legacy for current and future residents.” A goal supporting the vision includes social connectivity to bring all residents together as one vital community regardless of their geographic location, ethnicity, or economic status (City of Springfield 2018). The comprehensive plan states that a goal is for vacant spaces to be repurposed with mixed uses.

The study area is primarily in sector 7, also known as the City Center area. The area surrounding the sites is predominately zoned as mixed use, commercial/industrial, and residential. Lincoln Home National Historic Site is within 1 mile of the Archeological Site and is zoned as open space under parks and recreation. The Archeological Site is separated by the railroad; the western portion is included in the Central Shopping District Zone while the eastern portion and the city-owned parcel to the south are in the I1 Light Industrial and Commercial Zone.

## **Threats to Resources and Degradation**

The Illinois Executive Mansion is owned and operated by the Office of Governor, which has actively preserved and interpreted the structure. No known threats to this resource existed at the time of the study.

Firehouse No. 5 is in active use by the Prince Hall Masons of Central Lodge #3, who have plans to restore its historic features and eventually make it available for greater public use. No known threats to this resource existed at the time of the study.

The Badlands Riot Area is a large area of mixed ownership and uses spread out across several city blocks. The area has experienced changes in land use and witnessed extensive redevelopment in the decades since the race riot took place. Continued development and redevelopment could eventually compromise the site’s setting, which conveys a sense of the riot’s violent destruction and could be seen as a threat to the Badlands Riot Area as a historical property. However, redevelopment and continued investment in the area is also a goal of the city and is the right of existing landowners. Changes to the rail line and city streets will likely impact the setting and feel of this area. It is unreasonable to believe that this large area of diverse use and ownership could be maintained in a static state or that the resources could be protected from further redevelopment, except for the Archeological Site.

The Archeological Site is located on a busy city block. Traffic in the area is mostly day use following typical business hours. St. John’s Hospital receives high volumes of day use in the parking lot adjacent to the site. The Archeological Site is located within the Badlands Riot Area, and the same potential threats from development and redevelopment apply.

Construction of the City of Springfield’s rail system began in 1838, and the track that runs through the study area was most likely constructed between 1849 and 1853 (Mansberger and Stratton 2016). Although railroad traffic would have occurred in 1908, the number and

length of trains passing daily has increased substantially over the years. The railroad creates a significant noise level that could impact visitor experience at the site. Potential ways to mitigate the noise levels include high walls and, possibly, modifications to new infrastructure such as soundproof walls and windows. Barriers will need to be installed to keep visitors away from the railroad crossing. The underpass scheduled for construction in 2023 will include a walkway under the railroad, keeping visitors away from the tracks and reducing vehicle congestion at railroad crossings. These changes, however, could also impact the feel of the site and further remove it from its historical context.

During the public outreach process, a few commenters pointed out the presence of an indigent and homeless population in the area and the possibility that it could present uncomfortable situations for visitors. The full public outreach summary is in chapter 4. The City of Springfield 2020–2024 Consolidated Plan designates addressing homelessness as a high priority within their strategic plan and has a goal of allocating available resources to the needs of the homeless. In addition, vandalism was also reported as a concern. Both issues are typical for a city such as Springfield and does not present a greater risk here than in other communities neighboring national park units. These threats could be reasonably mitigated by additional security and having a consistent staff presence at the site.

## **Public Access and the Potential for Education and Interpretation**

### **Public Access**

Springfield is in Sangamon County and is the capital of Illinois. The city is the sixth largest in Illinois, as well as the largest city in the central part of the state. The properties within the study boundary are within the downtown area where shops and restaurants are present and commercial businesses are spread throughout the city.

The closest major airport is Abraham Lincoln Capital Airport on the north end of Springfield, approximately 4 miles from the Archeological Site. St. Louis Lambert International Airport is approximately 100 miles from the downtown area along Interstate 55. Springfield is regionally connected along the Amtrack Illinois and Missouri Route, and public transit is prominent around the city, with several stops near the Archeological Site. The downtown area is easily navigated by pedestrians; however, the streets bordering the Archeological Site have higher volumes of traffic, including the railroad crossing, that require pedestrians to use caution.

The City of Springfield is leading the Springfield Railroad Improvement Project in cooperation with Sangamon County and the Illinois Department of Transportation. The city estimates that by 2030, an additional 35 to 40 trains may pass through the city each day because of heightened railroad activity. The intent of the project is to improve public safety, community livability, and commercial activity (Springfield Railroad Improvement Project 2022). As part of the larger Springfield Rail Improvement Project, the Carpenter Street underpass project will take place in between the Archeological Sites. The project will provide a designated pedestrian walkway at the front of the Archeological Site, making it safe for pedestrians and better connecting both Archeological Sites to one another. As illustrated in figure 22, the pedestrian walkway will be situated next to the roadway as part of

the underpass, and the railroad will run above so that it does not interfere with traffic and pedestrians.



FIGURE 22. CARPENTER STREET UNDERPASS, SPRINGFIELD RAIL IMPROVEMENT PROJECT

While the Archeological Site isn't currently open for visitors, on-street parking is available for personal vehicles along nearby city streets. If the smaller boundary is designated, parking may be possible through agreements with nearby businesses. If the larger boundary is designated, there is adequate space for development of visitor parking as part of the site.

### **Potential for Public Education and Interpretation**

A variety of existing NPS-led and non-NPS visitor opportunities for education and interpretation about the 1908 Springfield Race Riot, as well as additional history. Springfield is best known for being home to Abraham Lincoln. The National Park Service manages Lincoln Home National Historic Site. The park offers a guided tour of Lincoln's home and opportunities to explore outdoor exhibits and get acquainted with daily life as it was in the 1860s.

A self-guided walking tour developed by the National Park Service identifies locations associated with the 1908 Springfield Race Riot. The tour provides a printed or digital map to visitors free of charge. Visitors can navigate to each of the markers on their own by foot, bicycle, or private vehicle. Many of the sites are no longer extant; however, the tour marks the location and provides visitors with a description of the event and an inspirational or reflective quote to reflect on the events.

The community developed a few sites to educate the public on the events and as a tribute to the victims. A permanent exhibit is available at the Springfield and Central Illinois African American History Museum and a permanent educational wall exhibit is inside the St. John's Women's and Children's Clinic, both dedicated to the 1908 race riot. During the public engagement process (chapter 4), respondents suggested having the Archeological Site serve as a centralized site to preserve and interpret the history. Several commenters noted that the

1908 race riot is not shared as widely as it should be, and that they would like to see additional opportunities to educate youth about the riot. Public commenters suggested offering field trips for school age children throughout Central Illinois to educate students about the riot.

As previous NPS studies and independent reports have noted, there are limited sites and resources specifically dedicated to preserving and interpreting themes of racial violence for public understanding (DOI 2022b). The site can potentially preserve home foundations as a remembrance of the events, provide on-site interpretation, and partner with the local community in continuing to build stewardship for future generations.

The National Park Service concludes that adequate access to the site exists and that the Archeological Site, paired with the history of the riot, present adequate public enjoyment potential for a positive visitor experience.

## **Public Support**

The National Park Service conducted civic engagement to inform the special resource study and assess public support for establishing a national park unit in Springfield, Illinois. The National Park Service met with representatives from the City of Springfield, Hospital Sisters Health System, and the NAACP on several occasions to discuss this study and seek their feedback. The civic engagement process allowed the team to inform the public about the special resource study process.

The National Park Service conducted a 30-day comment period and extended an additional week at the request of local organizations. Comments were received by e-mail and through the project's page on the NPS Planning, Environment and Public Comment (PEPC) website. The National Park Service hosted one in-person public meeting in August 2022 at the NAACP office in Springfield, Illinois, where approximately 100 participants of the public, representatives of elected officials, representatives of local community organizations, NAACP members, the mayor of Springfield, Hospital Sisters Health System, and the great-grandson of Ida B. Wells-Barnett attended, all expressing support for the special resource study and a designation of a new national park unit. Several organizations included the Springfield Urban League; the American Civil Liberties Union; Prince Hall Masons of Central Lodge #3; Black Lives Matter Springfield; the Springfield and Central Illinois African American History Museum; Route History; the Jewish Federation of Springfield; the Sierra Club; fraternity alumni from Kappa Alpha Psi, Phi Beta Sigma, and Alpha Phi Alpha; and other organizations. During the meeting, private citizens and organizations shared personal stories and reflections from when they learned about the site and the 1908 Springfield Race Riot.

During the public comment period, the National Park Service received approximately 5,500 comments from individuals or organizations on the special resource study. Approximately 80 correspondences were received through the online platform and by e-mail. The National Park Service received 1,096 letters from the Sierra Club expressing support of a potential designation and approximately 4,300 signatures on a letter of support received from

individuals identifying as Black clergy and Black church leaders across the nation in support of a potential designation.

Almost unanimous support was received for the designation of the site as a national park unit. Commenters mentioned that the local community has done a good job in encouraging protection of the site; however, the National Park Service would assure its preservation into perpetuity by protecting the important story of the site. Commenters described the potential efficiency for effective management of the site with Lincoln Home National Historic Site, located nearby in Springfield. Commenters also shared the positive contributions of the local community and the organizations that currently protect and tell the story, sharing that several opportunities exist for partnership. In addition to the outpouring of support for a designation of a new national park unit, the public also showed support for the proposed memorial. Many community members see the memorial as a large part of any future designation. The National Park Service worked to manage expectations and share potential NPS limitations related to construction of the memorial.

Out of the 5,500 comments, two opposed a potential designation encouraging the National Park Service to focus on memorializing positive Black history rather than painful events. There was mention that the perpetrators of the riot weren't held accountable, and the federal government should not memorialize their actions. The focus should be on coming together as one.

Several commenters were supportive of preserving the site to commemorate the 1908 Springfield Race Riot and the founding of the NAACP, as well as telling the story of the events that occurred during the riot. These commenters said preserving the site would show both the story of trauma and pain and a story of hope with the founding of the NAACP. The public shared that creating a dialogue and educating the public about the riot would acknowledge this part of American history and create a step toward healing for both the local community and the nation.

The Lincoln Presidential Foundation currently supports Lincoln Home National Historic Site and has expressed written interest in the Springfield race riot story and its connection to Abraham Lincoln. The letter discussed that Ida B. Wells-Barnett made a point of noting that the murders occurred “under the shadow of Abraham Lincoln’s tomb” and that the establishment of the NAACP was timed to coincide with the centennial of Abraham Lincoln’s birth in 1909. The foundation further stated that these historical connections offer important lessons for our democracy.

The public placed high value on the designation of a national park unit as a step forward in the advancement of interpreting events of social injustice. The local community shared during the public meeting that it is important to be able to safely access the site from both the east and west side of town, adding to the symbolism of the Archeological Site being located on both sides of the railroad track and along Reconciliation Way. Eleventh Street is considered by some in the community to be the dividing line segregating a lower income part of the community. In commemoration of the 1908 Springfield Race Riot, the city named 11th Street as honorary Reconciliation Way in 2008. For a full summary of civic engagement, see chapter 4.

In addition to public comments, in 2019, 2021, and 2023, Senators Tammy Duckworth and Dick Durbin showed and cited bipartisan support for the designation of a new national park unit and introduced the 1908 Springfield Race Riot National Monument Act in an effort to designate the site as a national park unit. The potential boundary varied slightly each time the legislation was introduced; however, it consistently includes the Archeological Site. The potential legislation was endorsed by the NAACP, the Sierra Club, Abraham Lincoln Presidential Library and Museum, and the Springfield and Central Illinois African American History Museum.

Civic engagement for this study has demonstrated overall support for the potential designation of the Archeological Site. The City of Springfield and Hospital Sisters Health System, property owners of the Archeological Site, have clearly expressed their desire and have provided written intentions to donate the two land parcels where the Archeological Site is located in support of a new national park unit designation. Several organizations, elected officials, and community members have expressed support.

### **Economic and Socioeconomic Impacts**

The economic benefits of national parks are well established, as the National Park Service preserves unique resources for the enjoyment of future generations. Nationwide, visitors to NPS lands purchase goods and services in local gateway regions, and these expenditures generate and support economic activity within those local economies. Such visitor spending is far-reaching, directly affecting sectors such as lodging, restaurants, retail, recreation industries, and transportation. The 2021 NPS Visitor Spending Effects Report analyzes and presents an estimated amount of annual dollars that visitors spend in gateway economies across the country. The model uses information from visitor survey data, visitation data, and regional economic multipliers to generate estimates for visitor spending and economic contributions. The report showed that park visitors spent an estimated \$20.5 billion in local gateway regions while visiting NPS lands in 2021. These expenditures supported an estimated 323,000 jobs, \$14.6 billion in labor income, and \$42.5 billion in economic output to the national economy (NPS 2022a).

In 2021, the State of Illinois welcomed a total of 90,000 park visitors to their national parks, which resulted in an estimate \$6.1 million spent in local gateway regions. These expenditures supported a total of 81 jobs, \$3.7 million in labor income, and \$9.8 million in economic output in the Illinois economy.

The population of Springfield is approximately 113,394 in 2021 (US Census 2022). The demographics of Springfield include diverse backgrounds and economic status. At present, the economic impact of a new unit of the national park system on the local area is uncertain but is projected to be modest. Social and economic impacts of an NPS unit designation would vary, depending on the size and scope of the new park, management approach, staffing levels, and especially visitation. Any impacts would accumulate over time as a new unit became better established within the national park system. Economic impacts correlate directly with the number of visitors to a site. Designation of a new unit would likely result in some increased spending in local restaurants, hotels, and retail establishments, and these purchases would generate tax revenues. The economic impact of this visitor spending in a

city such as Springfield would not be dramatic and probably be unnoticed. To determine the estimated visitation of the Archeological Site under NPS management, visitation statistics were analyzed for three established NPS reference sites that shared similarities in geographic proximity or resource type: African Burial Ground National Monument, Lincoln Home National Historic Site, and Martin Luther King, Jr. National Historical Park.

Over the most recent 10-year period (2012–2021), African Burial Ground National Monument in New York, New York, reported an average of 48,000 visitors annually (NPS 2022b). Over the most recent 10-year period (2012–2021), Lincoln Home National Historic Site in Springfield, Illinois, reported an average of 194,000 visitors annually (NPS 2022a). Over the most recent 10-year period (2012–2021), Martin Luther King, Jr. National Historical Park in Atlanta, Georgia, reported an average of 553,000 visitors annually (NPS 2022a). Based on the average visitation at these three units, visitation at the Archeological Site could range from 48,000 to 553,000 visitors annually; however, with the proximity of Lincoln Home National Historical Site, visitation will likely be similar, with approximately 194,000 visitors annually.

Typically, the establishment of a new NPS unit will involve the construction of some new visitor and administrative facilities. These construction activities would provide a modest and temporary economic benefit in the form of worker spending or local jobs. A new park would also require staff to operate facilities and care for the grounds. Presumably, some employees could be sourced from the local area, though job creation would likely be minimal, particularly when compared to larger units of the national park system. While the impact on the local economy is uncertain, socioeconomic factors would not preclude the designation of a new unit of the national park system. Designation is not expected to result in negative economic impacts, as minimal land and other resources would be diverted from their existing uses to establish the site as a national park unit. The site would likely generate a minimal economic benefit in accommodations, food services, and retail trade used by site visitors. The overall economic impact of designation to nearby communities would likely be slight.

### **Costs and Budgetary Feasibility**

Since the National Park Service has a legislated mandate to conserve resources unimpaired for public enjoyment, the park units it manages would presumably continue indefinitely into the future. However, designation of a new unit of national park system does not automatically guarantee that funding or staffing to administer that new unit would be appropriated by Congress. Any newly designated national park unit would have to compete with the more than 400 existing park units for limited funding and resources within a current fiscally constrained environment. Study areas that may be nationally significant, suitable, and technically feasible for designation as a new park unit may not be feasible in light of current budget constraints, competing needs across the entire agency, and the existing NPS deferred maintenance backlog.

In a special resource study, analysis of feasibility provides an initial opportunity to understand the magnitude of costs required for acquiring park lands and establishing park operations. The full costs to acquire and sustain the site as a unit of the national park system

are not known at present and would be affected by the level of visitation, requirements for resource preservation, and the desired level of facility development. Projects that would be both technically possible and desirable to accomplish for the new park may not be feasible in light of current budgetary constraints noted above. While the estimated costs of acquisition, development, and operations associated with the site would be modest in comparison to larger units of the national park system, any new expenditures would need to be carefully weighed in the context of the agency's existing maintenance backlog and other fiscal constraints and in terms of potential future visitation.

The feasibility evaluation consists of two potential boundary options for the Archeological Site under a potential new national park designation, as follows:

**Option 1** includes a smaller boundary that includes the Archeological Site located between 9th and 11th Streets on East Madison Street. This option only includes the two land parcels that make up the Archeological Site, which includes adequate space for resource protection. This evaluation assumes that no infrastructure would be built under option 1. The site has limited space and would rely on publicly available city parking.

**Option 2** includes a larger boundary that comprises additional land adjacent to the Archeological Site on both sides of the railroad tracks and potentially the city-owned land parcel to the southeast, across Madison Avenue. This option allows for additional space for protecting resources of the Archeological Site where visitor facilities, parking, and minimal administrative offices could be accommodated. This option also provides additional space to avoid building new infrastructure on top of the Archeological Site.

Under both options, there are potential opportunities for the National Park Service to partner with nonfederal curation facilities; however, that would be determined under management of the potential national park unit. The Illinois Executive Mansion is not included in the potential boundary, and it is unlikely that management would change in the future. Firehouse No. 5 is not part of the potential boundary. If changes to current management occurred in the future and a new possibility arose to include this site as part of a potential national park unit, the property would need to be further evaluated. Option 1 and option 2 are further described in the cost evaluation below for acquisition, development, and annual operating costs.

### **Acquisition Costs**

National Park Service acquisition of privately owned properties would only occur through donation or a willing seller for the appraised fair market value. At the time of the study, both the City of Springfield and Hospital Sisters Health System have provided written intent to donate the land parcels that contain the Archeological Site to the National Park Service. The southeastern parcel is also owned by the City of Springfield and would provide for additional protection of resources and visitor facilities. Conversations between the National Park Service and the City of Springfield indicate that the city would likely donate the southeast land parcel due to strong support of the establishment of a national park unit. The expected land acquisition costs are zero for both option 1 and option 2 boundaries; however, with any donation, the National Park Service would incur expenses from conducting full title searches/insurance, real estate appraisals, and preparing a legislative

map of the property (see Figure 21 for the potential boundary configurations). In addition, the National Park Service would be required to complete a pre-acquisition environmental site assessment before acquisition to determine the likelihood of the presence and extent of hazardous substances and potential environmental liability. Any future land acquisitions would need to consider larger agencywide and regional priorities for purchasing new park lands. The establishment of a new national park unit by Congress does not guarantee funding or the purchase of lands, and any improvements would require further cost analysis and planning.

### **Development Costs**

Development or initial construction costs of additions to the national park system vary widely, depending on the existing and desired conditions of the facilities. New national park units and additions frequently require investment of time and money to inventory and document resources in the unit, develop management or treatment plans for those resources, develop educational and interpretive materials, and develop and improve facilities for visitors and park operations, including facilities that would meet legislative requirements for accessibility. In its current state, the Archeological Site is preserved underground, and no additional structures are present. The site would require the development of a parking area and minimal visitor facilities, such as a restroom or possibly a small visitor center, to operate as a potential unit of the national park system. The site is not currently accessible to visitors and does not have active interpretation. If a new national park unit was established, interpretation and education materials would need to be developed, including wayside exhibits and new signage for both the interior and exterior.

As previously mentioned, the community has been working on the design of a memorial to be placed at the Archeological Site. The NAACP and the City of Springfield have contracted with Hanson Professional Services Inc. to design a 1908 Springfield Race Riot memorial, including historic interpretive panels for education and a space to reflect and pay tribute to victims of the riot. The memorial is estimated to cost \$6.4 million for construction and \$320,000 for annual maintenance. It is not assumed that the National Park Service would provide this funding, but that partners would fundraise, construct, and maintain the memorial.

Development costs would range based on the amount of land donated as part of the potential national park unit. Under both option 1 and option 2, wayside exhibits, a security system, and a phone system would be required as one-time costs. Under the smaller potential boundary, there would not be facility development as part of the site. Interpretive wayside signage and wayside exhibits would be constructed, as well as minimal interpretation of the site. The site would not have on-site visitor facilities or visitor parking. Under the larger boundary (option 2), where the site would extend to the additional city-owned parcel across Madison Avenue in the southeast corner, allowing for more comprehensive protection of the resources, additional space exists for a visitor contact station, including restrooms, visitor parking, and interpretive signage and wayside exhibits. These development costs were estimated using recent comparable existing national park units. The visitor contact station would allow for interpretation of the site and minimal NPS administrative offices. The additional space could be configured in a way to accommodate

school bus use. Option 2 would also require demolition of the existing 15,000-square-foot building to construct a visitor contact station and parking lot. These costs are outlined in Table 1 below for options 1 and 2.

**Table 1. Development Costs for Archeological Site**

<b>Description</b>	<b>Square Footage</b>	<b>Option 1 Smaller Boundary</b>	<b>Option 2 Larger Boundary</b>
Visitor contact station	1,500 square feet	–	\$3,063,000
Parking lot	20 spaces	–	\$183,000
Demolition of existing structures (southeast land parcel)	–	–	\$200,000
Wayside exhibits	–	\$275,000	\$275,000
Security systems	–	\$48,000	\$48,000
Phone systems	–	\$40,000	\$40,000
<b>Total</b>		<b>\$363,000</b>	<b>\$3,809,000</b>

### **Operating Costs**

Operating costs vary widely among units of the national park system, depending on the types and quantities of resources managed, the number of visitors, the level of programs offered, safety and security issues, and many other factors. Lincoln Home National Historic Site is within 1 mile of the Archeological Site. Public comments mentioned the proximity of this national park unit and the efficiencies that would be present with an established park unit in the same city. Lincoln Home National Historic Site was established in 1971 to preserve the home of President Abraham Lincoln. The park preserves and manages unimpaired the natural and cultural resources and values of the historic Lincoln Home and surrounding four-block neighborhood for the enjoyment, education, and inspiration of this and future generations. The Lincoln Home has 27 full-time employees and an annual operating budget of \$3,098,000 (DOI 2022a). The proximity to the Archeological Site would allow for a reasonable cost savings, making it reasonable for the Lincoln Home National Historic Site to support management of the Archeological Site. A potential designation of the Archeological Site would require full-time staff, including interpreters, a curator, and law enforcement, which would correspond to the size of the boundary and depend on the timing of construction of the proposed memorial. Staffing costs include employee benefits in addition to the full-time salary. Operating costs are further estimated for option 1 and option 2 below and are considered in addition to the current staff and operating budget of Lincoln Home National Historic Site.

**Option 1** – Lower staffing levels would be needed to support park operations. Until the memorial is built, a decreased NPS staff presence would be necessary for which approximately two GS-7 interpreters would be dedicated to offering tours and interpreting the resources. Under this option, those two positions are estimated to be approximately \$145,000 per year. When the memorial is built, two additional GS-7 interpreters/rangers would be necessary for an additional \$145,000 per year to ensure the memorial is adequately

maintained and for additional visitor opportunities. A total of four GS-7 interpreter/rangers is estimated to be \$290,000 annually.

**Option 2** – Higher staffing levels would be needed to support park operations. Under the larger boundary, an additional NPS staff presence would be necessary to allow for additional visitor opportunities where it would require operation of the visitor contact station and parking, interpretation, law enforcement rangers, and maintenance staff. These positions are estimated to include one maintenance position (GS-5), three interpretive rangers (GS-7), an education specialist (GS-9), and an employee to serve as a partnership coordinator and building manager (GS-9/11). These positions are estimated to be approximately \$470,000 annually.

As discussed above, the City of Springfield, the NAACP, and Hanson Professional Services Inc. have designed a 1908 Springfield Race Riot memorial to be placed on the land parcel donated by Hospital Sisters Health System. These partners are in the process of securing funding for the memorial. The memorial would include lighting, paved parking, aluminum panels, sculptures, interpretive panels and other elements, irrigation and landscaping, benches, and regulatory signage. If the memorial is built by the partners before a potential national park unit designation and donated to the National Park Service, the National Park Service would be required to support ongoing life cycle maintenance of the infrastructure and landscape. These annual costs are estimated at approximately 5% of the \$6.4 million cost of construction, which yields \$320,000 per year in annual maintenance costs.

If a visitor contact station and parking lot facilities are built at the site, as described under the estimated development costs above, they will require annual operation and maintenance, which is estimated to be \$36,000 for a visitor contact station and \$4,950 for a parking lot, determined through total cost of facility ownership. Table 2 outlines the estimated annual operation and maintenance costs for the Archeological Site.

**Table 2. Annual Operating Costs for Archeological Site**

<b>Description</b>	<b>Option 1 Smaller Boundary (without memorial)</b>	<b>Option 1 Smaller Boundary (with memorial)</b>	<b>Option 2 Larger Boundary</b>
Visitor contact station	–	–	\$36,000
Parking lot	–	–	\$4,950
Memorial	–	\$320,000	\$320,000
Staff without memorial	\$145,000	\$290,000	\$470,000
<b>Total</b>	<b>\$145,000</b>	<b>\$610,000</b>	<b>\$830,950</b>

### **Partnerships**

If the Archeological Site were designated a national park unit, the National Park Service could pursue partnership opportunities for support from the NAACP, the City of Springfield, and Hospital Sisters Health System. The NAACP has advocated in many ways to support the designation of a new national park unit and has expressed commitment to serving as a partner to the National Park Service. Both the NAACP Springfield and the national NAACP have written letters of support, been involved through excavations, and

been in contact with descendants of the riot victims. Although Firehouse No. 5 is not part of the potential boundary, the owners expressed support of a new national park designation of the Archeological Site. The property owner expressed a willingness for future partnerships to preserve the history and share the connection of the firehouse to the Archeological Site. During the public comment period, several organizations showed strong support and mentioned the need for and commitment to building strong partnerships in the future to support the site under a potential new national park designation.

The National Park Service concludes that the estimated costs of acquisition, development, and operations would be modest in comparison to larger units of the national park system. Owners of the Archeological Site intend to donate property, reducing or eliminating the cost of acquisition. Under a potential designation, the National Park Service has two clearly defined options to consider that adequately protect resources and allow for visitor enjoyment.

### **Conclusion: Summary of Feasibility Evaluation**

The Archeological Site meets all the factors considered under the analysis of feasibility. The site is of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment. The Archeological Site (and potentially adjacent parcels) presents a boundary that would be reasonable for future development, operation, and maintenance of a national park unit, in partnership with neighboring owners and community organizations. Property owners and the public have demonstrated strong support for a potential designation, including the intent to donate property for this purpose. Current land ownership patterns, economic and socioeconomic impacts, and potential threats to the resources do not appear to preclude the Archeological Site from potentially becoming a new unit of the national park system.

As outlined in the two management options, the site could operate with minimal infrastructure and staff; however, for additional protection of resources and additional visitor opportunities, the site may benefit from new infrastructure to support visitation and to meet the standards of a national park system unit. The NAACP's desire to construct a memorial on this site would need to be further evaluated to consider any impacts to resources and any future construction and maintenance costs that would be borne by the federal government. The NAACP, Hospital Sisters Health System, the City of Springfield, and other local organizations are willing to develop partnerships in support of the site, increasing the feasibility of any future NPS management.

## **EVALUATION OF THE NEED FOR DIRECT NPS MANAGEMENT**

### **Need for Direct NPS Management Criterion**

The fourth criterion in the special resource study evaluation process addresses whether the study area requires direct management by the National Park Service instead of protection by another public agency or the private sector. National Park Service *Management Policies 2006* (section 1.3.4) further requires direct NPS management not only to be needed but that its

management be “the clearly superior alternative.” Inclusion in the national park system would provide a study area with the stewardship mandate, defined in the NPS Organic Act,

... which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations, ...

A need for direct NPS management may exist if current or potential management entities cannot provide opportunities for resource stewardship or public enjoyment. Unless direct NPS management is identified as the clearly superior alternative, the National Park Service recommends other existing organizations or agencies continue resource management responsibilities, and the study area is not recommended for inclusion as a new unit of the national park system.

In the context of a special resource study, “direct NPS management” means the National Park Service owns or manages lands within an authorized park boundary and has lead responsibility for park operations, resource protection, and visitor services. This level of management provides NPS sites with a dual mandate of resource preservation while providing opportunities for visitor enjoyment. “Clearly superior” is understood to mean that the National Park Service would provide optimal resource protection and visitor opportunities when compared to current management or other management scenarios. In this section, management by public and private entities is evaluated to determine if these entities can effectively and efficiently provide long-term resource protection and visitor services or if direct NPS management is the clearly superior option. The Archeological Site was found to meet SRS criteria 1, 2, and 3 in the previous sections and is analyzed below.

### **Summary of Existing Management**

The Archeological Site is owned by the City of Springfield. Under current ownership, the site has had two archeological investigations where artifacts have been recovered and stored. Interpretive signage was developed and installed during these investigations, and there have been opportunities for public viewing. The Archeological Site is not currently open to the public; however, a few visitors stop by informally when work is in progress at the site. No additional excavations were scheduled at the time of the study, so the site is covered. The artifacts found at the site are currently in the possession of Fever River Research, the cultural resource management firm that conducted the archeological excavation, and per agreement, will be turned over to the Illinois State Museum for permanent curation.

Lincoln Home National Historic Site does not currently provide any direct support of the Archeological Site. However, the park provides brochures to visitors, who can independently follow the 1908 Springfield Race Riot walking tour and see waysides at specific sites that interpret events of the riot. Local government and private organizations support several waysides throughout the city; however, they do not currently coordinate with one another.

An NPS assessment of the Archeological Site concluded that the reburied structural remains are adequately protected; however, financial support for long-term preservation is lacking.

The site has no active interpretation or visitor facilities. Hospital Sisters Health System and the city have expressed their willingness to donate the land parcels and recommend the National Park Service as the most appropriate management agency to protect and interpret the site into perpetuity. During civic engagement, the public and local and national organizations expressed strong support for designating a national park unit that tells this story on a national scale.

Firehouse No. 5 is currently managed by the Prince Hall Masons of Central Lodge #3, who do not wish for their property to be part of a new national park unit. The owners are currently managing the site as a private venue and are actively working to maintain the historic integrity of the structure and partner with agencies to interpret the story of the 1908 Springfield Race Riot.

Hospital Sisters Health System has indicated that active interpretation or preservation of the site is outside of their mission as an operating hospital. If existing management continued, it is likely the hospital would donate the property to the City of Springfield. The City of Springfield has stated they have limited resources for interpretation and preservation of the site and would prefer to partner with and donate the site to the National Park Service. The NAACP has a strong interest in the site but does not currently own the property and has expressed that it has limited resources for interpretation and resource protection and limited financial capacity to maintain the site into the future.

### **Need for Direct NPS Management Finding**

Based on the analysis of existing management of the Archeological Site, direct NPS management of the site is necessary to ensure long-term protection of resources. Given the challenges from current landowners to manage and operate the site, NPS management would be a superior alternative to provide a more cohesive management approach that includes interpretation and visitor opportunities. Landowners, the public, and local community organizations have expressed strong support for designation of a new national park unit and NPS management of the Archeological Site.

Completion and transmittal of the study does not guarantee establishment of a unit of the national park system or future funding for any NPS actions.

## **NPS Management Alternatives**

During the study process, the National Park Service considered a range of management alternatives to help better understand the potential costs associated with administering the study area as a new unit of the national park system and to help identify the most efficient and effective method for protecting significant resources and providing for public enjoyment. Management alternatives presented in a special resource study build off the findings of national significance, suitability, and feasibility and present a management approach different from current management. Any management scenario included in a special resource study is considered a theoretical management strategy. Cost estimates included within a special resource study's feasibility evaluation or alternatives for management are preliminary and would be further developed as part of future planning documents or construction/development projects if the study area were to be owned or managed by the National Park Service. If the study area were to become a unit of the national park system, future NPS planning documents, such as a general management plan, would provide guidance on how the area would be administered and developed. In the event of designation, future management may or may not reflect the potential management alternatives presented in this study.

Management alternatives are based only on the potential boundary for the Archeological Site in which option 1 presents a smaller boundary and option 2 presents a larger boundary. Both options allow for adequate resource protection, but the visitor opportunities could be different under each option (see Figure 21 for the potential boundary configurations). In addition to these alternatives, the National Park Service realizes that other variations of the boundary are possible.

**Option 1** – This option includes a smaller boundary that includes the two land parcels that make up the Archeological Site, located between 9th and 11th Streets on East Madison Street. This option is considered the smallest boundary for a potential national park unit designation that would provide adequate resource protection of the Archeological Site by preserving the archeological remains underground and providing visitor services on top of the archeological site. It is assumed that no infrastructure would be built under option 1. The site has limited space and would rely on publicly available city parking. This option allows for a small access easement but no dedicated visitor parking or restrooms. Lower staffing levels would be needed to support park operations.

**Option 2** – This option is a slightly larger boundary that includes additional lands adjacent to option 1 currently used for parking and potentially the land parcel to the southeast of the Archeological Site. This boundary would allow for resource protection of the Archeological Site by preserving the archeological remains and would allow for additional space for visitor parking and related services such as restrooms and visitor contact facilities. This larger boundary would allow for more extensive preservation of the Archeological Site by avoiding services and facilities near the site. The site would have new infrastructure to support visitor services, which would include a visitor contact station and on-site parking. Higher staffing levels would be needed to support park operations.

Both the smaller and larger boundary provide adequate size and configuration where the National Park Service could reasonably manage the site and meet resource protection and visitor experience objectives. In addition, there is a high potential for partnerships, which may be a factor in the level to which additional visitor services can be provided. The larger boundary or a similar variation would likely be the most effective and efficient alternative if the site was managed in a collaborative manner with a robust group of partners. In this case, the expanded area would allow for a wider range of visitor experiences and services. A smaller boundary would likely be the most effective and efficient alternative if partnerships were less viable or if it was determined that most visitor services and experiences could be addressed off-site.

Under a potential new national park designation, staff would be required to operate the site to provide for resource protection and visitor opportunities. There could be opportunities for management support and technical assistance from the nearby Lincoln Home National Historic Site. However, a staffing increase would be necessary to support the duties needed to properly maintain a new national park unit. The staffing increase could occur by adding staff to an existing park’s interpretation, facilities, or resource management staff. One benefit of operating a new unit of the national park system under the administration of an established park unit is shared administration, interpretation, resource management, and existing partnerships. Adding site management duties to an existing administrative officer position would minimize additional full-time employees and provide cost sharing between units. Table 3 summarizes the development costs and annual operation and maintenance costs.

**Table 3. Summary of Development, Operation, and Maintenance Costs under Two Options**

<b>Description</b>	<b>Option 1 Smaller Boundary (without memorial)</b>	<b>Option 1 Smaller Boundary (with memorial)</b>	<b>Option 2 Larger Boundary</b>
Development costs	\$363,000	\$363,000	\$3,809,000
Annual operation and maintenance costs	\$145,000	\$610,000	\$830,950

### **Potential Partners and Roles**

While it is assumed that the National Park Service would be the primary entity responsible for resource protection, land management, and interpretive activities under a direct NPS management scenario, the agency is always interested in cultivating relationships with partners to help support the NPS mission. Existing site partners and landowners may potentially support research and interpretation activities at the site and provide additional fundraising and volunteer support.

Strong community support demonstrates a high potential for partnerships in support of the site. Potentially, the NAACP could provide support in the form of generating additional local and national interest, park promotion, advocacy, and fundraising assistance. This organization has previously hosted and advocated for protection of the site. Similarly, other local community organizations could likely provide support through their network of members and fundraising efforts.

The National Park Service could partner with nonfederal curation facilities for the curation and exhibition of artifact collections. Any agreement or decision on the most appropriate place for the collection would be decided upon if a new national park unit were designated. A potential arrangement would meet the agencywide curation goal of combining federal repositories and using existing facilities that meet NPS curation standards. The National Park Service could incur additional cost depending on the agreement. Future NPS planning efforts, such as a loan agreement, could formalize these relationships and activities.

### **Special Resource Study Findings and Conclusion**

This study concludes that the Archeological Site meets all four criteria to be considered for inclusion in the national park system. The landowners, the NAACP, and local community organizations have expressed strong support for a national park designation and for future partnerships with the National Park Service. The National Park Service evaluated two management options that can be reasonably fulfilled—a small footprint and a larger footprint. The study concludes in a positive finding for all four SRS criteria. The findings for each criterion follow:

- **National Significance** – The special resource study concludes the 1908 Springfield Race Riot, and specifically the Archeological Site, meets national significance.
- **Suitability** – The special resource study concludes the 1908 Springfield Race Riot, and specifically the Archeological Site, is a suitable addition to the national park system.
- **Feasibility** – The special resource study concludes the Archeological Site is feasible for NPS management as outlined in two potential options.
- **Direct NPS Management** – The special resource study concludes the Archeological Site has a direct need for direct NPS management.

### **OTHER OPPORTUNITIES FOR PRESERVATION**

The National Park Service recognizes that, beyond the findings of this study, there is strong public support and many potential opportunities for enhancing the interpretation and preservation of the resources evaluated in this study. These opportunities could be pursued by property owners and local advocates independently of a national park unit designation.

Owners of sites that are significant for African American civil rights, as well as many more related sites, can apply to participate in the African American Civil Rights Grants Program, which is funded by the NPS Historic Preservation Fund. Additionally, the NPS African American Civil Rights Network encompasses properties, facilities, and interpretive programs that present a comprehensive narrative of the people, places, and events associated with the African American civil rights movement in the United States. Other civil rights properties may also qualify for grant opportunities from the NPS Underrepresented Community Grant Program, which provides funding to support the identification, planning, and development of nominations for designation of national historic landmarks to increase representation of Black, indigenous, and other communities of color.

Additionally, properties that meet the SRS criteria for national significance and suitability criteria might qualify for recognition as an NPS affiliated area. Affiliated areas can be established legislatively by Congress or through administrative action by the Secretary of the Interior under the authority of the Historic Sites Act of 1935 (54 USC 320101 et seq.). Affiliated areas are not national park units but are typically owned and administered primarily by nonfederal entities.

Federal funding for affiliated areas varies on a site-by-site basis. Historically, Congress has authorized federal funding for some affiliated areas in enabling legislation or through the annual appropriations process. However, under the Historic Sites Act, as amended, an administratively designated site (i.e., affiliated areas designated by the Secretary of the Interior) may not receive federal funding unless Congress specifically appropriates funding for that site. In some of those cases, affiliated areas receive no federal funding but may receive technical assistance from National Park Service (Congressional Research Service 2019).

To be eligible for affiliated area designation, proposed areas must (1) meet the same standards for significance and suitability that apply to units of the national park system; (2) require some special recognition or technical assistance beyond what is available through existing NPS programs; (3) be managed in accordance with the policies and standards that apply to units of the system; and (4) be assured of sustained resource protection, as documented in a formal agreement between the service and the nonfederal management entity. Such a designation would recognize the national significance of an individual site and could provide a venue for continued NPS engagement and support of a property owner's long-term stewardship of a site. All the resources that meet SRS criteria 1 and 2 for national significance and suitability in this study, including sites that do not meet criterion 4 for feasibility, could be considered for affiliated area designation.

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## **CHAPTER 4: PUBLIC OUTREACH**

### **OVERVIEW OF CIVIC ENGAGEMENT**

Section 100507 of the title 54 United States Code requires that each special resource study “shall be prepared with appropriate opportunity for public involvement, including at least one public meeting in the vicinity of the study, and after reasonable efforts to notify potential affected landowners and State and local governments.” The National Park Service (NPS) made a diligent effort to engage interested and affected individuals, groups, and agencies during the preparation of this study through an in-person public meeting and public comment period.

The National Park Service, in partnership with the Springfield NAACP, the City of Springfield, and Hospital Sisters Health System, planned and conducted outreach to the public to share information about the special resource study process and collect information that would inform the findings of the study. The National Park Service solicited public input on a variety of topics, including current management of the study area and ideas for future resource protection and visitor enjoyment. This civic engagement also helped the National Park Service assess the level of local support for adding the site to the national park system.

### **NOTIFYING THE PUBLIC**

The National Park Service initiated the special resource study of the 1908 Springfield Race Riot in Springfield, Illinois, in spring 2022. In the initial steps of the process, the National Park Service gathered information regarding the site and met with key stakeholders. In August 2022, the National Park Service initiated a civic engagement process to inform the special resource study. During the civic engagement process, the National Park Service solicited feedback from the public through a newsletter, the project website, and an in-person public meeting, which was advertised through the project website and a press release in local and regional media. A project website was created on the Planning, Environment, and Public Comment (PEPC) website (<https://parkplanning.nps.gov/springfieldsrs>) to share project updates, provide information regarding the public meeting, and collect public comments.

The National Park Service coordinated with the NAACP, the City of Springfield, and Hospital Sisters Health System to share the upcoming public meeting and encourage the public to respond during the public comment period. In addition to the public meeting, the National Park Service conducted site visits of the study area, where individuals and organizations participated in and supported the process.

### **PUBLIC INFORMATION MEETING**

The official public comment period opened on August 3, 2022, and closed on September 9, 2022. The National Park Service hosted one in-person public meeting on August 10, 2022, at the NAACP office in Springfield, Illinois, which was well attended by representatives from several local community organizations. The meeting was recorded by the City of Springfield and made available to the public on the project website, the city’s public access television

channel, and on the city's YouTube channel. The National Park Service shared a presentation at the public meeting to communicate the purpose and process of a special resource study, provide an overview of the criteria the National Park Service applies when conducting special resource studies, and seek public feedback.

Approximately 100 people attended the public meeting at the Springfield NAACP office, including the public, representatives of elected officials, representatives of local community organizations, NAACP members, the mayor of Springfield, Hospital Sisters Health System, and the great-grandson of Ida B. Wells-Barnett, all expressing strong support for the special resource study and designating a new national park unit. Organizations represented included the Springfield Urban League; the American Civil Liberties Union; Prince Hall Masons of Central Lodge #3; Black Lives Matter Springfield; the Springfield and Central Illinois African American History Museum; Route 66 History; the Jewish Federation of Springfield; the Sierra Club; and fraternity alumni from Kappa Alpha Psi, Phi Beta Sigma, and Alpha Phi Alpha; and other organizations.

During the meeting, private citizens and members of organizations shared personal stories and reflections, including when they learned about the site and the 1908 Springfield Race Riot and its impact on them. Meeting attendees urged one another to start a dialogue in support of healing and remembering the victims of the riot. The National Park Service received questions and comments from meeting attendees and addressed questions and comments in real time. Meeting attendees also urged the National Park Service to preserve the site because of its importance in encompassing diverse stories. Attendees were encouraged to submit their comments to the project's PEPC website. As a result of civic engagement, several news stories and articles were published, all demonstrating a level of support for the special resource study and its potential designation as a national park system unit.

## **PUBLIC COMMENTS**

The National Park Service sought feedback on the special resource study by asking the public to answer the following six questions that were designed to gauge the level of public support. The questions were listed in the newsletter and displayed during the public meeting. The questions were as follows:

1. What is your vision for preserving the 1908 Springfield Race Riot Archeological Site and how would you like to see the site managed?
2. What types of activities and experiences would you want to see as part of the site into the future?
3. Do you have any ideas or concerns that the National Park Service should be aware of and/or address in the study process?
4. What objects, buildings, remaining features, values, and stories do you believe are most important at this site (or related to the riot but not at this site) and why?

5. Do you support or oppose a potential national park unit designation?
6. Do you have any other ideas or comments you would like to share with us?

During the public comment period, the National Park Service received approximately 5,500 comments from individuals or organizations on the special resource study. Approximately 80 correspondences were received through the online platform and by e-mail. The National Park Service received 1,096 letters from the Sierra Club expressing support for a potential designation and approximately 4,300 signatures on a letter of support for designation received from individuals identifying as Black clergy and Black church leaders across the nation. Several of the religious organizations providing comment letters expressed strong support on behalf of their parishioners or members. The list below captures the organizations that submitted comments in support of the study and a potential designation of a new national park unit.

#### **Property Owners**

- City of Springfield, Office of the City Council
- Hospital Sisters Health System, the parent company of St. John's Hospital

#### **Stakeholders**

- National NAACP
- Illinois NAACP State Conference
- Springfield Branch NAACP
- Hanson Professional Services Inc.
- Lincoln Presidential Foundation
- Springfield Urban League Inc.

#### **Church and Religious Organizations**

- Grace International Outreach Church
- Progressive National Baptist Convention, Inc.
- American Baptist General Convention of Texas
- Alabama State Missionary Baptist Convention, Inc.
- The African Methodist Episcopal Zion Church, North Eastern Episcopal District
- Church of God in Christ, Inc.
- Black Presbyterian Caucus
- California State Baptist Convention, Inc.

- Christian Methodist Episcopal Church
- Emmanuel Temple Church of God in Christ
- Connecticut State Missionary Baptist Convention
- Green Chalice Christian Church
- Greenfaith
- Baptist General State Convention of Illinois, Inc.
- The United Baptist Missionary Convention and Auxiliaries of the State of Maryland Inc.
- The Midwest Episcopal District
- National Council of Churches
- The Nation’s Mosque
- North Carolina Council of Churches
- General Baptist State Convention of North Carolina
- The National Religious Partnership for the Environment
- The Pennsylvania Baptist State Convention
- Progressive Missionary and Educational Baptist State Convention of Florida, Inc.
- Florida Council of Churches
- Sisters of Mercy
- Evangelical Lutheran Church in America
- Temple Hesed
- Coalition on the Environment and Jewish Life
- Texas State Missionary Baptist Convention, Inc.
- Wisconsin General Baptist State Convention, Inc.
- Lutherans Restoring Creation

**Other Interested Organizations**

- Sierra Club
- Coalition to Protect America’s National Parks

- National Trust for Historic Preservation
- Mother Jones Foundation
- United States Committee of the International Council on Monuments and Sites
- League of Conservation Voters
- Illinois Environmental Council
- Robert Moore and Associate Police Consultants and Online Book Sales
- GreenLatinos
- Eta Psi Sigma
- University of Illinois Springfield

## **PUBLIC OPINIONS, PERCEPTIONS, AND VALUES**

The following is a brief overview of respondent comments, divided into five main topics based on the scoping questions above.

### **Support for NPS Designation**

Support for the study and potentially designating the Archeological Site as a national park unit was almost unanimous. Commenters mentioned that the local community has effectively encouraged protecting the site but recognized that the National Park Service would ensure its preservation into perpetuity and protect the important story of the site. Commenters described the potential efficiency of NPS management of the site when combined with the nearby Lincoln Home National Historic Site. Commenters also shared the contributions of the local community and organizations that currently protect the site and tell its story and mentioned several partnership opportunities.

Several commenters supported preserving the site to commemorate the 1908 Springfield Race Riot, the founding of the NAACP, and the events that occurred during the riot. Respondents mentioned that the site shows both the story of trauma and pain and a story of hope with the founding of the NAACP. Commenters shared how creating a dialogue and educating the public about the riot and its aftermath would acknowledge its role in American history and be a step toward healing for both the local community and the nation. Commenters shared the importance of the NAACP's founding, specifically, how Ida B. Wells-Barnett's advocacy for racial justice connects to the 1919 Red Summer and the Tulsa Race Massacre, among others.

Commenters encouraged preserving this site to provide a better understanding of how Black people rebuilt their lives in Springfield after the riot and continue to work to overcome racism and prejudice after the riot. Commenters also discussed the site's unique connection with Abraham Lincoln and his effect on Black freedom, which contributes to the unique story of the site. One commenter expressed support for preserving the site's archeological

remains, which would advance African American human rights by allowing the nation to see, experience, and learn from the Springfield race riot.

Hospital Sisters Health System representatives expressed support for establishing a park unit, noting their collaboration with the NAACP, elected officials, and other stakeholders to commemorate and educate the public on the riot. Hospital Sisters Health System also noted that it has already donated part of the land toward advocacy for this project and would be willing to donate additional land, if needed, to preserve resources and support a park unit.

### **Opposition for Designation**

Two comments opposed a potential designation so that the National Park Service could focus on memorializing positive Black history rather than painful events. One commenter said that the perpetrators of the riot were not held accountable and that the federal government should not memorialize their actions; instead, the focus should be on coming together as one.

### **Vision for Preserving the Site (Reflection and Story)**

Several commenters shared their vision for the future of the 1908 Springfield Race Riot Archeological Site, suggesting that the vision should focus on hope and history. Commenters shared that speaking about the truth could encourage appreciation for the accomplishments born out of actions meant to destroy Black people yet gave them strength to continue fighting for equality, bringing together all races. Some commenters showed support for a quiet place to encourage contemplation.

Commenters noted that although local community supporters have worked hard to mark specific sites throughout the city of Springfield, the sites are geographically dispersed. One specific plan that provides education about the riot as a whole and its lasting impact doesn't currently exist. Commenters recommended that the potential site include a variety of activities, including on-site interpretation, a memorial where visitors can pay tribute to the victims, and a space for healing and reflection. Commenters mentioned that they would like to see historical markers with facts and possibly artifacts of the destroyed homes.

Commenters also noted the commitment of the local community and mentioned their support for partnerships with local stakeholders to provide a place for healing gardens, exhibits, and memorials to the riot victims to provide healing and learning as part of the visitor experience. Commenters mentioned that they would like remaining artifacts and historic features to be protected and a visitor's center to provide educational materials about the riot and the formation of the NAACP.

### **Activities and Experiences at the Site (Interpretation and the Nearby Lincoln Home)**

Commenters shared that a potential national park unit offers an opportunity to tell the story of the NAACP founding, along with the role of Ida B. Wells-Barnett and her advocacy for racial justice. Some commenters reported that this story is not well known. Commenters mentioned the importance of managing the space to allow reflection but also focusing on interpretation to educate visitors. Some commenters mentioned that they would like to see

reenactments, educational programs for schools, and interactive activities. In some cases, commenters mentioned that they knew little about the riot after living in Springfield for many years. Some commenters mentioned the importance of telling the story so that history doesn't repeat itself. Commenters also showed support for uncovering the foundation remains of the Archeological Site, allowing visitors to see the resources at the site and a visual reminder of the riot.

### **Concern**

A few commenters pointed out that a large homeless population lives nearby, which could lead visitors to feel uncomfortable. A few people voiced concerns about potential vandalism at the site and ensuring that visitors feel safe and comfortable in the area.

### **Questions for the National Park Service**

One commenter asked if this Archeological memorial site would be an appropriate place to display Sangamon County's steel column, which would be gifted from the National Memorial for Peace and Justice, located in Montgomery, Alabama. The column would contain the names of William Donnegan and Scott Burton, who were lynched during the riot.

### **NPS Response to This Question**

This question refers to the Equal Justice Initiative's lynching memorialization project, about which more can be found here: <https://museumandmemorial.eji.org/memorial>. This comment will be shared with the current site owners (the City of Springfield and Hospital Sisters Health System) and the NAACP. Partnering with the Equal Justice Initiative on a memorial of this type may be appropriate and meaningful regardless of any future NPS designation, as public sentiment supports memorialization and dialogue about the riot, the lynchings, and the link to the founding of NAACP.

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**APPENDIXES: LEGISLATION, SELECTED REFERENCES, AND  
PREPARERS AND CONSULTANTS**

**APPENDIX A: LEGISLATION FOR THE 1908 SPRINGFIELD RACE RIOT  
SPECIAL RESOURCE STUDY (CONSOLIDATED APPROPRIATIONS  
ACT 2021, PUBLIC LAW 116–260 SECTION 432)**

[https://fns-prod.azureedge.us/sites/default/files/resource-files/pl\\_116-260.pdf](https://fns-prod.azureedge.us/sites/default/files/resource-files/pl_116-260.pdf)

RESOURCE STUDY OF SPRINGFIELD RACE RIOT

SEC. 432. (a) DEFINITIONS.—In this section:

(1) SECRETARY.—The term “Secretary” means the Secretary of the Interior.

(2) STUDY AREA.—The term “Study Area” means the archeological site near Madison Street and the 10th Street Rail Corridor, and other sites in Springfield, Illinois associated with the 1908 Springfield Race Riot.

(b) SPECIAL RESOURCE STUDY.—

(1) STUDY.—The Secretary shall conduct a special resource study of the study area.

(2) CONTENTS.—In conducting the study under paragraph (1), the Secretary shall—

(A) evaluate the national significance of the study area;

(B) determine the suitability and feasibility of designating the study area as a unit of the National Park System;

(C) consider other alternatives for preservation, protection, and interpretation of the study area by the Federal Government, State or local government entities, or private and non-profit organizations;

(D) consult with interested Federal agencies, State or local governmental entities, private and nonprofit organizations, or any other interested individuals; and

(E) identify cost estimates for any Federal acquisition, development, interpretation, operation, and maintenance associated with the alternatives.

(3) APPLICABLE LAW.—The study required under paragraph (1) shall be conducted in accordance with section 100507 of title 54, United States Code.

(4) REPORT.—Not later than 3 years after the date on which funds are first made available for the study under paragraph (1), the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report that describes—

(A) the results of the study; and

(B) any conclusions and recommendations of the Secretary.

## **APPENDIX B: NPS MANAGEMENT POLICIES CRITERIA FOR INCLUSION**

### **1.3 CRITERIA FOR INCLUSION**

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

To receive a favorable recommendation from the National Park Service, a proposed addition to the national park system must

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

#### **1.3.1 National Significance**

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

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

National significance for cultural resources will be evaluated by applying the national historic landmarks criteria contained in 36 CFR Part 65 (*Code of Federal Regulations*).

#### **1.3.2 Suitability**

An area is considered suitable for addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the national

park system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector.

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

### **1.3.3 Feasibility**

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

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

- size
- boundary configurations
- current and potential uses of the study area and surrounding lands
- landownership patterns
- public enjoyment potential
- costs associated with acquisition, development, restoration, and operation
- access
- current and potential threats to the resources
- existing degradation of resources
- staffing requirements
- local planning and zoning
- the level of local and general public support (including landowners)
- the economic/socioeconomic impacts of designation as a unit of the national park system

The feasibility evaluation also considers the ability of the National Park Service to undertake new management responsibilities considering current and projected availability of funding and personnel.

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

### **1.3.4 Direct NPS Management**

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

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

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

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## **APPENDIX D: PREPARERS AND CONSULTANTS**

### **NATIONAL PARK SERVICE, DENVER SERVICE CENTER**

Laura Babcock, Geographic Information Specialist

Julie Bell, Project Manager/Archeologist

Suzanne Digre, Editor

John Paul Jones, Visual Information Specialist

Cynthia Nelson, Branch Chief, Civic Engagement and Special Resource Studies

Dan Ott, Historian (former)

Shannon Sawyer, Historical Landscape Architect

John Valainis, Historian

Monica Vigil, Economist/Outdoor Recreation Planner

### **NATIONAL PARK SERVICE, INTERIOR REGIONS 3, 4, AND 5**

Tokey Boswell, Associate Regional Director, Facilities, Planning and Infrastructure

James Lange, Division Manager, Planning and Compliance

Timothy Schilling, Regional Archeologist

Mike Ward, Deputy Regional Director for Facilities and Operations

### **NATIONAL PARK SERVICE, WASHINGTON OFFICE**

Lisa Davidson, Program Manager, National Historic Landmarks Program

Patrick Gregerson, Division Manager, Park Planning and Special Studies Division

Patricia Henry, Historian, National Historic Landmarks Program (retired)

Corinna Marshall, Management and Program Analyst, Park Planning, Facilities and Lands

Thomas Sheffer, Management and Program Analyst, Park Planning and Special Studies Division

Erika Wudtke, Program Analyst, Park Planning and Special Studies Division (former)

### **NATIONAL PARK SERVICE, OTHER OFFICES**

Deanda Johnson, Civil Rights Historian, NPS Interior Region 2



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

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