Fort Sheridan, Illinois: An Analysis of Its Significance, Its Closure, and Possible Alternative Uses

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FORT SHERIDAN, ILLINOIS: AN ANALYSIS OF ITS SIGNIFICANCE, ITS CLOSURE, AND POSSIBLE ALTERNATIVE USES

Christen Denise Smith

A THESIS

in

Historic Preservation

Presented to the Faculties of the University of Pennsylvania in Partial Fulfillment of the Requirements for the Degree of Master in Science

1995

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Chapter One
Introduction

The demise of the Cold War continues to bring about a number of cultural, physical and economic changes throughout the United States. One of the most instantly felt impacts on the U.S. was the downsizing of military installations within and without the country.

On May 3, 1988, the Defense Secretary's Commission on Base Realignment and Closure was chartered by the Secretary of Defense to recommend and identify the closing and realignment of U.S. military installations within the United States, its territories, and its possessions which were no longer deemed necessary. "The primary consideration used by the Commission for identifying candidate bases was the [current] military value of the installation."1 The Commission was also required to take into account the current military uses, projected plans and uses, cost savings, and military properties and their uses.2 The Commission's research resulted in recommendation of the realignment and closure of 145 military installations which were announced on December 29, 1988. It is estimated that these actions will save approximately $693.6 million annually in base operation costs and approximately $5.6 billion over the next twenty years. Fort Sheridan, Illinois was one of the bases chosen for the first round of military closures.

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Fort Sheridan is an army installation occupying 712.4 acres of land in
Lake County, Illinois, approximately twenty-five miles north of downtown
Chicago, Illinois and fifty miles south of Milwaukee, Wisconsin. It is located
in the County of Lake nestled among three different Villages: the Villages of
Lake Forest and Highland Park, two of the most affluent communities in this
country, lie to the north and south respectively, and the Village of Highwood,
a blue collar community, lies on the Fort's western border. (See maps,
Appendix A, pp.72-75) Located in the center of Fort Sheridan is a 230 acre
National Register Historic District and National Historic Landmark District -
an area containing historic and natural resources so significant that it is
considered by many to be second only to the Presidio in San Francisco.3 (See
map, Appendix A, p.76) Despite the research and efforts that have been made
by various parties since the recommended closure in 1988, a reuse plan for the
Fort, specifically the historic district, has not yet been determined.

Base closures are not a new phenomenon in this country. During the
1960s and 1970s, dozens of bases were closed and many were converted to an
array of civilian uses such as industrial parks, airports, office complexes,
shopping centers, housing developments, schools and colleges, governmental
offices, and health care facilities. Boston's Charlestown Navy Yard is a success
story which began in the early 1970s. It opened up the waterfront to public
access, created a 16-acre national park, preserved historic ships and granite
warehouse structures, and will have created 16,000 jobs over the next decade.
It includes 1,200 housing units, a hotel, more than two million square feet of

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3Harry Butowsky and Sally Kress Tompkins, National Park Service, National
Register of Historic Place Inventory - Nomination Form for Fort Sheridan, Illinois (May 1983):
p.8.
commercial, office research, and cultural uses, and a marina. The closure and continued use plan for Charlestown is a project that began in the sixties and is still not complete. An undertaking such as this one, or the closing of any other military installation, is a long and tedious process that can easily occupy decades. But finding appropriate reuses for these sites, that will accommodate the surrounding communities and meet market demands is critical and not something that should be rushed.

Ideally, base conversions should be approached as an opportunity for community improvement by the communities and the residents in the surrounding areas. The reuse planning should consider the interaction between land uses on the site and those of surrounding land, activities, and people. It should not be strictly an internal planning effort, but rather the property needs to be reclaimed and integrated with the surrounding region. An undertaking of this proportion, however, is a complicated an often and ungratifying process. For any given project, there are many parties with differing types of investments to consider when satisfying available options and imposing constraints. A successful alternative use plan can be a way to maintain our physical and cultural heritage as well as maintain economic viability.

Not all military closures are alike, but Fort Sheridan is a project that has been particularly difficult. Because it was included in the first round of military closures, it had no precedent. This also meant that people were still trying to adjust to and understand the new Base Realignment and Closure process. In fact, due to confusion over the new closure process, many steps

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that were taken with Fort Sheridan did not coincide with the steps listed in the Base Realignment and Closure process. Four different comprehensive plans for the site have been presented to the Army from four different sources. At one point, the Army, in partnership with a private developer, tried to perpetuate a "swap" and by-pass the official steps required to acquire federal properties, and almost succeeding, brought the closure process to a temporary halt. Not one, but two commissions have been recognized by the Department of Defense as the local redevelopment authority and have received grant money from the Office of Economic Affairs to assist them with comprehensive reuse plans for Fort Sheridan.

Another major complication is that while most garrisons lie within only one jurisdiction, Fort Sheridan is situated amongst four jurisdictions - all having different needs and ideas for the Fort. Mayoral and city council elections for these different cities, which have occurred twice since 1988, have altered the positions of jurisdictions and slowed the closure and reuse process down by necessitating the acquaintance of new appointees with the status of the Fort. At some point (this has not occurred, yet) it must be decided whether or not the Fort Sheridan surplus property will be divided among them, and if so, how. As will be explained later, most of the property that remains for private purchase is within the historic district. This means that there will be restrictions on the uses of the properties and maintenance requirements that must meet design standards to be established by the redevelopment authority. At this date, almost seven years into the process, no formal discussion of division of the property has taken place. All of the obstacles contributing to
the turmoil of the closure of Fort Sheridan will be discussed further throughout this thesis.

This thesis is not an attempt to establish a final comprehensive plan for the Fort. Rather, it will analyze and evaluate the various constituencies - the federal government, the state and local governments, and the local residents - their roles and how each player has affected the harmonization of Fort Sheridan with the surrounding region, the reaction of the local governments and their effectiveness, the various policies developed by these governments that influence the transfer process. Further, it will examine the participation of local residents - their needs, their interests, and how these may best be met - as well as the history and significance of the Fort itself and why it is worth protecting.5

5This paper has been heavily reliant upon observation of the evolving process - through notes from meetings and research conducted by involved parties. At the submission of this paper, the full transfer process has not yet been completed and a definitive conclusion for the fort has not yet been reached. This paper is, therefore, first and foremost an academic exercise intended to aid the author in understanding the process of development so that it may later be applied in professional situations.
CHAPTER TWO
HISTORY OF FORT SHERIDAN

A comprehensive understanding of the site and its significance must be developed before attempting to determine the best and most productive use of Fort Sheridan. It begins with the current status of the historic district and continues into a brief evolution of the surrounding area and what led to the establishment of Fort Sheridan and the important roles that Fort Sheridan played in America's history. Finally, included in this section is a description of the physical aspects of the Fort - the buildings and the landscape and the people who were instrumental in its design.

FORT SHERIDAN'S NATIONAL REGISTER HISTORIC DISTRICT

The 230 acre National Register historic district is contained within the Bartlett and Hutchison ravines to the north and south, Sheridan Road to the west, and the lakefront to the east. (See map, Appendix A, p.77) Designed by the Chicago based architectural firm of Holabird and Roche, the original site stands almost complete today with its stables, pumping station, warehouses, barracks, water tower, officers' quarters, fire station, hospital, guardhouse, non-commissioned officers' quarters, gun sheds, and morgue. Despite the many changes in its function and new construction over the past century, the core of the original Fort remains remarkably intact. For this reason it was
placed on the National Register of Historic Places in 1980 and on the elite list of National Historic Landmarks in 1984.6

In a 1994 assessment of the Fort the Army Corps of Engineers Construction Engineering Research Laboratories (CERL) division, under direction of the U.S. Army, conducted an architectural survey of the property architectural survey and determined that four other sites were eligible for listing on the National Register of Historic Places. These four sites include the museum, still within the historic district boundaries, and the cemetery, administrative offices, and non-commissioned officer's quarters along Westover Road. (See map, Appendix A, p.75)

To a certain extent, several of the district edges are significant in their own right. These edges, made up of ravines to the north and south, and the lakefront to the east, formed historically separate areas that contained distinct land uses and, as a whole, provided the original Fort with an advantageous location, both aesthetically and with regard for "their value to infantry and cavalry training."7 While these edges, if viewed separately, may not constitute historic landscapes as defined by National Register guidelines, they may be considered as such when assessing the site as a whole, and as decisions are being made that may adversely affect these areas in the future.

Up until now, and until October 1, 1995, it has been the role of the federal government to maintain the buildings within the historic district (as well as the other structures within the installation) and insure that they continue to meet the standards for National Register structures set by the

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6The boundaries of the National Register Historic District and those of the National Historic Landmark District are contiguous with one another.
Secretary of the Interior. After October 1st, it will be the responsibility of the local governments to maintain the property. This responsibility will fall, most likely, on the shoulders of the Village of Highland Park. Highland Park does possess its own historic preservation ordinance and its aesthetic regulations are more particular than those of the Secretary of Interior's Standards; nonetheless, they will still need to be altered to accommodate different structures and landscapes found in the historic district of Fort Sheridan.

**HISTORY OF CHICAGO AND ITS NORTH SHORE COMMUNITIES**

"The Great Glacier came out of the north and enveloped most of the State of Illinois." For hundreds of years, during the Wisconsin Glaciation period, this glacier continued to push southward, accumulating debris in its path. The glacier eventually melted, but left in its place what is known as the Valparaiso, or more commonly, the Highland Park Glacial Moraine. And so was formed the site on which Fort Sheridan would one day stand. The site, chosen by General Henry Philip Sheridan, was favorable for the purposes for which it was enlisted with its deep ravines, open spaces, heavily forested valleys, and easy access to rail and lake transportation.

For thousands of years after the glaciers melted, this land west of Lake Michigan remained free of any permanent settlements. Occupying this territory were nomadic Indians such as the Sioux, Potawatomi, Sac, Fox and Kickapoo who hunted and farmed for thousands of years. The first white man did not move to the area until the 1770s. His name was Jean Baptiste

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Point du Sable, a mulatto trader from Quebec who established a fur-trading post in Chicago.\(^9\)

By the end of the eighteenth century, exploration of the western wilderness had begun in earnest. The discovery that this beautiful space was already occupied by Indians angered those white men who wanted to begin settling here, and prompted the establishment of temporary western military forts filled with members of the U.S. Army, or as was known in the popular vernacular, the Army of Indian Wars.\(^10\) It was not until 1803 that the first military post, Fort Dearborn, was established in Chicago and white men began to settle permanently in the area.

A number of battles between the white man and the Indians ensued and in 1804, the Indians signed a treaty with the U.S. government ceding much of their land to the United States. Most of the Indians, except the Potawatomi, were then forced to move to the western shore of the Mississippi River. Settlers, immigrants, began moving in and farming the outlying areas and Chicago was becoming a city. Fort Dearborn had done its duties and reestablished itself as the American Fur Trading Company of the United States.

Because under Indian law land cannot be bought or sold, in 1832 Chief Black Hawk declared the treaty of 1804 invalid and led his tribes back across the Mississippi to reclaim the property they had ceded. In the resulting brutal battle on August 2, 1832, dozens of Indians were killed and forced out of the area again. By late 1833, two new treaties were signed forcing the sale of all

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lands east of the Mississippi by the Indians to the United States government. Some of the lands they ceded included what is today Fort Sheridan and its surrounding areas.

With the Indians no longer a threat to potential white settlers, the white population increased and trade and development were able to move forward. As early American exploration expanded to the west after 1833, trading posts expanded as well. The Green Bay trail between Chicago and Wisconsin, originally created by the Indians thousands of years before, became a major route for trading between the French-established Green Bay, Wisconsin post and other French trading posts.

Just six months after the last battle on August 2nd, Chicago's white population had more than doubled. This brought about cultural and economic changes that would forever alter Chicago's position as a city of opportunity. Prosperous business men from the east saw in Chicago an abundance of natural resources and entrepreneurial opportunities and migrated quickly to Chicago to seek their Fortunes. Factories, breweries, railroads, banks, stockyards, and warehouses exploded on the scene. In 1848, the Illinois and Michigan Canal was opened. Beginning in Lake Michigan, it moved west along the Illinois River until it met with the Mississippi River. From here it ran south, down the Mississippi to the Gulf of Mexico. The canal greatly increased the transportation link between Chicago and the rest of the midwestern states making Chicago a central trading location in the region. Chicago had become the gateway to the west.

The newly established factories and warehouses needed workers, and European immigrants from the Chicago countryside began funneling to
supply these needs. They established urban neighborhoods that linked them to their daytime jobs, but also crowded the inner city. These neighborhoods were established south of the factories where property was more affordable. This location situated them downwind from the smoke and debris given off by the factories resulting in polluted air and water supplies and, in turn, occupational disease.\textsuperscript{11} Much of Chicago became over-crowded, hostile and an unpleasant place to live.

Those working families with limited resources were forced to remain in the factories during the day and downwind and downstream of them by night. Those who could afford to - those who owned and managed the inner city businesses - moved north and west and away from the crime and dirt of the downtown. The road that the most prosperous followed was Green Bay Road, which took them north along Lake Michigan's western shore. At first, the prosperous used the country as a temporary escape where they vacationed on the weekends and in the summers. But when the Chicago & Milwaukee Railroad was laid down along Green Bay Road in 1859, the idea of living in the country and working in the city became an appealing reality.

Wealthy communities, one after the other, developed along the western edge of Lake Michigan, north of Chicago, and formed what is known as the North Shore - a series of bedroom communities that started as summer vacation home communities for Chicago's elite and then evolved into year round housing. These small villages were centered around successful central business districts which enabled many people to avoid downtown altogether. Evanston, the southernmost of these suburbs, was incorporated in 1853-54.

\textsuperscript{11}Nina B. Smith, p.347.
Lake Forest was founded in 1856 by a group of Presbyterian ministers who were to serve a college that was being built in this undeveloped area. Glencoe was planned in 1866 by a retired physician who wanted to create an exceptionally beautiful place. Highland Park was incorporated in 1868, just north of Glencoe, in a setting that attracted artists and architects. Also in 1869, the village of Winnetka was established by the reform-minded Unitarian Church of Chicago. These were followed by Wilmette in 1872, Lake Bluff in 1895, and finally Kenilworth in 1896.12

All of these villages were developed by people with common lifestyles and goals. Unlike Chicago's hinterland, the suburbs had paved streets, gas lights, water mains, sewage lines, and eventually, electricity.13 The North Shore became a haven for the rich where excellence was pursued in every element of life. The North Shore was and is still known for its excellence in education, recreational facilities, and cultural attractions which have bonded these people together and created a strong sense of pride in their communities for more than a century.

ESTABLISHMENT OF FORT SHERIDAN

With the threat of hostile Indian activity no longer present, many of the temporary army bases were either disbanded or converted to trading posts by the 1840s. There seemed to be no need for further protection, so the military presence in the west was minimal. The only somewhat permanent unit, the Division of Missouri, commanded by Lieutenant General Philip

Henry Sheridan, was stationed at Chicago's Fort Dearborn, but even this troop was relatively small. Unfortunately, Chicago leaders had no visions of what havoc the future held for their city.

During the industrialization period of the 1860s and 1870s in Chicago, a group called the Commercial Club of Chicago had established itself as a very powerful organization in the midwest. The club was modeled after the Commercial Club of Boston and was made up of only the most prominent players in Chicago including Potter Palmer, Senator C.B. Farwell, Marshall Field, and John Jacob Glessner. The club was used as a "fraternal organization, debating society, and planning group for Chicago's future."\(^{14}\) Glessner even once commented that the Commercial Club members owned Chicago because they had made it.\(^{15}\) Troubled by the fact that there were not enough federal troops in the area, and aware of the violent railroad strikes of the 1870s that were moving across the country from the east, the Commercial Club took it upon themselves to remedy the situation and do what they could to maintain domestic peace.

Although insightful, the actions of the Commercial Club were not quick enough. In October of 1871, the Great Chicago Fire ravaged the city leaving thousands homeless, hundreds dead, the city a haven for looters and pillagers. The Mayor of Chicago, Roswell B. Mason, decided the situation was too much for city enforcements to handle, and declared martial law, relinquishing control to U.S. troops under the control of General Sheridan. General Sheridan called in reinforcement troops, and together they found

refuge and food for the homeless and restored order. Sheridan was praised by Chicagoans for his tireless efforts in calming this chaotic situation. General Sheridan and his troops were called in twice more to control unruly and violent labor-management disputes in 1874 and 1877. In both situations, Sheridan was forced to bring in support troops from hundreds of miles away.

Through the late 1870s and early 1880s the topic of creating a permanent military post in the area was still present, but discussions went no further than discussions. In 1885, the Club learned of the government's proposal to build a new artillery school and military station in the midwest. This new found knowledge prompted immediate action in finding a solution to the problem of maintaining domestic peace. At their 1886 meeting, at which General Sheridan was present (he had since been relocated to Washington D.C.), Marshall Field delivered an address defining plans for such an installation, and in June of that year, some of the Club's members were designated to petition Secretary of War, William C. Endicott, to select land in the Chicago area for a military installation.16

The conception of Fort Sheridan up to 1886 had been a grudgingly slow and strenuous process. But the infamous Haymarket Riots that occurred in May 1886 would turn things around quickly. Again, federal troops were brought in to help calm the violent masses - this time from Fort Leavenworth, Kansas - but still, seven people were killed and at least sixty-five were wounded. In the wake of the riots, the Commercial Club made the statement "(t)he public importance of a military post near Chicago is manifest. The Commercial Club has assumed work of obtaining necessary

pleads."17 Understanding the urgent need for permanent troops in the area, the War Department finally agreed to a proposal submitted by officers of the Commercial Club. On October 6, 1887, the U.S. government accepted the donation of a 598.5 acre site north of Chicago, designated the Highwood Tract, for an artillery school and military station. After the signing, the site was designated as Camp at Highwood until February 27, 1888, when it was officially renamed Fort Sheridan after Chicago's hero General Philip Henry Sheridan. Under the command of Major William J. Lyster, eighty-five men making up companies F and K arrived from Fort Douglas, Utah on November 8, 1887 to serve as Fort Sheridan's first regiment.

MISSIONS OF FORT SHERIDAN

Fort Sheridan was initially established for the benefit of the businessmen and industrialists who had donated the land, with the assurance that the army would serve their interests if civil unrest arose between the laborers and management.18 However, the first assignment for the soldiers at Fort Sheridan would involve a temporary transfer of a group of Sioux Indians who had been defeated at the Battle of Wounded Knee in 1890. The intention of this transfer was that the soldiers should impress these native

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17Chicago Historical Society, manuscripts, Commercial Club papers, 1886. Prefaced with "It is well known, in consequence of diminution of Indian troubles making [a military post near Chicago] possible..." Pledges were taken from Chicago residents and businesses in order to purchase land in Highwood from its current owners and the Commercial National Bank. The Commercial Club would in turn deed it to the Federal Government as a military reservation.

Americans and show them the "extent, power, and numbers of the white race."\(^1\)

In June 1894 the infantry would receive their first and last opportunity to serve its obligation of preserving domestic peace. Disagreements had arisen between union officials and company management which led to violence when non-union workers went on strike against the giant railroad car company. This was known as the Pullman Strike. President Cleveland ordered that the regiments at Fort Sheridan intervene. They headed to the Union Stock Yards where the major confrontation was occurring and again restored order to this unsettled city.

The troops at Fort Sheridan, the 27th Infantry, were called to Mexico in 1912, twelve days after Mexican president Madeiro was assassinated. Later that year, the 15th Cavalry and the 3rd Squadron were called to Fort Bliss to help strengthen the North American borders. Again, the 5th Cavalry, members of Fort Sheridan, were called down to Mexico three years later, in 1915, to join the punitive expedition against Pancho Villa led by General Pershing.\(^2\)

In the same year the war in Europe was spreading rapidly, and the War Department began to realize the role that the United States might have to play in international affairs. In preparation for such an occasion, Fort Sheridan became one of the first bases to begin training reserve civilian military forces - "citizen soldiers." Innovative officers' training camps were also held at Fort Sheridan and initiated and led by General Leonard Wood in

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\(^1\)Douglas E. Martz and Martha E. Sorenson, p.20.
1916. These were used to prepare men over the age of twenty-six for combat. When war was declared in 1917, Fort Sheridan became an assembly point for European bound troops and a training center for new recruits.

Post World War I found the 2nd Infantry, 3rd Field artillery, and 61st 201st Coast Artillery stationed at the Fort. A Cooks and Bakers’ school was established at the Fort along with a mechanics’ school. People trained here would go on to other bases to serve during war time periods. Fort Sheridan also continued as a training ground for civilian militaries. Under the National Defense Act of 1920, the military incorporated the Civilian Military Training Camps in the 1920s as part of its plan for domestic security. Because Fort Sheridan was established initially for the purpose of enforcing domestic security, it seemed the natural choice when selecting sites for these new training facilities. This training continued into the 1930s and evolved into the Civilian Conservation Corps, a popular New Deal program initiated by President Roosevelt during the depression. The program in turn provided many men with jobs, lodging, and training, and many of these young men in turn joined the military.

During World War II, Fort Sheridan initially served as a major recruit reception center and was forced to build numerous temporary structures in which to receive the additional troops. In 1941, Fort Sheridan received the second group of Women's Army Auxiliary Corps (WAAC) soldiers. These women worked for the Army as stenographers, clerks and typists. In 1943, the first black Women's Army Corps (WAC) was also received at Fort Sheridan.
and performed clerical duties for the Army as well. These became the first WACs to be reenlisted by a military base.\textsuperscript{21}

1943 saw a number of changes in the role of Fort Sheridan. Instead of training soldiers for combat, the Fort became a support facility by supplying personnel and equipment to combat forces. It became a disciplinary center when it took on administrative control of prisoner of war camps in Illinois, Michigan, and Wisconsin. By the end of the war, Fort Sheridan was transformed from the Recruit Reception Center into a Separation Center making it the busiest out-processing station in the country. It was also a central operation station for Nike air missile sites.

Throughout the Korean, Viet Nam and Cold Wars, Fort Sheridan continued to serve as a recruiting center and a major training camp for the Army Reserves, as well as administrative headquarters for a number of different Army divisions. Most recently the Fort served as headquarters for the U.S. Fourth Army, responsible for training and readiness of over 128,000 National Guard and Army Reserve members in seven midwestern states. It also served as headquarters of the U.S. Army Recruiting Command (USAREC), the U.S. Army Fourth Recruiting Brigade, and the United States Army Garrison at Fort Sheridan responsible for administrative and logistical support of all assigned personnel, post activities and tenant units. At its official closing in June 1993, active, on-duty soldiers stationed permanently at the base numbered about 3,000. By the end of a typical year, though, over 150,000 troops would have trained at the Fort.

\footnote{\textsuperscript{21}Douglas E. Martz and Martha E. Sorenson, p.35.}
THE ARCHITECTS WHO MADE IT FAMOUS

The most difficult task for Major Lyster during the first two years of occupancy was providing enough food, shelter and sanitary conditions for the soldiers. Lyster pushed and pushed through federal red tape until finally, in 1889, $300,000 was appropriated to Fort Sheridan to build permanent structures. These magnificent structures and the site on which they lay were designed by the young Chicago architectural firm of Holabird and Roche.

The earliest known mention of a commission to develop plans for a military installation can be found in the 1884 manuscripts of Holabird and Roche, though it is unlikely that any design work would have been initiated until the Fort's inception in 1887. At this date, most military installations were being designed according to the Quartermaster General's designs, but there were exceptions. It has not yet been determined how Holabird and Roche was chosen as the design team, but the most widely accepted theory involves William Holabird's father, Brigadier General Samuel Beckley Holabird, whose responsibility it was to contract the army post construction. As was required, the army issued a request for proposals, and in 1887, Holabird and Roche's appointment became official. In 1887, this fledgling firm was in need of a big commission. Just coming into their own, these young architects were designing primarily homes in the north shore and

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22Nina B. Smith, p.18.
23Brooke Danielle Wortham, Closing Military Bases: National Disaster or National Opportunity? (Philadelphia: University of Pennsylvania, 1994): p.32. Notes that page 5 of the Legacy Program Resource Management publication on housing lists exceptions to the Army's use of standardization: the Army War College constructed in 1903 at Ft. McNair was designed by McKim, Mead, and White; the expansion of the U.S. Military Academy at West Point from 1903-1914 was performed by Cram, Goodhue, and Ferguson; the Navy, as noted above, continued to use architects into the twentieth century, for example, commissioning Earnst Flagg in 1899 to redesign the U.S. naval Academy at Annapolis with a Beaux Art approach.
barely paying bills. This commission would provide them with a steady income for nearly a decade.

Holabird and Roche, like many other Chicago architects of this time, were completely at ease with combining poetry with pragmatism. Therefore, despite the relationship of the Holabirds, these architects seemed to be the perfect choice. The completed overall design of the site was one that was required to fit a military lifestyle, but the injection of their own style was crucial to the architects as well. They managed to integrate the two demands very successfully. In their design, usage and relationship to one another, the buildings were typical of the military traditions and values of the late 19th and early 20th centuries. They reflected the importance of the horse and the mule to the army, the separation of rank, and the growing attention paid to the needs of the soldier, as well as the pomp and ceremony connected with military life at the time which is represented in the officers quarters and the parade ground.24 What resulted from their efforts was a peerless combination of beauty and practicality.

As were most military Forts, the plan of Fort Sheridan was based on the "hollow square" in which buildings were constructed around a central parade ground, in this case fifty-four acres in size. The focal point of the post is a 167 foot water tower which is flanked by two barracks buildings on either side, totaling more than one thousand feet in length. This single structure dominates the south end of the parade ground. To the east of the parade ground and along the lakefront Holabird and Roche designed four loops -

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24 Harry Butowsky and Sally Kress Tompkins, p.21.
three of these loops were used for officers’ housing and the fourth and most southern loop later became home to the post hospital.

The utilitarian structures were constructed beyond the parade ground. These included buildings such as the pumping station on the lake front, the administrative, storage facilities and stables to the south of the parade ground. To the north of the parade ground and beyond the officer’s club the land remained undeveloped and served as a rifle range and training area for the soldiers. By 1910, the original planned construction was complete. The final result and reaction of the public is perhaps best summed up on an engraving by H.F. Mackern in 1897 who described Fort Sheridan "...in every detail one of the most beautiful spots on the shores of Lake Michigan."25

Within the historic district there is a total of 154 structures - 66 contributing structures designed by Holabird and Roche, 27 contributing structures designed between 1896 and 1910 (designed according to plans set by the Quartermaster General), and 61 intrusive structures. The structures designed by Holabird and Roche constitute one of the few military installations to be designed by a prominent architectural firm for in 1896, just seven years after construction was begun at Fort Sheridan, the federal government decided that all military bases must be built according to plans established by the Quartermaster General. Therefore, Fort Sheridan was one of the last military bases to be designed by a private architectural firm that could provide a practical base to meet military needs as well as beautiful structures. Periods of extensive use, primarily those of World War I and World War II, saw construction on unused parcels of land within the Fort's

25H.F. Mackern, Fort Sheridan at Attention and at Rest, Binner Engraving, 1897.
boundaries. The area to the north of the parade ground remained virtually unchanged. The cemetery which rested on the northwest plot of land was untouched. An air field was constructed in the rifle range area during World War II, but by the time of the base closing, it was in use only as a helipad.

During World War I, temporary hospital buildings were constructed on the parade ground. These were eventually removed and a golf course was put in their place. Many of the temporary structures built during World War II, though, still remain. These buildings, many of which are within the historic district, were constructed from the standardized plans of the Quartermaster General and served as mess halls, administrative facilities, recreational structures, and medical buildings.

THE LANDSCAPE

As mentioned previously, the plateau and bluffs are a result of the Wisconsin Glaciation period hundreds of thousands of years ago. The glacier created beautiful bluffs that run parallel with Lake Michigan. The bluffs rise approximately 650 feet above sea level and range from Forty to seventy feet in height above Lake Michigan. They are made up of deposits of sand and gravel approximately two-hundred feet thick and reaching one-hundred feet below the land plate. Also included in the make-up of the bluffs is an immense amount of clay which makes the land very impermeable.

On the property where Fort Sheridan lies, the slope of the land is less than five percent to the east. Crossing the site from west to east to Lake Michigan are six ravines - Bartlett and Hutchison, the two largest, and Jane's, Van Horne, Wells, and Schneck, the four smaller ravines. (See map,
Appendix A, p.77) These deeply wooded and breezy ravines have side slopes that in some areas run Forty feet deep from the tabletop to the ravine bottoms. These crevices were formed by hydraulic action as table land run off ran through the glacial deposits. An article in an 1887 New York Herald titled "A Bit of Eden" spoke very highly of the land chosen for Fort Sheridan:

[The] bluff rises nearly 80 feet above lake level for a mile and a half. The tract is thus on an elevated plateau, broken by six picturesque ravines, where mineral springs pour fourth [sic] enough water to make delightful little rills. Three of the ravines converge at the shore of the lake...on the north and nearest Lake Forest...Several large groves (trees) were pointed out to the admiring officers as eligible points for official residences, and proof offered that the one plateau contained sufficient ground for regimental maneuvers.\[^{26}\]

The features at Fort Sheridan are now rare, natural resources that were once common to north Chicago and Lake Michigan's western shore prior to late nineteenth and twentieth century development. These ravines extend north and south, beyond the boundaries of Fort Sheridan. Because of human settlement, the bluffs and beaches in the surrounding communities have seen rapid deterioration. Because the bluffs and beaches within the Fort Sheridan boundaries have not seen as much settlement, visible deterioration has been much slower. However, deterioration has occurred, although it is much less visible, and due primarily to natural causes such heavy winds and changing tides. Two of the ravines, Jane's and Bartlett have been used as landfills causing deformation to the ravines as well as the bluffs. The beach and bluffs have seen erosion due not only to settlement but also to rising lake

levels. Fortunately, the vegetation along the bluffs and in the ravines which remains from glacial times has provided some protection for the bluffs. It is also some of the only vegetation remaining from that time that has not been touched by human hands. In fact, the area off of the Boles Loop Officer Housing, just south of the historic district (see map, Appendix A, p.75), has statewide significance and has been named the "Lake Michigan Bluff National Area" because it remains as one of the largest and best examples of the open prairie-like vegetation that once occurred along the lake bluffs in Illinois. Conservation efforts have already been made to preserve these areas, but continued stability of these resources is a topic which must play a major role in the overall comprehensive planning process for the area.

THE LANDSCAPE'S DESIGNER

Although an exceptional design firm, Holabird and Roche decided to hire Ossian Cole Simonds to design the landscape portion of the site. Simonds was one of the founding partners of Holabird, Simonds and Roche, but left the firm in 1883 to pursue his career in landscape architecture. Simonds' gained insight into the work of other landscape masters through literature and visits to various parks and cemeteries throughout the country; but perhaps the greatest influence on his landscape designs was Frederick Law Olmstead. Simonds adopted Olmstead's technique of enhancing the natural landscape and incorporated it into his own style of design. Gradually, Simonds developed his own landscape design philosophy that could be broken down into two principles: (1) an emphasis on the use of native flora,

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27 CERL, p.37.
and; (2) the use of "picturesque" principles in the layout of landscapes. Both of these were successfully executed in the design for Fort Sheridan.

While the architects were designing buildings that were distinctive and appropriate for their military uses, Simonds was suggesting their most appropriate location, as well as the roads and paths that would connect them. Simonds' primary goal was to "carefully fit roads, houses and garden features into the landscape of wooded ravines, preserving as much as possible of the native character and downplaying the visual impact of human intrusions." Simonds' design hand is seen primarily in four sub-areas of the Fort: The parade ground, the cemetery, the three Loops (Logan, Scott and MacArthur), and the ravines and bluffs. (See map, Appendix A, p.79)

It was Simonds' decision to place the parade ground where it is. Level enough for drills and cavalry, yet possessing enough slope to avoid a quagmire after a hard rainfall, Simonds decided to make use of the large area between the Hutchison and Bartlett ravines as the central parade ground. Trees natural to the area were planted heavily and in an informal fashion along the east and west edges of the parade ground, but were placed in a more rigid, military fashion along the barracks at the south edge. Simonds made a point of retaining as many of the natural plant species as was possible, and of only planting trees that were familiar to the area.

Simonds' final parade ground provided enough space for drilling and review and captured the essence of the nearby prairie landscape achieving


\[^{29}\text{Robert E. Grese, p.19.}\]
the latter result by using a technique called "broad view." He used "irregular masses of trees and shrubs to create an indefinite border that made the open space seem to extend beyond its original boundaries. Roads and walkways were routed in broad curves around the edges of these openings, creating an ever-changing perspective as one drove or walked around the space."31

Simonds then created "a curving romantic looped streetscape to wind around the officer's residential landscape near the bluffs of Lake Michigan on the east." The size of the three loops was determined by the amount of space between the ravines that separated them. Planted on the grassy areas in the center of each loop were trees arranged in structured formations.

During the construction of Fort Sheridan, Simonds was also the superintendent of Graceland Cemetery, and therefore, had a very good feel for how the cemetery at the Fort should be designed. He secluded it at the very north end of the grounds where it would be separated by Jane's Ravine. A 1905 drawing (not available to the writer) shows the design as a bisected circle within a circular space, circumference water lines and curvilinear paths or roads creating a serenely secluded place. One follower writing of Simonds' cemetery landscaping, described Simonds as a man "who approached each project with the skill of an engineer, the soul of a poet and the touch of an

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30CERL, p.34.
artist. His dominant theme was seclusion, privacy and sanctuary, notably in cemetery vistas."

Because of his commitment to natural vegetation, Ossian Simonds' design for Fort Sheridan has provided an important legacy that should be protected.

The term "natural area" is land on which existing plant communities approximate the condition just prior to settlement in the early 1800s. We cannot know the presettlement vegetational composition for any given site, nor can we know how it would have changed over time. All we do know is that once an extant community of conservative plans is obliterated, in today's ecological context its integrity is gone forever.

This thought should be kept in mind when deciding how the Fort's open space will be used. There are no lands along the western edge of Lake Michigan that have remained so true to their topographical and faunal predevelopment character as we know it. Therefore, these natural features, so integral to Simonds' design philosophy, should be viewed as a contribution "to the overall identity and character of the landscape, and should be considered...not individually but in terms of their relationship to the totality of the landscape."

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CHAPTER THREE
PLAYER PARTICIPATION

Federal law and regulations proscribe a number of steps that must be followed in order to fairly and rationally dispose of a military installation. These steps, and the government agencies that implement them, must be clearly understood when one becomes involved in such a project.

This section will describe and analyze the steps taken and the various parties who have participated in the closure of Fort Sheridan. Because it is an on-going project, this section describes the status of governmental processes and community involvement through January 1995.

GOVERNMENTAL POLICIES

The process of transferring federal property stems from two primary sources of legislation - the Federal Property and Administrative Services Act of 1949 (FPASA) and the Base Realignment and Closure Act of 1988 (BRAC). The difference between these two pieces of legislation is slight. The FPASA has authorized the General Services Administration (GSA) to dispose of all unneeded excess and surplus federal real property since 1949.\(^{36}\) BRAC simply transferred the role of "realtor" for the federal government from the GSA to the Department of Defense (DoD) in the utilization and disposal of military installations.

\(^{36}\)Excess real property is property transferred from one Federal agency that no longer needs it to another Federal agency which does. Surplus property is any excess property that is no longer needed by any Federal agency.
To begin the BRAC process, the Secretary of Defense submits a list of installations to be closed and/or realigned to the Base Closure and Realignment Commission which then assesses if the recommendations are in accord with the established criteria.\(^{37}\) When the list of installations is approved by Congress, the excess property is offered to departments within the DoD and then to other federal agencies. The remaining surplus property is offered to state and local governmental agencies before it is finally offered to the private sector. It is the Army's ultimate plan to sell and make a profit off of the land being disposed of. Even the other federal agencies, such as the Navy, have paid for the property they have acquired. The following section will discuss how this process works as applied to Fort Sheridan.

**BRAC AS APPLIED TO FORT SHERIDAN**

As mentioned above, the first step in the BRAC process, once excess property has been identified, is to offer it to the Department of Defense. The Army began this process for Fort Sheridan in 1991. At Fort Sheridan, the Army chose to maintain possession of the National Cemetery located in the northwest portion of the base. In addition, the Army requested the southwest corner of the base for training Army Reserves as well as a storage facility. The Navy requested and received possession of the southeast corner of the property as housing for overflow of personnel from the Great Lakes Naval Base (located approximately twenty miles north of Fort Sheridan). (See map, Appendix A, p.79) Although other federal agencies had the opportunity to

\(^{37}\)Brooke Danielle Wortham, pp.44-45.
request property at Fort Sheridan, the two mentioned above were the only departments interested in the site.

In accordance with the Stewart B. McKinney Homeless Assistance Act of 1988, any federal surplus property with existing structures must be offered to homeless agencies as the next step after federal agencies have declined. Of the six homeless organizations that showed initial interest in the property, only three submitted completed application forms within the allotted sixty days and were considered eligible for and, therefore, awarded property. (See map, Appendix A, p.80) The Community and Economic Development Association of Cook County (CEDA) requested and was awarded the various officers' housing throughout the three cul-de-sacs, three duplexes on the eastern edge of the parade ground (buildings 92-94) and the Officers' Club (Building 31). (Lieutenant [future General] George S. Patton, Jr. lived in building 92 with his wife Beatrice from 1910-1911.)38 The requested buildings will be used for housing and comprehensive support systems for low-income families. The Chicago Vietnam Veterans and Family Assistance Program was granted the VIP Hotel (Building 32) for office space for veteran use providers and volunteer staff. Finally, the Catholic Charities of the Archdiocese of Chicago was awarded twenty of the structures - officers' houses around Logan Loop (Buildings 9-11, 13, and 14) and all of Nicholson Housing (1960s non-contributing buildings north of the historic district). The uses for these structures are unknown by the writer, but because the organization is so similar to that of CEDA, it is assumed that the buildings will serve similar functions.

38CERL, p.282.
Twenty-one of the structures awarded to these various agencies are all contributing buildings within the historic district. For this reason, the organizations that manage these structures are responsible for ensuring that the buildings continue to meet the historic preservation design standards currently being established by the members of the Fort Sheridan Joint Planning Committee (to be discussed in detail later). The titles to these buildings will be held by the Health and Human Services Department, a federal agency, but as it has happened on other military bases, a private developer may want to "buy-out" the homeless agencies, or relocate them so that a more cohesive and profitable plan may be established to benefit the developer.

Once requirements are met regarding the McKinney Act, the next step in the BRAC process is notification that the remaining property, now called surplus property, is available by application and request to state and local governments which act as agents for state and local educational and non-profit organizations. Several organizations expressed interest in the remaining surplus property at this point in the process. Of the applications submitted, three were accepted.

Lake County Forest Preserve -

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39 Letter from Peter A. Wieczorek, Director, Federal Real Property Assistance, United States Department of Education, July 11, 1994. To the Honorable Rhett Butler, Mayor of Lake Forest. Under the Federal Property and Administrative Services Act of 1949 (as amended), the U.S. Department of Education has the authority to "award surplus federal real estate to educational institutions as grants in aid at public benefit allowance discounts up to 100% off the current fair market value of the available property in return for an organization's contractual commitment to actively utilize the land and buildings for approved educational programs and activities."

40 Interview with Kathline King, Executive Administrator, Fort Sheridan Joint Planning Committee, March 2, 1994. All of the properties requested by the federal government and to agencies under the McKinney Act have been guaranteed to these different organizations. Although it is unlikely, the Army has the right to deny possession of state and local agencies before title has been transferred, although not without consequence.
governmental body organized under Illinois law - owns, operates, and manages 19,000 acres of land in Lake County for forest preserve and recreation purposes for use and enjoyment by the public.\(^{41}\) The Forest Preserve currently operates the golf course at Fort Sheridan under a lease agreement with the Department of the Army. They are now interested in acquiring a full 290 acres at the north end of the Fort including the golf course (much of the golf course occupies the parade ground in the historic district), the air field and riflery range, the ravines and the bluffs. (See map, Appendix A, p.79) The Department of the Interior has approved the Forest Preserve's request; however, the Army has not. Before the Army will grant title to the Forest Preserve, it has requested that the Forest Preserve identify the golf course footprint in order to separate the golf course from the space intended for open lands. The Army has requested this because the open lands can be given to the Forest Preserve at a one hundred percent discount. The golf course must be purchased at the fair market value. Once this has been done, the Army will approve and sign the request and title will be given to the Forest Preserve.

The two other organizations that requested properties were educational facilities that were endorsed by the federal Department of Education. The Midwest Young Artists Association, a non-profit youth orchestra and chamber music program located in Lake Forest, has requested the library (Building 1), to use as classrooms for teaching music lessons. The third applicant, Lake Forest College, has applied for receipt of the Gymnasium located behind the barracks (Building 60) as a recreational facility for its own

\(^{41}\)Letter from Colin L. McRae, President, Lake County Forest Preserve, July 15, 1994. To the Department of the Army.
use. (See map, Appendix A, p.80) These requests have been approved by the Army. The have now been forwarded to the Department of Education (the sponsor for these two organizations) which will then convey the properties to Lake Forest College and the Midwest Young Artists Association.

The final step, and where the process stands at this writing, is that the remaining surplus property (property within the historic district is all that remains) is then offered to the private sector through negotiation, bid sale or an auction. The potential buyer must state the nature of its interest, intent for the property, the form of payment and the timetable in which the property will be developed. If a buyer, a price, and a plan are approved by the redevelopment authority (to be discussed later), arrangements will be made, and title will be sold to the new owner. When these agencies and developers are granted land, they are given the awarded building(s) and the surrounding land. What this surrounding land actually is is established between the government and the receiving property. Despite what owner gets which property, all of the owners must abide by the design standards to be established by the Fort Sheridan Joint Planning Committee regarding both the structures and the surrounding landscape.

THE NATIONAL REGISTER AND SECTION 106

If any single structure or group of structures is eligible for listing or is listed on the National Register of Historic Places, the National Historic Preservation Act of 1966 (NHPA) - most specifically Section 106 of this Act - also plays a major role in the disposal process. Section 106 provides a mechanism by which potential alterations and demolition are evaluated for
their potential effect on historic resources in cases when (and only when) federal money, licenses, or permits are involved in the changes. It is for this reason that Section 106 of that NHPA is so important in the disposal of Fort Sheridan. Section 106 states:

"The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register."42

As a result of Section 106, a Programmatic Agreement (PA) was jointly written by the U.S. Army, Advisory Council on Historic Preservation, the Illinois State Historic Preservation Office, and the Landmarks Preservation Council of Illinois. The PA was written to confirm that every step will be taken to assure that the property continue to meet the Secretary of the Interior's Standards during the transfer of the property from federal to state and local and finally to private hands. Important agreements included in the PA are:

1. The Army will dispose of the property in accordance with an approved marketing plan.
2. The Army will, to the extent feasible, prepare a marketing plan for the NHL district and any other NRHP eligible properties located on

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Fort Sheridan in consultation with the State Historic Preservation Office. In order to facilitate the most comprehensive plan, additional properties and issues are to be studied by the Army as possible additions to the protected elements. Such possible additions include the African-American WAC presence on the base, possible Native American incarcerations at the site, and the further landscape designed by Ossian Cole Simonds.

3. When negotiating with a final bidder, if, for a period of three months, there is no acceptable offer that will conform to the rehabilitation and maintenance requirements of the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings for the entire property or individual parcels that contain historic properties, the Army may modify the covenant with approval of the Advisory Council for Historic Preservation and the Illinois Historic Preservation Agency to facilitate the sale process.\(^{43}\)

Though this process was begun in late 1990, to date, no completed marketing plan has been submitted, and a final PA has not been approved and signed by the U.S. Army.

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EARLY PLANNING ATTEMPTS

Although these closings are intended to be beneficial to the country as a whole, the direct impact of these closings is not felt by most Americans. The communities in which these installations lie experience a puissant impact, whether it be positive or negative. How these closings will affect the surrounding communities is dependent almost entirely on how the community responds. Governmental, military and private agencies agree that all communities will have an initial adverse reaction to the closing of a military facility within their community. These agencies further agree that those communities which do not move on after the initial shock are doomed to a laborious and often unsuccessful reuse of the resources left behind by the military.44 As mentioned in the introduction, four comprehensive reuse plans have been introduced by four different organizations which have formed out of concern for the future of Fort Sheridan.

The first of these groups was formed in 1989 and was known as the Advocates for the Public Interest of Fort Sheridan. The group was made up of a number of special interest groups such as members of the Highland Park Historical Society, the Open Lands Commission, and the Lake County League of Women Voters. Their goal, as stated in a meeting February 4, 1989, was "(t)o maximize the preservation and general access and use of the recreational, environmental and historical resources of Fort Sheridan through single jurisdiction of the property at the time of the closing of the Army post."45 This organization was the first to hire a consultant to prepare a

45Notes from a February 4, 1989 meeting of the Advocates for the Public Interest of Fort Sheridan.
land-use plan which was completed in 1990. However, the Advocates for the
Interest of Fort Sheridan was not recognized by the Department of Defense as
a redevelopment authority and did not receive any funds from the Office of
Economic Adjustment (OEA), and therefore, their plan was not recognized by
the Army. This organization is still together and participates in all public
meetings held by the current redevelopment authority.

The second organization formed was organized in July 1990 by an
Illinois State Representative. This second group, made up of an assortment
of state, county, and local officials, was called the Fort Sheridan Planning
Commission. It was recognized by the Department of Defense as the official
civilian-reuse body, or redevelopment authority, and was granted money by
the OEA to hire a consultant to prepare a second comprehensive reuse plan
for Fort Sheridan. This plan was completed in May 1991 by Economics
Research Associates and EDAW, Inc. By late 1992, however, after the
submission and long battle fought against yet another plan in the works, this
organization lost energy and began to fade out.

The third plan submitted, mentioned above, was developed by private
investors and actually instigated by the Army. In 1993, the Army approached
the John Buck Development Company of Chicago and the Equitable Real
Estate Company of Atlanta in an effort to make a "swap" (no money was
involved in this transaction) with the government - Equitable's seven and a
half acres of land near the Pentagon for Fort Sheridan's 712.4 acres. (Buck and
Equitable had their choice of bases, but ultimately settled on Fort Sheridan.)
Buck Development then presented a proposed reuse plan in which Buck
would turn the property into a residential and resort area with beaches, golf courses, restaurants and boutiques.

The plan was presented to and reviewed by the U.S. Army, the Fort Sheridan Commission, the Landmarks Preservation Council of Illinois (LPCI) and other special interest groups, and finally, to the public. The Commission did not approve of the plan. When asked by Buck and Equitable to write a letter of support for the development master plan, LPCI refused, citing the need for stronger assurances for preservation of the historic district. Residents in the surrounding communities were appalled at the effortless attempt made by Buck to maintain the integrity of the Fort. The U.S. Army, however, supported the idea until stopped by the U.S. Congress which refused to approve an amendment to BRAC which would have enabled the swap.

THE FORT SHERIDAN JOINT PLANNING COMMITTEE

Because the Fort Sheridan Commission had weakened, the Fort Sheridan Joint Planning Committee (JPC) was assembled next by the Illinois State Representative. It was formed in response to the Buck and Equitable efforts to make the swap with the Army and develop Fort Sheridan. This organization is made up of county and local officials. It is recognized by the DoD as the redevelopment authority and was given money by the OEA for preparation of a fourth comprehensive redevelopment plan. (This fourth plan was necessary because, at each stage of the earlier plans, the property available for development was constantly changing due to the BRAC process.) Although the JPC is recognized by the DoD as the redevelopment authority, it
still must be recognized by the state in order to carry out distribution of the
property and for approval of a reuse plan. In order to do so, the JPC, in
February of 1994 drafted the Fort Sheridan Redevelopment Commission Act

"enabling the creation of the Fort Sheridan Redevelopment
Commission, defining its powers, responsibilities and duties, and
establishing the framework for a cooperative relationship between
such Commission and existing State and Federal departments and
agencies, and units of local government and school districts."47

The JPC listed in the Act the following as its goals in the redevelopment
process:

1. To conserve and treat with sensitivity the forest lands, natural
resources and open spaces which exist within the planning area and
to provide appropriate recreational space and opportunities;
2. To identify and preserve with integrity the cultural and historic
places which exist in the planning area by: (a) maintaining an
overall density appropriate to the integrity of the historic district
and landscape; and (b) relating new construction to the architectural
character of existing buildings and locating new construction so as
to preserve significant view and vistas;
3. To maintain public access to historic areas and environmental
amenities such as the lake shore, ravines, and recreational
pathways;
4. To pursue a redevelopment plan which meets the diverse housing
needs of anticipated residents and provides for architectural
guidelines which enhance the existing visual environment;
5. To pursue a safe and efficient transportation plan for the planning
area;

46Interview with Kathline King. The JPC is recognized by the federal government as
the local contact for the Fort Sheridan BRAC and other closure procedures. However, this does
not mean that the JPC is recognized as the Redevelopment Authority. In order for this to occur,
the JPC must submit a bill to the Illinois Congress stating its intentions as a Redevelopment
Authority which must then must be passed by the Congress before the JPC’s role as the official
Redevelopment Authority is finally realized.
47Fort Sheridan Joint Planning Committee, Fort Sheridan Redevelopment Commission
6. To pursue intergovernmental cooperation between all affected units of government and to ensure a public utility and service plan which is cost-effective and efficient; and
7. To develop appropriate corporate and school boundaries which are equitable and sensitive to the needs of adjacent units of local government.48

The JPC holds monthly meetings open to the public to update and establish new business. Representatives from different divisions of the Army are also asked to participate in these meetings to update the public, as well as the governments, as to the current status of the closure procedure. This provides an opportunity for members of the community to confront and question the root of any problems they may have with a particular situation. In May of 1994, the JPC also issued a request for proposal in search for a consultant to develop a comprehensive plan for Fort Sheridan. The plan was to include an estimate for the cost to rehabilitate and reuse the historic structures at Fort Sheridan, the potential revenue for the buildings, and any need for new construction to close any feasibility gap.49 A consultant was selected in July 1994 who has since developed a plan that has been reviewed and approved by government authorities as well as the public.50

49 Phone Interview with Carol Wyant, former Executive Director of the Landmarks Preservation Council of Illinois, April 4, 1995.
50 Conceptual Plan prepared by Johnson Johnson & Roy/inc. with Clarion Associates, Inc., DLK Architecture Inc., and Historic Certification Consultants, September 1994. The writer has intentionally denied herself any knowledge of the contents of the final comprehensive plan prepared by the JJR/Clarion/ DLK team so that an unbiased and uninfluenced opinion may be formed.
Initially, Fort Sheridan's interaction with the communities surrounding Fort Sheridan was minimal. But by the end of the nineteenth century, Fort Sheridan’s cavalry had become the most impressive division of the Fort and one in which local residents took an interest. The Fort began hosting balls and receptions at the Officers’ Club and other activities of social ceremony including small social gatherings in homes, guard mounting ceremonies, drills and parades, band concerts, and polo matches with nearby wealthy residents. Fort Sheridan had become a social hub of the North Shore. What resulted was a long lasting close relationship between the Army and the civilians. One group of civilians created the Fort's newspaper, The Tower, and proceeds from advertisements sponsored the post’s educational and recreational fund. Other residents neighboring the Fort supported their neighboring military by furnishing dayrooms, donating books to the library, and sponsoring social events. In a small way, the Fort and the surrounding communities became dependent upon each other. Therefore, local communities’ concerns over the future of the Fort are understandable.

Congress recognizes the importance of military installations to their surrounding communities and in 1990 stated that:

(B) A military installation is a part of the infrastructure of the community in which it is located and there is a long standing symbiotic relationship between a military installation and the community;

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(C) The people in an impacted community have made substantial, long-term investments of time, training, and wealth to support the military installations;

(D) The loss to an impacted community when a military installation is closed may be substantial and in such cases the Congress wishes to mitigate the damage to the impacted community;

(E) An impacted community knows best the needs of the community and the best way to use available resources to meet these needs consistent with existing national priorities; and

(F) Unfettered ownership of the real property associated with a closed military installation at the earliest possible time can partially offset the loss to a community which results when a military installation is closed.53

This section will take a closer look at the Fort's three surrounding communities, what they are made of, their similarities and their differences, their interests and their needs, how they have responded to this process and how the different governments have responded to them.

CHICAGO

Although the City of Chicago lies only twenty five miles to the south of Fort Sheridan (see map, Appendix A, p.72), its size and economic diversity make the city less susceptible to any economic upset created by closure of the Fort than many of the surrounding smaller and less diversified communities such as the villages of Highland Park, Highwood, and Lake Forest. Chicago is also located in Cook County rather than Lake County where Fort Sheridan is located.

53United States Congress, An Act (S.1507)102D Congress, 1ST Session, August 2, 1991. An Act "(t)o authorize appropriations for fiscal years 1992 and 1993 for military activities of the Department of Defense, for military construction, and for defense activities and other national security functions of the Department of Energy, to prescribe personnel strengths for such fiscal years for the Armed Forces, and for other purposes."
LAKE COUNTY

Lake County extends from the northern boundary of Cook County to the Illinois-Wisconsin border and west to the east side of the Fox River Valley. (See map, Appendix A, p.74) It contains a diverse mix of character including affluent residential communities, central business districts, large commercial office corridors along Interstate 94, and the Chain O’Lakes in the northwest region of the county. The county’s population has increased at a constant rate since 1980 and is now estimated at over 500,000 people. It has evolved from strictly residential communities to being an employment center in its own right. For example, since 1974, the labor force in Lake County has increased from a population of 144,450 people to almost 250,000 people.\(^\text{54}\) Most of this expansion has occurred in the southeast section of the county where Fort Sheridan and the communities being discussed here are situated. Fortunately, organizations like the Lake County Forest Preserve, discussed earlier, have had the foresight to place substantial acreages of land aside for public recreation, and have made sure they have the funds necessary to protect these areas from development.

THE THREE NEIGHBORING VILLAGES

Surrounding Fort Sheridan and lining the western edge of Lake Michigan are the bedroom type communities that make up the North Shore. Most of these communities have common characteristics and were founded under similar historical circumstances and have shared specific social,

cultural, and economic characteristics over a long period of time.\textsuperscript{55} Highland Park and Lake Forest are very similar in the characteristics that make up their communities, but their interests in and needs from Fort Sheridan are very different. Highwood is the only community of the three that deviates from the stereotypical North Shore community.

**HIGHLAND PARK**

The Village of Highland Park lies to the south and southwest of Fort Sheridan (See map, Appendix A, p.82). It reached its current size of twelve square miles around 1930 and maintains a population of approximately 30,500 people with a median income of $61,894. It contains three distinct shopping areas and a central business district containing more than 150 retail stores, restaurants, and art galleries. Highland Park is known as an arts community. Probably contributing most significantly to its "artsy" image it is the fact that it is the site for the Ravinia Music Festival, a thirty-six acre park opened in 1904, and the summer home of the Chicago Symphony Orchestra. Completing the balance is the amount of open space Highland Park has set aside for its residents and the general public. This single community contains the most extensive parks and recreation program in the area. The park system includes eighteen major parks and portions of other public areas such as bike trails which total 660 acres of land.

Highland Park is made up of a composite population of residents including single residents, families, artists, athletes, bankers, lawyers, and doctors with many different religious and ethnic backgrounds. These

\textsuperscript{55}Clarion Associates, Inc., p.19.
residents have differing needs and, therefore, require different services. To accommodate these different needs satisfactorily, Highland Park has a wide variety of zoned districts. (See Appendix A, p.83 for adjacent zoning for all three jurisdictions.) Residential includes anything from single family lots ranging from 7,260 square feet to 130,680 square feet; multiple family districts with units from 871 to 2,904 square feet; neighborhood, highway, service, and central business districts; light industry; and health care. Bordering the edges along Fort Sheridan are single family lots (R4, 5, and 6) ranging from 7,260 square feet to 20,000 square feet, high density multi-family units (RM2) with 1,442 square feet per unit, and neighborhood commercial containing small businesses such as camera shops and delicatessans. Land available for development in Highland Park is very limited. Consequently, the cost of single family lots has increased resulting in an average home value of $243,000. The few multi-family housing units that exist range from $55,000 to $600,000 for condominiums to $650 to 1,650 monthly rent for apartments.\textsuperscript{56}

LAKE FOREST

Established in 1856, Lake Forest, which lies on the north and northwest boundaries of Fort Sheridan, is known as the wealthiest and most exclusive residential community of the three surrounding Fort Sheridan. It was designed by Fredrick Law Olmstead who designed the community around the 67 acre campus of Lake Forest Academy created by prominent Chicagoans. In Olmstead fashion, which Simonds admired so much, he designed the streets to follow the curves and natural ravines and deer paths. Lake Forest's 15.4

\textsuperscript{56}Economics Research Associates and EDAW, Inc., p.46.
square miles qualifies it as one of the ten largest cities in Illinois in land area, yet its population density of only 990 people per square mile is the lowest of all of the North Shore communities. Its central neighborhood and community business district, Market Square, was built in 1916 and is one of the country’s first outdoor shopping centers. It is located in the heart of its downtown and contains about thirty restaurants and stores— including Marshall Field & Company.

Although not as extensive as Highland Park’s, Lake Forest still has a fairly extensive park system. It contains ten parks, one being the Lake Forest Nature Preserve (annexed from Fort Sheridan in 1972) and the Deerpath golf course (not actually included as a park) which contains eighteen holes of golf— just one of an extensive number of golf courses open to the public and providing discounts for Lake Forest residents. The park system is also comprised of walk trails, playgrounds, outdoor tennis courts, baseball and soccer fields, a bathing beach, and ice skating in the winter.

Zoning in Lake Forest is also similar to that of Highland Park. It embodies a large number of single family lots and very few multi-family units, but contains fewer business districts and no industry. Directly to the north of Fort Sheridan is the city-owned nature preserve, but directly north of this is zoned single family residences with minimum lot sizes of 40,000 square feet, or approximately one acre (R3). To the northwest, and directly adjacent to Fort Sheridan, the property is zoned as smaller single family lots with a minimum of 20,000 square feet (R2). The cost of housing in Lake Forest has also been driven up due to the lack of land available for development. Single family home prices range from $190,000 to nearly $3
million, making the average cost of a home $465,000. The few
condominiums that are available range from $200,000 to $700,000 and the cost
to rent an apartment is anywhere from $725 to $1,350.\textsuperscript{57}

HIGHWOOD

The Village of Highwood, a blue collar community located on the
western edge of Fort Sheridan, is the anomaly of the North Shore suburbs.
Incorporated in 1887, and for a while taking the name of the Fort Sheridan
Village, Highwood was forever changed when its access to Lake Michigan was
cut off by the establishment of Fort Sheridan along its eastern boundary.\textsuperscript{58}
The small population of approximately 5,000 residents is made up of strong
ethnic heritage, primarily Italian and Mexican. These immigrants came from
Bologna and Tuscany, Mexico and even downtown Chicago to the North
Shore to work as ditch diggers, plumbers and construction workers, and as
gardeners and maids for the wealthy.\textsuperscript{59}

Consisting of only 320 acres, Highwood does not have room for a large
variety of uses. One of the most prominent zones in Highwood is its business
and retail business districts (B1 and B2) on the Fort's border. From the Fort's
inception to its closing, the merchants of these businesses benefited from the
activity associated with the Fort. Its ethnic diversity is reflected in the large
number of restaurants and shops which line Green Bay and Sheridan roads
and create its small downtown area. Also located in the business districts
along this edge are small retail operations, a hotel, and vacant land.

\textsuperscript{57}Economics Research Associates and EDAW, Inc., pp.46-47.
\textsuperscript{58}Clarion Associates Inc., p.21.
\textsuperscript{59}Clarion Associates Inc., p.22.
Residential zones in the area include single family lots (R2) with lot dimensions of 7,260 square feet, and multi-family residential zones containing no more than four dwelling units within the minimum 7,260 square feet. Finally, there is land just west of the truck gate that is zoned for a Planned Unit Development and includes business, hotel, and retail uses.  

Not having any public parks or recreational facilities of its own, Highwood is reliant upon its neighboring communities for these resources.

COMMUNITY SURVEY

After establishing the Fort Sheridan Commission (the group organized before the JPC), the chairman set up a number of panels to evaluate various facets of the base reuse and put issues of concern and positions about these issues on the table. Nine different panels were created: Planning and Land Use, Business/Commerce, Historic Preservation, Education, Transportation and Infrastructures, Recreation and Open Space, Veterans Services, Environmental, Public Officials, and Private Citizens. In addition, each of the municipalities identified, through different processes, their major areas of concern.

The three municipalities established lists of particular needs that they felt could be met through the proper reuse plan for the Fort. Highland Park had two major requests. The first was "that if the Navy replaces the Army by acquiring the housing at Fort Sheridan [which it did], the military must assume its fair share of the cost for educating the children who live on the base." The second request was "that moderate-income housing be

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accommodated on the base to give people of all income levels an opportunity to live in the Highland Park community." Lake Forest's preference for the Fort was for a National Cemetery (still being fought for by veterans), but its back-up option would be open space or a golf course. The mayor of Highwood identified a number of objectives agreed upon by the City Council and town residents, most of which will be discussed momentarily, but the one addressed that would most directly impact Highwood is the goal to provide "revenue producing activities for the town and its tax base, with a focus on retail sales through new retail development."\(^6\)

All of the participants in the survey, including the panels established by the Fort Sheridan Commission and the three municipalities, came to a consensus on a number of issues asked by Economics Research Associates and EDAW, Inc. (the consultants) who compiled the results of the various surveys. The three goals that ranked highest when asked about reuse objectives were: 1) preservation of open space; 2) provision of recreation opportunities, and; 3) public access to the lake front. Preferred recreation opportunities included open public use for the lake, jogging, biking, and equestrian paths; and continued use of the public golf course. Apparently, there was not an overwhelmingly positive response to the idea of allowing the open space to retain its original prairie grass character.

There was no consensus on whether the property should be managed by one central entity or whether it should be run by separate entities - either allocation to the three adjacent jurisdictions or private developers/realtors. What was agreed upon, however, was that any governmental agency that

\(^6\) Economics Research Associates and EDAW, Inc., p.34.
could provide financial support, management, and direction toward preserving the goals of the communities would be welcome.

Adaptive reuse of the historic district and preservation of the integrity of adjacent communities' character were also given high rankings. Participants were adamant that the parade ground remain free from development. Their major goals for the historic structures were that they be maintained while being adapted to new uses. Ideas for reuse included senior housing, multi-family and single family residences, educational facilities, research (medical) institutes, and commercial properties. They covered almost the full spectrum of possibilities. Participants also hoped that the Fort Sheridan museum located within the historic district would continue to remain in operation and open to the public, and that the historic district would be run under one management, even if the surrounding properties in the Fort were not.62

The surveys that were performed are representative of most of the residents that live in these areas. Although these surveys were conducted in 1991 the same objectives remain in place today.63 The public has remained an active part of this process by attending public meetings and writing letters to their city governments. The various players involved in the closure process have kept these objectives in mind and have attempted, to the best of their ability, to make sure that these challenges and requests are studied, and if possible, met.

62All survey information was taken from research gathered and conducted by Economics Research Associates and EDAW, Inc., consultants hired by the Fort Sheridan Commission, in 1991.
63Interview with Dan Pierce, July 1994. Information gathered from JPC monthly meetings attended by the writer.
Thus far this thesis has addressed the Fort's historic significance, the steps and procedures by which the closure process has (and continues) to take place and those who have participated in the closing of Fort Sheridan. What has not yet been discussed here are the structures comprising the historic district in Fort Sheridan. All of the different factors discussed above are required for the closure process, but they are there to determine one final goal - how to best put this site to use - how to best take advantage of an opportunity for community improvement, to consider the interactive uses of the site with its surrounding community, and to reintegrate it successfully with its surrounding region - historic preservation in its highest form.

This section will look at preservation and why it is important here, typology of the individual structures and of the site as a whole, needs of the surrounding communities, and conclude with suggestions for possible re-uses for the structures that might best meet the interests and expectations set by all parties involved.

A TYPOLOGICAL ANALYSIS

The primary characteristics separating these buildings are their uses - but the use of a building does not determine the type of the building. A type is defined as a kind, class or group (in this case, a group of buildings) having distinguishing characteristics in common. A typology is then a systematic
classification or study of these types. And finally, a morphology is an analysis of how these different types function and work together as a whole. What was performed in this section was a typological analysis - "an analytic tool for the understanding of morphology through a study of type."64

A typological analysis has been proposed as one way of regaining an understanding of a particular area. The process is based on the following premises:

1. Types are constants which reflect culture and way of life (use) at various moments in time.
2. By studying typologies - and their transformation - we can understand how a particular organism has arrived at present form: its limits of transformability.
3. Existing form can then be compared with needs, demands, exigencies of a present day city to make decisions regarding compatibility of use.
4. The aim is consonant transformation without loss of identity; efficient use of economic resources.
5. The targeted area must live, for buildings which are not used will not be maintained.65

What is likely to result is a better understanding of the history of the site through an awareness of the built environment, and therefore, a complete comprehension of the compatibility of existing buildings with new needs and the demands of the populace. So far, this thesis has looked at the written and oral histories of the Fort and the surrounding area, but no attempt has been made to understand one of the most integral factors in the planning of the future of the Fort - the structures themselves. The purpose of the typological analysis done for this section was not so much to look at the individual

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64Jean Marie Teutonico, Typology and Typological Analysis, lecture notes, October 31, 1994.
65Jean Marie Teutonico.
buildings or how they worked together in the past, but rather to look at the buildings in light of their future uses by the Army and the Navy and the homeless agencies, to discern how these work together, which buildings were still available for sale to developers, and what the best possible uses are for these structures in order to keep them productive and in step with the surrounding environment.

ANALYSIS OF FORT SHERIDAN

All of the buildings within the historic district share many common characteristics. In fact, when trying to determine which buildings have what common characteristics, all of the buildings constructed between 1890 and 1893 could be grouped into one category. Perhaps the most binding characteristic of all of the structures between 1890 and 1893 is that they were designed by Holabird and Roche. The structures, no matter their function, are in a style reminiscent of the work of Henry Hobson Richardson, who had moved to Chicago less than a decade before the inception of Fort Sheridan. Hints of this Richardsonian style are felt in the massiveness of the buildings and the wide arches that announce the entrances to all of the structures. The buildings are supported by load bearing walls constructed of buff-colored bricks (laid out in American common bond) made of clay from the bluffs and manufactured on the site. The gabled roofs on all of the buildings were originally covered with slate tiles but have since been replaced with asphalt shingles. The foundations are random ashlar limestone or limestone rubble. Most of the buildings have basements which often have ground level access.
on at least one side, but none of the buildings (except the water tower) exceeds three stories.

Despite the similarities between the buildings, distinctions still must be made to determine how these structures can best be reused. Because so many characteristics of the structures are so similar, there are really only two major elements to look at when making type determinations: the floor plan and the location of the structure - what structures are located around it. The only buildings to be analyzed in this section are the significant structures within the historic district (built prior to 1911) which have not been acquired by any federal, state or local organization. These structures have been divided up into five different types, A through E, which have been illustrated and explained in detail in Appendix B (pp.85-96).

Type A contains nineteen structures, all residential, and located at the easternmost edge of the historic district. (See Appendix B, pp.85-86) Although they have two different floor plans, they are strikingly similar. Each of these structures was designed by Holabird and Roche by 1893 and have hardly been altered since their construction with the exception of additional HVAC systems.

The Education Center is the only structure included in Type B. (See Appendix B, pp.87-89) Originally constructed as both an Isolation and Education Center, its use has hardly been altered. Its interiors, however, have been changed a number of times in order to accommodate different needs. Despite the numerous changes to the interior, the building still remains in good condition.

66 Access to the interiors of most of the structures on the base was very limited, therefore, information such as floor heights and bay widths was very limited.
Lining the southern edge of the parade ground is Type C, made up of six structures completing the infantry, artillery, and cavalry barracks which functioned as administrative offices at the time of the Fort's closure. (See Appendix B, pp.90-93) Although the infantry barracks were constructed fifteen years prior to the artillery and cavalry barracks and designed by different architects, these buildings share location as a common characteristic. Despite their difference in age, the buildings still remain the same in construction type, building materials, and basic floor plan.

Type D is located directly behind the barracks. (See Appendix B, pp.94-95) These six structures, all designed and constructed from 1907-1908, functioned originally as kitchens and were converted to administrative and general purpose structures later in the twentieth century.

Type E is made up of light industrial structures at the southern boundary of the historic district. (See Appendix B, pp.96-98) All ten of these structures, designed by Holabird and Roche between 1890 and 1893 were originally constructed as stables for the horses of the very impressive cavalry of Fort Sheridan. Like many of the non-residential structures within the historic district, the stables were altered to meet the needs of a new technological military. Due primarily to the change from horses to automobiles, partitions were inserted and HVAC systems were added to accommodate individual workshops and the people who worked in them. Their long rectangular floor plans, when the partitions are taken out, provide a number of options for reuse.

A hodge-podge of buildings remain inside the westernmost edge of the historic district. Most of these were constructed between 1890 and 1893. They
were built with the same materials and have the same construction as the other buildings of this time period. They were also designed by Holabird and Roche. The difficulty in typing these is that their floor plans and functions are so different. As a result, I have not grouped these, nor have I ignored the fact that they are there either. These will be addressed in the section on reuse possibilities, because they are an obvious part of the historic district.

Because the Fort was constructed as, and continued to act as, its own self-contained city, it is also important in this typology to look at the streets and circulation patterns and how the buildings are grouped and located to understand this small urban community and how the individual entities within this area function as a whole. As discussed earlier, the officers' quarters are separated from the rest of the camp and situated around tree-lined streets east and northeast of the parade ground along Lake Michigan. The majority of the buildings occupy the south and southwest portions of the base. The hospital, in nineteenth century military tradition is separated from all daily use buildings such as the barracks, officers' residences, stables, workshops, kitchens and stables. The barracks, the most prominent structures on the base, are visibly and centrally situated on the south end of the parade ground, easily accessible to the training grounds, stables, workshops, and hospital. The utilitarian structures are also grouped together, and are placed at the southernmost end of the district. With the exception of the east end officers' quarters, the paved roads circle around the groups of buildings, reiterating their associations and relationships with one another. Serving as the connecting line to all of these groups of buildings is Leonard Wood Avenue which circles the parade ground and has smaller roads.
branching off of it and leading to other areas of the Fort. (See map, Appendix A, p.81) With the introduction of technology, smaller roads may have been added where needed when leading to newly constructed buildings or storage or for movement of new equipment.

As a whole, the Fort seemed to have been organized in a very practical way, grouping together compatible uses such as single family housing, multi-family housing, civic buildings (the hospital and hospital annex), and light industrial buildings. It is a plan that flows and functions well. The challenge, because uses may be altered so drastically, is to make sure that this sense of practicality and flow is maintained when considering a reuse plan.

POTENTIAL REUSE ANALYSIS

Reuse of the Fort must be conducted by keeping in mind the typology and morphology of the Fort. An ideal preservation/reuse solution for maintaining continuity would be to use these buildings as they were originally intended. Although, theoretically this could be done, the market is not favorably inclined towards that direction. However, there are many other options for the uses of these buildings which can accommodate the needs and wants of the surrounding market while still protecting the integrity of the Fort. A continued productive use would also allow for historic preservation to represent itself in its highest form.

Primary factors considered in evaluating potential reuse options herein were floor plans and location. No matter what the future use may be, whether the building will eventually be torn down, or as hope would have it, remain standing, modernizing and converting these buildings will cost
money. Operating within the established (original) floor plans will help to keep costs of rehabilitation down.

Zoning, and the surrounding residents, will not allow big industry in the area - even light industry here is a risk. The market demonstrates clearly that there is no need for a large commercial complex here. While many large companies are moving to the suburbs, most of the construction to accommodate these companies has taken place along Interstate 94 where many developable parcels still remain. There are still vacancies in the buildings that have already been constructed. Because these buildings are along a major highway, they are more easily accessible than Fort Sheridan. The office markets in downtown Highland Park and Lake Forest seem to be healthy as well. Most offices are located on second and third floors, over first floor retail stores, and require very limited space for their specialized practices. The demand for middle to high-income housing is modest, but does not seem to be a priority among many of the residents. Possible remaining uses for Fort Sheridan are institutional, residential, and possibly small local, commercial businesses such as professional offices or craft shops.

Type A, the officers' housing, no doubt, will best serve and be served if continued to be used as residential structures. There is every reason to keep them as such, and none to alter their uses. CEDA and Catholic Charities will be using houses scattered throughout this area for low-income housing. All of the structures rest in a traditional neighborhood-type setting which helps to create a sense of community. Placing small, commercial offices or shops randomly within this area not only breaks up the continuity, but really hinders the marketability of the business because it is situated in such an
isolated location. If there were to be commercial structures here, there is no room to put the required number of parking spaces for employees and potential customers.

The Educational Center, Type B, presents an interesting situation. On the exterior, it looks large enough to accommodate several apartments or small suites. Although it is possible, transforming this structure to residential use would not be as easy as it appears. Stairs would need to be relocated, entrances may also have to be moved, and an abundance of plumbing would have to be added. Although low-income and multi-housing is in more demand than high-end, marketing for this property, considering its location - between low-income housing, a music school, Navy housing, and Army Reserve training grounds - would prove difficult. A residential use would provide little immediate return for the amount of money required to renovate the property. A slightly more sensible use would be commercial. Small convenience outlets, employment officers for the homeless, or perhaps a doctor or dentist's office could fill the structure, but again, marketing may prove to be unsuccessful.

Possibly the only successful reuse solution for this structure is institutional, perhaps even back into its original use - a hospital. It could serve as an annex or clinic for the Highland Park Hospital for local residents or the low-income families that will be moving into Fort Sheridan housing. Perhaps if the barracks (to be discussed later) were to be turned into senior housing, the hospital could house medical and recreational services for the senior citizens residing here. Another institutional option is as an educational facility or administrative offices to one. One of the most
appealing aspects of converting the Educational Center to institutional use is that no matter what the institutional use may be, substantial parking is provided in the area immediately surrounding the building.

Type C buildings also provide a plethora of reuse possibilities. One option is to convert these structures to a multi-housing apartment complex. Interior walls would need to be rearranged but otherwise, the structures are in good enough condition to accommodate a residential use as they did originally. Another possibility for residential use would be to use the buildings as housing for senior citizens. The parade ground, whether it continues to be used as a golf course or not, and the lake front provide a beautiful setting for older citizens who may be forced for health reasons to remain in the area. And, as mentioned previously, the Educational Center would serve as the hospital/clinic for the senior citizens. Most of the residents would likely not have cars, but the train station is not far. The administration for the facility could provide a shuttle to the trains, or to anywhere else the residents would like to go.

Another option for these structures is as an institutional facility. These buildings would provide an excellent location for a college annex or a two-year community college or technical school. Perhaps lighting and HVAC systems would need to be updated, but virtually no alterations would need to be made to the structural part of the building. The buildings directly surrounding these such as 47 and 1 are ideal to serve as administrative facilities for an institutional facility.

If the buildings included in Type C were be converted to either an apartment complex or institutional facility, parking may present a problem.
In the surrounding jurisdictions, multi-family housing complexes are allowed to have one parking space for one and two bedroom apartments and two spaces for three bedroom apartments. Large commercial properties, or structures that can hold a great amount of people are required to provide one parking space for every four people that can fill the structure. The surrounding area does not provide enough space, as is, for new parking. All that exists now is curb side parking - not nearly enough, for example, to meet the needs of a community college with its residents and students. Special consideration would need to be given to this problem.

Type D does not provide such an array of reuse possibilities. These buildings were all constructed as kitchens for the barracks which they are hidden directly behind. Because these structures do not lie on a major roadway they are not visible, and therefore, not easily marketable. These structures should be used as sister buildings for another major group of structures rather than trying to work separately. For example, if the buildings in Type C were used as senior citizen housing these buildings might be resused as kitchens to provide food and dining facilities for the elderly. Or, if partitions were taken out or moved, these buildings could serve as recreational facilities or community centers for the residents in the adjacent housing. They are currently being used as administrative structures, and if the buildings in Type C were converted to educational facilities, these buildings could be used for administrative purposes. Because Type C is so centrally located, these structures could also be used as parking for surrounding housing, businesses, recreational facilities, and institutions. It is
not that these buildings cannot be reused, but they are more easily marketable in connection with a larger entity.

The former stables and workshops completing Type E also offer a number of reuse opportunities - both as part of a larger function and on their own. On attractive option, of course - although possibly not the most practical - is to convert them back into stables. Converting the structures this way would meet one of the recreational opportunities suggested during the 1991 survey. The field just to the east of these structures, if cleared, could work as a ring for riding classes or horse training. Bartlett Ravine, immediately to the south, is a beautiful setting for riding. A road designed by Ossian Simonds still runs through here and could act as a trail leading to the lake front. Once on the shore, riders could ride north to the large forest preserve held by the Lake County Forest Preserve. This option makes use of the natural resources, brings money to the owners of these properties, and provides another recreational activity for residents in the surrounding areas.

A second option is to convert the structures to apartments or dorms if a college or annex was relocated here. The buildings all have similar floor plans, although their square footage differs. They are all one-and-a-half stories and have lofts, and with the number of entrances around the buildings, the apartments would most likely be able to have direct access from the outside. Besides parking, discussed earlier, the only real problem with these as residential structures is that many people do not like the idea of living at ground level. However, with the limited number of apartments that could be created, occupancy would probably not be a problem.
Another solution for these structures if the area is used as an educational facility is to use the buildings for classrooms. If by chance, any type of technical school is located here, these structures could continue to be used as workshops. If needed, these buildings may continue to be used as administrative offices, storage warehouses, and workshops.

A fourth solution for the buildings in Type E solves problems in other areas of the Fort. These structures could easily serve as parking garages for residents, employees, students, or visitors. They are fairly centrally located and are not easily visible from any of the roads which would help to hide parking garages, but would also help to prevent potential burglaries.

What remains are the un-typed, miscellaneous buildings on the western edge of the Fort. Four of these properties are already residential structures. They could be used as additional housing for the low-income residents that will occupy Nicholson Housing, or they could act as housing for professors, students or researchers at an institution. Because they are small and separated structures, they could also be converted to commercial uses such as restaurants to service residents, students, or employees who may be in the area. They would also work well as administrative buildings. Because they are in such a central location and there is room for parking behind these structures, they can be easily adapted to any function that may be required of them.

What Types B through E can provide is a group of buildings that work together, like a campus, to create one institution. The barracks present a beautiful facade to an educational facility, research laboratories, or senior
housing. The unit would be complete with administrative offices, recreational facilities, classrooms, housing, parking, and/or storage.

One alternative that has been proposed for the remaining structures is to use the site as a medical research institute and pharmaceutical testing facility in conjunction with the FDA. A private doctor proposed getting funding from private organizations such as pharmaceutical companies and medical institutions whose money would support staff and provide research equipment needed. Educational institutions such as the University of Illinois as Chicago, Maharishi Vedic University in New Jersey, and Barat College in Lake Forest have also expressed interest in the property as an annex and a relocation site for their schools. If any of these reuse options were to occur, it is very possible that Type A and the miscellaneous structures can contribute to this cohesiveness as well.

The idea of the whole site continuing under one management, as it did as a military installation, is an attractive one. However, as it stands, the historic district is already under six different managements. Ideally, a plan will be found that will put the remaining surplus properties within the historic district under one management. There are 94 significant structures within the historic district which must be maintained in order to meet the design and rehabilitation standards eventually established by the JPC. It is much easier to monitor and enforce those standards through one management with one maintenance plan than under several managements with different maintenance schedules and ideas.

What has not been addressed here is the landscaping. Before addressing this, it must be determined exactly which aspects of Simonds'
design still exist and what needs to be protected. Then a decision must be made as to what is the best way to protect the landscape. May it be altered? If so, how? Serious consideration must be given to Simonds' philosophies and what his long term plan may have been for Fort Sheridan. Simonds, and his landscape plan for Fort Sheridan were an integral part of the Fort's history and must not be overlooked during the planning process.

It may not be possible to adapt the most rational plan without removing some of the structures within the district. If removal becomes an option, preferably, consideration would be given to removal of non-contributing structures before it would be given to contributing structures. The exception would be in Type A. These are all residential structures, perfectly reuseable structures, with no foreseen zoning, parking, or structural problems. In the other sections of the district, however, a plan may be adapted which requires more parking than the site currently allows, or may require, although unlikely, a new building type which is not currently available. In this case, it may be necessary to raze a structure(s) if it means the difference between a successful and an unsuccessful reuse. Therefore, preservation is a primary goal here, but not every structure, significant or not, needs to be "saved." It would be nice to be able to save all of the structures, but if saving a building means compromising the welfare of the surrounding communities, then it is not worth it. But before razing a structure, any structure, one must consider its historical significance, its importance in maintaining the integrity of the district, its value in the education of visitors to the site, and the financial and moral ramifications it may have once the
building is gone. Destruction of a building is not a reversible action. That piece of history is then lost forever.
CHAPTER FIVE
CONCLUSION

As defined by the New Shorter Oxford English Dictionary, historic means, "(o)f great historical importance or fame; having a significance due to connection with historical events." In the same reference, historical is defined as "(r)elating to or concerned with (events of) history...(of the study of a subject) based on history or an analysis of development in course of time; in connection with history, from the historian's point of view; belonging to the past, not to the present." By definition, Fort Sheridan clearly meets the requirements for historic(al). Fort Sheridan, like other military garrisons that have been closed in the past seven years, is a physical, cultural, and historical gem that has become an integral part of its surrounding region. It has played a major role in the history of Chicago, the North Shore, and the United States, and is associated with great names such as Holabird and Roche, Ossian Simonds, and General Philip Henry Sheridan. The significance of the historic district was reinforced in 1980 with its listing on the National Register of Historic Places, and again in 1984 when it was named as a National Historic Landmark District. Although it will no longer be used for military purposes, the structures and the district as a whole should remain as a reminder of the Fort's historic importance, and as an educational tool for those who visit the site.

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As discussed in Chapter Four, Fort Sheridan's National Historic Landmark District is a wonderful resource capable of providing a number of opportunities for the surrounding communities. The structures can provide middle and low-income housing, senior housing, space for college, medical, and/or research institutions, recreational facilities, and space for commercial and professional offices. If the structures are left to stand vacant and unused long enough they will deteriorate and become physically and economically difficult to restore. Rapid and expedient comprehensive planning is the best way to take advantage of such a prime resource, but unfortunately, various obstacles, primarily those encountered by application of the BRAC process, have impeded such planning from taking place.

Unusual circumstances presented by and surrounding Fort Sheridan contributed to the chaos of the closure process. The Fort is surrounded by four separate and different jurisdictions with different needs to be met by the future plan for Fort Sheridan. Two elections took place temporarily stalling and altering the planning phases. Complications were enhanced by the fact that the installation was included in the first round of base closures resulting in the absence of any precedent in the application of BRAC.

Another inadequacy of the closure of and planning for Fort Sheridan is due to the continuous involvement by the federal government. The duration of the current screening process dictated by BRAC almost guarantees that the historic district will be divided up. This lengthy system makes early planning efforts by groups such as the Advocates for the Public Interest of Fort Sheridan and the Fort Sheridan Commission virtually impossible. The process involves federal screenings of other federal, state, and local agencies
resulting in the disposition of large pieces of the Fort. By completion of this closure, the Department of Defense, specifically the Army and the Navy, will still occupy more than half of Fort Sheridan. The McKinney process creates an additional snag in the planning process by punching holes in the remaining surplus property as it has so obviously done in the historic district at Fort Sheridan. So while local participants would like to expediously develop a reuse plan for the site, this cannot be done because the land is gradually being taken away bit-by-bit leaving local governments and planners unsure as to what lands actually remain for planning.

A difficulty encountered by all parties involved was Fort Sheridan's wealth of architecturally significant structures included in its National Historic Landmark District. The district is a site that needs special attention. The state and local residents immediately recognized the historical resources provided here and the importance of keeping the district intact. However, the U.S. Army failed to recognize the district's importance and made no immediate efforts to protect the property and keep it undivided from the start. This failure to make any attempts at keeping it intact has been a major factor hindering and confusing the planning process. It should be a goal by all parties involved in the closure process of installations with such significant and extensive historical resources such as Fort Sheridan's National Historic Landmark District to keep the National Historic District whole - not divided up among the different federal, homeless, state and local agencies. A way of attaining this goal is for the federal government to make an effort from the beginning to treat these sites differently.
One option is for the federal government to continue to provide funding for comprehensive planning through OEA grants, etc., but to give more of the planning responsibilities to the state and local governments. Fort Sheridan is fortunate to have a surrounding community that realizes and appreciates the Fort's architectural and historical significance and is willing to put in extra time and energy to preserve the integrity of the structures and the surrounding landscape. It has finally developed a qualified committee (the JPC), and potential redevelopment authority, that is sensitive to the needs and concerns of residents in the neighboring communities. The Army should take a step back and realize that these communities know the base and their own needs better than the federal government. They are willing and capable of working together to create a comprehensive plan for the site that will both meet the needs of the communities while reincorporating Fort Sheridan with the surrounding region, so why not let them.

One last suggestion for ensuring protection of significant historic resources, is by adding an amendment to BRAC providing special provisions and actions for those installations containing individual structures and sites with extraordinary significance. The historic district should then be protected when it is released from ownership by the U.S. Army. At the time of the transfer of title, the U.S. Army should be responsible for attaching a covenant to the title protecting the historic district in perpetuity. By ensuring this type of protection, the Fort has a far better chance of remaining historic.
FORT SHERIDAN REGIONAL MAP
Source: Harland Bartholomew & Associates, Inc.

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FORT SHERIDAN LOCATION MAP
FORT SHERIDAN, ILLINOIS

Area of Regional Influence

LAKE COUNTY LOCATION MAP
Source: IWR, 1989 - Fort Sheridan
Historic District
FORT SHERIDAN, ILLINOIS
FIGURE 3S-6

FORT SHERIDAN NATIONAL REGISTER HISTORIC DISTRICT
FORT SHERIDAN NATURAL FRAMEWORK
SUB-AREAS DESIGNED BY O.C. SIMONDS
Source: Fort Sheridan, Illinois, 1988
PROPERTIES AWARDED TO GOVERNMENTS
Source: Fort Sheridan, Illinois, 1988
PROPERTIES AWARDED TO NOT-FOR-PROFIT ORGANIZATIONS

Source: Fort Sheridan, Illinois, 1988

Community and Economic Development Association
(CEDA)

Midwest Young Artists

Catholic Charities of the
Archdiocese of Chicago

Lake Forest College

City of Lake Forest

Vietnam Veterans

City of Highland Park

Town of Highland
JURISDICTIONS SURROUNDING FORT SHERIDAN
Source: Appraisal Research Counselors, Ltd., 1989

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ZONING ADJACENT TO FORT SHERIDAN
APPENDIX B
TYPOLOGY
TYPE A

BUILDING NUMBERS: 3-7, 15-18, 21-28, 53-54, 56, 73-76
ROOF: Intersecting gable
FENESTRATION AND OPENINGS: Fenestration is symmetrical with single, double hung two-over-two and one-over-one-light windows. Main entrance located at the gable end.
PLAN: Rectangular
SQUARE FEET: 5,426-7,594 sf
STRUCTURE: Load bearing
CHIMNEYS: Three
CURRENT USE: Officer Housing
ORIGINAL USE: Officer Housing
DATE OF CONSTRUCTION: 1890-1893

LOCATION:

TYPE A FACADE

TYPE A TYPICAL FLOOR PLAN
TYPE B

BUILDING NUMBER: 2
ROOF: Combination of moderately-pitched hip roofs with gablets, cross gables, and gabled dormers.
FENESTRATION AND OPENINGS: Fenestration a combination of symmetrical and assymetrical placements. One-over-one-light double-hung windows. Several bull's-eye windows are also included. Several aluminum and wood doors access the building.
PLAN: E-shaped
SQUARE FEET: N/A
STRUCTURE: Load bearing
EXTERIOR: Foundation constructed of rusticated limestone. Walls constructed of blond colored brick in a common bond pattern.
CHIMNEYS: One
CURRENT USE: Education Center
ORIGINAL USE: Isolation Hospital/Education Center
DATE OF CONSTRUCTION: 1905-1912

LOCATION:

TYPE B FACADES
This basement is occupied by military and is used for storage.

TYPE B FLOOR PLAN
TYPE C

BUILDING NUMBERS: 48 & 50 / 81 & 82 / 83 & 84
ROOF: Hipped/Gabled/Gabled
FENESTRATION AND OPENINGS: Fenestration is symmetrical with one-over-one-light double hung windows. Primary entrances located on the north side of the buildings. Fenestration is symmetrical on the first and second floors with two-over-two-light windows and one-over-one-light windows are on the basement level and rear side.
PLAN: Rectangular/U-shaped/H-shaped
SQUARE FEET: 66,544 sf/34,272 sf/26,309 sf
STRUCTURE: Load bearing
CHIMNEYS: One per building
CURRENT USE: Administration
ORIGINAL USE: Infantry/Cavalry/Artillery Barracks
DATE OF CONSTRUCTION: 1890 (48 & 50)
1905 (81-84)

LOCATION:

TYPE C FACADE (48 & 50)
TYPE C TYPICAL FLOOR PLAN (48 & 50)
TYPE C TYPICAL FACADE (81-84)

TYPE C TYPICAL FLOOR PLAN (81 & 82)

TYPE C TYPICAL FLOOR PLAN (83 & 84)
TYPE D

BUILDING NUMBERS: 103-108
ROOF: Moderately sloped hip roof
FENESTRATION AND OPENINGS: Fenestration is symmetrical with one-over-one-light double-hung windows on the first floor/Half-circle top awning windows on the top floor. Primary entrance doors on the south side of the buildings/Secondary entrances on the north side of the buildings.
PLAN: Rectangular
SQUARE FEET: 6,188 sf
STRUCTURE: Load bearing
EXTERIOR: Blond colored brick set in a common bond pattern
CHIMNEYS: One per building
CURRENT USE: Company Kitchens
ORIGINAL USE: Administration - general purpose
DATE OF CONSTRUCTION: 1907-1908

LOCATION:

TYPE D FACADE

TYPE D FLOOR PLAN
TYPE E

BUILDING NUMBERS: 42-43, 62-63, 65, 89

ROOF: Gable. Some with gable dormers.

FENESTRATION AND OPENINGS: Fenestration is symmetrical with one-over-one-light double hung windows arranged individually along the facades. Primary entrances located at the gable ends. Original double, three panel four-light wooden doors remain on Building 43.

PLAN: Rectangular

SQUARE FEET: 4,224-11,768 sf

STRUCTURE: Load bearing


CHIMNEYS: One

CURRENT USE: Quartermaster Repair Shops and Facilities Engineer Shops

ORIGINAL USE: Stables

DATE OF CONSTRUCTION: 1890-1892

LOCATION:

TYPE E FACADES
TYPE E TYPICAL FLOOR PLANS
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